



**METRO**

Meeting: **FUTURE VISION COMMISSION**

Date: **October 17, 1994**

Day: **Monday**

Time: **4:00 p.m. - 6:30 p.m.**

Place: **Metro, Room 370**

Approximate  
Time

1. CALL TO ORDER

15 minutes

2. ROLL CALL

3. APPROVAL OF MINUTES  
Minutes of August 8, 29, and September 12  
Notes from August 15 and 22

4. PUBLIC COMMENT

5. OTHER BUSINESS

6. REGION 2040 BRIEFING  
with John Fregonese

135 minutes

**\*\* Commissioners are to bring edits of the October 6th draft Vision document \*\***

***Upcoming meetings:***

October 24

October 31

November 7

**Questions? Call 797-1562.**



**METRO**

**Date:** October 11, 1994

**To:** Len Freiser, Chair  
Future Vision Commission and staff

**From:** Barbara Duncan, Committee Recorder

**Re:** Future Vision Minutes

My other duties and weekly FVC meetings resulted in my getting behind schedule in the Commission's minutes, I apologize. The attached packet brings us up to date.

<u>Meeting:</u>	<u>Minutes status:</u>
July 25th	minutes approved
August 1st	no meeting
August 8th	minutes complete, attached
August 15th	notes complete, attached
August 22nd	notes complete, attached
August 29th	minutes complete, attached
September 5th	no meeting
September 12	minutes complete, attached
September 19	sub-committees - no minutes
September 26	sub-committees - no minutes
October 3	sub-committees - no minutes
October 10	minutes in process, complete for the next packet

# FUTURE VISION COMMISSION

Meeting Summary, August 8, 1994

Members in attendance: Len Freiser, Chair; Mike Gates, Mike Houck, Peggy Lynch, Peter McDonald, John Magnano, Mary Puskas (alternate for Alice Schlenker), Ted Spence and Bob Textor.

Others in attendance included: Glen Bolen, Tom Coffee, Barbara Duncan, Ken Gervais, Gail Ryder and Larry Shaw.

## I. Call to Order and Roll Call

The meeting was called to order at 4:15 by Chair Freiser.

## II. Public Comment -

## III. Discussion of Calendar and Public Involvement

Ken Gervais stated that the Commission can have approximately four pages of the next Region 2040 newsletter on the Future Vision Commission (FVC). The tabloid will be mailed to 50,000 people on our mailing list. Ken proposed the Commission use their space to describe how the FV fits in and if the Recommended Alternative is consistent with the vision? The text to be included would have to be done by August 18th - who should work on that?

Peggy Lynch asked who is on this 50,000 mailing list. Who is receiving the full FVC draft document and brochure?

Ken Gervais stated that the 50,000 are people who have asked for more information over the past few years about Region 2040; the FV draft is going out to about 700 people who requested a copy of the Region 2040 Concept Report, and about 150 community stakeholders.

Robert Liberty stated that he would prefer a separate FV document. Mike Houck suggested including a description of the FVC and how to contact them in the newsletter, but not the goals or a map. Ted Spence suggested we also include info on the relationship of the Vision with the other planning elements.

Members discussed funding and the possibility for a separate FV publication and mailing.

Motion: Robert Liberty moved that the information in the FV brochure be included in the Recommended Alternative/newsletter document with some modifications as time allows. Mike Houck seconded the motion and added that information should be included on involvement. The amendment was accepted. The eight members present voted yes.

Motion: Rod Stevens moved that a delegate (or delegates) be chosen to speak to John Fregonese about deadlines, publicity and funding. The motion was seconded and approved.

Robert Liberty suggested the public involvement experts on FVC make a recommendation on strategy.

Members discussed public involvement strategy further.

Motion: Rod Stevens suggested that the Commission call a meeting for the next Monday, August 15th and change the schedule for a series of subcommittee work sessions instead of full Commission meetings. The motion was seconded and passed.

Bob Textor requested that Robert Liberty complete a 2 page memo on implementation.

#### **IV. Other**

Peggy Lynch stated that MPAC will be discussing "descriptive indicators" at their August 10th meeting which are benchmarks and "quality of life" indicators.

Chair Freiser stated that the Metropolitan Arts Commission wants to make a presentation to the Commission.

#### **V. Carrying Capacity Discussion**

Robert Liberty led the Commissioners in a discussion of carrying capacity. Commissioners discussed air quality, water quality, federal standards from the Air Quality and Water Quality Acts and how to reach agreement on environmental sustainability. Should the FVC use the federal standards as a minimum? What are the consequences of non-attainment for federal standards? How can environmental goals be effectively regulated? Constraints such as financial resources, geography and technology were discussed in relation to water resources. The problem of carrying capacity and quality of life as a personal judgement was discussed, a reasonable trade off to one person is unacceptable to another. Other issues discussed included not offering tax breaks and incentives to companies to locate here (not discouraging growth, but not encouraging it either), and the tradeoffs residents (and potential residents) are willing to make between income and quality of life. While some people will choose to move here for quality of life and are able/willing to pay higher costs, not all in-migrants have that choice or ability.

The meeting was adjourned at 6:15 by Chair Freiser.

Respectfully submitted by Barbara Duncan.

**KEN'S BASICALLY UNEDITED NOTES FROM THE 8/15 FUTURE VISION MEETING.**

Attending: Chair Freiser, McLain, Textor, Lynch, Lei, Stewart, Stevens, Magnano (no quorum). (These are notes, not complete, not minutes. **USE AT YOUR OWN RISK**)  
Others in attendance: Seltzer, Shaw, Bolen, Gervais

Ethan had Ken review a request from previous meeting prepared from Robt. Liberty's notes. Copy circulated among those present. Ken also related an earlier telephone conversation from Robert saying he could not attend but related four areas for consideration re: implementation. They are 1) bringing Clark County voters into Metro by interstate compact, 2) widening to include a regional advisory committee for 9 counties (probably outside of MPAC, which is Charter defined), 3) tax base sharing or some other real discussion of a regional approach to the costs of growth and 4) a greater role for Metro in regional facilities planning.

**Textor** on no incentives for locating business here, we offer livability exclusively

**Lynch** frame in terms of sharing opportunities and burdens

**Textor** reasons for not giving tax breaks: equity, government picking winners, favoring suburbs over central cities

**Stevens** Houck and Robt were trying to get to an alternative def. of carrying capacity that relates more to the region, eg. relationship of natural system carrying capacity to urbanization

**Ethan** right, that is what Wim says - key is what are we willing to do about the trade offs?

**Stevens** asking about background material on landscape ecology

**Ethan** it is a whole, inseparable parts which we don't fully understand, but are moving toward. Noting appendix of Wim's paper showing Benchmarks, but not inter-relating elements

**Chair** with unlimited \$ and commitment can we manage growth?

**Lei** yes, for example Hong Kong

**Textor** carrying capacity + sustainability are each continuums, build in some statement about crowding

**Lynch** 2 problems w/carrying capacity : what is position re funding and what are people willing to accept? eg where we get our water etc?

**Lei** discusses Wim's paper, ref. tables in the back in trying to consolidate ideas, proposes to go through each table, value is in the process, will not indicate the effect of one or half a million more people.

**Ethan** using Wim's last matrix how are we doing for today's population, what about another 1.5 million people?

**McLain** need to have specificity in local terms, talk about links which Benchmarks aren't able to explain relationships between terms, then move to tables

**Ethan** begin with environmental elements then go to social, and work way up

**Lei** nothing is impossible

**Lynch** these statements are so important because they are the point at which we will or will not get local govts. to actually do things or make change happen

**Lei** agreeing with 3/4 of Robert's implementation points, raising doubt only about tax base sharing.

**Chair** passing out one page on Metro lobbyist in Washington, DC , because of Metro's unique nature in line for money, also describing regional intern program.

McLain continuous presence in Washington.

Ethan on who we should talk to, eg. 9 counties? Wim says purpose is dialogue,

Chair asking is carrying capacity a euphemism for slowing growth?

Ethan No

McLain Metro critics who say we have not had the conversation and we need to

Ethan we have 6 levels, ask how we are doing on each, and what would happen w/ more people

Lyncg possible for next session to put together the beginning of this discussion,

Ethan where are we?

Lynch think we are all on the same wavelength

Stevens put in things which will give direction to the framework plan so we maximize our influence on the RFP

Lei can't make this happen unless there is a bigger area for consideration

Ethan what should RFP say about carrying capacity?

Magnano what is kicker for policy makers for any of these policies? eg parks cost big bucks, is it enough to say what we would like without talking about paying for it?

Stevens hold boundaries may conflict with costs of greenspace acquisitions, would it make sense to let boundary increase more and extract some greenspaces in the process

Lynch pointing out that green belts are not recreation areas or openspace as such

Magnano both active and open space costs. land costs are related to how many minutes they are away, costs are skyrocketing, how do we pay for it?

Ethan it is not our job to say how to finance specifics, but to set guidelines such as not passing costs on to next generations,

Magnano point out the costs of doing nothing

(break in notes)

Lynch should we have another category for public finance, cost now later, who pays?

Ethan one of the most difficult things to communicate is time and money over time.

Future Vision has a real role in helping to create a broad base of understanding about costs.

Like Bob says we need to talk about cultural perspectives.

McLain need the moral imperative to move ahead

Lei Wim has this in level 2, use 1940s view of the waterfront to illustrate how much change can take place

Textor it is important to create a moral climate for futurism eg future interns (Len's idea) one for each city in the region, advance the kind of monitoring we have talked about

Chair on being concerned about others, interns take our view back to their own places

McLain we need to show that if you don't do these things, this will happen

Ethan we will put together a summary document saying how the commission will use the term "carrying capacity" then examine the draft to see how it is doing

McLain restates what Ethan said (check tape on this point)

Stevens asking if work could be done in committees?

Ethan Lets work together as a whole for awhile, urging thinking about what should go into their own tabloid

Lunch Robts. list also includes governance questions

Ethan who should be involved in this discussion?

McLain before the tabloid we need to have a discussion, then go to MPAC, tax study committee and other groups, go in draft form

Ethan next couple of weeks, 22nd & 29th, skip labor day

Discussion of Council schedule for 2040 decision Sept 22 to December 8

Ethan this commission is establishing the terms for the discussion

McLain on working rural reserves

Textor on inviting Bill Boyer for next meeting. he might try to push us further than we would want to go, but that might help us clarify our positions

Lynch question on putting him into the mix might cause problems with others

Textor others have not given us detailed critiques as Boyer has

Ethan concern that carrying capacity disc is just beginning and commission needs to get its position clarified, is Wim's paper the basis for our discussion?

Textor suggesting decision be left to staff

Lynch concern about breaking the momentum

Chair invite him like we have others, not joining the 18

Magnano on how we are relating to the public?

Lynch transmit June 14 draft to all candidates for Metro along with cover letter from Len, stating how FV fits in and how we are proceeding. [This was agreed to and is done.]

Textor Have any MPAC or JPACT members sent in any comments?

Ken none

Lynch some of the elected officials have asked about how FVC is getting public input

There was a discussion of public outreach vis a vis the budget and of replacement members.

On the latter subject Ken reported that MPAC had nominated two, that staff was preparing a letter to them from Gussie McRobert. Len Freiser to contact these individuals. Susan McLain contacting other non-participants.

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8/15  
notes

8/22/94 Future Vision Commission  
notes form discussion

Present: Chair Freiser, Lynch, McDonald, Davis, Houck, Spence, Schlenker, Lei, Magnano.

Others present: Patricia McCaig, Ethan Seltzer, Ken Gervais, Larry Shaw and Glen Bolen.

In the absence of a quorum discussion began @1625

Ethan on progress and the fact that the Charter says "shall" adopt FV. New council will need the draft and the involvement of the FVC. Use of Wim's\ paper as a framework. Attendance suggests we should not meet every week. Not a bad thing to spend time reading, let staff accumulate data.

Spence What do we still need to do other than carrying capacity?  
Davis Governance

Ethan The commission really needs to agree on def. Look at punch list. FVC will be ongoing and another one in 2009.

Lynch Asking whether members would read and work between meetings? Chair Freiser, hard to get attendance in August.

Meeting in order w/ Quorum at 1630

Houck on importance of water resources and need for staff to be here for discussions. Issues are complex. Staff and FVC need to all work on this.

General disc. on next meeting.

Davis would be nice to work in small groups to discuss Wim's work.

Ethan on his Memo on schedule and work.

Lynch Suggesting the need for a side paper on how the issues of carrying capacity were dealt with by the FVC? To go with the vision to explain how the FVC dealt with the question.

Ken said that he had been assuming there would be a cover letter or some such to go with the Vision explaining such things for the Council.

Lynch On the need to also explain to more\interested public.

Houck Raising example of Tualatin R., public perception of what is acceptable. We are retro fitting landscapes.

Lei We are doing things now that we would not have done ten years ago. On Wim's paper, ten to twenty yrs. from now it will serve as a structure for evaluating our work. It will be the baseline.

Ethan opportunity to define what the Chtr. committee meant in its charge to the Commission. We need a series of findings 1) we exceeded it a long time ago, e.g. how many people can be supported by the food supply, riparian resource, and air standards

Lynch it can be more simple than that. Make it understandable to the public. How do we explain that it is not a #? Just say how



we have exceeded or not.

Ethan you will be challenged to explain why we can't set a number.

Magnano We are supposed to be visionary, but a practical govt. question is "at what point do you apply pressure?" Limit permits, eg of Santa Clara Co Valley, where people could not believe they could handle several times as many people. They did survive, we still look pretty good to them now. At what point is growth unacceptable? How does it get enforced?

Chr Carrying capacity is a way of looking at things, not a number. Wim is saying carrying capacity is a way of looking at things.

Magnano Agreeing, but it will eventually get to #.

CHR its not a real #, it does not become an effective concept as a number.

Magnano How do you make it stick?

Ethan Opportunity lies in the discussion so that when something goes wrong you have something to fall back on. eg Clark county has the authority to impose a moratorium. The purpose of carrying capacity is to have something to fall back on, to let you know when something is wrong and what to do about it.

Houck We have exceeded our carrying capacity. Nike is today bulldozing to the edge of Cedar Mill creek, a tributary of the Tualatin. We have to have some way to stop this type of behavior. We need to describe what the Beaver creek watershed should look like in 50 years. Don't care how it gets done.

There are limits as to how much the watersheds can take.

Ethan Let's finish walking through the memo.

Spence Some of the limits get pretty finite. What standards do we have?

Ethan What are we going to do when you find out something is going wrong?

Schlenker On importance of cc. At this time there are no criteria other than zoning and codes, no criteria for how decisions should get made, what are our needs for the future and what are the sustainable rates we can maintain. Our moratorium is limited to three months, if we could use all of these criteria it might be more systematic.

Ethan continuing with his paper and 3 conclusions; air, transportation and energy. You can overload any system, it's just a matter of when it fails. Limiting factor air, system transportation, and resource energy.

Houck this is too narrow in terms of constraints

Ethan vision is structured close to where Wim is going. Need to agree on definition. Have a 3 step disc. How we are doing now? What if the vision was to come to pass? look back at vision, what more do we need to add? What you are going to keep track of and what should be done about it? If you want to use Wim's paper as a basis you need to agree on the concept as a discourse. How are we doing right now?

Davis talk about holding the urban growth boundary.

Ethan End up with something which does have specific instructions for elements of the regional framework plan.

Houck this provides a lot of flexibility to come up with strategies for achieving goals

Ethan, show the link between cc and whatever Metro is doing. Make a strong link here.

Lei now we are talking outcomes, relate to normal lives, things people do every day.

Chair Is it possible to have an optimum cc and still accommodate many more people?

Houck, better development can handle more people.

Magnano we can take a pessimistic view or an optimistic future vision and say "this is how it plays out."

Houck, If you look at the systems, some are degraded, some are better, biotic systems are mostly worse off. What is life going to be like with all those people.. some values can be better, most have gotten worse, we might be able to improve water quality. we can accommodate many more people, but we have to do it differently. Maybe we don't say how to do it, just do it.

Schlenker, There is as free for all out there. What is the process here?, would sub committees make sense for the three tasks?

Lynch how can we get the work done?

Chr. we can have more people if we do the right thing cc as a discourse, for man in street cc is #, aren't we talking about qualities here?

Ethan Absolutely, long term and global there are #s,

Freiser On qualities rather than # need to get away from #

Ethan on charter, danger of getting into meanings can population be used in terms of air, land, water, \ Wim is saying you can accommodate anything, but what are you willing to accept? What is accepted is a social factor.

Lynch also culturally determined by the mental feeling about the # of people you want to live near you, how you do business.

Ethan need to be careful to separate quality and #. can we have more people, of course, how would we live? Can some qualities be better, perhaps.. This is the key how do we know the path we have chosen is leading us in the right direction?

Spence easier to define environmental cap than affordable housing, densities. jobs, mobility etc.

Schlenker that is the kind of dialog we need to have. This has never happened.

Houck this may be a task we need to push on other folks, there are instances of where the data would answer some of these questions. Joe Patrick has been testing Willamette for 20 yrs. knows trends, where all rookeries are.

Ethan In your vision statement you say you want increased biodiversity, so how do you keep track of it? what is baseline and what do you do when it isn't doing what you want. You have the ability to define what goes into this region. Wim gives you the beginning (6 categories). Who makes determination, how, and what happens when it doesn't work?

Davis Wim too narrow on institutional constraints need to look at

performance, interrelationships etc.

Lei We have broadened Wim's definitions

Ethan You have anticipated Wim in your draft. You talk about annual review process, lots of the pieces are here.

Lynch The key to this definition is the discourse. Ten years ago people were not even talking about holding UGB. It must be an ongoing discourse.

Ethan Ten years ago there could have not been a Region 20240 because there was not a consciousness of the region for the Region 2040 study.

Lei How does one come up with a process for 50 years, people like things they see. Wim's categories are not definitive, we may disagree, but the framework is there.

Ethan Let's start with environmental and biological elements and look at where we are today. What is valuable about this region. There is a culture that goes with this place.

Houck a group of restorationists have prepared a play, "Queen Salmon" call fast tick. Re. Peggy's comments that environmental parameters seem easier to get a grasp on, but they are very difficult to pin down, eg after 10 meetings still talking about what water temperature is, it is clear that physical is just as hard to agree on as social. They are both problematic.

Lynch What is the acceptable #?

Ethan Leads group through a discussion of the region today as we know it. (See Ethan's list for this discussion on the environmental and biological aspects of water.)

Davis at board capacity today rfp  
Environmental

Water

Air

Land

Lynch we need to defend our conclusion that carrying capacity is a discourse.

Ethan Yes, the commission needs to be comfortable with this decision.

July 11, 1994 minutes approved as presented.

When to meet again? After some discussion it was agreed to meet next week. Ethan we will send out something for members to be working on.

Lynch bring chart and we will work on it.

Meeting adjourned at 6:20pm.

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# FUTURE VISION COMMISSION

Meeting Summary, September 12, 1994

Members in attendance: Len Freiser, Chair; Wayne Lei, Peggy Lynch, Peter McDonald, Susan McLain, John Magnanao, Alice Schlenker, Ted Spence, Fred Stewart and Marilyn Wall.

Others in attendance included: Tom Coffee, Barbara Duncan, Ken Gervais, Gail Ryder and Ethan Seltzer.

## I. Call to Order and Roll Call

The meeting was called to order at 4:15 by Chair Freiser.

## II. Public Comment -

Peggy Lynch offered for Commissioners a Lincoln Land Institute course catalog, and information on the "Communitarian Network" as a possible grant source.

## III. Minutes

The minutes of July 25, 1994 were accepted as submitted.

## IV. Region 2040 Discussion

Ken Gervais gave an update of the Region 2040 Recommended Alternative and stated that at the October 10th Commission meeting there will be a Recommended Alternative Briefing. On November 7, the Commission should formalize their recommendation to the Metro Council. MPAC and JPACT are on similar schedules.

Susan McLain stated that this process has not yet been approved by the Planning Committee. The RUGGOs may be re-written to reflect new duties, but the core of the RUGGOs, that many people worked on, will not be re-written. It should be called an update instead of a "rewrite".

Ken Gervais stated that minimum changes will be made to update the RUGGOs and then a new section of language will be added to address the Growth Concept.

Alice Schlenker concurred with Susan McLain and cautioned about calling it a "rewrite". Members discussed this issue further. A calendar of the Council meetings and decision process on Region 2040 was distributed.

## V. Carrying Capacity Discussion

Ethan Seltzer distributed a September 7th memo from he and Ken Gervais based on the Commission's work sessions of August.

Members stated that the memo was a good summary of where the FVC stands now.

Ken Gervais suggested the discussion of carrying capacity not be in terms of an ultimate number (population limit), but in terms of a culturally defined situation, what quality of life is unsatisfactory, what circumstances would be beyond our vision of the region's carrying capacity.

Ted Spence asked how can we determine the cultural definition of carrying capacity?

Alice Schlenker stated that Willsonville is trying, by saying that the roads are full, therefore we can't grow anymore, but they are running into the reality that state law does not allow that. To address some of these issues, we would need not only Metro Council legislation, but state legislation as well.

Chair Freiser stated that in the last few meetings the Commission has agreed that the important issue is not the number of people who are here or who come here, but what elements are vital to have in our lifestyle, regardless of the population figure (access to greenspace, to be able to see Mt. Hood, etc...) and regardless of whether anybody else ever moves to Portland again.

Commissioners discussed how can those vital elements be monitored and enforced, implementation issues, the relationship of the vision to the Regional Framework Plan and how these "vital elements" can move from "vision" to action. Commissioners agreed that the conversation has reached this precipice many times before, but gets stalled when the question of implementation is brought up.

Jan Seltzer stated that under each statement or goal, an action section can be added. This could go in the vision in a chapter on implementation.

Peggy Lynch read a Lewis and Clark quote about the area having a "capacity of 40,000 souls". Those types of quotes may be very helpful for providing perspective.

#### **VI. Other**

Members discussed strategies for successful public involvement, how do we make people feel empowered and feel that they have a way to affect the outcome.

Members adjourned to the parking lot to look at the PGE Electrical car brought by Wayne Lei.

The meeting was adjourned at 6:15 p.m.

Respectfully submitted by Barbara Duncan.

# FUTURE VISION COMMISSION

Meeting Summary, August 29, 1994

Members in attendance: Len Freiser, Chair; Judy Davis, Mike Houck, Wayne Lei, Peggy Lynch, Peter McDonald, Susan McLain, John Magnano, and Bob Textor, Marilyn Wall.

Others in attendance included: Glen Bolen, Barbara Duncan, Ken Gervais, Greg Nokes, Rich Rogers and Larry Shaw.

## I. Call to Order and Roll Call

The meeting was called to order at 4:15 by Chair Freiser.

## II. Public Comment/Other

Rich Rogers stated he is from the Don Morrisette for Metro Council campaign. Greg Nokes from the Oregonian was also observing.

Chair Freiser introduced Marilyn Wall, a new member appointed by MPAC to fill a vacancy left by Lisa Barton-Mullins.

Judy Davis stated that she is no longer at Portland State, and will be starting as a planner at Parsons Brinckerhoff.

Mike Houck stated that he was disappointed in the attendance today after people had requested last week to meet today. He distributed information on the play "Queen Salmon".

## III. Discussion of Carrying Capacity

Members continued their discussion of carrying capacity. Ethan Seltzer distributed a proposed calendar of meeting dates from the next two months. A schedule for briefing on Region 2040 was discussed, three dates were set in order for the Commission to have their comments on the Recommended Alternative ready by the September 10 meeting.

The members received a copy of the "flip charts" from the August 22 discussion of water issues.

Ethan Seltzer led a discussion on carrying capacity. Members completed their listing of water issues and then discussed carrying capacity in terms of "land".

[The notes from the "Air", "Water" and "Land" discussions are attached.]

Ethan Seltzer stated that he and Ken Gervais would meet over the next two weeks (no meeting on Labor Day) to consolidate the carrying capacity notes.

The meeting was adjourned at 6:40 p.m.

Respectfully submitted by Barbara Duncan.

## WATER

### Notes from Future Vision Commission Discussion of 8/29/94

- Indicator Species (Great Blue Herons) that can be observed over time (more common species in danger of local extinction)
- Water for transportation
- Finance and governance of water resources
- Safe-to-eat Fish/crawdads/frogs
- Aquifer quality and recharge (permanent change?)
- Is deeper dredging ecologically responsible? Ships to Astoria?
- Allocation of limited resource, do current regulations support broader goals?
- Clark County not involved in regional water supply study.
- Overuse of water for lawns
- Rivers used in land use planning to "define" landscape (identity via rivers.....PDX)
- Tributaries to define subcommunities
- Export of Columbia River water a hot issue to come
- Gray water
- Conflicts over use of water surface (houseboats)....water taxis (intraurban transport)
- Public access, how much should we expect?
- Natural, historic, scenic, rec values....maintaining values of waterways
- SDWA, water rights..laws and STDS...Clean Water Act, ESPA, TMOL's, DSL fill and removal, G5, Forest Practices Act, Agricultural Practices Act, Wetlands (Clean Water Act 404), Federal Emergency Management Agency and floodplains, State Marine Board.
- Columbia/Willamette confluence...water features in the landscape
- State Floodplain managers are in Portland because of 2040
- Waste management (sewers)
- Protection/maintenance of bridges

- **Flood control**
- **Water storage for fire prevention, other uses**
- **Cleaning of sludge and Smith/Bybee**
- **Maintain of banks, management of bank vegetation and buffers**
- **Management of streamflow**
- **Relationship to larger basins, basin ecosystems management, natural resources and land use and transportation, Lane County/EPA restoration**
- **Structural management inadequate**
- **Management and Maintenance vs. Beneficial Floods**

8/30 fvc:\watrnote



## LAND

(Transcribed flip chart sheets from the Future Vision Commission discussion of 8/29/94)

Only so much land and a distinctive landscape in this region...regional urban growth management must reflect a "design with nature" approach, not satisfied with what's left over (ridgetops gone).

Value and enhanced our "city", city landscape a tremendous resource, cityscape as limited/fragile resource.

Have to have choices of density to accommodate variety of private uses of land.

Land can be owned, different, privacy and crowding, externalize of development quality and design driving land consumption.

Trade offs properly made create possibilities.

Aging population needs appropriate settlement choices, potential lack of choice

Agricultural deferral inside the UGB is a problem

Adequate provision of truly public spaces, recreational facilities

Multiple use facilities, schools, school yards

Stewardship vs. ownership, duty to the future

Tension between public use and private ownership (as in Dolan case)

Economic Development, land use driven by age and income structure

Giving voice to ~~the~~ needs of other species, recognizing landscape values, making a place at the table

Too much industrial zoned land

No clear "Exception" land policy

Maintaining/saving land for a range of uses, not just the "hot" ones

Greed and technology eliminating beauty and passing on bad news to the next seven generations

Institutionalizing stewardship in cooperation with local jurisdictions and agencies to make stewardship responsibilities known

No recognition of relationship between landscape and water resources (hydrologic regime) on a

watershed basis.. 26+ sustainable watersheds needed now!

Underground construction, opportunities and constraints

Ugly transitions

Reclamation and restoration

Need for affordable housing, set the definition

Maintaining blocks of land for natural resource enterprises

\$ for greenspaces

Governance of land outside the Metro boundary

Big lots

8/30 fvc:landnote

**AIR**

(Notes from Future Vision Commission discussion of 8/29/94)

Capacity to absorb particulates before views gone (all of Cascades)

Air should feel and smell good

Aging lungs more vulnerable, even Federal standards may be too loose

Needs of industry

Use of fossil fuels and woodstoves (and fireplaces)

Allocation of limited resources, open burning for what reason?

Perceptual constraint....to see the mountains, not the air

Individual actions cumulatively have a major impact (hibachi, fireplace, and lawn mower)

State air quality conformity rule

Externalities of land use patterns and societal trends

Choice....microclimates, understanding air quality issues in detail

Alternative renewable energy sources (wind)...not all positive

Airborne noise pollution...making "calm" available

Lack of good quality public information and education (for all resources)...everyone needs to know

Flying machines...noise

Parking allocations, demand management, auto issues

Dust, airborne pollutants, costs associated with AG practices, burning and spraying...trade-offs, "acceptable" levels of pollution

Trade-offs associated with land management generally

More people, more activity, more impact... can density increases offset?

Driving more and we like going places

Quality issues link the states, air linkages ahead of water

Cost!

In compliance for now, but need action now to stay that way!

Not just Federal regulation programs as backstop...our discussion must continue based on our desires and needs here, maintain our own vision

Governance across state lines! (in regulations but not management arrangements)

Adequate presence in D.C. to protect what we want to achieve?

Conservation options needed, education and good public info

Anticipation of airborne pollutant "trapping"

Clean indoor air

Ozone...local action to off-set hole

Models---Bi-State gorge commission, S/N rail compact, City Club Report, Dept. of Environmental Quality/Dept. Of Energy, Bi-State Air Effort

BD:ms  
fvc/airnote

October 12, 1994

To: Future Vision Commission  
From: Mike Houck

I will be in New Orleans next Monday and unable to attend the FVC meeting. I have photocopied my hand written comments for the discussion. I would like to propose the following re-write to p. 13. 3)

**Our Place** the Portland-Vancouver region sits at the confluence of two of the nation's greatest rivers, the Columbia and Willamette, which dominate the landscape. This is a region of water, volcanic buttes and forest-clad mountains and hills. In addition to the aesthetic, economic and spiritual values these landscape features provide the region's residents, the streams, rivers, wetland and forests—and the fish and wildlife they support—have intrinsic values which we have a responsibility to be wise stewards for. Protection, restoration and management of the region's watersheds, both for what they provide for us by way of contributing to our quality of life and for their intrinsic values, is a primary focus of our vision for the region's future. The metropolitan region is a unique ecosystem that includes both the built and natural environment. This is a region that recognizes humans are part of the landscape. An interconnected, regional system of pedestrian, bicycle and equestrian trails link all of the region's natural areas with individual neighborhoods and provide viable commuting opportunities as well.

**To Achieve This Vision:**

- o All the region's watershed will be managed to protect the integrity of their streams, wetlands and floodplains. Water quality programs will all focus not only on water quality, but all beneficial uses of our region's waterways and will be multiobjective in nature to manage for those multiple values.
- o Stream and river corridors and their associated floodplains will be maintained for their multiple biological, physical and social values (fish and wildlife habitat, recreation—passive and active—; aesthetic; economic; open space; flood conveyance; water quality benefits; separation and connection of communities and neighborhoods; scenic and educational).
- o Streams, wetlands and rivers will no longer receive untreated, polluted surface water runoff. All stormwater runoff will be treated on site, in regional water quality facilities or through biofiltration systems prior to being discharged into surface waters.
- o There will be an interconnected mosaic of urban forest that will provide multiple benefits to neighborhoods, including shading and reduction of temperature extremes, aesthetic, local wildlife refugia and added economic value to surrounding homes.
- o Wildlife will reside in the heart of downtown Portland; Great Blue Heron nesting colonies will continue to thrive on Ross Island, at Clackamette Park, in the Mollalla River State Park, at Heron Lakes Golf Course, on Government Island, on Bachelor Island. New colonies will be established within the healthy riparian zones of the region's rivers and stream corridors. Bald Eagles will continue to have old growth forests in which to roost during winter months and will feed in the wetlands of the Scappoose and Vancouver Lake lowlands, on Sauvie

Island and the floodplains of the Tualatin River.

Possible Indicators Include:

- o All of the region's streams are maintained in their free-flowing state with healthy, intact riparian zones.
- o All of the region's wetlands have either been maintained or restored through watershed-based wetland/water quality management plans
- o Stewardship of wetlands, riparian habitat and stream corridors on private property is a common practice and important adjunct to uniformly applied regional regulations.
- o The number of species of plants and animals have remained stable throughout the region.
- o Watersheds have been developed in a manner that maintains the hydrologic integrity of the region's stream, river and wetland systems. There are no longer artificially high winter flows and low summer flows which destroy both the physical and biological integrity of these aquatic systems. Individual homeowner, corporate and office commercial lands have implemented infiltration systems that reduce stormwater runoff, which must be treated at great expense, to improve groundwater flow.
- o There are four new Great Blue Heron nesting colonies as monitored by Oregon Department of Fish and Wildlife and the Saturday Academy's urban watershed monitoring corps. The number of herons have actually increased since the early 1990's.
- o Native cutthroat trout still thrive in Balch Creek, Fanno Creek and other urban streams. Salmon and steelhead have returned to Johnson Creek and several other restored urban streams. More than 10,000 people still come to Oxbow Regional Park to view the returning fall salmon runs.
- o The region exceeds federal clean water and air quality standards because we have relied on non-structural, naturally functioning systems which have reduced our dependence on high-cost technological solutions. Retention of wetlands, riparian systems and healthy streams have assisted us in meeting increasingly stringent clean water standards.

(We might want to read and reference the *Rights of Nature* by Roderick Nash to provide a more succinct...or at least documented...reference to intrinsic/inherent values of natural systems. I think we need to be a little more humble about our attitudes toward natural systems. It seems to me that the folks on the writing committee did address the "human factor" and in the process slighted, to some extent, natural or at least semi-natural ecosystems.

However you decide to handle this topic, I think the image of the Willamette, Columbia, Lewis, Clackamas, Tualatin and Sandy Rivers should dominate this section in some way. This allows us to really focus in on fisheries—salmon and others—wetlands, existence of Bald Eagles, Great Blue Herons, Osprey, etc in the heart of our downtown environment. This past year I've seen Bald Eagles and Osprey taking fish out of the Willamette and Oaks Bottom for example. We need to get some of that into our written document.

Comment

by Oct 17<sup>th</sup>

P35

Nov 16  
CASCADIA - Seattle

## FUTURE VISION

Report of Metro's Future Vision Commission  
Values, Vision Statements, and Action Steps

October 6, 1994 - DRAFT

Comments: Mike Houck

Good work - but I've got some suggestions. My biggest concern is lack of intrinsic value of natural resources + need to do more work on P28 which I'd be happy to do some work on if you wish.

24 INTRODUCTION

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Metro has been assigned a number of new planning responsibilities through the approval of the Metro Charter by the voters in 1992. The Charter calls for the creation of two new planning products: the Future Vision and the Regional Framework Plan. The Future Vision is described in the Charter in the following general terms:

"(1) Future Vision. (a) Adoption. The council shall adopt a Future Vision for the region between January 15, 1995 and July 1, 1995. The Future Vision is a conceptual statement that indicates population levels and settlement patterns that the region can accommodate within the carrying capacity of the land, water, and air resources of the region, and its educational and economic resources, and that achieves a desired quality of life. The Future Vision is a long-term, visionary outlook for at least a 50-year period. As used in this section, "region" means the Metro area and adjacent areas.

*are we actually doing this?*

*The Recommendation does not deal w/ these in any substantive manner*

*Be more specific*

(b) Matters Addressed. The matters addressed by the Future Vision include but are not limited to: (1) use, restoration, and preservation of regional land and natural resources for the benefit of present and future generations, (2) how and where to accommodate the population growth for the region while maintaining a desired quality of life for its residents, and (3) how to develop new communities and additions to the existing urban areas in well-planned ways.

...  
(e) Effect. The Future Vision is not a regulatory document. It is the intent of this charter that the Future Vision have no effect that would allow court or agency review of it."



76 been developed from the perspective of the household, where the principal questions about the  
77 future start with questions about our commitments to individuals and the communities they live in.  
78 From this vantage point, more traditional land use planning concerns can be viewed as community  
79 development issues rather than simply as isolated policy initiatives.

80

81 Therefore, the Future Vision presented here adds value to ongoing debates about the region and its  
82 growth and change in two principal ways. First, we have presented growth management in a  
83 frame which includes people and their communities, the "view from the household". Second, our  
84 area of interest, as described below, is not the "3-county" or "4-county" area, but nine counties  
85 (Clackamas, Clark, Columbia, Cowlitz, Marion, Multnomah, Polk, Washington, and Yamhill)  
86 which interact now and will interact more completely in the future. We can no longer afford to  
87 view ourselves apart from this larger metropolitan context, itself a part of Cascadia, North  
88 America, the Pacific Rim, and a truly international economy - *community?*

89

*F.V.*  
90 The charge for the Commission in the Charter clearly anticipates and allows this breadth of  
91 substance and geography. That said, we want to underscore our belief that implementation of the  
92 Future Vision will occur through the joint efforts of a broad range of individual and institutional  
93 actors, and not solely through the offices or efforts of Metro. Metro has a critical role to play as  
94 planner, convener, monitor, and leader. However, as in the past, the success we achieve in the  
95 future will be a collaborative accomplishment, ~~not a solo one.~~

96

97 We also take seriously those aspects of the charge having to do with carrying capacity and  
98 population levels. This metropolitan area, like all others, exceeded its physical carrying capacity  
99 long ago. Today, our style of life ~~here~~ depends on the importation of energy, materials, capital,  
100 and "brain power" from all over the world. However, traditional biological models of carrying  
101 capacity are simply too narrowly drawn to be of much use in a metropolitan setting. Though some

*add natural resources*

102 will seek a number that ought to represent the maximum population that this region can sustain, our  
103 discussions and study of this issue lead us to the conclusion that settling on a number is artificial  
104 and unproductive. *I'm not sure this presents a strong enough*  
105 *argument as to why we've concluded this.*

106 In fact, the question is not so much whether we have or have not exceeded carrying capacity in  
107 some absolute sense, but whether our continuing inhabitation of this landscape is occurring in a  
108 manner that advances our values associated with livability. Quite simply, carrying capacity must  
109 be viewed and discussed in a cultural and social as well as physical context. *and biological*  
110 *(ecological)*

111 For that reason, and based on our review of the carrying capacity concept, we have chosen to  
112 approach carrying capacity in the vision as an issue requiring ongoing discussion and monitoring,  
113 rather than as a finite limit or number beyond which population should be limited or decreased.  
114 We believe that the relevant question is not "when" carrying capacity will be exceeded, but "how"  
115 we will collectively maintain and enhance the qualities of the region central to sustaining our health,  
116 the quality of the natural environment, and the ability of future generations to take action to meet  
117 the issues of their time. *restore*

118  
119 Hence, carrying capacity is not a one-time issue, but a focus for ongoing discussion and debate.

120 We present these vision statements as the framework for that discussion, the notion of monitoring  
121 as a means for having an informed discussion in the decades ahead, and the map accompanying  
122 this draft as a first step in linking the future growth of this region to specific locations.

123 *if we don't come up w/ a specific way to utilize the info. we get from monitoring, to make changes*  
124 We also discussed a number of issues that we believe will require us, in the future, to rethink some  
125 of our assumptions:

- 126 • telecommunications technologies are upon us but their precise effects on quality of life  
127 and urban form can only be speculated about;

*we will not have done our job!*

- 128 • some aspects of our quality of life are likely to deteriorate with growth, some will be  
129 enhanced;
- 130 • there will almost certainly be a change in the ways we use fossil fuels in the next 50  
131 years;
- 132 • our sense of region will likely change as technology and the economy change.

133 After long discussion, we recognize that these issues and more will have profound and largely  
134 unknown implications for our vision and this region. Nonetheless, we must move forward with  
135 the belief that our region will rise to the challenges as they become apparent.

136 *→ how do we institutionalize how we react to this reality?*

137 The values and vision statements presented below, in concert with the extensive modelling of  
138 population distribution in the Region 2040 and Clark County Growth Management Planning  
139 projects, are intended to frame what must be an ongoing public discussion in this region for many  
140 years to come. Sustainable communities will come about through the skillful blending of factual  
141 data, our values, and new ideas in a public discussion occupying a place of honor in this region,  
142 not through the blind adherence to numerical thresholds that can barely be specified and can't be

143 met. Eternal vigilance is the price of sustainability. *Vigilance is not enough -*  
144 *we need to articulate how we act on what we learn.*

145 To support its work, during the past year the Commission has received reports on settlement  
146 patterns, carrying capacity, and future workstyles in the metropolitan area. It has discussed the  
147 factors which define "quality of life" for us in this region, and has listened to community members  
148 offering their views of the task for the Commission and the nature and focus for its product. From  
149 these activities, the Commission has identified a broad set of values for our region. Those values  
150 have now been translated into a series of vision statements and augmented by a map.

PREAMBLE

151

152

153 In 1805, Lewis and Clark came to this region, sent by President Jefferson on a journey of peace  
154 and friendship, scientific exploration and discovery. Beginning in the 1840's, thousands of  
155 pioneers made an arduous 2,000 mile, eight month trek along the Oregon trail to river valleys with  
156 rich farmlands and mountains with vast forests. Today, people are still attracted to this region for  
157 its jobs, natural beauty, and culture of livability. Simply put, this is a great place to live. We want  
158 to keep it that way.

159

160 However, today we are on an equally arduous journey into the future, one that challenges our  
161 expectation that this will continue to be a place where people choose to invest their talents and  
162 energy to keep what is good and fulfill our hopes for this land and all of its peoples. We must act  
163 now and together. We offer this vision of the nine-county region in <sup>the year</sup> 2045 as a first step in  
164 developing policies, plans, and actions that serve our bi-state region and all its people.

165

166 The bi-state metropolitan area has effects on, and is affected by, a much bigger region than the land  
167 inside Metro's boundaries. Our natural, ecological, and economic region stretches from the crest  
168 of the Cascades to the crest of the Coast Range, and from Longview on the north to Salem on the  
169 south. Any vision for a territory as large and diverse as this must be regarded as both ambitious  
170 and a work-in-progress. We offer this document in that spirit.

171

172 This vision has been developed with the expectation that individual dreams and effort will matter.  
173 Our region is a place that rewards those who commit themselves to keeping and making it a great  
174 place to live. Our region is a place where people act to meet the future, rather than waiting to cope

175 with its eccentricities. History teaches the sometimes cruel lesson that a community that does not  
176 possess a clear vision of the kind of future it wants is not likely to be satisfied with the one it gets.

→ re-word?

## VALUES

181

182  
183 Our way of life in this region embodies a number of interconnected values that are essential to  
184 facing the future wisely:

185

186 • We value taking purposeful action to advance our aspirations for this region, but realize  
187 that we cannot act to meet our needs today in a manner that limits or eliminates the ability of  
188 future generations to meet their needs and enjoy this landscape we're privileged to inhabit.

189

190 • We value the greatest possible individual liberty in politics, economics, lifestyle, belief,  
191 and conscience, but realize that this liberty cannot long endure unless accompanied by an  
192 enlightened responsibility toward the community, <sup>↑ CIVIC INVOLVEMENT,</sup> and our environment as a whole.

193

194 • We believe that our first commitment to the ~~landscape of the~~ <sup>restoration</sup> region must be to the  
195 conservation and preservation of natural and historic landscape resources. Our next tier of  
196 concern should be for the restoration or redevelopment of resources already committed to  
197 sustaining our communities and economy. Only after we have determined that we've  
198 exhausted other options should we look to the conversion of land to urban uses to meet our  
199 present and future needs. <sup>landscape seems redundant</sup>

200

201 • We value economic development because of the opportunities it affords us all, but  
202 recognize that true economic development <sup>includes</sup> ~~only with~~ unimpaired and sustainable natural  
203 ecosystems, and suitable social mechanisms to insure equity for all and compassion for  
204 those in need.

205

206 • We value our regional identity, sense of place, and unique reputation among metropolitan

207 areas, but also the identity and accomplishments of our urban neighborhoods and suburban  
208 communities ~~as well~~ *e*

209  
210 • We value participatory decisionmaking which harnesses the creativity inherent in a wide  
211 range of views about the past, present, and future.

212  
213 • We value a life close to the beauty and inspiration of nature, incorporated into urban  
214 development in a manner that remains a model for metropolitan areas into the next century.

215  
216 • We value meeting the needs of our communities through grass-roots initiatives, but  
217 always questioning whether local actions will be in the collective interest of our overall  
218 metropolitan community.

219  
220 • Above all, we value a cultural atmosphere and public policy that will insure that every  
221 child in every community enjoys the greatest possible opportunities to fulfill his or her  
222 potential in life. It is, after all, primarily for them, and for their children, that we write this  
223 Vision Statement.

224 • *We value natural systems for their*  
225 *intrinsic value and recognize our*  
*responsibility to be stewards of the*  
*region's natural resources.*

VISION STATEMENTS, ACTION STEPS, AND INDICATORS *eg.*

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Our Vision is composed of the following vision statements and the accompanying maps. For each vision statement, we have identified actions to be taken, starting today, to realize our 50-year goals. We have also identified monitoring our progress towards implementing the vision as a crucial commitment. We have proposed example indicators for each vision statement. We have also proposed a "vision index", a short list of indicators that can be used to get a quick sense of how were doing and useful on an annual basis as a means for continually engaging the community in piloting this region towards its future.

*and action?*  
*What is "piloting" Is this action based on our monitoring?*

The vision statements, proposed actions, and indicators have been developed with the elements of the Regional Framework Plan in mind. At a minimum, we envision that these indicators will be used as criteria for evaluating planning options, for informing our ongoing discussion of carrying capacity, and for possible inclusion in the Regional Framework Plan. We also envision that Metro's annual budgeting process will address the vision statements and the actions identified here to ensure that implementation of this Future Vision is pursued -- conscientiously, affirmatively, and proactively.

The vision statements are sorted into three groups, based on our belief that as inhabitants of this bi-state region, we are committed to:

- 1) Each Individual - the development of each individual as a productive, effective member of this region. We believe that this region must make clear and unambiguous commitments to each individual in order to have a vibrant, healthy place to live. This doesn't mean that our region must be all things to all people. It can't. Rather, our challenge is to speak clearly about what we can and will do to support the ability of

252 individuals to participate fully in the prospering and stewardship of this region, balanced by  
253 the responsibility of individuals to their community and region.

254  
255 2) Our Society - the ability to state and act on the collective interest of our communities  
256 through civic involvement, a strong economy, and vital societal institutions. Working  
257 together is the fundamental ingredient for great communities and flourishing societies.  
258 Engaging people with each other and with our economy to solve problems and act on  
259 dreams is the cornerstone for how we go forward into the future.

260  
261 3) Our Place - the physical landscape of the nine-county, bi-state region, the settlement  
262 patterns that have evolved within it, and the economy that continues to evolve. We live in a  
263 landscape of great variety and beauty, a stage for an enviable range of possibilities.

264 Preserving that vast sense of potential must be the core of our legacy of inhabitation.

265 Somewhere - here seems appropriate - we  
266 need to make the point that we  
are not entirely homo or anthropocentric  
- that we want to preserve, restore  
and manage the natural landscape,  
it's fish + wildlife and flora for its own  
sake - for its intrinsic value, not  
only for what we humans can  
benefit from.

Read The Rights of Nature  
Roderick Nash



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- years of potential life lost (premature mortality)
- percentage of two-year-olds that are adequately immunized
- number of children abused or neglected in past year
- number of partnership efforts which act on the needs of children and their families

• I-2 In 2045, education, in its broadest definition, stands as the core of our commitment to each other. Life-long learning is the critical ingredient that enables the residents of this region to adapt to new technologies and changing economic conditions. Hence, our commitment to education is a commitment to equipping all people with the means to not only survive but to prosper in this landscape.

*and to be active, well-informed participants — CIVIC RESPONSIBILITY*

• To achieve this vision:

- Work with other government entities and with educational and cultural organizations to ensure that:
  - new parents are aware that the foundation of a child's language is developed in the first six months of life, and that infants should be read to from birth;
  - public library policies, staffing, and resources are strong enough to reach out and effectively serve children ages two to twelve, as well as all others;
  - children receive an education that brings them to the entry level competency of post-secondary education;
  - our educational system includes an emphasis on both English literacy and foreign languages, an understanding of evolving information technology, and the ability to engage national and international opportunities at home, in the community, and on the job.
- Create and enhance cooperative ventures linking public and private enterprises

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to ensure that:

- community arts and performance centers, community libraries and schools, colleges and universities, concert halls, galleries, museums, nature centers, and theaters are each vital links in an integrated educational system for all residents;
- opportunities exist for all children and community residents, regardless of income, to engage in the visual and performing arts in community centers close to their homes.
- the promise of the urban university is realized in this nine-county region. Here, higher education is truly a reflection of the needs of our people, the role of the region in an international economy, and the unique opportunities afforded by our landscape and history.

*the region as a laboratory*

- Possible indicators to track how we're doing:
  - reading readiness scores of preschool-age children
  - percentage of school-age children participating in art, band, choral, dance, orchestra, and theater productions
  - percentage of school-age children to whom programs co-sponsored by business and industry are available
  - percentage of high school juniors able to read and write a foreign language
  - readiness for post-secondary education and/or technical employment
  - percentage of high school juniors reading and writing at grade level
  - per student school expenditures
  - per capita library, museum, community center, and arts expenditures
  - number of library cards issued by community
  - high school graduation rate
  - percentage of displaced workers re-employed within 24 months and earning at

371 --percentage of employer payroll dedicated to training and continuing education for  
372 employees

373 --percentage of displaced workers re-employed within 24 months and earning at  
374 least 90% of previous income

375  
376 • I-4 In 2045, all residents, old and young, rich and poor, men and women, minority and  
377 majority, are supported and encouraged to be active participants in the civic life of their  
378 communities and the bi-state region. Ours is a region that thrives on interaction and engagement of  
379 its people to achieve community objectives.

380  
381 • To achieve this vision:

382 --Inclusive citizen involvement and education programs are included as a core  
383 function for all government institutions, including schools.

384 --Promote an atmosphere of inclusiveness and tolerance of social, racial, and  
385 economic differences.

386 --Provide adequate funding to enable broad-based participation by all economic  
387 groups.

388 --Establish objectives for accessibility for all citizens to all civic programs and  
389 events, and actively seeking their achievement.

390 --Initiate and facilitate ongoing discussion of this Future Vision in neighborhood  
391 and community forums.

392 --Coordinate a region-wide web for disseminating and collecting information  
393 involving public libraries, schools, business and civic organizations, and  
394 neighborhood and community groups.

395 --Strengthen neighborhood, community, and regional public library resources to  
396 continue to offer free reader, reference, and information services to all.

*and well-informed*

- 571 --number of agricultural and forest product service and supply companies in the 9-
- 572 county region
- 573 --number of farmers' markets, U-pick's, and other farm to consumer markets
- 574 --acres of land in publicly owned open space and parks, or protected by publically
- 575 held easements
- 576 --acres of land in farms with gross sales of \$40,000.00 or more in 1992 dollars

577

578 • P-2 In 2045, our region is composed of numerous communities which offer citizens a wide  
 579 variety of healthy, appealing, and mixed affordable housing and neighborhood choices. They are  
 580 physically compact and have distinct identities and boundaries. Boundaries between communities  
 581 have been developed through the use of parks, rivers, streams, <sup>flood plains</sup> creeks, and other landscape  
 582 features. Truly public space exists in every community, and serves as the stage for a rich and  
 583 productive civic dialogue.

584

- 585 • To achieve this vision:
  - 586 --Target greenspaces, transportation, and other funds to communities which act to
  - 587 provide a range of housing types within their boundaries.
  - 588 --Link the provision of building permits for single family detached structures to the
  - 589 creation of mixed use neighborhood centers.
  - 590 --Develop and implement community plans to clarify and strengthen distinct
  - 591 identities.
  - 592 --Make the development of complete, mixed affordable communities the central
  - 593 focus for regional framework plan elements dealing with housing, urban design,
  - 594 and parks and open space.
- 595 • Possible indicators to track how we're doing:
  - 596 --number of active neighborhood or citizen participation organizations

- 597 --number of households paying in excess of 30% of their gross income for rent
- 598 --percentage of new housing units that are multifamily (per year)
- 599 --number of neighborhood or civic festivals per year
- 600 --number of subdivisions within which multifamily housing is available or planned
- 601 --average single family lot size by jurisdiction
- 602 --number of parking spaces per 1000 square feet of commercial and office
- 603 development by jurisdiction

604

605 • P-3 In 2045, our region is known for the intelligent integration of urban and rural development  
606 with natural systems as evidenced by:

- 607 -- improved air and water quality, and increasing biodiversity;
- 608 -- views of Mt. Rainier, Mt. St. Helens, Mt. Hood, Mt. Jefferson, and other Cascade and
- 609 coastal peaks, unobstructed by either development or air pollution;
- 610 -- ribbons of green bringing greenspaces and parks within walking distance of every
- 611 household;
- 612 -- a close and supportive relationship between natural resources, landscape, and the
- 613 economy of the region; and
- 614 -- restored ecosystems, complemented by planning and development initiatives that
- 615 preserve the fruits of those labors.

616

617 • To achieve this vision:

- 618 --Ensure that regional framework plan elements for transportation, the urban
- 619 growth boundary, rural lands, urban design and settlement patterns, parks and open
- 620 space, and bi-state governance positively affect the indicators listed above.
- 621 --Work with partners in the region to develop interpretive programs for the
- 622 ecosystem(s) of the area.

→ Needs to be beefed up considerably.  
This is the only ecologically oriented section  
and it seems to me to be quite incomplete  
& weak.

## IMPLEMENTATION

771

772

773 Questions to be resolved:

774 1) What, if anything, should the role be for the Future Vision Commission during the period  
775 between the major 15-year reviews called for in the Charter?

776

777 2) What could constitute a "vision index", a small set (12 - 20) of indicators used to monitor  
778 how we're doing? How should it be used on an annual basis? How should it be updated and  
779 improved? Note that the vision index should be constructed in such a way that it promotes  
780 integrated thinking about the vision statements and the elements of the regional framework plan.

781

782 3) How should or could the vision be incorporated in the RUGGO's?

783

784 4) What else should be said about what it means for the regional framework plan to "consider"  
785 its affect on the vision?

786

787 5) Should an effort be made to create a citizen constituency as represented by a civic,  
788 nongovernmental organization, for the vision and matters that affect the nine-county region? If so,  
789 who should take the lead to get it formed? What should its relationship be with Metro? Should  
790 any public money be involved? Contracts?

GREENSPACE-

Greenspace network

Fishable/Swimmable Rivers

Wildlife in the City

Waterway set backs

SEPARATION IDENTITY

Forested slopes and ridges

Urban edge distinct

Access to countryside

Definable city boundaries

Greenways as urban boundaries

Transportation greenbelts

NEIGHBORHOOD CENTERS

Neighborhood Parks

Urban forest canopies

Strong neighborhood identity

Walkable streets

Concentrated Neighborhoods and urban centers

COMMERCE

Trucking corridors

Concentrated commercial centers

Revitalized urban centers

Jobs access

Jobs/Housing balance

#### LAND MARKS

View corridors

Manmade nature

#### TRANSPORTATION

Alternative Transportation

Goods Distribution

Mixed-use Communities

#### RESOURCE LANDS / COMMERCE

Commercial Farming and Support

Agricultural Diversity

Viable Farm and Forest Enterprises

Neighboring Towns and Cities

Rural communities

#### ADDITIONS

Safe Communities

Strong Education Networks

Cultural Diversity

Civic Involvement



# Community Visioning\*

CITY OF CHARLOTTESVILLE • ALBEMARLE COUNTY • UNIVERSITY OF VIRGINIA

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*I prefer the dream of the future to the history of the past -- Thomas Jefferson*

## A Statement of Values

We value a community made up of diverse individuals and groups who recognize the community's unique history and culture; who adhere to principles of justice, equity and respect; who practice stewardship of the natural and the built environment as well as human resources; and who make public decisions through an open democratic process.

## A SUMMARY OF OUR VISION

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We visualize our community as one . . .

- that balances the natural and built environments and that has a vital urban core surrounded by a rural area that remains predominantly green and open
- where each individual is valued and where all can live affordably and safely
- that has a strong diversified economy with opportunities for local businesses and meaningful jobs
- that values and provides quality education for all ages, vocations, and abilities, and
- that has open and accessible governments which cooperate to provide quality services economically.

## Our Community: What We See Today

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We see today that we reside in a very livable community, one that many visitors envy. We see an area rich in history that has evolved as the University of Virginia has grown. We see Charlottesville and the surrounding urban areas of the County as focal points for many diverse cultural, shopping, and entertainment activities as well as employment opportunities. We see the natural environment, the rural areas and the Blue Ridge Mountains providing a "green frame" and open space which enhances our community core. Though our community is within easy reach of our national and our state capitals and other large cities, we retain a

small-town friendliness and sense of community. We take pride in the overall quality of our local governments and the services they provide at relatively low costs.

We also see that we need to improve. We are concerned about crime, drugs and safety for our citizens and visitors. Race relations, affordable housing and poverty are concerns. We see that unmanaged growth can mean sprawl but also, a lack of growth can mean a loss of economic opportunity and stagnation. We see our schools as bell-wethers of our community and are concerned about maintaining and paying for high quality education. We see

transportation needs growing as we face increased traffic. We see a need for greater cooperation between the city, county, and university, as well as between our community and the larger region.

We see a great deal of energy in our community. We are a community - diverse in income, age length of residence, race and, many times, opinions. We view planning, community involvement and active discussion as part of who and what we are.

The next twenty years are crucial to what we wish to become.

\* This document has not yet been reviewed by PACC or the governing bodies of the City, County or University.

# OUR AGENDA: WHAT WE SEEK FOR TOMORROW

Five interrelated themes make up our "key success factors" for the next twenty years or more. For some of us, one issue may stand out above the others. For some, this is jobs. For others, the overriding issue is the continued protection of the environment and the rural areas.

For some, education is the basic foundation for being able to achieve everything else. It is this diversity of priorities which makes us a vital community. Regardless of our individual priorities, however, we have agreed on five themes. They are:

- land use/environmental balance
- social well being
- economic opportunity
- educational quality
- government structure and services

Our challenge is to integrate and balance these themes to maintain a cohesive whole in our community.

## Land Use/Environmental Balance

### Our Vision

Balanced development is the phrase that may best summarize what we seek in the land use pattern of our community. We visualize both a strong and vital urban core that acts as a magnet at the center of our community at the same time that we seek a surrounding rural area that remains predominantly green and open where farming can stabilize and perhaps return. We hope to retain the feel of a town, a vibrant University town, rather than a large city. We seek also to maintain a human scale rooted in strong neighborhoods. We want to be a community that offers a variety of transportation modes to provide convenient travel within and around the urban core and between the core and outlying areas. The University will continue to be a defining landmark in our community; so will the downtown, a reworked 29 North, and the other entry corridors into the community. We want our growth to add to our already built

and planned communities and to strengthen, rather than compete with what already exists. Growing within the limits of our resources is a key concept in our attitudes about balancing development and the natural environment. Water resources, in particular, must be conserved and protected. Air quality, too, is essential to maintaining the health and beauty of our area. Beauty and aesthetics, including respect for our historic character and resources, will be principles applied in judging our environment. We seek to continue to be attractive and distinctive - because of this we expect to attract visitors and new residents, but we do not want to exceed our ability to extend a warm welcome.

Though we focus on our immediate community, we will also think in terms of our larger region and the surrounding counties which orient toward Charlottesville, the University, and Albemarle County for many services, functions and purposes.

### Selected Comments

(The following are selected from comments offered by individuals attending the two Forum meetings. In some instances they have been edited for form or length.)

- *I especially value the open space, the views, the architecture, the rural roads, the mountains and the access to them.*
- *I like the Downtown Mall the way it is free of cars and Lee and Jackson Parks - at the University I appreciate the libraries, the Bayly, the music programs and the medical center.*
- *We must improve the inner city.*
- *We must stop wasting land - we must cluster development.*
- *We must provide the infrastructure allow denser development.*
- *Sometimes our laws discourage what we want most.*
- *It appears that "big business" has great clout and can get just about anything they want.*
- *The City is the center of the community - we have a responsibility to sustain this function.*
- *UVA's growth along Main Street needs to be handled carefully.*
- *We need to bring more people to downtown and resist 29 becoming the center of the world.*
- *It is still a place of great natural beauty.*

### Strategic Questions

In judging how well we are doing, we will ask ourselves, are we . . .

- protecting our historical and cultural heritage?
- strengthening the urban core?
- building on established areas?
- planning for future growth?
- protecting the rural areas and open space?
- maintaining a human scale?
- reenforcing the downtown?
- protecting and improving 29 and other entry corridors?
- gaining strength from new growth by complimenting existing development?
- staying within the limits of our resources?
- improving the aesthetics and beauty of our community?
- maintaining those qualities that make us attractive to residents and visitors?
- working with the larger region?

# Social Well Being

## Our Vision

How we share the benefits of our community, whether people feel they have a fair chance to get ahead rather than be left behind, and how well we communicate and listen to each other are all key components of our success. We seek to reduce the problems of crime and drugs and to make every citizen comfortable and secure about their personal safety. We seek to increase the opportunities available to those who today have the least and to promote self-reliance. We seek to provide housing that will allow anyone who

works and contributes their labor to the community to be able to live here. We seek to improve race relations and to strengthen our sense of being one community. We recognize that a variety of people are needed in a community and seek to value each individual for their contribution to ours. We seek to extend our health care to those who lack access. We seek to enrich our lives through strong cultural resources.

## Selected Comments

- *We must protect our city from drugs and violence and abuse to women and children.*
- *We should be known as a community with no tolerance for drugs and crime.*
- *I look forward to seeing the time again when you have no fear to walk any street at night.*
- *We need equal housing for all. We also need to strengthen our neighborhood associations.*
- *In a community with so much wealth, there still is poverty - this concerns me!*
- *Segregation of economic and ethnic groups is still a significant problem in Charlottesville.*
- *We are still lacking in terms of real integration of the black community.*
- *We need to reduce the number of "have nots" - and I don't mean by forcing them out.*
- *Individuals need economic security as a baseline in their lives.*
- *Some of our youth feel hopelessness.*
- *Instill pride!*
- *Until people can accept differences and work for compromise, people will waste a lot of time fighting instead of constructively getting something done.*

## Strategic Questions

In judging how well we are doing, we will ask ourselves, are we . . .

- reducing crime and drug use?
- improving social justice and equity?
- improving communications and understanding among diverse individuals and groups?
- increasing the number of households able to rise out of poverty?
- narrowing the gap between the least well off and the most well off households?
- increasing the supply of affordable housing?
- providing needed social services?
- addressing the needs of special populations?
- supporting cultural and recreational opportunities for all?
- increasing feelings of being one community?

# Economic Opportunity

## Our Vision

It is the strength of the overall economy that provides jobs and tax base and the means by which individuals, families, businesses and public institutions are able to afford the type of community we envision. "Intelligent growth" is the way one citizen described their vision of change in the area. Intelligent economic growth provides our community with more meaningful jobs - those with better salaries and a future; enables us to employ our children who wish to stay in the area; contains a significant portion of community based and locally owned business including agriculture and

forestry; and which keeps the community well positioned for advances in information and other forms of technology. In dealings with potential business/industry, we hope to be clear about what we seek and to pursue appropriate economic opportunities. We will build on our past strengths but realize that the educational component of the University of Virginia will expand only gradually and that other University activities and other sectors will play a larger role in the future. We hope to diversify both in industry and firm size in order to become more recession proof in future years.

## Selected Comments

- *If you don't have a job, you can't care about anything else.*
- *Our children do not have the same opportunities for well paying jobs that we once had.*
- *We need jobs for all income levels.*
- *We may only have a 3% unemployment rate but that doesn't reflect the loss of jobs the area has experienced in recent years.*
- *We should build up jobs of quality, not quantity, and attract jobs which improve the community.*
- *We should promote small business and local investment that stays local.*
- *We should be very cautious in our "selling" of this area - we should pick and choose and not "sell our souls."*
- *Regional growth is the best growth - we shouldn't forget our surrounding areas.*
- *Money is not going in the right direction this is an agricultural county and people are not stimulated to continue in farming.*
- *We must provide job opportunities for those who are not college educated.*
- *Education and the economy are linked. PVCC will play a role.*

## Strategic Questions

In judging how well we are doing, we will ask ourselves, are we . . .

- maintaining steady low unemployment?
- providing a mix of job opportunities for people of various skills/educational levels?
- maintaining a strong tax base?
- retaining and supporting existing businesses?
- encouraging new locally owned, minority and small business/industries?
- taking advantage of research and related opportunities available because of the University?
- taking advantage of tourism and other opportunities?
- supporting traditional agricultural and forestal businesses?
- diversifying our economic base by targeting those types of business/industry which can contribute the most to the area?
- participating in regional economic and job development/training approaches?

# Educational Quality

## Our Vision

Education has been a strength in our community and we seek to continue that. We seek to maintain overall quality while we address the needs of many different types of students - those going on to college and those going directly to jobs; the pre-schooler, the adult learner and the career changer; those who find learning to be difficult and those who need to be challenged. Keeping our public schools matched with our

community's needs, involving and including parents and citizens, and paying for public education are the biggest challenges now and in the future. The majority of our budgets at the local government level will continue to go into education and so we must be certain that our education system is performing in ways that provide essential support for the social, economic, and other elements of this vision.

## Strategic Questions

In judging how well we are doing, we will ask ourselves, are we . . .

- challenging all learners to their highest potential?
- maintaining overall quality?
- addressing the needs of the college bound and the job bound student?
- addressing pre-school as well as adult learner needs?
- providing specialized services for those who need them?
- fully utilizing school facilities?
- linking public education at all levels with community needs (parents, employers, community groups)?
- providing sufficient funding within the ability of the community?
- creating a sense of one community through our schools?

## Selected Comments

- *The sense of community begins in school.*
- *School buildings should serve a variety of community functions.*
- *Kids are the future.*
- *We recently moved here from Richmond and we find much less fighting and negative competitiveness here. Schools here are racially diverse.*
- *We look too much to teachers to deal with social problems - the home needs to get more involved.*
- *Parents who need to go to school or to work need affordable child care.*
- *Education must address socio-economic disparities.*
- *I would like to see UVA open up more to the community.*
- *We have an aging population - they must keep up their support for education.*
- *Our community and our schools should restore optimism and encourage advancement.*
- *We need to challenge our students with questions about the future.*

# Government Structure and Public Services

## Our Vision

How we govern ourselves will play a key role in how well we achieve our visions. We envision just and accountable government with affordable and equitable taxes, quality services, results oriented activities, and open deliberations and decision making. We look to government to be an innovator and to be willing to reinvent itself when that is appropriate. We see a number of possibilities between the City, the County, and the University to work together on employment, planning, education, transportation, public safety, services and community involvement. We have created

innovative arrangements in the past (e.g., the revenue sharing agreement, PACC, joint authorities for water, sewer, library, airport, etc.). We seek ways in the future to continue innovating about how we are governed and provide services. Possibilities include joint service districts, charter changes, new revenue sources, consolidation of governments, reversion to town status and others.

## Strategic Questions

In judging how well we are doing, we will ask ourselves, are we . . .

- meeting citizen needs?
- managing our resources effectively?
- providing quality services?
- seeking innovative solutions to our concerns?
- monitoring results and adjusting activities accordingly?
- seeking continuous community involvement?
- considering ways to cooperate and communicate effectively between the City, County, and University, as well as with the larger region?

## Selected Comments

- *It really does begin with each of us.*
- *Charlottesville and Albemarle can be a model for other communities.*
- *Good public services attract people.*
- *The technology of the future will make the present form of government obsolete.*
- *The City and County are drifting further apart - these Visioning Forums are their last chance to cooperate. There is sentiment for the City to revert to Town status.*
- *We need one government that includes the whole region, not just Charlottesville or Albemarle.*
- *Social equity requires some kind of consolidation.*
- *Government can act as a facilitator - it doesn't always have to be the provider.*
- *All our problems are resolvable with energy, and honesty.*
- *I hope that 20 years from now I can still tell others what a wonderful community Charlottesville/Albemarle is.*
- *I hope our grandchildren will see this area as beautiful and prosperous as it is not*

October 7, 1994

Dear Mr. Gervais,

I don't know alot about METRO. I'm very concerned about 2040 and the future of quad-county region. I requested the 2040 concepts for growth report, to better inform myself. I was left with some questions. As I was studying the concept for growth report, I received the Values, Vision Statements, and Action steps document. This left me with more questions, and suggested that I direct them at you, which I am doing.

1. On line 275, how does monitoring per student school expenditure relate to how METRO is doing educating it's kids? I realize it's only one of a number of tests, but I wonder why it's listed.
2. Lines 376 and 377- does this refer to redlining by banks?
3. On line 444, what defines the word 'adequacy'?
4. On line 475, how does attendance at country fairs relate to the kind of job METRO is doing?
5. On lines 519-523, what are the elements used, and what are the interpretive programs?

As I know my 5 questions don't mean much in the scope of your work day, I don't expect a response immediatley, but I sure would appreciate one eventually. Thanks for providing me the opportunity to get involved and ask questions.

Sincerely,

Robert Sacks  
763 NW Powhatan  
Portland, OR  
97210

223-6659

## LEADERS

cans get is passed to other users. It would, however, be better to go for universality not by a tax on jobs (the employer mandate), but by making it compulsory for individuals to buy insurance—even if most still get it through their work.

### The eleventh hour is here

Some congressmen are now arguing that more time is needed over health care. Better to get it right, they say, than to do it in an ill-considered rush (although they have been debating it for a year already). Time may even help to solve the health-care crisis—cost inflation has already slowed remarkably.

Yet the hard truth is that if health-care reform is not passed before November's elections, it certainly will not be afterwards,

when Mr Clinton's ability to push anything through Congress will be far smaller. It might then wait for a decade or more: no president will lightly pick up an issue that has caused a predecessor so much grief. By then the underlying problem is bound to be worse. Health-care costs have moderated only because providers have feared the arrival of cost control; if that never comes, the industry will revert to its old exorbitant ways.

These arguments should reinvigorate the president as he struggles back into the health-care ring. But he must switch the emphasis from universal coverage to cost control. The first has greater political attractions. But it is the second that will be the real test of Mr Clinton's domestic achievements—and so of his entire presidency.

# Lessons from London

## Big cities do not need big government

AT THE start of this century, London was the biggest city in the world. It was a giant even by today's European standards: across the Channel, only present-day Paris has more people than the 5m who lived in Edwardian London. But Europe's cities are now tiddlers by world standards. Elsewhere there are already a dozen cities with populations of 10m or more, and by the end of the century there will be at least 20. What can the world's first megacity teach these newcomers about the proper running of a metropolis?

London may, at first glance, seem an odd place to go for lessons in how to run a megacity. The most striking thing about London's city government is that it does not exist: since Margaret (now Lady) Thatcher abolished the Greater London Council (GLC) in 1986, London has been run by a babble of individual local authorities (32, plus the City Corporation). Even the Lord Mayor does Dick Whittington's old job only in the square mile of London's financial district. Many Londoners feel uncomfortable with this lack of a single symbolic figure to speak for the whole city, and look with envy (though not always with understanding) at the role of Jacques Chirac in Paris or Rudolph Giuliani in New York. Britain's Labour Party even wants to recreate a single authority for London, although the individual boroughs, most of them in Labour hands, would hate to give back the powers they inherited from the old GLC.

London's fragmentation, though, is a source of strength rather than weakness. Certainly London has plenty to boast about (see pages 17-19). It is home to one of the world's three main financial centres and offers a cornucopia of culture. It is the main attraction for visitors to Britain. For good or ill, London dominates Britain far out of proportion to its population.

Yet London grew unplanned. Throughout its period of fast-growth, when it was coping with the problems of development that plague a present-day Karachi or Jakarta, London's boroughs were ferociously independent. In Paris, the writ of the medieval city government crept out to cover all the area within the *périphérique*. In London, the City refused to run even the neighbouring boroughs. The Victorians were eventually obliged to find ways to provide a few communal services, such as the Metropolitan Police and the Metropolitan Board of Works, which built most of Victorian London's bridges, sewers

and embankments. London's Underground railway, the world's first, was built with private money. Even when a single elected body—the London County Council—was created in 1889, it covered only the inner boroughs and its powers were limited. The lesson for rising megacities? That a central "strategic authority" is not essential for prosperous growth.

## The benefits of diversity

Large cities everywhere are hard places to define, and even harder to run. Give London a single voice and it would become a powerful lobby for more national taxpayers' cash, to subsidise public transport, say, or large and expensive teaching hospitals. Of course, this is precisely what is sought by many advocates of a new GLC. And yet not only would this be a burden on the rest of the British economy, it would almost certainly be a burden to London itself.

A new GLC with enough powers to matter would mean more, and more costly, centralisation and a reduction of local democracy in London's existing boroughs. The same objection applies to a directly elected mayor for Greater London. Mayors with direct mandates might improve the administration of many of Britain's other, much smaller, cities. But London is so vast that its mayor would immediately become one of the most powerful politicians in the land—a rival to or, even more ominously, an ally of central government. Along with a mayor London would, without a doubt, get another expensive layer of government and more political patronage, which together would sap democracy at the borough level.

A big central authority is also likely to damage, not enhance, London's long-term economic interests. The city can continue to adapt and grow flexibly without central planning. The exception is its transport infrastructure, but that needs to be thought out on a far larger scale (the whole South-East, say). The rule, however, is that flexibility will be increasingly important for mature cities. London has had to cope with the loss of more than half its manufacturing jobs in the past two decades. Many other cities have this painful adjustment still ahead of them. They will make it most smoothly if their economies are diversified, and diversification is rarely best achieved by planning. Instead, many of the activities that are likely to replace



manufacturing as a source of inner-city jobs—entertainment, tourism and culture—will be small-scale and nimble-footed.

In London, jobs in these activities are being fostered by growing competition among the boroughs. The boroughs control an array of services—education, street cleaning and lighting, parking, local parks—that can help make life in the inner city either pleasant or infernal. They are starting to use their

powers in divergent ways, to give their territory a distinct flavour. By competing for offices, jobs and well-to-do residents, the boroughs are likely to make London a much nicer place in which to live and work. If Cairo, Calcutta and Mexico city are to be manageable in the next century, they need to learn London's lesson: self-governing neighbourhoods work better than a single City Hall, and are a safer base for an urban economy.

## The secret agent

**Carlos the Jackal's brand of terrorism may have been easier to deal with than the kind which the world now faces**

“WHEN you cease to be useful, you shall cease to be employed. Yes. Right off. Cut short. You shall—” Mr Vladimir, frowning, paused, at a loss for a sufficiently idiomatic expression, and instantly brightened up, with a grin of beautifully white teeth. ‘You shall be chucked,’ he brought out, ferociously.” Illich Ramirez Sanchez, better known as Carlos, was nastier and better at his job than Verloc, the hapless secret agent of Joseph Conrad's novel. But he, too, was at the mercy of the system that sponsored him—a system that has in part changed and in part collapsed. He too was chucked.

Drawing a lesson from Carlos's downfall is dangerous; his career was one of a kind. But some lessons are valid. The state sponsorship that supported a gun-for-hire like Carlos seems to be declining; Mr Vladimir and his like have been doing a lot of chucked themselves. No Bulgarian regime is sending men with poisoned umbrellas to London, no East German regime even exists to provide safe houses for Baaders and Meinhofs. Now Carlos—psychopath perhaps, ideologue probably, entrepreneur for sure—faces trial in a French court.

Yet though the world may not see his like again, it could see worse. Terrorism has not gone away. The clash of ideologies has faded, but it has not entirely vanished. And there are other causes to kill for: the nationalist-cum-religious tribalism that has long bloodied Northern Ireland, Sri Lanka and Punjab, the conflicts of class (and often colour) that have fostered Latin American terrorists like Peru's Shining Path. In the name—supposedly—of Palestine, Jews are still bombed in Argentina; Turks are murdered hither and yon for would-be Kurdistan.

Terrorism without the resources of a state to back it is harder

to carry out; but it is also harder to fight. States know how to deal with other states. They are familiar with the uses of violence—Max Weber saw the monopoly of legitimate violence as the state's defining characteristic. They can act brutally if it is in their interests. But those interests are wide, and make states vulnerable to pressure and compromise. The pursuit of Carlos is a case in point, harried as he was from Syria to Sudan, then abandoned by Sudan to France as Syrian and Sudanese calculations changed. Conrad's policeman understood this truth about state-sponsored terrorists: “In my opinion they are a ghastly nuisance; also an element of danger. But we can't very well seek them all out individually. The only way is to make their employment unpleasant to their employers.”

The terrorism of autonomous groups is harder to deal with. They have no protector to be leaned on, no vital interests other than their own cause—or lives—to be threatened. Some have goals so Utopian that no compromise exists that could entice them to cease fire.

What is worse is that the technology available to terrorists is becoming more sophisticated. Twice within days German police have seized samples of Russian plutonium (see page 39). True, building a nuclear bomb demands more than a bit of plutonium and a spanner. Yet the problems are not insuperable for a serious group. Even if they were, radioactive material could be packed around a conventional device to threaten a city centre. And nuclear-armed terrorists could be more dangerous than a nuclear-armed state. Sane or crazy, a state's leaders must always fear a counter-attack upon their own cities. How would one threaten some Sikh dreamers' “Khalistan”, let alone the wildest-eyed bearers of an idea called Islam?



## Learning from Rwanda

**If the United Nations is to be an effective peacekeeper, it must have its own rapid deployment force**

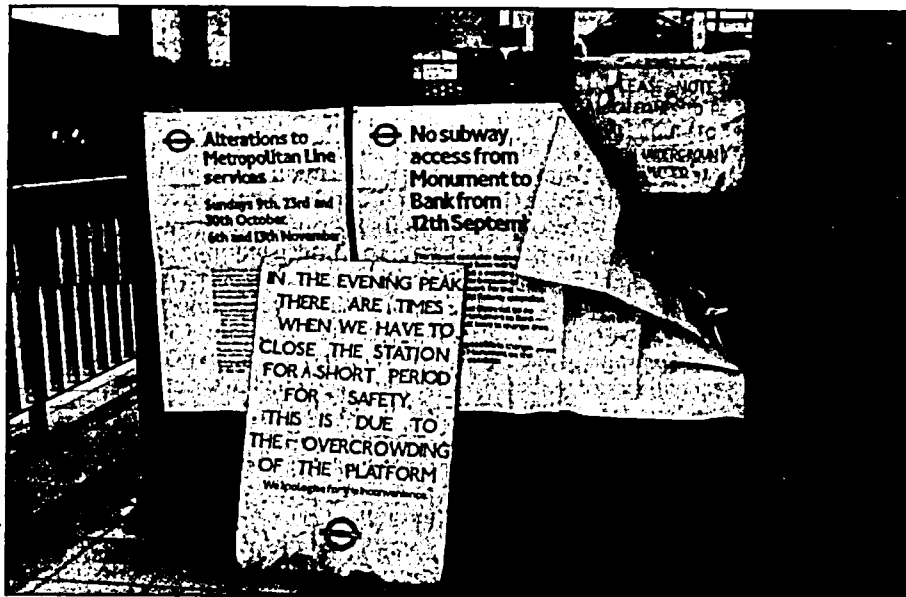
THE choice has to be made. As Rwanda's dreadful tale unfolds, it becomes plain that either the UN's peacekeepers must be given the resources to do their job properly, or the post-cold-war experiment can be deemed to have failed and UN peacekeeping must return to the modest affair it once was.

Never has intervention been needed more quickly than in Rwanda; never has it materialised more slowly. A prompt re-

sponse when the slaughter began in April could not have saved all the victims, but it might have saved a great many. This is not hindsight: the whole world knew what was going on. Yet even now, as autumn approaches, the world's governments, acting through the UN, are barely finished with humming and hawing, counting pennies and wondering whether joint intervention is in their national interest. Their foot-dragging over



# LONDON



## Yet it moves

**Making giant cities work is difficult. Slow and seedy as it may seem at times, London, Europe's largest city, works better than most**

**T**HE British do not, on the whole, feel proud of their sprawling capital. Many of them see it as a crime-infested, traffic-congested mess in terminal decline. Indeed, some argue that London's decline is inevitable simply because cities have no future: cabled and computered, people will no longer need to struggle into a congested city centre to work or mingle. They will live around its edge, telecommunicating and, when necessary, travelling by car.

Pessimists also find it easy enough to be glum about London in particular. Its public transport is elderly and underinvested, its financial district ("the City") is full of empty office buildings, its hospitals are being shut down, its state-run schools are mediocre. Some 500,000 jobs have vanished since the mid-1980s. Even so, traffic moves ever more slowly and air pollution has increased by about 50% in the past decade. Why not move out to Hertford, or Horsham?

In fact, the pessimism is vastly overdone. Behind much of it is a British tendency to compare London not with the rich world's handful of megacities—only Tokyo, New York and Los Angeles indubitably have more people—but with the rest of their

country. To Geordies or Brummies, London is an unnerving sight. A study last year found (no doubt to the delight of the travel agency that sponsored it) that 70% of Britons thought it more dangerous to visit London than to travel abroad.

But set London against some other big cities, and it starts to look much better. Another study, this time for the British Tourist Authority, found that only 1% of foreign visitors worried about their safety in London. Fair enough: taking murders as an index of safety, London, with 2.5 murders per 100,000 inhabitants in 1990, was more dangerous than Tokyo (just one murder per 100,000 inhabitants in 1990); but many times safer than New York (29.3).

London's streets may be dirtier than those of Little Sodbury, but they are clean by European capital-city standards. Londoners, asked by the government last year what aspect of their city was most off-putting to visitors, put "dirty and littered streets" at the top of the list. Yet only 2% of foreign visitors complained about litter; and a British survey of nine European capitals found London tidier than anywhere but Berne and (in some parts) Amsterdam and Berlin.

The truth is that a city with 7m people and a GDP bigger than that of Turkey is bound to be difficult to run. And even those who accept this point often compare London with Paris, Europe's only other giant city. Yet the two are profoundly dissimilar. Paris, with its inner core of tree-lined boulevards and its grand designs, appeals to the visitor who stays in the centre; the slums have been exported to the unvisited fringes beyond the *périphérique*, whereas London's bad housing is dotted all over the city.

Some of London's unattractive aspects are simply those of Britain writ large. Britain has been slow to deal with air pollution from car exhausts; this summer's air pollution in London has been horrid. Britain has Europe's fastest-rising share of single mothers; inner London boroughs have some of the highest concentrations in Britain, and some of the worst local-authority estates. Britain has found it hard to create jobs for men; 14% of Greater London's men are out of work, compared with 6.5% of its women.

### Metromigration

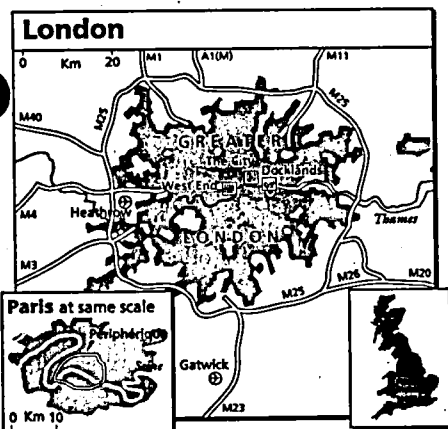
Much of the widespread view that London is in trouble boils down to two points. London's economy has been worse hit by recession than other parts of the country; and its public transport has had inadequate investment for years.

London has tended to think of itself as more prosperous than the rest of the country—and to be seen as such by others. Calculations by Douglas McWilliams of the Centre for Economics and Business Research, a consultancy, suggest that London transferred about £7 billion (\$11 billion) to the rest of the country in 1993. Yet London has mainland Britain's highest rate of unemployment outside the depressed north of England. A main reason for that is the disappearance of manufacturing jobs. Only New York has seen an exodus on London's scale—it lost 55% of its manufacturing jobs between 1969 and 1988, while Greater London lost 58% over much the same period. But many of New York's manufacturing jobs simply decamped to the surrounding region. In London's case, its hinterland, the south-east of England, has shared Britain's steep decline in manufacturing work.

London's manufacturing is unlikely to recover: indeed, cities such as Paris and Osaka are likely to follow London's lead. But London, unlike them, has another source of employment, albeit for a different group of workers: financial services. By the late 1980s financial and business services accounted for almost a quarter of all London jobs—a higher share than in Tokyo,



## LONDON



New York or Paris. In the eight years to 1989 jobs in financial services rose by 43%, a growth matched only in Tokyo.

Jobs in domestic financial services are likely to expand much more slowly from now on. But London will continue to be one of the world's three main international financial centres. It benefits from being in the right time-zone between Tokyo and New York, and from speaking the only language that dealers in both those cities (sort of) understand. Its telecommunications are cheap, by European standards; it has two of the world's five largest international airports; it is being cabled with optical fibre faster than any other big city in the world.

On lots of counts, the City still leads the financial world. The Corporation of London, which runs the financial district, has turned up lots of big numbers, some of them from research it is sponsoring at the London Business School. London has at least 29% of world foreign-exchange turnover; London has the world's biggest concentration of international economic analysts; more international telephone calls originate in London than anywhere else on earth.

But international financial services are not the sort of industry that will provide jobs for London's underskilled youths. Nor are they enough to fill its unlet offices. At one point, Greater London had 35m square feet (3.2m square metres) of unlet space—more than all the office space in Frankfurt. Now, the best London offices are starting to be snapped up. But at the present rate, it will be years before some of the least attractive empty properties find takers (see chart).

The glut was predictable. In the early 1980s the government gave special incentives for the redevelopment of London's disused docks. The Corporation of London, frightened that businesses would be tempted eastwards, promptly relaxed controls on new office development in the City. The result was a building bonanza that peaked just as the financial-services market stopped its breakneck expansion.

Various schemes are now under way to try to lure new investment into London. The corporation is doing its bit. Michael

Cassidy, who chairs its policy and resources committee, is writing to the 200 or so companies that have left central London in the past two decades, urging them to come back. To give the capital a lobbying voice, a number of London businesses have set up a group called London First, which has an inordinate number of committees of eminent business folk, and a promotional arm, the London First Centre.

These schemes now have a following wind. London's property market is full of relative bargains. Mr Cassidy claims that "You can easily get new property in the City for £15 a square foot, as low as in central Manchester." Prime office rents in central London are lower than in Frankfurt or Paris's "golden triangle", says Jones Lang Wootton, a large property consultancy. Rents will stay low; and a property-revaluation exercise next year will reduce the cost of the uniform business rate (a commercial-property tax), by 40% on some estimates, although the change may be phased in over several years. The upshot is that many companies are now finding it cheaper to stay in central London than to move out. Jones Lang Wootton counted only eight organisations decamping from central London in 1993, the lowest such number since 1964.

Lots of mediocre buildings still stand unwanted, especially on the fringes of the city. With help from local planners, some might house the myriad small service industries that thrive in London. The city's huge concentration of people means it supports an enormous range of highly specialised shops and services. You want a graphologist? London's Yellow Pages offer 19, and a college that teaches a three-year diploma. A snooker table? London has at least ten purveyors. An interpreter? Pick from specialists in Arabic, Korean or Tagalog. You want your cutlery resilvered, your cornice remoulded, your grandfather's tailcoat cut to fit? Some little business tucked under a railway arch or in an old mews will do just that.

### Down the tubes

The question London faces is the one that confronts all big cities in developed countries: what activities still need a city's bustle and density to prosper and diversify? Among the activities that will continue to bring people into inner London are:

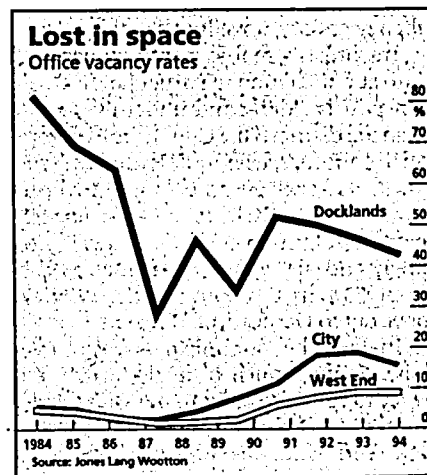
- tourism, for which London is Britain's principal draw after "heritage". Millions come each year to gawp at the Tower and Buckingham Palace, and to spend: they account for nearly 9% of London's consumer spending. London also attracts business visitors (who spend £610 a trip, compared with £380 a trip for ordinary tourists); and students, many of them studying English at language schools. The coming and going alone creates jobs: Heathrow airport employs 50,000 people, Gatwick 20,000.
- retailing will continue to draw people

into London, which is Europe's biggest city retail market, according to Stuart Hampson, head of John Lewis, a big retailer.

- above all, London is rich in entertainment and the arts, which bring in people from the whole south-east (see box, next page). No other city has as many theatres—50 in the West End alone, compared with New York's 30 or so—and probably not even New York can beat the 60,000 seats available any night of the week at London events. London is the classical-music capital of the world. The midnight traffic jams up Tottenham Court Road and the crowds of youngsters in Soho or Leicester Square in the small hours of Sunday morning are evidence that downtown London has a fizzing late-night life. The city's main listings magazine, *Time Out*, catalogues some 1,500 events each week and has a circulation of 110,000.

But will London's drawing-power for work and play be throttled by its mediocre public transport? Londoners think so. Local buses, London Underground and the commuter trains run by Network South-East have all suffered from 30 years of low investment. The boom of the 1980s caused a 60% rise in Underground passengers in six years. Packed like sardines in ancient carriages, Londoners grumbled more furiously than ever. Government ministers, almost the only London workers who never use public transport, ignored them until the 1992 general election when they pledged London Transport a big increase in investment cash. The election safely out of the way, the grant was reduced. But investment in London Underground is still sharply up on the dismal levels of the 1980s. It could be up further, if the government could find a way to let Londoners carry the cost.

Already, London's transport network has sounder finances than most of its counterparts. Bus and Underground fares are at much the same levels in real terms as they were in the mid-1970s, although Londoners are richer. The Underground roughly covers its operating costs—"New York and Paris gape in disbelief," comments Tony Travers,



## Hackney's creative accounting

**T**HE highest unemployment in inner London—24% and barely falling—is in the borough of Hackney, on the north-east fringe of the City. Hunting for ways to improve the local economy and the quality of life, Hackney's chief executive, Jerry White, and its Labour council realised last year that their borough had built up businesses based on the arts that were generating over £100m of turnover and hundreds of jobs. Artists and sculptors, attracted by low rents and immense cultural diversity, had been opening galleries and studios.

The borough promptly put together a strategy to make its arts even artier. It has launched a festival, encouraged an orchestra, improved music teaching in its schools and financed theatre in its parks. Much of this is multicultural: Hackney has long had the world's largest orthodox Jewish population outside New York

and Israel, and is now adding refugee Kurds and Somalis. Its arts and entertainment budget, £480,000 this year, is now one of London's biggest.

Part of the rationale for the exercise, says Mr White, is that "we have a huge middle-class population and we want them to stay." Many turned to Hackney when houses in Islington—historic heartland of London's chattering classes—became too pricey. The borough has also worked hard on the quality of local education: its schools have measurably improved more than any others in London since it inherited them from the Inner London Education Authority. And it has made a deliberate attempt to provide a better mix of housing, selling off old council land for redevelopment into private homes. But "arts and culture are the cutting edge," says Mr White. Quite right. *Ars longa, vita brevis.*

head of the Greater London Group at the London School of Economics (LSE)—while the buses, which do not, sharply reduced their real unit costs in the 1980s. That too is almost unheard-of for a transport service.

Patently, the service still needs improving. On the Underground, trains and escalators still seem to break down with infuriating frequency. But concentrating investment on the Underground is not the best way, at least in the short term, to get a more efficient service. A better answer is to invest more in buses. Cheap, flexible and used especially by families without cars, buses have had little of the new investment now going into Underground and rail.

But bus travel has also been dwindling. If it is to revive, buses need to be more reliable as well as more numerous: in the past decade, the speed of buses in central London has fallen 20%. Newly privatised buses here along more quickly than their publicly owned rivals used to do. But to achieve a real improvement in speed, more kilometres of dedicated bus lanes would probably have to be created. At present, says Stephen Glaister, a transport specialist at the Greater London Group who used to be on the board of London Transport, there are only 0.29 km of bus lanes for every 1m kms that London's buses cover each year. In Paris, buses get 2.16 km; in Tokyo, 3.48 km.

Unfortunately, London Transport's main investment project is not a humble plan to buy new buses and make the central Underground network more reliable, but a grand scheme to extend the Underground's Jubilee line out to Docklands. That is not entirely London Transport's fault: the line was coaxed out of Margaret Thatcher by

Docklands property developers, who will pay a (modest) contribution to its costs. More useful in the long term would be CrossRail, an east-west rail link across London. In spite of furious lobbying by London First and London Transport, CrossRail was turned down by a House of Commons committee earlier this year which worried that the recession had sharply reduced the numbers of people travelling into London. In the immediate future, the priority should clearly be to upgrade existing services—as London Transport is doing at Bank Underground station, in the City, with the help of cash from the Corporation of London.

### Capital spending

Overseas investors are more aware of the excellence of London's taxis than the shortcomings of its Underground. Still, if London wants to maintain the vitality of its centre, it will need to spend serious money on public transport over the medium term. More of that could be financed from fares. But London Transport walks a tightrope: in the short run, higher fares bring quick cash, but eventually, people and jobs move away to the outer suburbs.

Public transport works best in places with densely clustered workforces. No firm has a greater interest in keeping London's inner city alive than London Transport: it was to lure business in from the suburbs that Lord Ashfield and Frank Pick, who ran the Underground in its interwar heyday, extended the lines out to Metroland and devised a route map that foreshortened the distance from fringe to centre.

If higher fares do need to be topped up with some new source of public finance,

one possibility would be to charge motorists who drive into the centre of town. That would be politically acceptable only if most of the cash were recycled into public transport and road improvements. The City and London First have both hinted that London's businesses would contribute to transport investment if a suitable mechanism could be found. So a second option, floated last year by the LSE's Greater London Group, might be to withhold some of the money that would otherwise be given up in next year's reduction of the uniform business rate. A transport levy raising £250m a year would add at most 3% to inner London's rent and rates.

But it is not just a matter of thinking up ways to raise money. The Treasury deeply dislikes both the principle of "hypothecation"—ring-fencing revenue for any specific purpose—and the intermingling of public and private finance. It took the intervention of the prime minister to get agreement that private finance should help to pay for new coaches on the Northern line of the Underground. Moreover, a tax needs an accountable body to spend it. That body might be a new London-wide authority; transport policy was the main function of the Greater London Council (GLC) prior to its abolition in 1986. Or it might be a trust (a nicer word than "quango"), like the body that ran London's transport between the wars.

If, as is probable, the government cannot face the idea of imposing a new charge on motorists, let alone the idea of setting up a body to finance London's public transport with London's tax revenues, the alternative is for the Treasury to pay back a bit more of the tax revenue which London earns for the rest of the country. Londoners—even those who fret about the lack of a single representative body for London—might like that possibility a lot more than a return to the expensive frolics of the GLC. And in the long run, the Treasury might well find that revitalising London's economy was one of its higher-yielding investments.

