

***Engaging Futures:
Futures methods transforming governance***

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by

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Abstract

This thesis for PhD by publication has provided a critical analysis about the foresight methods and processes that help to shape and design city futures in South East Queensland. Causal Layered Analysis is applied to four city visioning initiatives to help clarify the phases of the initiatives and how they might inform futures knowledge.

The four South East Queensland councils in this study were responding to the perceived challenges posed by rapid growth. The initiatives aimed first to deliver, explore and shape the multiple opportunities anticipated from this growth, and second to protect against potential threats that unrestrained growth implied. These city futures initiatives devised imaginative city visions and themes that when implemented guided the popular development of whole of city strategies such as cultural, transport and sustainable economic development. A précis of six chapters of the thesis follows.

Introduction – Engaging Futures Transforming Governance

Chapter 1 of this thesis for PhD by publication presents the argument that futures tools and methods transform governance by influencing the inner (individual and group) systems and outer (local to global) systems of cities, partially via a practice of engaging communities and their stakeholders about preferred futures in light of social, technological, environmental, economic and political issues, trends and future possibilities. Chapter one presents the definitions that help to frame the meaning of the more elusive of these terms. It also presents the methodology of CLA as part of a futures framework used in mapping and analyzing the research and discussion at the heart of the thesis.

A Critical Analysis of Four South East - Queensland City Futures Initiatives

Chapter 2 provides an initial scan of the four visioning initiatives to lay foundations for deeper analysis. It scans phases of planning, community engagement, reporting, and

delivery of vision and outcomes and integration of outcomes into governance frameworks. It includes a scale of critical success factors for futures visioning initiatives that offers critical prima facie case-study lessons:

- Firstly, that high levels of co-creation of the initiatives' plans, engagement/delivery and visioning outcomes, *and* governance of initiatives, tested by executive stakeholders with communities, is positively correlated to clear purpose and critical support for each of those same phases, suggesting that a very well networked initiative which uses a multi-layered (deep, wide and synthesised) co-creation method is best;
- Secondly, that the success of the subsequent delivery of outcomes is correlated to how well community feedback was created, gathered and transformed into the final vision and workable outcomes; how the outcomes were integrated into governance frameworks over time and electoral cycles; and how widely this was communicated to stakeholders and community.
- Thirdly, that continued and open updating of foresight into futures and governance frameworks linked closely to the vision, outcomes and alternatives works sustainably.

Application of this scale to initiatives shows that the absence of any of these factors creates fallibility of successful futures in visioning initiatives. The above prima facie litany is explored more deeply in the following chapters of the thesis.

An Analysis of Queensland City Futures Initiatives: Using Causal Layered Analysis to Map Processes of Planning and Engagement

The third Chapter applies Causal Layered Analysis (CLA) to map a praxis of action and theory of critical factors of the pre-planning, planning and community engagement phases in detail. One of the conclusions drawn from the analysis is the value of applying futures methods, and specifically CLA, as a multi-methodology to create and unpack each phase of futures initiatives. The value of futures methods is increased when they are applied in co-creative processes. The method of bi-variate analysis is often used in workshops and was applied in this study within the worldview layer of CLA. This study showed that

futures methods connect together as much as they connect people and ideas across great divides of space and time.

Engaging Futures 2030: Futures Methods Transforming Governance

The fourth Chapter begins by exploring some of South East Queensland's critical and recent engagement history (2000-2015). It evinces the darkness of 'tokenistic' community consultation and extols genuine consultation processes. Scenarios are used to explore the work of community engagement professionals in updating Council methods, in line with advancing technologies of the "internet of things" (IoT), and in designing new business models and strategies for the governance of consultations (which provides the context for how consultation is applied during futures initiatives). One way forward is to continue a linear projected future, with a short-term view focused just ahead. This approach in an environment of rapid change reduces possibilities. Inayatullah's (2008) six futures questions were used to create alternative community engagement futures to 2030.

Mapping Outcomes of Four Queensland City Futures Initiatives

Chapter 5 applies CLA to map outcomes of the four visioning initiatives. It is averred that cities need to map their experiences of past futures initiatives for what worked and what has resulted today. This chapter deepens discussion about the critical features of the four initiatives by focusing on the initiative's outcomes and alternatives that help to influence the futures of the cities.

The approach taken in this chapter, is to delve beneath the prima facie scan of the first area of study in this thesis by using CLA to map and compare the visioning outcomes of the four initiatives with the cities' recent corporate plan outcomes. The city futures initiatives were dedicated to constructive longer-term topics and these were evinced through city visions and key outcome areas. Outcomes outline the priority areas and "describe what we hope to see, feel and hear around us if the vision is to be achieved" (*Logan City, 2013 Corporate Plan (2013-2018)*). Leading up to the CLA, clarifications of how the cities managed their initiatives shows that although global urgencies may have been similar and the cities have responded differently according to local conditions, the outcomes remain universally relevant and transformational today. CLA is applied to the

outcomes of the four city futures initiatives of the four South-East Queensland city councils as they attempted to prepare for and manage the opportunities and risks inherent to rapid growth. CLA helps in this Chapter to create an internal thesis of litany and systems, an external antithesis of worldviews, and granular inner and outer perspectives synthesised using myth metaphor to create preferred futures and recommendations of futures actions and innovations.

Conclusion

Chapter 6 of this thesis for PhD by publication revisits the lessons from each chapter of the thesis and recaps how long-term planning, engagement and governance has developed in cities over the past few decades in South East Queensland. It surmises that incursions and disruptions to foresighted practices are common in cities in the current digital and knowledge society, and proposes the engagement of futures governance remedies in the form of policy, strategy, actions and innovations. A particular action of merit is the positioning of visioning and foresight within legislation, to help encourage executives and politicians to cascade foresight through their operations. Such a change will help leaders to negotiate challenges and opportunities, with preferred futures more predominant in their strategic frameworks. It concludes that futures, engagement and governance practices work best when they are integrated.

Keywords

Futures Studies

Scenarios

CLA

Community engagement

Governance

City futures

Declaration of Originality

The work submitted in this thesis is original, except as acknowledged in the text. The material herein has not been submitted, either in whole or in part, for a degree at this or any other university.

Colin Russo

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Foreword

Context for Visioning Initiatives

Complexity and challenges in delivering engaging futures in South East Queensland are foreshadowed in the near term future. The context provided is of the need for visioning in South East Queensland cities that has evolved over decades, rather than during only the time of the four initiatives studied in this thesis. The primary research question is ***How do futures studies tools and methods help to transform governance?*** By way of answering the primary research question more fully, and to identify critical incidents leading to the visioning initiatives and the use of futures methods in long-term planning processes in South East Queensland, a brief synopsis of evolutionary phases of the SEQ region are described below.

Problems of short-term planning in South East Queensland

In South East Queensland, the biggest challenge that government faced (particularly the Beattie Labor party government up until 1989) was the division of urban areas from non-urban areas.

Without long-term planning a range of problematic scenarios emerged for communities. Farmlands could be lost to development, with little thought for the owners, minimal scrutiny of alternative possibilities for the use of sites, and insufficient consideration of what the consequences of those developments might be, either locally or regionally¹.

The poorest examples were of projects delivered to secure rate increases, with no direct benefits being returned to local communities in the form of road infrastructure upgrades or solutions for the environment. The locations of schools, roads and hospitals flowing from such acquisitions were built in an ad-hoc manner. These resulted in a mismatch of road usage and improper speeds by heavy vehicles in built-up areas. Examples of these issues

¹ John Mickel, Former Minister of Transport, Trade, Employment and Industrial Relations, telephone correspondence, 5 April 2016.

could be found in Mackay, Lockyer, Beaudesert and closer to Brisbane. Other instances of short-term planning included housing estates with low water-pressure pipelines that were inadequate for managing fires. South East Queensland was festooned with problems. When the concept of long-term planning was introduced and trialed there were mixed results. A period of critical thinking emerged where promises of long-term solutions co-existed with short-term opportunism. Community members themselves objected to long-term projects, when they saw on the horizon plans that would adversely affect their hopes or possibilities; even though many in the city would collectively benefit. Personal opportunities for economic uplift were pursued between locals and Councils when mapping and zoning of planned changes omitted or distorted planned outcomes. For example, road corridors, infrastructure plans, alignments and their inner systems of connection to land lots, houses and other local services were sometimes planned inaccurately, resulting in overlaps, delays and increased costs. Community consultation became the medium for cost saving and social justice by drawing out and synthesising the details of social, environmental and economic impacts. Consultations could alleviate and resolve short-term problems by leading community members to and through financial reconciliation processes or mitigating options that promised relief or resumptions as an escape.

Perfecting long-term planning

One resolution to linear and singular area social, technological, environmental, economic and political (STEEP) planning processes by local governments was the purchasing of entirely new estate areas. Highly successful examples of South East Queensland estates include Springfield, Yarrabilba, Flagstone, Jimboomba and Logan Reserve, which offer connected and active living. Springfield is regarded as a state of the art example as it offers lakes, parks, shopping, schools, businesses and a sense of belonging; all within a 2100 hectare area site, for 30,000 residents, by 2020.

Estates, particularly those in South East Queensland, elude problems of short-term planning by being fore-planned, thereby allowing cities to avoid retrofitting acreages. They also step past the problem of having to retrofit and backfill congested inner city areas that are dealing with expensive car parking spaces and

older housing renovations. Both of Queensland's major political parties—Labor and Liberal-National—have supported the development of estates².

Not everyone can or should be located in outer city estate areas or can afford to live in newly renovated inner city homes.

A modern solution that works for community members is the long-term planning for transit oriented developments (TODs). TODs offer highrise dwellings, parking spaces and transport links to shopping, work and entertainment areas³.

With possibilities such as TODs in mind, and given the problems of the past decades, a dramatic systemic solution was to be fast tracked. At the systemic level across Queensland, urban planning trials and tribulations would be made efficient by the amalgamation of Councils to prevent the worst of planning practices from occurring: selling off parcels of land to create a rates base from which local governments could sustain a wage base to continue financing their operations. This is only one reason and perspective on the amalgamations however, as the amalgamations were a process of moderation or balancing of land and services under government for many different reasons. Such amalgamations affected three of the four cities that were the basis of case studies in this thesis (Maroochy, Logan and Gold Coast), very differently.

After considering questions of large scale infrastructure and planning in South East Queensland, the question became one of asking about connectivity, access and liveability. How could cities make the leap to thinking about the heartland of cities: neighbourhood connectivity; personal commuting issues; neighbours coming to know one another; neighbourhoods becoming communities of thought who are represented in engagement processes?

Human centred visioning

Futures tools and methods can help to build a fuller 'Policy, Strategy, Actions and

² John Mickel, Former Minister of Transport, Trade, Employment and Industrial Relations, telephone correspondence, 5 April 2016.

³ *ibid.*

Innovations' profile. For example, local area visions can bring back human centred places. The image of traffic-congested streets has receded to reveal vistas, piazzas, outdoor settings that celebrate people, communities and lifestyles, reminiscent of traditional village lifestyles from many areas of the globe. Influences and icons of preferred inner city spaces include Melbourne laneways, Roman Piazzas and Parisian vistas - rather than cars and machines that fill central areas with pollution and noise. Active and healthy transport options have been introduced in South East Queensland to complement local visioning actions. A suite of Action Learning and futures methods have helped to connect the 'edges' of neighbourhoods through residential and twenty-four-hour city precincts. Action Learning has helped deliver positive processes in Brisbane when it has delivered community engagements working with two to three different neighbourhoods at the one time, over a twelve-month period and looking ahead 20 years. Neighbourhood planning has been a very practical process of working with issues of high density, transport planning, recreational facilities, visual amenity, safety, accessibility and connectivity. Community members can form part of a planning board for a period of two years in a voluntary capacity. They help to strategise about issues of access to venues, parking, quality of space and lighting or staffing numbers in Council facilities such as bowling clubs or pools. The challenge for the neighbourhood planning boards is to accept and use participant ideas without considering the ideas to be representative of wider demographic interests. Separate processes need to be undertaken to achieve this, e.g. through city-wide surveys. The selection of academics who are also part of the local community is one way to create a process of meritocracy that is supported by local experience and hopes for the future. Deeper penetration into the community through the reference groups is successful because it allows Council to take questions and to report back to community members who are already a part of their established community networks and who already share their values. Council uses resources most effectively this way, by learning about problems in an Action Learning environment to identify deep values of locals, create solutions, deliver and then evaluate the process. What are the limitations of these processes and where does Futures help?

Community Visioning using Intertextual Futures Methods

Working through Action Learning, intertextual futures methods can help long-term

planning projects to connect, inform and celebrate multiple cultures existing in cities. They can do this by bringing “fiction and interpretation to the future as deep story telling, or the future as an exploration of myth, or finally as we argue here, the future as discourse” (Inayatullah, 2004, p. 60). In cities, futurists use layered and alternative narratives informed by sociological histories, disciplines, cultures and an understanding of the systemic and stakeholder layers that exist and change as cities develop; methods informed by research that suggest alternative methods help to engage ‘hard to reach communities’ and other cultures. A deep and spiritual example of this is that:

[W]hile there are grounds for acknowledging within Western accounts the idea that ‘one cannot not communicate’, the meaning attached to silence is subordinated to the non-silent, whereas “Taoist thought posits that the highest knowledge – the Tao, can neither be seen nor heard” (1999, Williams, p. 157).

On the Gold Coast, during the futures initiative *Our Bold Future*, the approach to engaging cultural groups was to engage representative organisations that have been encouraged in their development by community services workers in the city. The creativity that exists in futures methods can help to deliver projects involving representatives from a wide range of cultural backgrounds, all year round. For example, by maintaining a culturally friendly presence, and by delivering workshops at various cultural events, experts, with a knowledge of customs, become ‘of the culture’ and not merely observing it. In this way, the discourse that is contributed to decision makers in reports can itself be informed by deep City cultures, just as much as it is informed by cultural group feedback that has explored a variety of long term possible city futures.

Stakeholder Visioning

A powerful method is for groups of students, officials and other city stakeholders to participate with like-minded colleagues in other cities. They can attend futures conferences in other countries together or they can invite futurist professionals to create similar conditions more cheaply in their own countries. In South East Queensland for example, inviting stakeholders from Sydney to conferences on the Gold Coast or in Brisbane can produce variety. East-West conferences can produce a better understanding

of different variables of population size, cultural nuances valued, for example, in establishing local Chinatown malls. In Europe the practice is to invite 30 people from one country to discuss ideas over two days with 30 people from another country. This can assist organisations that want better community outcomes in social, economic or environmental areas, or a composite of all three. However, without the willingness of politicians and other attendees it doesn't happen. A comparison between policy and practice approaches works well when elected officials and clients speak from the perspectives of their own initiatives, and this is better achieved through the development of scenarios and other futures methods. Informed foresight about social and political possibilities, for example, emerges from scenarios supplied to the community with literature sources, journal research summaries and vox-populi and other forms of workshops and writing that help to narrate and summarise possible and preferred futures. These are further helped by futures mentoring groups. Local area visioning is part of the solution, as is explained in the following quote:

Local area planning fundamentally supports the whole of city visioning initiative. In the same manner that corporate engagement is essential for the carriage of new innovations upwards, local visioning can do this for the planning of urban areas. Local visioning also needs to be legislated to encourage managers to help cascade preferences upward, not only into the city Vision, but also into the city plan e.g. Wangaratta and the city of Geelong have done this successfully⁴.

Community visioning results in an open exploration between individuals, organisations and city leaders that can also integrate global views and strongly influence the development of communities around the globe. It brings local communities into contact with global issues and solutions. It is about displaying and upholding visions, outcomes, and experiences, and engaging in discussion with foresighted individuals and leaders who can influence better policies and actions. Indeed, there are instances where the four city visioning initiatives studied in this thesis undertook similar methods in creating long-term changes for the participant's respective cities.

⁴ Kelvin Spiller, former CEO Maroochy Shire, telephone correspondence, 7 April 2016.

Barriers and Solutions to Engaging Futures and Governance

Even after the above periods of regeneration of estates and connectivity, and renewal and new futures thinking at the neighbourhood and city levels, the delivery of visions and outcomes in cities has struggled in South East Queensland, for a number of reasons, including adaptation to the pace of change in cities.

Currently, the rate of change in the south east Queensland region is impacted by climate change, population growth, global economic systems and all of the above changes are linked to the people of the region via long-term planning and engagement approaches. Planning, engagement and governance methods need to be adaptable. As technology and values change, how cities adapt across STEEP areas, apply methods for thinking 20 years ahead, and then test outcomes and actions over time continually helps to make a difference. For example, The Kelvin Grove Urban Village has changed continuously over the past two decades. Over-densification was the initial issue, however, six years later it was the opposite i.e. under-densification. Initial intent changes. A solution to adaptability problems is to test the vision with community.

In terms of engagement mechanisms, the earlier an engagement plan is made, the more robust the plans become, rather than planning on a purely statutory process resulting in narrow or fixed outcomes that become visible after five to ten years. The social collateral through engagement brings immeasurable value worth many times more than the initial cost; particularly when the methods of engagement are sufficient to inspire creativity and long-term thinking.

There may be foreseeable problems caused by franchises that work through web engagement engaging exactly the demographic they want. Another problem is that online engagement could reduce the quality of the process, particularly in real time, by comparison to face to face communication. It's the complex nature of interactions around the workshop room or table that aren't able to be replicated easily online. Face to face communication is currently better allowing for complex verbal queues, body language

and spontaneous interactions. For example, it is hard to imagine the benefits of meeting in small groups with the opportunity for social, business and other networking opportunities being matched online. The current online environment will be different to 2025 with augmented virtual reality systems helping, yet complexity and sensitivity is critically important at the local level.

Another barrier to foresight processes is that everyone is a futurist to some degree, just by reading the news, but foresight is conducted best by professional futurists who have the appropriate intent, experience and recent background knowledge. People see the same trends, they know how their community is changing, but without a broad systems knowledge, or set of worldviews their projections may be inaccurate. Local community knowledge also helps, particularly if the engagement process overall is a well informed and impartial one. Friends talking and working together produces a different discussion to the official engagement process and this also represents a different discussion to the official 50 year long term view and consequences. Alternative futures of engagement must therefore change to appreciate the smaller sets of discussion amid the discussions about the whole of city transformations as well as appreciate the short and long term unformed informal views that help to make up the larger whole of city official longer term view. This requires a great deal of understanding.

The problems of online engagement may be summarised as producing consultation fatigue and multiple consultation opportunities perpetually foisted on communities producing a very problematic and disconcerting series of detailed, deliberative engagements. Where the public is not accustomed to working online there may be further problems.

Essentially what we could do differently, is to make it a lot easier for people to understand the different scenarios for the future; e.g. low, medium and high growth scenarios; or a situation which has diverse growth and form and is given to another to develop.

How do cities empower people to understand a city's aims when projects evolve? How do cities create the knowledge, experience and empathy for the changes being driven by future challenges, such as climate change and social justice issues? Solutions such as the

following, are suggested by Jude Munro, former CEO of Brisbane City Council.

The benefits from closely linking land use and transport planning are clear. So not only is better legislation called for, but also, city councils should be trialling a range of other measures being employed successfully in Australia. For example, an advocacy plan, like Whittlesea Council in Melbourne has had proved helpful in managing across barriers. And having a community coalition of local leaders like the one City of Logan is building can have positive insights for local governance teams to consider. Also, a dedicated team like the Urban Renewal team in Brisbane in the mid 1990's to mid 2000's could help to re-establish principles of local area planning in cities of south-east Queensland⁵.

The research focus of this thesis

Research in this thesis focused on the critical factors and holistic practice of community futures as being grounded in a continuous process of community engagement. It also focuses on what happens after the engagement process – concluding that a shared community vision that is revisited periodically and is revisioned, as new stakeholders enter the community and as conditions and dynamics change is vital. Older visions can also be completely rewritten, however it is best to advise that previous proposals have been considered, sustaining trust in the process. This linking of past proposals in reports and narratives empowers communities and prevents them from becoming cynical or disenfranchised. The active involvement of government or futurist practitioners in developing a macro-view via during a community engagement is pivotal to the process, ensuring interest is maintained while information is collected, digested and implemented during the project's delivery stages. The knowledge about the community's capacity to be engaged in decisions about the future of the city is another critical factor in the development of engaging futures that transform governance in government and corporate organisations. The ability to relate to the community to gain feedback and support is also

⁵ Jude Munro, former CEO Brisbane City Council, telephone correspondence, 22 May 2016

essential to building community consultation capacity, as is the ability to incorporate all aspects of community engagement where partnerships and relationships may have been built over decades.

The program of research undertaken is based on reviewing local government visioning initiatives as case studies for fundamental success and failure factors across the three main contexts of: futures studies methods and tools; community engagement processes; and governance.

Firstly, futures studies tools and methods, including Causal Layered Analysis (CLA), are applied to map futures initiatives. Secondly, futures studies provides frameworks for conceptual design and analysis of future challenges and opportunities for cities, e.g. through trends and issues and STEEP mapping. Thirdly, futures studies tools help to synthesise and facilitate alignments between temporalities, alternatives and preferred pathways of policy, strategy, actions and innovations.

Governance systems help to plan city futures initiatives, maintain inner organisational performance systems of team culture, and guide decision-making processes for creating visions and outcomes in representative democracies.

Engagement systems and networks provide the connectivity, co-creation, reporting and communication with local communities, groups, stakeholders, experts and wider audiences.

The futures studies aspects of the research and comparative analysis frameworks work closely with CLA, the six pillars of futures studies, scenarios, six associated futures questions, emerging issues analysis, the futures triangle and other futures tools and methods. Governance areas of the thesis explore underpinnings of culture, leadership, inner/outer self, politics and power. The community engagement processes that have been employed in these futures projects are explored in case study processes, and are discussed as areas of information; community consultation; education; capacity; advocacy and partnerships.

CHAPTER 1

Introduction — Engaging Futures Transforming Governance

The global population has more than doubled in the past 50 years to 7.3 billion and United Nations projections are 8.5 billion in 2030, and to increase further to 9.7 billion in 2050 (United Nations, 2015, p. 2). The governance of population growth is of primary importance, as it highlights conflicting community value systems, evident not just in international political arenas but also within all levels of national, state and local governance systems. How the concomitant social, economic and environmental pressures are managed, and how conflicting and competing interests are allowed to be heard in the political context, will impact on the governance and sustainability of our cities. This study will examine how the global becomes local and how cities in particular can improve their engagement methods in managing the increasing gulf between, for example, those wanting rewards from growth and those wanting to sustain the long term future of the planet and sustain growth, where possible and in the right ways.

Introduction

Skills and engagement methods in local government practices are having to withstand more scrutiny and become formalised to best facilitate community input, in and out of the engagement process. Not only do we need to work better with larger communities, as by 2050 Australia's population of 24 million is expected to grow to more than 33 million by 2030 and 42 million by 2100 (United Nations, 2015, p. 18) we also need to become better at engaging, analysing and working with the results.

The context for the application of futures studies is increasingly relevant as it provides a growing body of research literature, academic articles and practitioners skilled to conduct and advise on methods required for the delivery of long term planning, in addition to the specialist synthesis work that it requires. So futures studies contains many strengths for the development of community engagement and its practitioners, and is more than a means of scripting methodologies for community engagement.

Hartz-Karp (2009, p. 10) describes some of the local community engagement solutions that are desired in response to global change:

With radical redesign, our public engagement would be less about how to educate people about expert views, and more about exploring those views, surfacing and reconciling different viewpoints, and giving participants' practical wisdom the space and value to thrive.

As the pace of global change has become more rapid and has impacted more and more on cities grappling with population growth, local governments in South East Queensland have been increasingly working with expert futurists in the creation of new community visioning outcomes. The materials and flows of visions and outcomes in response to change has resulted in the creation of long-term community plans developed in Maroochy Shire, and the cities of Logan, Gold Coast and Brisbane, as was required by local government legislation (Russo and McGowan 2007; Bartlett 2006; Gould 2005). Futures methods were facilitated across these local communities, and attempts were made to integrate strategies into corporate and operational planning processes. However, the community engagement processes varied greatly, as did the development and implementation of long-term community plans and their practical outcomes and implementation frameworks.

In Cities across Australia, there will always be contradictions between how to best engage communities about the use of green spaces, brown spaces, ocean frontages, available economic resources and opportunities to create more wealth, knowledge and growth while retaining social and environmental values. Do cities need to create long-term solutions that avoid these problems? Is the tendency still to complain when things go wrong and then decide, announce and defend new proposals, or are there long-term

futures visions that can help to foreshadow what types of change are desirable? In community engagement terms, should we be consulting year round?

Rationale

Numerous practices are changing the community engagement landscape.

Over the past twenty years, community consultation requirements and obligations have been written into State government legislation, into community consultation policy in local governments, with Acts such as the *Local Government Act 2004*, and related planning legislation, requiring community consultation for infrastructure related impacts on community to be conducted with procedural fairness. At the same time, departments began employing dedicated community consultation staff across Queensland State Government in the early 1990s, including the Departments of Main Roads, Environment and Heritage and Primary Industries. Medium to large Local Government authorities across Australia also began employing dedicated community consultation staff in the early 2000s in the councils of Gold Coast City, Brisbane City, Caloundra City, Redland City, and later, Ipswich City, Caboolture Shire and Cairns City.

Communities and lobby groups were becoming increasingly aware of their rights to draft submissions and engage in planning processes in Land and Environment Courts, via the Queensland Crime and Misconduct Tribunal and via numerous community cabinet meetings with councillors, ministers, Members of Legislative Assembly, government staff, community leaders and via university education.

Councils are now expected to rapidly facilitate and manage new forms of digital communication and research technology at a time when social media use is growing across all demographics, and greater proportions of age groups from youth to seniors are participating online. More people are now using the internet from the moment they wake up to the moment they go to bed. In line with this increased community accessibility is the empowerment that the last twenty years of democratic and/or representational development has brought to community leaders across all community, industry and government sectors.

Now if the community are unhappy with a government, policy, master plan or other proposal, they can simply go online with their own version of a proposal, communicate with extensive digital networked databases and petition for change. This presents a challenge when complex and multi-dimensional issues are oftentimes presented in an empirically problematic or even polemical way, and are reduced to overly simplistic and reductionist trade-offs.

This seemingly democratic/representation based system struggles with the need for the deeper, more complicated and nuanced solutions that are necessary to balance the demographic representation. This problem presents many issues for the ways in which local governments should better consult the community in the future. One view is to integrate the additional problematics; another is to ensure that councils are able to work with communities proactively, year round, to better engage in a more knowledgeable way; yet another is to conduct futures planning exercises to ensure councils are years ahead of potential problems with alternative futures and visions that anticipate and create the ground work for change.

Research Development

Research Question

The main research question of this study is:

How do futures studies tools and methods help to transform governance?

Other research questions are derivatives of this broader issue and are applied to specific case study analyses:

- How do futures studies tools and methods help to create alternative futures and shape desired futures?
- How do the city visioning projects compare?
- How does community engagement help the visioning of preferred futures?

Discussion is largely guided by the use of Causal Layered Analysis (CLA) as part of a critical analysis of planning, implementation and outcomes of preferred city futures. This

layered methodology allows for an inner-outer critical analysis to be explored commencing with CLAs first two layers of ‘Litany’ and ‘Systems’. In these layers I address questions about ‘inner’ issues such as:

- Are the long-term outcomes embodied by current corporate plans?
- Are the initiative’s outcomes relevant to current trends?
- Do corporate plans and projects reference or link to the long-term vision outcomes today?

Across the layers of Worldview and Myth Metaphor, I address the following questions that help to critically analyse the ‘outer’ administrative issues of city visioning:

- What are the long-term outcomes from the city visioning initiatives?
- What challenges are there for cities in creating lasting visions?
- What are the preferred futures for the cities today?

Research significance and innovation

Traditional engagement practices are proving to be increasingly ineffectual and anachronistic; the community is demanding a broader range of engagement options and techniques. Futures methods can inform, guide and create new and validated representative community engagement (Russo: 2010a, Russo: 2010b).

However, it can only be effectively implemented with a deeper understanding of the transitional context and application of traditional deconstructionist methods, and futures constructionist methods. As the macro global context changes, the need for longer term planning methods increases. For example, climate issues need to be planned in light of extreme weather events that may affect cities far off into the future (50 years). The integration across social, economic and environmental issues is also necessary if cities wish to plan housing-in-flood-free-zones as sea levels rise one metre.

This balancing-act of long-term and short-term interests reflects the future of community engagement as a site of struggle. On the one hand, the traditional approach directs community back to carefully constructed alternatives to prevent “rickety constructions of contemporaneity stepping over the deeper historical currents of social science”

(Beauregard 2012, in Gleeson 2013:1848). On the other hand, the modern approach is pointing towards a future of engagement in governance better directed through critical futures research, and that incorporates long term historical developments and employs multi-faceted engagement methods.

The significance of this study lies in how it will pave the way for communities to be engaged in planning for alternative futures for their cities over the next 50 years. For example, this research into futures studies initiatives includes futures frameworks, points to international literature and futurists who can workshop futures scenarios for cities. Engagement teams Australia-wide are a relatively new phenomena. Not everyone is trained or experienced, or have hope of gaining that experience due to the nature of the industry churn. Practitioners usually gain experience through project management roles and through interaction with consultant futurists. New methods are constantly being developed, and as with any emerging profession, there is often a lag and gap in matching theory to practice, and practice back to theory. They were initially used by the cities in this study, to help train staff in futures alternatives and scenario development for visioning preferred city futures. Futures methods such as CLA helped in the design engagement methods used in the initiatives. Further, this study has shown how CLA was used to analyse outcomes of community visioning initiatives, helping make foresighted and democratic city engagement processes. Further, it enabled effective alignment of corporate and long-term plans to external challenges.

Another theme of this study is that although a lay person can generate ‘a vision’, a *critical foresight* vision must incorporate a closer examination and application of the relevant theories and methods. Futures practitioners provide credibility through expert advice to visioning projects, by employing a knowledgeable combination of applicable tools and methods. The traditional community engagement approach is solely reliant on a problem-based deconstruction, and comparative method and analysis, however this alone cannot produce deeper systemic analysis or understanding, and therefore cannot create alternative or sustainable futures.

This research combines community engagement industry practice with futures methodology and proposes an applied research model for effectively engaged community futures.

Research aims and objectives

This thesis for PhD by publication, incorporates the following publications⁶ into its chapters.

Table 1.1 PhD by publication chapters, publication number and respective publication titles and journals.

Chapters⁷	Publication Number	Respective Publication Titles and Journals
Chapter 2	Publication 1	Russo, C. (2015). A Critical Analysis of Four South East Queensland City Futures Initiatives. <i>Journal of Futures Studies</i> , March, 19(3): 29-48.
Chapter 3 ⁸	Publication 2	Russo, C. (2016). Mapping the Planning and Engagement Systems Applied by Four Queensland City Futures Initiatives. <i>Journal of Futures Studies</i> , December, 21(2). Forthcoming.
	Publication 3	Russo, C. (2016). An Analysis of City Futures Initiatives: Using CLA to Analyse processes of Planning and Engagement. <i>Journal of Futures Studies</i> , September, (21)1: 35-48.
Chapter 4	Publication 4	Russo, C. (2015). Engaging Futures 2030: Futures Methods Transforming Governance. <i>Journal of Futures Studies</i> , September, 20(1): 35-54.
Chapter 5	Publication 5	Russo, C. (2016). Mapping Outcomes of Four Queensland City Futures Initiatives. <i>Foresight</i> , 18(6): 561-585.

An aim of this research is to identify areas of critical futures studies that transform governance, particularly via community engagement practices and formal mechanisms of governance.

This thesis for PhD by publication identified and met the following aims:

- guidance for futures projects and community engagement projects;

⁶ The cover page of each publication is included in the appendices of this study.

⁷ Chapter 1 Introduction: Engaging Futures Transforming Governance, has no publication written about its content. Chapter 6 Conclusion has one publication written about part of its content (Russo, 2016). It appears in a 'Policy Reader' not a journal and therefore has no cover page in the appendices.

⁸ Chapter 3 includes two publications and combines the two publication titles into 'An Analysis of Queensland City Futures Initiatives: Using CLA to Map Processes of Planning and Engagement'. All other chapters retain the same headings as appear in the publications.

- identification of critical success factors for integrating community engagement practices into city planning, implementation, and evaluation processes;
- macro analysis including CLAs and literature research on emerging futures to model participatory scenarios exploring:
 - fuller participation across digital and face to face methods and tools;
 - sustainable futures and raised consciousness;
 - ongoing consultation using advanced futures studies techniques;
 - early education about futures through schools and lifelong learning and in universities and organisations through courses;
 - increased capacity in councils and communities to discuss futures, as there is knowledge that decision making about the future has become ‘fun’ and informative—with cultural groups and universities as well as city leaders and champions fully involved in co-creating futures;
 - advocacy for city futures methods and tools is shared by all as more knowledge and understanding emerges for how futures methods improve performance issues in cities;
 - partnerships across city sectors that involve futurists in design processes create improved alternatives.

The study identifies the critical success factors/strategies of visioning initiatives by comparing and analysing how each of four cities applied futures thinking. The study uses the results of the comparative analysis in the development of an initial scan to create a model for comparing key effective factors and processes in delivering futures initiatives. Then, processes of planning, engagement and outcomes from the initiatives are deepened through the multiple layers of CLA.

Interrelationships between the Futures, Governance and Engagement

Frameworks

An understanding of representative democracy helps to build goals for critical futures research in transforming community governance and city futures. Ancient democracy where the word ‘demos’ means ‘people’, worked in homogenous societies where the leaders closely resembled the aspirations of others in the same community. Lincoln’s *Gettysburg Address* expressed the desire that “government of the people, by the people, for the people, shall not perish from the earth” (Lincoln, 1863).

What had changed in cities between the early Greek times and the late 1800’s however, was that increases in city populations meant city leadership could not adequately understand, know, exemplify or anticipate what the needs of the community (of electors/residents/tourists/ratepayers/workers) truly were, without meaningful engagement with ‘the people’.

Representative democracy, rejects the ideal of a general will in favour of the acceptance of a dynamic plurality of wills and judgements that are permanently contested and contestable, through processes of publicity, open election and the political representation of diverse social interests (Alonso, Keane, Merkel, 2011 p. 5).

Representation through community engagement being fused with democracy and governance is thus a significant requirement for the future. The problem is about structural renewal, with innovative and significant structural change being scarce. On the connection between governance and futures models, James Dator writes that:

To keep up with the dizzying pace of change, governments began adding new functions and institutions to the old structure as fast as they could. However, strangely enough, no one came up with a fundamentally novel plan for governance after the 1780s. Even Karl Marx and other socialists and communists, who had very different ideas about what governments should do, had little to offer in terms of new forms or theories of governance per se. No new ideas have been successfully put forward since then either. Thus we all still are governed by pre-industrial cosmologies within pre-industrial structures (1979, p. 11).

Electronic engagement and governance

With new online games building interest in the future of cities (*Sim Cities* etc.), and with social media linking people together better than ever before, local empirical evidence suggests that it is only a short matter of time before big companies like IBM and Microsoft stimulate interest in working with local developers who can create exactly the right kind of 3D mapping software for cities to allow virtual engagement to occur. My untested hypothesis is that we will see a tsunami wave of interest in online interest groups (e.g. via LinkedIn or Facebook), stimulating and mobilising interest groups into developing alternative futures. As governments race to be the first to do this, with major corporations working alongside, commercial interests globally will anticipate a resurgence in democratic futures on- and offline. There seems to be a dearth of literature about this future space, and interconnection of representative governance frontiers with critical futures and community engagement.

Appropriate technology can provide better community understanding of the city vision and outcomes, help communicate how the project is adapting to external conditions after the vision is created. A 3D model with a scenario of 300 people living in 20 story buildings for example, can help create a simulation of parts of a living system. The question becomes what do we do if the scenario changes to another scenario of 35 story buildings. i.e. budgets, social systems and environmental consequences need to change and engagement with stakeholders continues.

Digital engagement has slowly emerged to offer an alternative for of consultation in public critical debates. Barriers to strong debates occurring online about the future of cities remain as there are still many concerns about the security and transparency of the information transfer process, particularly when face-to-face methods have as one of their strengths the direct access to community champions and officials. A problem with the online process is that large groups mobilise to skew debates via voluminous arguments. Citizens worry whether their individual views will weigh successfully against the views of powerful lobby groups. Solutions for cities wanting to escape these problems via secure online decision making processes may be just ahead. Making information that flows across the internet visible to communities and bringing trust and hope for engaging futures – likeable, agreeable and actionable futures. Optimism for digital transparency is growing for the following

reasons. The capacity for participants to view their feedback in a queue to decision makers, but without being able to see how opinions are building during an engagement period will retain validity of the consultation process and will create a greater sense of connection to decision makers, complemented with direct responses from decision makers. Optimism for security issues are being improved through the design of date stamped blockchain transactions. These transactions will remove the possibility of data deletions. They may be backed by encrypted, registered identification mechanisms making the online communication process as secure as banking online. This will prevent information from being copied and distributed online to prevent disruptions via various media chains. A challenge will remain in having decision makers respond to communities about how community feedback was ultimately accepted or not, but this may result in improved decision making audit trails with the advent of fully open government. The need for such security, transparency and monitoring may only be appropriate in highly significant Visioning initiatives.

Emerging network analysis methods as engagement in futures processes

A dystopian view about the emergence of network analysis is that it would be used instrumentally, quietly and selectedly only to help detect patterns, formations, dissolutions for wealth creation of networks (Batty, 2013, p. 34). The utopian view is for these platforms to move beyond individual projects and the provision of contemporary real time data and mapping services. They would move beyond ‘smart’ data collection to enable customised connectivity across cities. What are the steps in developing network analysis methods beyond traditional city listings of stakeholder groups?

1. Cities begin with a database or a public survey to create a database e.g. Gold Coast Citizens⁹
2. Networking databases add an ability to search/analyse across systems of networks focusing on identifying network clusters of interest that show:
 - similarities of purpose;
 - networking interests (for research and development); and

⁹ https://www.mycommunitydirectory.com.au/Queensland/Gold_Coast/

- deeper values.
3. Cities add to the online database member pages or open access pages that:
 - host stories and examples of their achievements of Visions in action;
 - enable analyses about which sectors are most connected and need connection, about what their similarities and differences are within their Visions and about which organisations are connected locally to globally;
 - have the capacity to help networkers to connect; and
 - connect networks and foresight to augmented reality mechanisms and models connecting geo-physical groups and communities of interest.

These qualities and abilities enable futurists to reach new heights by supporting new and old groups to think across sectoral boundaries. For example, groups wanting to co-create sustainable futures can make explicit the Vision and the mission of their group by listing deeper philosophical and filterable key words such as “commons”, “sustainability” and “democracy”. Transcendent engagement networks develop by examining deeper values of groups in alignment with their long-term Visions. They become useful to local governments who want to engage ‘interested’ stakeholder groups aligned to emergent topics and to community groups wanting to create better futures. Engagement networks provide “the connections that bind individuals together, not exclusively on their internal qualities or abilities” (Hansen, Schneiderman, Smith, 2011, p. 32).

Visioning in governance initiatives

One of the most important and powerful ways that futures works in cities is through expert-led workshops. In 2005 Ames (as cited in Ding, 2005, p. 93) was asked whether the representative system (local governance) should be the conduit for community visioning. Ames responded:

Visioning is an overlay, but I don’t think it is inconsistent with local representative democracy at all. I know many elected officials who think visioning is the greatest thing since sliced bread. So, I don’t see it as being contradictory. I do see that representative view as being very restrictive and it does smack a little bit of, well, “we know what’s best for you”. That’s not really

the philosophy of the visioning process. The philosophy of visioning goes back to the term *anticipatory democracy*, which was coined by futurist Alvin Toffler years ago when he said that we need to combine local governance with community participation and foresight if we're going to navigate the rapid change in the world in which we live today. That really is the heart of visioning.

Brisbane City, Logan City, Toowoomba City and the former Maroochy Shire have prepared 20 to 30 year long term 'city visions' (Russo and McGowan (2007), Bartlett (2006) and Gould (2005). On the Gold Coast, the city visioning process was named *Our Bold Future Initiative* – a 2037 blueprint for the future of the city, which is an exemplar of community engagement practice for Australian cities. Various case studies such as the *Our Bold Future Initiative* are explored in this thesis to create critical futures success factors. These factors are used in chapter 6 of the PhD to develop a better model of critical and engaging futures governance.

In futures initiatives, futures methods help create the city Vision, strategies, actions and innovations. Then, after the initiative new futures innovations can emerge from ongoing governance meetings. For example, a Swedish Council was able to develop local solutions on a regular basis for integration into long-term komunn (council) plans via boards. Demediuk (2010, p. 543) states: "the boards are meant to provide a vehicle for embedding citizen participation as a genuine and well-functioning norm". This Swedish Council has integrated historical and contemporary practices into a demonstrable model where change is actioned through the visioning boards. The community engagement process worked with 'high-level, doubleloop learning' (Argyris & Schon 1978) to "question the underlying assumptions behind objectives and strategies". This approach is a very simple one as it needs among other things, support from methods that divert information from the visioning board into alternative uses, where the observer models newly acquired properties, before it becomes strategy for action (Lindgren & Bandhold 2003; Paillard, 2006). The model developed in chapter 6 extends this thinking. This chapter and chapters 2-5 build the factors that underpin futures visioning, creating a fuller landscape for what is required in delivering initiatives and in modelling futures governance in cities. The chapters all help to answer the research question: *how do futures studies tools and methods help to transform governance?*

Urban futures

It is important for cities to create spaces for communities to think about possible futures as they become excited by overseas developments and by literature in the field of urban futures. For example, as Gleeson (2013, 1.1841) states:

[A] parade of new popular literature noisily honks the arrival of the ‘urban age’. These offerings include *The Triumph of the City* by Harvard economist Ed Glaeser (2011) and *Welcome to the Urban Revolution* by the Canadian urban ‘practitioner and thinker’ Jeb Brugmann (2009). *Arrival City* by British-Canadian journalist Doug Saunders (2010), exalts the rise of *homo urbanis* and the cities where the newest urban migrants gather. *Aerotropolis* is ordained as *The Way We’ll Live Next* by Kasarda and Lindsay (2011).

Yet this process of excitement, reading, reflection and action is challenged in many ways. According to Gleeson, “this urban literature is almost exclusively North American, mostly emanating from journalists, consultants and media savvy academics in business and economics schools”. The exclusivity of this information to North America presupposes more gaps in the literature that deal with city urban futures and how communities should be engaged. In terms of the actual conversation with communities about cities and urban futures, Gleeson (2013) states:

In many respects urban studies in Anglophone countries seems vibrant enough, if measured by the amount and velocity of publishing and the steadily expanding number of dedicated journals. However, healthy or otherwise, the field of urban studies may not be engaging a rapidly growing human conversation about cities that is freighted with approaches and suppositions that are patently hostile to, or ambiguous about, the main postulates of social science (Gleeson, 2013).

Where can these hostile and ambiguous conversations take place if not within the realm of futures engagement? Formal opportunities for discussions should be embedded in governance, yet there is a gap in the literature in Australia about operational contexts to develop these practices. In city councils, these contexts should include information channels, formal consultations and their governance mechanisms of formal council

meetings, education forums, partnership opportunities and advocacy on behalf of communities. Engaging Futures governance models should comfortably accommodate these scenarios of ideal futures, as there are many to explore including,

...[t]he fragmented ideals of social scientific urbanism: the cosmopolitan city (Sandercock, 1998), the just city (Fainstein, 2011); the green city (Low *et al.*, 2004); the rebellious city (Harvey, 2012)—*disjecta membra* of progressive urban thought that float outside the popular consciousness (Gleeson, 2013).

The excitement, the possibilities and the hopes for preferred and engaging futures in cities are in themselves reasons for wanting cities to open up their futures to Mayors, CEOs, citizens and stakeholders. How did Futures Studies develop in order to help cities and their stakeholders create foresight?

Foundational Perspectives of Futures Studies

In the transformation of cities, futures studies is a newer methodological discourse and praxis, which is yet to be permanently embedded in local government practice.

Futures Thinking Ontology

This section is initially from the perspective of Foucault as social historian and what futures thinking has opened up, for example, through Inayatullah's (2004, p. 27) futures method of CLA. The deconstructionist theories of Foucault are based on de-legitimizing, rather than developing an ideal vision for the future. Looking back over history Foucault used deconstructionist principles of power, control and problematisation – critically examining steps and factors of processes that were beneficial and advantageous to some people and dangerous predicaments for others. Rather than argue for solutions, Foucault illuminated the tremendous constraints that processes and infrastructure bestow and never accepted them as fixed. Foucault's works were based on illuminating and also discrediting periods of history (1970, p. 419), by finding disconnects between the viewer and the subject (1975), and of discrediting views and positions (1972, p. 200). In some senses his deconstructions help to admonish and prevent the spread of societal

mechanisms that at the design level appear to be helpful, but fail humanity at deeper levels, e.g. the panopticon. Rather than the panopticon as a means of screening of the viewer from the subject in a guard-prisoner context, society today is prone to immersed surveillance through hidden ubiquitous computing and has added ‘sousveillance’ (a French term for watching from below – via a personalised use of technology, rather than ‘surveillance’ which means watching from above), where everyone is capable of recording their daily experiences for instantaneous communication about each other.

Foucault (1984), Inayatullah (2004), Godet (1993) and Bussey have each clearly addressed that “deconstruction has problematised many of the foundational assumptions of our time” and the argument is “it is how we think, our epistemological anchors, the very nature of our consciousness, which determines how we conduct our research” (Bussey, 2004, p. 99). Foucault has worked extensively across the genre/discourse of deconstruction, and Inayatullah has planned/designed/engineered the empiricist layer, and all layers of Causal Layered Analysis (CLA), to bring deconstruction theory into a multi-layered application for the context of futures thinking. After Foucault analyses the ontology of deconstructionist theory he orders typologies such as generality, stakes, homogeneity and systemacity (1984, pp. 12-14), that do not operate in the same manner as CLA, but give clues as to how early thinkers had started to anticipate the need for something other than deconstruction alone. CLA and other tools and methods of futures studies are the basis of transacting with communities about a range of possible futures, including their preferred futures. These transactions are community engagements and fit well with Inayatullah’s approach of supporting democratic futures.

Inayatullah considers local democratic governance futures to be about cultural and organisational adaptation over four stages of renewal. Firstly, acting to experience international cultures and learning about local connectivity where there are mutual opportunities to engage; secondly, working with local political leaders/councillors to develop renewed vision and purpose; thirdly working with “archetypal futures” such as growth; environmental fundamentalism; collapsing or transforming; and fourthly, new types of leadership and organisations—organic facilitative—that are learning- and healing-oriented and adaptive culturally (2006b. p. 123-126).

Engagement

Community engagement is a broad term often held to be interchangeable with a similar term: ‘participation’. Community engagement is defined in this thesis as the day to day transaction that community members undertake with others and their governing bodies, such as council, as well as their educational, spiritual and other local institutions, that make a difference to city communities and community member’s lives. Community consultation contributes to decision making in council when used as part of a wider decision making process where community is aware that their input will influence outcomes of the decision making process. Community consultation is a possible component of community engagement. Community consultation may be a process of monologue, dialogue and multilogue that is prevalent in a written or spoken communication form, but is intended to be meaningful and part of a two-way communication process allowing questions and answers. Other empowering methods are seen as extensions, albeit deeper extensions such as partnerships, alongside advocacy and capacity knowledge and development, which help to strengthen and activate city readiness to engage with one another and to go beyond the cities’ boundaries.

Organisations such as universities and governments are mutually supportive of community consultation and engagement for the purposes of improving cities. Futures planning and technologies to deliver engagement are becoming more effective and accessible. Community consultation for the purposes of decision-making in governance has a valued future and is progressing as governments are becoming more skillful at community engagement (Russo: 2004; Toth: 2009; NASU and Land-Grant Colleges: 2009; Hall: 2009; Storey: 2009; Hartz-Karp: 2009; Russo: 2010b). Engagement of community members about the futures of their cities relies heavily on simple forms of information creation and provision.

The modeling of questions below illuminates connections between governance and preferred futures, and calls for stakeholder engagement to make it happen.

Table 1.2: Questioning culture, power, politics and their alignment to possible futures

Governance	Futures Alignments
Inner city current and emergent cultural preferences - the undone; the unsaid; the unresourced—the problems of pursuing past cultures in changing conditions and questioning “are we getting it right?”	External <i>STEEP futures global context</i> , of trends, issues and challenges and their effect on <i>culture</i> . Resistance or over-reaction to trends; listening to external experts/media researching: “are they getting ‘it’ right?” and “should a new cultural direction be created?”
Inner city power is realised through foresighted planning; but “when and how is power to be shared in the city?” “How is my inner-self directing my use of power?”	External views on the present imposing power on inner self and challenges. “What is ‘my’ history saying should be done today, for the future of the city?” “How should we use ‘our’ power?” “What would we prefer to see?”
Inner city politics dominance with or over the actual city vision that is created, maintained and renewed. “What is leadership saying about our politics about the future?”	External leader’s (stakeholders of government, industry and community) views about the <i>future</i> , and on the city’s politics. “Is the city’s politics dominant over the vision or is it democratically aligned to the city vision?”

Alignment of internal aims with external challenges is an important task for all cities.

This study has found that this task is so critically important, that it needs to be embedded in city culture to help futures methods to continuously influence governance outcomes.

Politics

The question of who retains power in cities is a highly politicised and potentially a highly bureaucratic process. Understanding the nature of futures-politics in terms of dynamics and culture is of significant advantage to futures practitioners. Externally, a knowledge of competing aims and unified ones is highly significant to identifying the actions that are most needed. This analysis evaluates whose view is the one that is ultimately implemented.

Politics is perceivably about polling and representing the whole community. It inevitably involves conflicts and resolving contradictions between community groups with varied issues and agendas. Politics requires that power be applied by rule of law and is legitimated through corporate documents (visions, policy, strategy, actions) and laws.

Power

Futures is about knowledge, delivery of methods and achieving of preferred and engaging futures. The significance of the research question of *how do futures studies tools and methods help to transform governance?* is about the capacity of futures studies for transformation, and whether, or how, power is used to achieve sustainable futures for a city or group. Foresight—the capacity to think strategically about the future using futures models—empowers users who are often employed by community representatives at the local level of governance. Also, legislation and State policies and guidelines can empower futures studies to model stakeholder's and community's preferred futures, in cities. However, the question remains as to how power plays a role when implementing a city futures project in an immensely power-focused organisation, such as a local governance organisation. Executives, politicians and other stakeholders such as local business groups, media and lobby groups influence and impact on power relations to shape the futures they desire. Stakeholder perspectives in this study, were generally influenced by what is known as 'neoliberalisation'.

Neoliberalisation

Neoliberalisation is described as:

...a *utopian* project to realise a theoretical design for the reorganization of international capitalism or as a *political* project to re-establish the conditions for capital accumulation and to restore the power of economic elites (Harvey, 2005).

Neoliberalisation can also be interpreted as a process of selecting preferred futures based on what we see in other 'advanced' cities. These may be 'used-futures' and are an important reason why Futures Studies delivers 'six-pillars' of mapping, anticipation, timing, deepening, creating and transforming the future – to provide participants of projects with deeper philosophies that help them to change paradigms with their thinking. The pillars encompass additional questions about where we are from, going to, our assumptions, alternatives, preferences and how we are going to get there. This futures framework helps to shift decision making from a harmful form of neoliberalisation to a better form. It does this by using frameworks to identify assumptions and also to identify

and to teach about zero, single and double-loop learning – important concepts in transforming perspectives and paradigms toward an openness for democracy futures and other types of futures.

Information provision

Information provision is the simplest method to engage communities. It is one-way provision of information to raise community awareness about issues affecting their lifestyles. Social media plays an increasing role in community engagement in this regard. Additionally, “stakeholder participation aimed at winning support mostly has an informative rather than a consultative nature” (Hage, 2010, p. 258).

Information by itself is not community engagement, other than when used in a two-way transaction, and this study will refer to information in the context of meaning delivery mechanisms in community engagement that contributes to a formal decision making process. The link between information/communication to the future of cities is with the historical analysis or ontology of problems needing correction or alternative pathways to the future. A meta-view on construction and study of community information and communication technology is needed as “[c]ommunication is a missing link both because it can bring richness to modernity and because it has lured social scientists away from the project of modernity” (Murdock, G. 1993, p. 521).

It is critical for futurists to engage in and with the future of communication mechanisms and in particular, social media. This is precisely because technological communication has become a dominant discourse and practice that is increasingly challenging and diverting our attention from the future. As Murdock, states: “[i]t employs the vocabulary of seduction, beckoning us towards and immersion in the pleasures of the moment. To succumb is to relinquish any hope of developing a critical analysis of the contemporary world” (Murdock, G. 1993, p. 521).

Clearly, communication as a discourse and mechanism for futures research plays a role in community engagement, in dispersing and managing the development of messages, however we need to pay careful attention to its affects, as it so powerful as a medium. The contradiction is, as Murdock states, communication messages compete with one another, and so the job of developing a critical analysis of the contemporary city becomes harder.

The capacity to make informed choices about preferred future(s) relies on access to appropriate information, and yet the credibility of that information relies on critical analyses of our world – which is where critical futures research can help. Community consultation is a key form of information provision as it implies two-way communication about proposals that can influence the futures of cities.

Community consultation

Community consultation is the process of offering community organisations, individuals and businesses the opportunity to influence decision-making processes. Community consultation is the predominant community engagement phase for the visioning project case studies explored in this thesis. It is also the system that is most used for informing council of community needs, aspirations and concerns, prior to formal decisions being taken in council.

An early description of community consultation, from Arnstein (1969, p. 1) highlights the political struggle citizens have when suggestions are not actioned:

Inviting citizens' opinions, like informing them, can be a legitimate step toward their full participation. But if consulting them is not combined with other modes of participation, this rung of the ladder is still a sham since it offers no assurance that citizen concerns and ideas will be taken into account. The most frequent methods used for consulting people are attitude surveys, neighbourhood meetings, and public hearings.

The above quote points to the need for ongoing positions in governments that can help keep track of outcomes and solutions gained from consultations with communities.

A later definition from the OECD (2001) reads that community consultation is: “A two-way relation in which citizens provide feedback to government. It is based on the prior definition by government of the issue on which citizens' views are being sought and which requires the provision of information”.

Community consultation helps to create representative and democratic cities. It is defined here as community (industry, non-profit organisations, businesses, individuals and

government organisations) contributing to and influencing decision making processes and outcomes of the city. Community consultation is one of the important opportunities for citizens to creatively and communally imagine preferred and engaging futures of cities.

It is essential that the mechanisms and structures are included in this definition, as community consultation and engagement are inseparable if we are to discuss the whole system of critical community engagement futures and critical futures research. This project will be referring to the community consultation conducted for the *Our Bold Future Initiative, Gold Coast*, as being a best practice example of applied futures (IAP2, 2010). The subject of online community consultation reference groups will also be included in this thesis. While community consultation is essential to building momentum and empowerment of communities to achieve foresight and futures visioning, having appropriate levels of education in cities is also essential for building awareness, trust and motivation across numerous city systems so that futures visioning is initiated and continued. Community consultation implies that representative outcomes will be delivered through community visioning initiatives. This means that strategies and outcomes are popular among community members. Sustainable outcomes emerge when participants have sufficient education or are educated about the possibilities, and outcomes that their preferred futures will have.

Education

This study refers to education as a one- and two-way information exchange with community organisations, individuals and businesses for the purpose of awareness or longer lasting behavioural change. Education is used to improve governance through universities to generate futures thinking, and to stimulate youth while in schools to consider the relationships between behavior, outcomes and community decision making about those outcomes. Preparing all community members to contribute ethically and in a balanced way to decisions for the greater good of society remains a major challenge for all cities and not just democratic ones. Community engagement, through the use of professional futurists and their futures methods and tools is a key strategy available to cities today, to help unite communities under a vision of a preferred future.

Bussey's global scenario about the future for schools in 2025 argues that the "curriculum

focus will shift from concerns with the traditional three R's to a real commitment to developing the social literacies of Respect, Reconciliation and Relationship" (Bussey, 2004, p. 334). It may be possible for governance branches of organisations to work with their audiences/communities in the way that schools work with students. It also may be possible for local governments to build relationships with educational institutions to gain and exchange knowledge through resources, research and reflection. The challenge is then how to incorporate this educational element into a model of critical futures engagement in governance.

The following university engagement futures example shifted the terms *research*, *teaching* and *serve* to the terms *discovery*, *learning* and *engagement*. Hall (2008) provides a practical example of what is meant by university engagement: "He (Jude) began to see that town life was a book of humanity infinitely more palpitating, varied and compendious than the gown-life". This was a reflection from a Thomas Hardy (1895) novel about a university student who was struggling for many years to gain acceptance in the university, for though he was 'self-taught' during 'town life' he was shunned for not being academically taught. Hall also draws from Watson's paper about the challenge that universities have of establishing an appropriate balance between intellectual rigour and the respect for experience (2009, p. 102). Hall is shining a light on a new focus: experience in the community is exactly the new paradigm being sought. *But not experience in isolation from academia*. What he is seeking is a mutual exchange of thought and action, where academics can learn from participation in any organisation such as an association, business, non-government organisation or government organisation. This thinking offers a valid foundation, in my view, for the preferred government community engagement experience: academia and government working collaboratively and for theory to inform practice and vice versa. Education is key to having the capacity in place to sufficiently resource futures methods and tools in delivering community visions appropriately.

Capacity

Capacity refers to the development, maturity, willingness and resources of sectors and stakeholders to participate in community engagement and futures thinking. Without

knowledge of the community's capacities overall, it is difficult to harness and build the right organisations, groups and associations that can work toward the city's vision. Ramos believes that at the group level, CLA should "through the gradual process of group capacity building", ensure "a maximum amount of self-determination" (2004, p. 496). This means that a city may have knowledge of stakeholder capacities from a central or meta perspective however, communities first need to be empowered to engage governance authorities, and also need the right research methodologies that continue to leave community organisations in a position of authority, and not in a position of servitude or passive receptivity. Capacity for learning and knowledge, then, is not just about measurement and performance by counting organisations in sectors, identifying deficiencies and building/ advocating for new organisations, but it is about sustaining and facilitating the capacity of community organisations to be effective in driving their own learning.

As Garbarino has written, it is experience within social systems that builds belief structures of children, adults and leaders of organisations (1995, p. 23). The issue is whether each of these stakeholder sectors/systems is in fact as maturely represented and ready to engage as others, to not only representatively communicate messages to the child or adult, but the deeper systems issue is whether each of these sub-communities are able to represent their needs directly into traditional community engagement methods. Advocacy is then required to assist them to adequately do that and critical futures tools and methods may be able to further assist this aim by extending from traditional methods into methods that enable, for example, community stories to be told more consistently and deeply in transformative ways, and contexts.

Brackertz (2006, p. 19) states:

[c]ouncils need to develop their capacity—intellectually, organizationally and in terms of resources—to create a culture of citizen engagement, both within the organization and the wider community.

This study shows that community visioning is a core strategy in the development of a culture of citizen engagement. It also shows that this culture is not isolated from the concepts being written about here i.e. capacity, advocacy, partnerships are not locked

away as academic constructs. They are essential strategies to the achievement of a culture of engagement that is a critical and un-resting one – a culture that is adaptable, as futures change. Having the capacity to conduct futures visioning appropriately relies upon having the citizen capacity and the strategic knowledge and drive to deliver the vision. It means having a group of people within organisations who can advocate for long-term thinking.

Advocacy

Advocacy is about engagement with community representatives and leaders on behalf of other organisations, individuals and businesses and government, usually for the purposes of obtaining information, approvals, funding or other decisions. Advocacy on behalf of a community needs to be developed enough to understand which sectors/stakeholders require advocacy and other assistances. In this sense it is possible to combine advocacy with inquiry to both learn about what community organisations need, and how to communicate those needs, for example through associations, networks and partnerships. Advocacy for the achievement of futures visioning in governance settings means championing an understanding of futures inside Councils and cities. It means advocating for the resources to deliver initiatives and their outcomes successfully. Advocacy relies upon successful partnerships at various levels of government and with industry, community and education sectors.

Partnerships

Solutions to many problems emerge through greater understanding that is generated through cooperative and reciprocal partnerships (Brackertz, (2006); Nabatchi, (2011); Weymouth & Hartz-Karp, (2011). Partnerships require ongoing development and maintenance of links with community organisations, individuals and businesses to participate with council in decision making and developing projects. Issues to be examined through an analysis of partnerships are how to close the gap between elected representatives and the community through identification of common ground; and how to scale challenges associated with contradictions of empowering community, while working within local governance frameworks where the power of decision making is a contested domain.

Community engagement is being transformed, from traditional engagement, to critical futures research engagement methods, and theory through futures studies, with an overall aim of creating partnered solutions for economic, social and environmental sustainability issues. Community engagement and the long lasting and strategic partnerships developed during futures initiatives are critically important to successful governance of cities and city futures.

Culture

Dodd's definition of culture is that "Culture is the holistic summation and interrelationship of an identifiable group's beliefs, norms, activities, institutions, and communication patterns" (1995).

Clearly this purely cultural definition does not have the direction and momentum of, for example, Inayatullah's futures triangle, which assists directly with the research of city vision, drivers and weights. The point is, that cultural change needs to occur to sustain futures methods in an environment of continual operation. Which factors of cities need to change to help Mayors, citizens, industry and community bridge the gap and perform well at achieving preferred and sustainable futures? Dodd suggests that intercultural communication is the key to creating desired change and suggests three central enablers. These are: 'task performance', 'ability to adapt to the new culture', and 'the ability to establish healthy interpersonal relationships'. Dodd surmises that a range of authors support the importance of these concepts to intercultural communication effectiveness (Hammer 1989; Hawes & Kealey 1981; Gudykunst, Wideman, & Hammer, 1977 to cite a few). Further, Dodd draws on notions of cultural context and communication skills. While these enablers go further toward helping explain what is needed to create cultural change, it takes leadership to link futures narratives and visions to strategies.

Leadership

Leadership is the domain of those who manage the resources and processes needed to introduce foresight, innovation and direction. It is the domain of those who practice, over long time frames, how to appreciate, understand and use "mental maps and models of the long term" by "seeing and grasping the changing historic context in which one lives",

(Nelson, 2010, p. 292).

The task that leaders have is complex if they are to achieve sustainable futures for their organisations. Their task includes having capacity for balancing and prioritising strategies, actions and innovations. Leaders must be capable of taking into consideration and actioning a whole of city view, a suburban view and the perspectives and aims of political leaders. Their role must even sustain a work-life balance as an essential component of maintaining a healthy outlook across possible futures that become more-preferred and less-preferred as times change. Making appropriate decisions about preferred futures relies upon having an ability to focus on priorities, shared values and on what is in the best interests of the community, organisation or city, for the long-term. Leadership is then about having a rational inner-voice and clear sense of purpose gained by working with the ‘inner self’, of both individuals and organisations.

Inner self

An understanding of the workings of the inner self is helpful at a range of points during a futures project: in understanding the origins of the problem; in deconstructive analysis of the context of representational feedback; and in evaluation of the divergent worldviews (including our own) and mechanisms used to gain support of sections of the community.

At the personal level, meaning is constructed by engaging in memories, intuition, perception and creativity. It is constructed during futures projects and in community engagements as a relative position, or via multiple perspectives about a preferred future and vision. These notions are important when determining the validity of the consultation or engagement process and how representative community feedback is of independent or collective thinking. Representative input is important in creating a well formed futures vision, scenario or other method (Russo 2003, 2004, 2010a). Importantly, it is Inayatullah’s (2002, p. 27) poststructural ‘futures toolbox’ that contains many tools such as ‘deconstruction’, ‘genealogy’, ‘distance’, ‘alternative pasts and futures’ and ‘reordering of knowledge’ to help understand the inner workings of systems, worldviews and myths. More recently, Inayatullah has explored these concepts in *What Works? Case studies in foresight* (2015) and *CLA 2.0. Transformative Research in Theory and Practice* (Inayatullah and Melojovic, 2015).

Bussey (2004) sets out to address the day-to-day problems, alongside the problems of the past, as need for deep knowing about one's inner self. In light of 'the wars that continue to rage, crippling poverty for the majority of humanity, sexual inequality in many places globally, internet-worked colonialism' Bussey (2004, p. 200) describes the past "50 years of deconstruction, science, ecological concepts, technology and rethinking as not having delivered us very far". Bussey articulates (2004, p. 201) that CLA has been developed "to help us map out the epistemological and ontological underpinnings of discourse". It is interpreted from Bussey's analysis that CLA and systems processes are much more than a debate about duopolies constructed of past, present or future temporalities – they allow for individuals to work introspectively with their own spirituality and reflection, perhaps to build a level of strength and personal knowing, before collective consciousness will provide a more direct path to sustainability or other enlightened goals. Further, Inayatullah speaks about "a lack of inner democracy in the self—selves are not in dialogue and communication with each other" (2006, p. 22). Perhaps by allowing the inner self to be explored during formal governance engagements, deeper more closely held beliefs that are associated with our 'best selves' will emerge into feedback and into decision making processes. Whether decision maker, or community member providing information to be decided upon, or whether empowered to do both, a communion with what we believe our children would want for the future may be a guiding star for city decision making. It is ultimately, politicians who must decide on whether to accept formal outcomes of futures initiatives.

Critical success factors

The term 'critical factors' is adapted from "critical success factors (CSFs)" where Rockart and Bullen (1981) defined the term in different ways. Rockart's definition most pertinent to this thesis is: "a relatively small number of truly important matters". A further definition (Caralli, 2004) is: "CSFs describe the underlying or guiding principles of an effort that must be regarded to ensure that it is successful". In this thesis I will use critical discourse analysis—in the form of CLA—to describe varying critical factors of 'truly important matters' that contribute to the success and/or failure of the attainment of desired futures, and discern those 'underlying or guiding principles' for transforming the futures of cities.

Methodology – theoretical context, tools and methods

Thesis Research Methods: CLA, The Six Pillars of Futures Studies and other Methods Situated in Critical Futures Studies

Six Pillars of Futures Studies

The following Six Pillars of Futures Studies framework created by Sohail Inayatullah (2008) is used in the thesis to guide my use of critical futures research methodology:

- *Mapping* - to identify what is known at the present time via five future archetypes: social green growth, techno economic growth, collapse, globalism and back to the future.
- *Anticipation* - futures triangle: push, pull and vision; futures landscape: vision, macro picture, strategy and survival; and emerging issues analysis: emerging issues, trends and problems; futures wheel: anticipatory, interactive clarity.
- *Timing the future* – linear future: slow and steady; cyclical: there are ups and downs with learnings; spiral: combines linear and cyclical; minority driven: future is driven by the few; hinge periods in history where the minority drive large amounts of change. Conscious evolution is key to this approach.
- *Deepening the future* – Causal Layered Analysis: Litany, systems, worldview, myth metaphor; Collective/Self and Inner and Outer dimensions.
- *Creating alternatives* – Structural functional analysis and applying scenario methods etc.
- *Transforming the future* - In transformation, the future is narrowed toward the preferred. Which future do individuals' desire? Which futures do cities want?

Inayatullah sees that a necessary task of critical futures Studies is to: “identify the paradigms that emerge from the constructive analysis and to ask how the paradigm has become valorised in discourse” (Inayatullah 2007, p. 10). Inayatullah states that the goal of critical futures research “is to disturb power relations through making problematic our categories and evoking other places and scenarios of the future” (2007, p. 10).

Causal Layered Analysis

It is a main contention of this study that traditional community engagement practices are based on the litany level of discourse, and are therefore mired in deconstruction and problem-based perspectives. When applied and merged with community engagement practice, futures studies and methods such as CLA can move beyond this analytical stasis into a ‘creating’ and visioning space, which I argue has been introduced through the case study initiatives into cities of South East Queensland.

This thesis uses Causal Layered Analysis (CLA) extensively as a method and theoretical model and also as a way of structuring my research methodology. Inayatullah defines CLA as method and theory:

As a theory it seeks to integrate empiricist, interpretive, critical and Action Learning modes of knowing. As a method, its utility is not in predicting the future but in creating transformative spaces for the creation of alternative futures...likely to be useful in developing more effective—deeper, inclusive, longer term—policy (Inayatullah, 2004).

I consider CLA an appropriate method because of its versatility:

[W]hile a doctoral student may use the method to organise different sorts of “data” – quantitative, qualitative and critical, for example – a company may use it to develop different sorts of products and services or to rethink its purpose...it has developed through repeated Action Learning workshops in many nations (the USA, Australia, New Zealand, Malaysia, Andorra, Thailand, Taiwan, Singapore, Croatia, Serbia Germany, the Netherlands), and in meetings where the group comprised multiple cultures (Inayatullah, 2004).

Inayatullah’s CLA takes deconstruction theory to a whole new level:

CLA is very much oriented towards Action Learning and integrated methodologies. A dialogue that sources multiple ways of knowing is sought between the different levels. By moving vertically and sideways through scenarios, different policy outcomes are possible and metaphors and myths are enriched. (Inayatullah, 2002, p. 45).

It is this light of critical CLA ‘problemism’ and ‘solutionism’ that constitutes the transacting analysis framing this study’s use of CLA. CLA captures critical analysis through a recognition of differences between layers, enabling a representation of problem and solution states, e.g. as a representation of current problematics and system complexities that allow the author to think through the essence of a problem, its associated systems and its consequences in worldviews and myth metaphor, leading to a meta perspective, and to solutions beyond the traditional episteme or conventional means of thinking about the problematic.

Inayatullah (2004, pp. 5-6) has mapped out the development of CLA through layering together deconstruction and genealogy and the emergence of a multi layered approach. Popular futures insights, problem solving and epistemological futures led to the development of meta theory, which was then associated with complexity theory linking diverse futures, as well as other mapping schemes. Subsequently, CLA’s fourth dimension associates with Action Learning and action research. Inayatullah develops the following CLA discourses:

- Empiricist: rationalist data, prediction, the day to day (current day).
- Interpretive: creating shared discourse, authentic meaning and conversation.
- Critical: applied knowledge, theory and empirical methods - but also values leading to preferred futures.
- Action Learning: learning by questioning in groups and action.

CLA and Action Learning was applied in each chapter to organise data into consistent categories and to enable comparisons to be made between case studies. CLA itself is situated in Inayatullah’s ‘six pillars of futures’, as a method that helps to deepen the future. It provides categories such as:

- Litany – empirical, day to day problematics, which bring the general data sets and concerns of community members into light through rationalistic reductionist and sometimes quantitative data.
- Systems –brings the interpretation to the litany, including social causes across systems to deepen knowledge of the problematic.

- Worldview – of perception, perspective and aperture from a wider context such as the regional, State, National or even global context civilisational perspectives and epistemes, ontologies and traditions.
- Myth metaphor – which brings a means of summarising ‘events/accounts’ into a saying, legend, or headline.

Action Learning is also then a strategic variation/accompaniment to add the heuristic dimension to the empirical, interpretive and critical areas.

CLA itself works as a multilayered methodology, and is used in this thesis by working vertically up and down layers, and across the width of the discussion it opens up. It works with reductionism (identifying epistemes and ontologies) and constructionism (current day analysis) as well as systemic origins. At its worldview level it also uses contemporary analysis. Other areas of futures including the empirical/predictive, interpretive, critical and heuristic are evidenced and analysed at the myth metaphor level.

When Inayatullah references CLA to a particular paradigm he locates CLA in critical futures research, espousing that it is in the critical discourse that distance between subject and viewer is created (2004, p. 6). The significance of distance in futures research is that it frees the viewer from the constraints of the current day and allows for a possible transcendence of boundaries, unfreezing civilisational conditions/cultural norms. Transformation beyond conventions into preferred futures then becomes more accessible. CLA is a key futures method employed in this study as it enables transformation and contains a multiplicity of opportunities to work across methodological boundaries.

Action Learning

CLA and Action Learning are applied to each of the publications, either to organise data or as a comparator to understand the functioning of this effective methodology.

Ramos (2004, p. 500) works with Causal Layered Action Research cycles of inquiry, vision, pathmaking and action, to transform traditional action research. Revans (1946) modelled Action Learning as spiralling steps, with a circle of planning, action and new learning emanating from the action. It is known more simply as ‘doing in order to learn’ (Revans, 1982). A defining characteristic of Action Learning was that:

...[p]eople had to be aware of their lack of relevant knowledge and be prepared to explore the area of their ignorance with suitable questions and help from other people in similar positions (Revans 1980),

which seems contradictory as we often don't know what we don't know.

Inayatullah emancipates theory and method from the past and immerses it in the present day, to allow analysis of thoughts about the future to emerge. In this thesis I have employed Inayatullah's anticipatory Action Learning, which combines the futures concepts of the empirical, interpretive and critical with Action Learning ('doing to learn'). I have done so in order that the research required in analysing visions and community reports shed its insights, with the aim of allowing comparative analysis to build additional knowledge about a range of visioning practices that could transform governance. Anticipatory learning is also about both adaptation and innovation. "Organizational, social, environmental, cultural and spiritual innovation is one of the most important potential contributions of Futures Studies" (Inayatullah, 2005, p. 657).

Cultural transformation

Personal, organisational and community cultures can all be transformed using futures methodologies. In South East Queensland many councils have undertaken long term planning studies for their cities. These futures projects have introduced new cultures to organisations. Where power and politics have favoured those in control of futures programs, significant lessons are learned, making it easier to conduct better strategic planning so that organisational corporate plans, as well as internal branch strategies, are more aligned to community needs. The challenge for this thesis research is to identify whether the lessons learned have been embedded deeply enough within Gold Coast City Council and whether resources are being provided to futures programs. This is an indicator that the real value of futures is fully understood at all levels of an organisation.

I will explore whether these may relate to the soundness of critical community engagement futures strategy. These would be applied, for example, to question: the maturity of the city/the capacity knowledge of the city about its representative organisations; to adequately participate in futures exercises with real authority; and whether the outcomes of the futures

exercise can adequately be met by representative organisations.

Additional methods

Other specific methods that were used in this research are:

Case studies and use of corporate and community reports and plans to establish critical success factors of Critical Futures Methods used in community engagements.

Interviews with city leaders and staff to gain their views and insights into the research objectives.

Emerging issues analysis. In terms of emerging issues, Futurist Graham Molitor is the founder of this methodology. “The key to EIA is to find precursors: people, places, organizations, and writing that is ahead of the rest of the world.” (Inayatullah, 2010). A literature review was used to identify contemporary issues, trends and challenges, together with case study material to generate futures scenarios.

Scenarios. A scenario is:

...[a]n image of the future deliberately crafted for planning or foresight purposes. It should be rooted in identifiable trends or emerging issues data which are extrapolated and organized using an explicit theory of social change. It should describe how changes created the particular future present out of the past, and offer a vivid, provocative, accessible picture of how the future present differs from today. Scenarios are often evaluated in terms of plausibility and probability; they should contain both opportunities and threats – they are statements of **possible** future outcomes (Wendy Schultz, in Inayatullah, 2010).

Summary and Conclusion

This study explores how futures studies methods are effectively employed in a democratic governance struggle to fairly represent community needs.

With land resources becoming scarce and population densities increasing, informed decision making through community engagement is vital to the long term sustainability of

cities. Determining the best approaches and methods for engaging community in contributing/participating in the planning and design, implementation, evaluation and reporting of long term city futures is a complex task that needs to be managed by experts to accurately record and document the decision-making process. This is also because the involvement of community in long term city decisions has significant impacts of shaping culture through process to decide upon strategic outcomes and actions within city lifestyle and built form. City decision makers are obligated to publicly adopt aspects of its community's input, or to at least publicly report why the input has not been included in outcomes. If a city does not manage this public community engagement process well it may be subject to questioning of its leadership and community challenges.

At the city, interest group and individual levels, how a city initially involves the community, and how it honours or dishonours this input, leads not only to a multi-bottom line functional/practical outcome, but also to a power-political, cultural, and even a spiritual outcome, which is impressed into individual and collective community memories for the long run.

This thesis argues that we need to better understand futures tools and methods and ways we express our satisfaction and concerns about our future. There is a need to tap into or link to cultural forms of expression that already exist in cities, but more importantly, there is a need for community members to be able to link to futures they themselves want, in ways where people feel most comfortable exploring possible futures typologies.

This Chapter has set out the main arguments, research questions, aims and objectives for this study. It has briefly discussed the frameworks and definitions that the study works with, e.g. futures studies, governance and community engagement. The reasons for the research, significance and innovation were discussed. The main research methods have been situated within Critical Futures Studies. An argument was made about the need for futures, governance and engagement mechanisms and processes that provide for:

- greater understanding of the role that futurists and cities can play in aligning systems levels of the inner self and communities nationally and globally to external worldviews and global myths;
- education to help cities understand their worldviews and what their respective

myths are and how to transform them in light of local to global challenges;

- coordination in cities between systems of governance, futures studies and community engagement to better integrate community to global futures;
- contiguous discussion and depth of analysis in discussions about futures, engagement and governance, in cities;
- methods that synthesise preferred futures and corporate planning systems;
- social, technological, environmental, economic, political (STEEP) integration and empowerment of environmental, social and other ‘softer’ systems related to population growth and management of resource and cultural thresholds;
- greater understanding about the networks and relationships that have been built in cities and how they can co-create futures appropriate to their contexts;
- mapping of how the global becomes local and how cities in particular can improve their engagement methods in managing the increasing gulf between for example, those wanting rewards from growth and those wanting to sustain the long term future of the planet and sustain growth, where possible and in the right ways;
- sharing of perspectives to facilitate preferred futures in communities;
- multi-level tools such as CLA that allow problems to be deeply understood through critical ‘problemism’ and ‘solutionism’ and resolved systemically with less adverse consequences;
- nuanced solutions that are necessary to balance demographic representation; and
- climate issues planning for long term futures (50 years).

The above discussion has clarified facets of futures studies, engagement and governance by way of definitions and theoretical context. Next, Chapter 2 uses CLA to map critical factors of four practical case studies: Futures Visioning Initiatives of South East Queensland cities. The Chapter provides a critical analysis, searching for perspectives of where the cities found factors such as uncertainty, learning and empowerment, in visioning preferred futures.

“Learning is a more powerful mind-set than knowing, because it allows us to keep adapting in the face of new uncertainties and conditions”

— *Stroh, 2015, l. 547.*

CHAPTER 2

A Critical Analysis of Four South East Queensland City Futures Initiatives

The four initiatives being studied in this chapter are large and influential city futures initiatives and involve some of the largest community engagements the cities have ever conducted. Several city visioning initiatives conducted in South East Queensland (SEQ) have been written about in various reports, but this is the first time detailed comparative analysis of methods and outcomes of the four major SEQ Cities has been conducted. This chapter applies Causal Layered Analysis (CLA) to help identify critical factors of four major city futures initiatives in SEQ. The Cities are Maroochy, Logan, Gold Coast and Brisbane.

Introduction

According to the United Nations, Australia's population is expected to grow to more than 33 million by 2050 and 42 million by 2100 (2015, p. 18). Global populations are expected to increase "by more than one billion people within the next 15 years, reaching 8.5 billion in 2030, and to increase further to 9.7 billion in 2050 and 11.2 billion by 2100" (ibid, p. 2).

South East Queensland (SEQ) includes ten Cities whose populations are expected to double in the next 40 years. They are projected to grow from 4.6 million to 6.6 million by 2031 and to 9.1 million by 2056. The ten Cities are Brisbane, Ipswich, Logan, Moreton Bay, Redland, Gold Coast, Sunshine Coast, Lockyer, Scenic Rim, and Somerset. In an

attempt to grapple with this rapid population growth, SEQ cities have begun to explore if strategic foresight methods and tools can help to create alternative and preferred futures in balancing city planning issues.

City futures initiatives help cities explore and shape alternative futures through visioning and planning. This chapter identifies critical factors of four major city futures initiatives in SEQ: Maroochy Shire's Maroochy 2025 – A Visioning Journey, Logan City's Logan 2026 – City Directions, City of Gold Coast's Bold Future 2037 and Brisbane City's Our Shared Brisbane – Living in Brisbane 2026.

Next, comparisons are provided across the cities from multiple perspectives. Undertaken by the four largest local government areas by population distribution in the South East Queensland region—Maroochy (5.3%) Logan (6.5%) Gold Coast (17.6%) and Brisbane (35%)—these initiatives planned for nearly two-thirds (64.4%) of SEQ's population during the period when the city futures initiatives were conducted in 2003-2009. While the initiatives were conducted for cities in the same region, they have varied residential populations, family sizes, and resource consumption. The chapter begins by clarifying these variations for the largest residential city Brisbane, from demographics tables.

In 2011, Brisbane City's residential population (1,041,839) was twice the size of the population of the City of Gold Coast and had the most number of families (267,869) in Queensland. Its male population (513,700) was approximately the same size as the female population. Residents had a median age of 34, just below the median age of the four cities (35.75) (excluding the Sunshine Coast median age and working only with the Maroochy media age). The number of children per family was on average 1.8, almost the same as the average across the four cities (1.825). It had 2.6 people per household in its 426,827 private dwellings - similar to the median across the four cities (2.625).

Brisbane's median weekly household income was \$1,547, higher than the four cities' average of \$1,226.25. Median monthly mortgage repayments were \$2,100 - the highest of the four cities, which had a monthly average of \$1,818.75 – with Maroochy having the lowest monthly income of \$1,300 across the four cities. Weekly rent medians were equally highest in Brisbane and Gold Coast at \$350 - above the average of \$307.50 for

the four areas excluding Sunshine Coast and a low of \$230 in Maroochy. The area with the fewest motor vehicles (1.6) per dwelling was Brisbane. Logan had the highest average number of vehicles (1.9) per dwelling.

Table 2.1: Local Government Area Demographics from 2006 for Maroochy Shire and for 2011 for the Sunshine Coast, Logan, Gold Coast and Brisbane.

Demographics	Maroochy Shire 2006	Sunshine Coast 2011	Logan 2011	Gold Coast 2011	Brisbane 2011
Resident population	142,838	306,909	278,050	494,501	1,041,839
Families	39,309	86,304	75,117	132,060	267,869
Male	69,582	148,643	137,978	241,600	513,710
Female	73,256	158,266	140,072	252,901	528,129
Median age	39	42	33	37	34
Average children per family	Unavailable	1.8	1.9	1.8	1.8
All private dwellings	67,198	141,954	100,522	220,574	426,827
Average people per household	2.5	2.5	2.9	2.5	2.6
Median weekly household income	\$921	\$1,010	\$1,263	\$1,174	\$1,547
Median monthly mortgage repayments	\$1,300	\$1,863	\$1,800	\$2,075	\$2,100
Median weekly rent	\$230	\$320	\$300	\$350	\$350
Average motor vehicles per dwelling	Unavailable	1.7	1.9	1.8	1.6

Source: Census Quickstats. Australian Bureau of Statistics. (2016). Retrieved from

<http://www.abs.gov.au/websitedbs/censushome.nsf/home/quickstats>

Average annual growth by LGA for 2005-2015 shows Gold Coast had the highest growth rate (2.4%), followed by Sunshine Coast (2.3%), Logan (2.0%) and Brisbane (1.8%). Gold Coast grew faster (1.9%) than the other three LGAs from 2010-2015, followed by Sunshine Coast (1.8%) and Logan (1.8%).

Table 2.2 Average annual growth by LGA for 2005-2015 for Sunshine Coast, Logan, Gold Coast, Brisbane and by comparison to Queensland population number and growth rate.

Custom region / LGA / State	Estimated resident population at 30 June, by number		Average annual growth rate	
	2005	2015	2005-2015	2010-2015
Sunshine Coast	230,168	287,539	2.3	1.8
Logan	253,905	308,681	2.0	1.8
Gold Coast	436,671	506,135	2.4	1.9
Brisbane	967,989	1,073,144	1.8	1.6
Queensland	3,918,494	4,778,854	2.0	1.6

Source: ABS 3218.0, Regional Population Growth, Australia, 2014-15.

Data in the following table shows population projections to 2036 by Local Government Area (LGA) for the four cities. Brisbane is projected to have the largest resident population (1,433,675) in 2036. Gender projections for 2036 remain consistent across the four city areas when considering the male to female ratio, with slightly more than half of each population being female. Brisbane City's growth is projected to be the slowest on an annual average to 2036, though will still have the largest population in the State of Queensland. Logan is projected to have the highest rate of growth (2.2%).

Table 2.3 Projected population (medium series), by sex and local government area, Queensland, 2011 to 2036 and average annual growth, as at June 30 – for Sunshine Coast, Logan, Gold Coast and Brisbane¹⁰.

	Sunshine Coast	Logan	Gold Coast	Brisbane
Population projection 2036	452,987 (2.1%)	490,522 (2.2%)	866,634 (2.1%)	1,433,675 (1.1%)
Gender projection 2036 (m)	217,770	241,673	422,814	710,815
Gender projection 2036 (f)	235,217	248,849	443,819	722,860

Source: Queensland Government population projections, 2015 edition; Australian Bureau of Statistics, Australian demographic statistics, Mar 2015 (Cat no. 3101.0)

The total number of new approvals for residential buildings by the four Local Government Areas being studied in this thesis, for the 12 months ending 30 June 2016 is

¹⁰ Note: Adapted from: QGSOs Projected population (medium series), by five-year age group and sex, by local government area, Queensland, 2011 to 2036. Retrieved from:

<http://www.qgso.qld.gov.au/products/tables/proj-pop-medium-series-age-group-sex-lga-qld/index.php>

33,984. Approvals numbers in the four cities are compared to 49,834 total building approvals across Queensland for the 12 months to 30 June 2016. The table below shows the building approvals and their financial value. It follows that population increases support the building industry, which leads to jobs and profits that at best supports and at worst self-perpetuates the continued drive for greater populations in these cities.

Table 2.4 Residential and non-residential building approvals by LGA, Brisbane, Gold Coast, Logan, Sunshine Coast and Queensland, 12 months ending 30 June 2016

Custom region / LGA / State	Residential Building Approvals				Building Value				
	New Houses	New Other	Alterations, additions and conversions	Total	Residential		Non-residential		Total
	— number —				\$'000	%	\$'000	%	\$'000
Custom region	11,788	22,096	100	33,984	10,204,742	70.4	4,295,688	29.6	14,500,430
Brisbane	3,224	15,835	34	19,093	5,953,062	68.8	2,698,698	31.2	8,651,759
Gold Coast	3,622	4,765	26	8,413	2,584,098	68.4	1,193,731	31.6	3,777,829
Logan	2,053	502	7	2,562	590,423	78.1	165,501	21.9	755,925
Sunshine Coast	2,889	994	33	3,916	1,077,159	81.9	237,759	18.1	1,314,918
Queensland	23,773	25,883	178	49,834	14,518,897	68.0	6,828,788	32.0	21,347,685

Source: ABS 8731.0, Building Approvals, Australia, various editions

Land dedicated to park and forest estate by LGA is tabled below with more State Forest and National Park land to be found on the Sunshine Coast. This supports the view that the Sunshine Coast has significant ‘green’ heritage in protected areas compared to the four city areas in this study.

Table 2.5 Protected areas – park and forest estate by LGA, Brisbane, Gold Coast, Logan, Sunshine Coast and Queensland, 2015

Custom region / LGA / State	National Park including Regional Parks	State Forest	Timber Reserve	Forest Reserve	Total
	— area (km ²) —				
Custom region	849.1	222.4	2.0	1.5	1075.0
Brisbane	288.9	0.0	0.0	0.0	288.9
Gold Coast	144.3	0.3	0.0	0.0	144.6
Logan	18.1	0.0	2.0	0.0	20.1
Sunshine Coast	397.9	222.1	0.0	1.5	621.5
Queensland	91,116.5	31,105.8	664.1	655.9	123,542.3

Source: Queensland Department of National Parks, Sport and Racing

Of the four LGAs, the most number of qualifications at the Bachelor degree level or higher emanate from Brisbane (245,867), with the lowest number to be found in Logan (20,211). Qualifications of degrees, diplomas and certificates are held by fewer people in Logan than in any of the other three LGAs. Only 9.5% of people in Logan hold a degree or higher and 28.7% of people hold a degree or higher in Brisbane.

Table 2.6 Non-school qualifications by level of education by LGA, Brisbane, Gold Coast, Logan, Sunshine Coast and Queensland, 2011¹¹

Custom region/LGA/State	Level of education						Persons with qualifications
	Bachelor degree or higher ^(a)		Advanced diploma or diploma ^(b)		Certificate ^(c)		
	number	%	number	%	number	%	number
Custom region	353,147	21.0	141,788	8.4	300,520	17.9	970,062
Brisbane	245,867	28.7	73,724	8.6	123,259	14.4	523,706
Gold Coast	57,628	14.3	35,446	8.8	83,467	20.7	226,551
Logan	20,211	9.5	14,069	6.6	46,953	22.0	103,633
Sunshine Coast	29,441	14.1	18,549	8.9	46,841	22.4	116,172
Queensland	548,894	15.9	260,778	7.5	686,993	19.9	1,875,323

Source: Queensland Government Statistician's Office, Queensland Treasury, Queensland.

A measure of the transience of communities is taken from the migration by LGA over one year. Migration measured by LGA in 2011, is tabled below. The most migration as a proportion with a different address occurred from the Gold Coast (19.2%), followed by Brisbane (18.5%), then Sunshine Coast (18.0%) and Logan (15.4%).

Table 2.7 Place of usual residence one year ago by LGA, Brisbane, Gold Coast, Logan, Sunshine Coast and Queensland, 2011

Custom region/LGA/State	Same address	Different address				Proportion with different address	Total persons
		Within Queensland	Rest of Australia	Overseas	Total		
	number	— number —				%	number
Custom region	1,567,732	289,551	36,305	41,981	372,218	18.2	2,045,736
Brisbane	787,879	146,069	16,005	26,271	190,228	18.5	1,028,616
Gold Coast	363,527	70,093	13,079	9,518	93,836	19.2	488,379
Logan	217,904	35,336	2,857	3,344	42,245	15.4	273,660
Sunshine Coast	198,422	38,053	4,364	2,848	45,909	18.0	255,081
Queensland	3,278,187	616,283	75,239	63,184	764,695	17.9	4,275,277

Source: ABS, Census of Population and Housing, 2011, Basic Community Profile – B38 (usual residence)

¹¹ (a) Includes bachelor degree, graduate diploma, graduate certificate and postgraduate degree.

(b) Includes Certificate, I, II, III and IV and Certificates not further defined responses

(c) Includes inadequately described and not stated level of education responses

Scales of Effectiveness in Delivering Futures Initiatives

The next aim of this chapter is to respond to the question: “What factors were critical to four major city futures initiatives in SEQ?” by way of a scale/map showing critical steps undertaken by each of the four cities in this study.

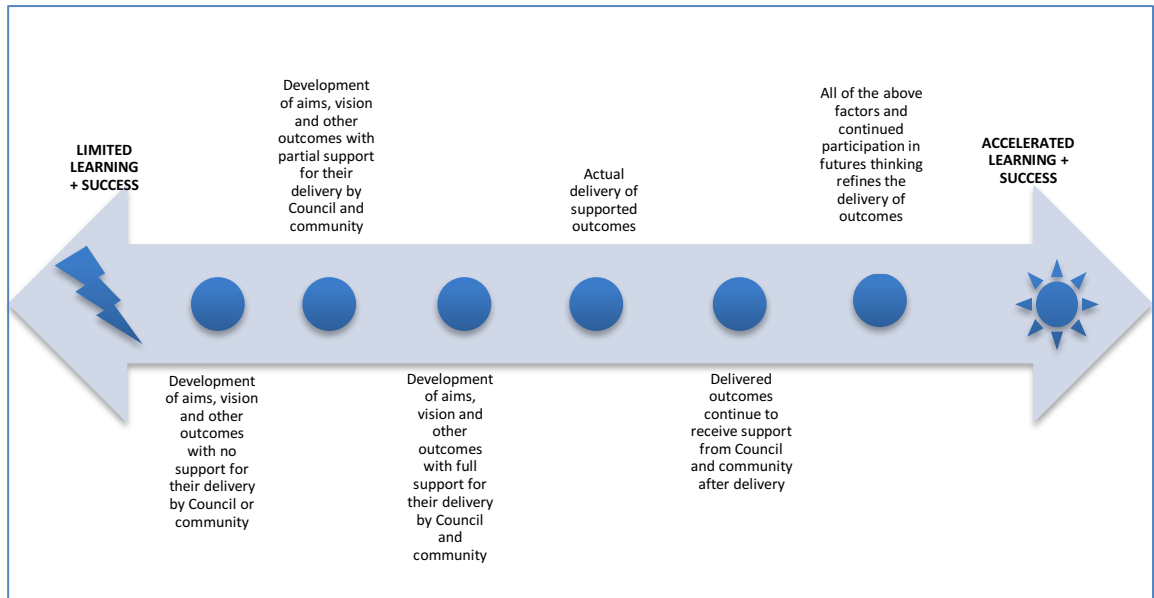


Figure 2.1: Temporal scale of effectiveness in delivering futures initiatives

Each of the cities partially or fully achieved one or more aims in delivery of their futures initiative.

1. Development of aims, vision and other outcomes with no support for their delivery by Council or community;
2. Development of aims, vision and other outcomes with partial support for their delivery by Council and community;
3. Development of aims, vision and other outcomes with full support for their delivery by Council and community;
4. Actual delivery of supported outcomes;
5. Delivered outcomes continue to receive support from Council and community

after delivery; and

6. All of the above factors and continued participation in futures thinking refines the delivery of outcomes.

Next, the six aims in the temporal scale in Figure 2.1 above are used to rank the achievement of aims in the spatial scale, in Table 2.8 below. Achievement of all steps on the temporal scale resulted in a 6 on ‘Spatial Scale 1’ below. The purpose of ‘Spatial Scale 2’ is to indicate what rating each city futures initiative might have received if barriers (stated in the Critical Factor Discussion column) were removed.

Table 2.8. Spatial scale of critical aims from a scan of four major city futures initiatives

City	Critical Factor Discussion	Spatial Scale 1	Spatial Scale 2
Brisbane	Brisbane delivered their second city futures vision, with council committed to all aims and outcomes. This commitment was exemplified by the CEO taking the plans into the community to validate and test them personally. (No barriers).	6	6
Gold Coast	Barrier: Longer term politics through the electoral cycle reduced the commitment to initial plans, though they did introduce additional plans.	5	6
Logan	Barrier: With the addition of the suburb Beenleigh, through an amalgamation process brought about by State Government, new stakeholder uncertainties challenged the delivery of outcomes.	4	5
Maroochy	Barrier: Maroochy created visioning aims and outcomes however these were delivered years later. Reasons for this were a lack of buy-in/input and agreement with the vision by new Council representatives.	2	6

Factors of each city at each CLA level follow. In terms of the **litany** level the four cities attained a single vision. Each vision is aimed at representing the best interests of the whole community. Initiative aims were created and were agreed by city decision makers of three of the cities before the initiatives began.

A **systems view** provides a more holistic representation of deeper stakeholder issues and

aims that ultimately affect the prioritisation and use of feedback that generates the visions and actions. The critical factor is the depth of stakeholder engagement delivered by each city to achieve representative outcomes.

Each city delivered engagement, but three were more effective at ‘top down’ engagement of, for example, workers, governance, entrepreneurs and intellectuals of the city. ‘Bottom up engagement’ is where the emphasis shifts to reaching out to existing city networks where leadership is not well established or represented, such as in the not for profit community sector of cities and even reaching up to higher levels but commencing with the smaller groups in mind.

A deeper view again is whether each of the systemic interests, e.g. social, environmental and economic **world views**, were engaged and involved deeply enough such that their level of commitment would sustain long term participation with the city vision and outcomes. **The critical factor at the world-view level** is that aims and outcomes must be prepared in view of the whole city’s developmental context e.g. global influences, geography, size, place and position amongst other cities, traditional views, economy and city capacity and other drivers and barriers and as they develop into the future.

With such systemic complexity existing in Cities, it is helpful to think of the vision as a broad based **myth/metaphor** that creates city cohesion. The myth is that these groups would be fairly represented while the reality remains that Cities must work very hard as must each stakeholder and each voice of the community to develop more than a tacit understanding of complex city issues, and to have their voice heard and their involvement sustained meaningfully for the long term. Delivery of preferred outcomes under the vision ultimately contributes to a refined cycle of sustainable city life.

Overall, the city futures engagement initiatives suggest that the capability for 24/7 engagement is required to co-enable deeper systems and worldviews of all stakeholders in the city. Long term city futures initiatives require longitudinal city futures engagement approaches that can work across the boundaries of electoral cycles and State amalgamations and other challenges, building knowledge amongst changing populations and cohesion between stakeholders of local and regional communities.

Maroochy Shire's *Maroochy 2025 - a Visioning Journey*

Maroochy 2025 was a two-year community planning initiative to develop a twenty-year vision and a five-year action plan for the community of Maroochy Shire. A visioning journey, the initiative produced a series of events, consultations and products, which were comprehensive participatory and democratically driven processes and outcomes, including the plan for the shire. “Most of all, it was an opportunity to develop new levels of empowerment, knowledge, and trust, between local government and the wider community” (Gould, 2008, p. 94).

Context and drivers

The geography of Maroochy was described in May 2005 as

...a lush, coastal region of Queensland covering 1,157 square kilometres. It included the towns of Maroochydore, Nambour, Kenilworth, Buderim, and Eumundi. The Shire relies heavily on the tourist, retail and construction industries, but is also an agricultural and fishing district (Department of Local Government and Planning, 2005, p. 25).

Initiative drivers for the Maroochy 2025 city futures initiative arose as early as 1999 with the employment of the Council's first official Social Planner and discussions about developing a Social Plan, the completion of the publication Maroochy Community Profile 2000: a social portrait of its community and people and how a Social Plan related to other internal Corporate reports. Also, *Maroochy 2025* was driven by results from Community Survey No.1 (2003) which reported concerns about local government planning practices and “community's frustrations with local government planning practices; respondents felt that their local government seemed to favour planning decisions remaining in the domain of the experts and elected councillors and that it is these key stakeholders who are designing, controlling and creating the communities future” (Gould, 2008, p. 25). A further driver was a potential doubling of the population by 2025, and State Government support. Queensland Health embraced Council's concept of a Community Plan through a \$10,000 award, which helped to initiate *Maroochy 2025* (Gould, 2008, p. 92).

Initiative aims

Early discussions for how the future city should look were described as “a snapshot of tomorrow” and were based on current trends and a possible future (Gould & Daffara, 2005, p. 11-24). Initiative aims were developed following the creation of the snapshot and were framed in terms of short and long term objectives. *Maroochy 2025*’s long term objectives according to Gould & Daffara, 2005, p. 31, were to:

- synergise planning and actions with regional perspectives;
- build community’s capacities for engaging with, and questioning, their future;
- build partnerships between governments and communities;
- increase levels of trust between local governments and communities;
- increase communities’ use of anticipatory and ‘alternative thinking’ methods;
- empower the community to move ahead of changes and thus increase the level of pro-active measures for shaping the future;
- evolve and further develop community-produced consultation frameworks;
- support community-developed strategies and actions; and
- evolve the concept of community visioning in as a way of life in Maroochy Shire.

In addition to the above objectives, Maroochy developed an extensive rationale of philosophies and methodologies that would help to “derive outcomes in terms of Futures Studies-oriented planning and visioning concepts” (Gould & Daffara, 2005, p. 51).

Maroochy 2025’s planning and engagement aims were further based on the role of important terms of reference such as social capital, social trust, community development, community consultation and capacity building (Gould & Daffara, 2005, p. 54)

Planning

Planning phase aims emerged with increased awareness of ‘sustainability’ as a best practice concept for local governments. This concept was important to how *Maroochy 2025* was planned as it implied the need to develop shared community leadership. “The way

community is engaged is inextricably linked to how sustainable communities are created and how they produce outcomes” (Gould, 2008, p. 20-21). Initiative planning commenced with the introduction of specialist social and corporate planning staff. An external, independent and international futurist led a series of futures studies seminars in the Council that introduced the initiative management team to futures studies methods and tools.

Community engagement

Maroochy 2025s' community engagement commenced with a priming summit to review strategic documents about Maroochy's future. Aims for the engagement phase were developed to guide delivery of the whole initiative. Maroochy focussed on scenario planning as a main means of identification of alternative futures for the city, as well as community empowerment through 'education', 'action planning' and use of the implementation committee, which achieved community sustainability objectives, as well as guidance of outcomes into the corporate planning process. Engagement for *Maroochy 2025* included: The *Maroochy 2025 Background Paper*; informative website; stakeholder consultation and questionnaires; community workshops; school summits; Youth Council ('Youth Voice') visioning sessions; staff workshops; community summits including presentations by an international futurist expert, and summit pre-polling; creation of a Community Task Force; action planning groups; an action planning 'Integration Night'; document and literature reviews; community surveys; *Maroochy 2025* community newsletters; and articles in Maroochy Shire Council newsletters and local newspapers.

Outcomes

Following planning and community engagement, the 'broad areas of the community's interest' were described as 'Key Focus Areas' and each Key Focus Area included objectives and concerns; the factors affecting those concerns known as 'drivers of change', 'trends' and 'current initiatives' (Gould & Daffara, 2005, pp. 12-13).

The *Maroochy 2025* outcomes phase was facilitated by the community taskforce, handing over the *Maroochy Vision* to the Shire's Mayor, July 2004:

From the Mary River Valley over the Blackall Ranges to the Pacific Ocean,

Maroochy Shire on the Sunshine Coast is a place that our connected community is proud to call home. We, Maroochy's residents, live in harmony alongside our clean waterways, beaches, and our diverse bush and farmlands. We respect and protect these natural places because they are home to our valued wildlife; they nurture our wellbeing, our physical and community needs and our economy. We are happy, healthy, safe, productive, creative and empowered. Learning, sharing knowledge and experiences, inspiring each other and together making decisions is our way of life. Our leadership is responsive and is focused on building trust and a better inclusive future whilst holistically providing for our basic needs in the present. Maroochy's distinct towns and villages are designed to minimise energy-use, resource use, and environmental impacts. Our communities are connected by efficient public transport, and walk and cycle paths. Maroochy's viable rural and urban economies mutually benefit each other to protect our natural assets and provide diverse long-term employment. We have a unique 'Bush and Beach' culture – we know this and we actively care for it and for each other (Gould & Daffara, 2005, p. 86).

In addition to the *Maroochy Vision*, objectives were created and in the long term could:

- [s]ynergise planning and actions from regional perspectives;
- build on the community's engagement capacities;
- ongoing engagement in anticipatory action leaning experiments pertaining to the *Maroochy 2025* vision and actions;
- manage ongoing future orientated planning and partnerships between local government and the community;
- further empower Maroochy's community to implement the *Maroochy 2025* strategies and actions; and
- evolve the concept of community visioning as a way of life in Maroochy Shire (Gould & Daffara, 2005, p. 31).

Further community engagement

Maroochy conducted four surveys over the life of *Maroochy 2025*, with the first being delivered in October 2003 answering ‘where is the community now?’, while the second was delivered in May 2004, matching the validity of the emerging core values, goals, key initiatives and priorities of the *Maroochy 2025 Visioning Initiative* against the views of the community. The surveys helped the Community Task Force to develop the vision. In November 2004, a third survey answered ‘how will we get there?’ and gauged support for the strategies under development. A fourth survey evaluated *Maroochy 2025* as a whole and was followed by 331 stakeholder interviews, concluding that there was high confidence in the implementation of the Plans and almost a consensus (92%) that the *Maroochy 2025 Community Initiative* had been worthwhile (Gould & Daffara, 2005, pp. 67-81).

Integrated governance

Maroochy 2025’s Integrated Governance Phase does not emphasise bureaucratic integration, however it is premised on early aims of developing *Maroochy 2025* as a community focused product and empowerment program. Regular involvement of the wider community is publicised in the *Maroochy 2025* Process Chart including “Formulation of an implementation and monitoring committee, Quarterly reporting to wider community and stakeholders, [and] Collection of addendums for future vision and actions”, leading up to an ‘Annual Summit’ (Gould & Daffara, 2005, p. 33).

Critical factors

The critical factors that led to the success of *Maroochy 2025* include having expertly planned and delivered strategic foresight methods and tools on a large scale, inclusive of delivery of a well-organised series of forums, underpinned by philosophy and method. These led to a well produced set of city vision and plans for action; the validity of strategic actions was evaluated and aligned through extensive survey and interview research, and a community inclusive summit. Additional success includes Maroochy’s achievement of numerous aims of community empowerment and capacity building throughout the initiative.

Logan City – *Logan 2026 City Directions*

Logan 2026 City Directions (Logan City Council, 2006) is Logan City's twenty year vision integrating smarter planning and managing growth to create a better future.

Context and drivers

The geographic context of Logan City features connectivity to neighbouring Cities of Brisbane, Gold Coast, Redlands and Ipswich and

...comprises a range of urban and rural communities with urban development and a series of regional activity centres located along major road and rail corridors, particularly the Pacific and Logan motorways, Mount Lindesay Highway and the Brisbane-Gold Coast rail line.

Logan's population in 2006 was 260,000 and was forecast to grow to 434,000 by 2031 and its 90,000 dwellings will grow to 160,000 (Department of Local Government and Planning, 2005, p. 26). It was with this macro level geographic information in mind that Logan prepared their planning phase.

While planning for *Logan 2026* was underway, the Local Government Reform Commission was also planning boundaries for Queensland local government areas, with amalgamations being a very real possibility and eventual reality. The drivers of long term planning included the influence of the State Government, as well as a range of other regional city futures initiatives. These included Brisbane's *Brisbane 2026 Vision Refresh* of community values and organisational development, as well as *Maroochy 2025 and* Gold Coast City Council's *Bold Future 2037* initiative, but Logan was mostly influenced by its own consideration of the value of futures methods (McGowan & Russo, 2007, p. 132).

Initiative aims

Logan 2026 city directions was seen to be:

An opportunity to fulfil the desire to build on Logan City's strong community spirit and protect natural assets such as parks and bushland. It was also an opportunity to move from being of regional significance to a city recognised for global connections (Logan City Council, 2006, p. 3).

Drivers of the need for *Logan 2026* included the wider State drivers of the SEQ regional plan, and findings from a community values report prepared by AC Nielsen (2006). The study was undertaken alongside 'detailed time series, demographic studies and projections' (Planning, Information and Forecasting Unit, 2006).

Logan 2026 grew in the historic context of being young and unrestrained:

Logan City has the perfect opportunity right now to seize the future. It's a young city, relatively untrammelled by the twentieth century. It has the vision, the energy, and the people to do it and do it well. We must not serve our own short-term gain or political advantage. We must serve nothing less than the big vision itself: a city that is genuine, wholesome, and worth calling home (Planning, Information and Forecasting Unit, 2006, p. 20).

Planning

Planning aims for the initiative included a 'City Plan and Vision Statement', a framework for ongoing planning and delivery of Council services, and to inform strategic planning developed within the Planning and Performance Framework. A significant aim for the initiative was the application of foresight methods and tools where the image of potential futures is the goal. This was to be achieved at the organisational level where staff would constitute part of the local response to the South East Queensland Regional Plan.

Community engagement

An international futurist consultant was engaged to deliver the internal staff workshops that helped to build awareness about the purpose, methods and tools of futures studies. McGowan and Russo (2007, p. 135) refer to the following passage to describe the content of the workshops: "The training and workshops were based on Inayatullah's *Futures*

Studies process of developing a shared view of the organisation's history, mapping the future, identifying emerging issues, deepening of issues, developing alternative futures, visioning and backcasting" (Inayatullah, 2002).

City-wide consultation was then coordinated by staff members who were more knowledgeable about what they were seeking from the initiative. They were united behind the initiative as being beneficial to organisational development, and saw the visioning initiative as being timely as it was: "derived from a number of perspectives from the people who live and work in the community and is indicative of the learning dynamics of an organisation ready for major change" (McGowan & Russo, 2007, p. 141).

Community Consultation with residents and organisations was achieved via "a city-wide community values survey, focus groups and interviews. Over 1,000 entries were received from our young people for the colouring and digital arts competitions and more than 80 community submissions provided valuable feedback to the draft document" (Logan City Council, 2006, p. 2).

Part of the consultation aimed to identify current and future values assessments to be gained from five focus groups, seven in-depth interviews with business and community organisations and 400 responses via telephone from residents over the age of 18.

Outcomes

Logan 2026 outcomes included extensive social demographic profiling and brief economic, social and environmental status reports. Logan aggregated this in the report *Home is where the Heart Is – An Exploration of Community Values*. Factors that made the biggest impression were: location, affordability and accessibility, green space and the people.

The final vision for *City Directions 2026* centres around 'quality of life':

In the year 2026 Logan is a city of opportunity. Strategically positioned within a rapidly changing region and a global economy, we live in a dynamic city that sustains our quality of life. Here, neighbours, generations and cultures connect.

Our lifestyles are in harmony with our environment. Logan City is a safe and healthy community, a place all generations will be proud to live and thrive in (Logan City Council, 2006, p. 1)

Critical to Logan was a focus on organisational staff engagement as a resource for developing futures scenarios. It then focused on transformation of the organisation. In essence, the initiative enabled Council to explore a completely new learning dimension and assimilate newly learned behaviour into the corporate hegemony.

A series of informal, introductory workshop and training briefings were conducted with prospective participants. They provided an opportunity to illustrate the rapid rate of change and to draw from the experience of participants' adjustment to organisational change. "The most widely raised observations were of workplace transformation through technological advancement and whether staff as individuals will be able to keep up with the greater rate of change" (McGowan & Russo, 2007, p. 136).

Further community engagement

All of this information helped to create 'Draft *City Directions 2026*', which was then progressed through further community engagement via city wide open days in key shopping centres around the city.

In 2013, Logan City is still working with strategies that have integrated the five Logan 2026 guiding themes.

Integrated governance

Logan 2026 City Directions' integrated governance phase includes *The Logan 2026 City Directions* framework (Logan City Council, 2006, p. 19) and commences with community engagement being integral to the preparation of 5-10 year long-term infrastructure and resource strategies, 4 year corporate plans and annual operational plans and budgets.

Critical factors

The critical factors that led to the success of *Logan 2026* include having planned for a delivery model that engaged significant staff, executive and political support early, and throughout, the initiative. The model was said to be generally based on Brisbane's model, aiming for organisational and staff transformation through futures training sessions, led by a Professor of futures studies, as well as through extensive demographic profiling and telephone survey values assessments, combined with parallel community and stakeholder engagement, face-to-face and online. This foundation led to a set of city visions and plans for action being embraced by all city leaders. Additional success eventuated with the outcomes being endorsed by Council leading to integration of city futures outcomes into the strategic governance framework of corporate plans.

City of Gold Coast – *Bold Future 2037*

Bold Future was developed during 2007 to 2008 and defined a city aspiring to be bold with its planning processes. With a Council and community co-created vision, it incorporates the most extensive community consultation process that it had ever undertaken. *Bold Future* was a Council foresight initiative looking ahead to 2037 and was the precedent of the current *Gold Coast 2020 Corporate Plan and Vision*.

Context and drivers

The Gold Coasts' geographic context shows the Gold Coast to be Australia's second-fastest growing local government area and Australia's sixth largest city, comprising an area of 1400 km². Often perceived as a city of skyscrapers by the sea, it is actually one of Australia's greenest cities, with public parklands and reserves covering almost half of its total area. Its current population of 550,000 could grow to 749,000 by 2031 and its 202,500 dwellings are forecast to increase to 345,000 by 2031 (Gold Coast City Council, 2008b, p. 19).

Initiative drivers included the challenges of "population growth, climate change and

changes in the global economy” (Gold Coast City Council, 2008b, p. 3). Consequences of these drivers were for example, meeting demands for jobs, economic stability, housing and associated community and environmental management services that could sustain the city’s foundation assets: its biodiversity and ecological footprint, alongside demands for access across the city. Foresight for the *Our Bold Future Initiative* grew from a 2006 Gold Coast City community attitudes survey, which found that “planning for the future had the greatest impact on residents’ overall satisfaction with Council’s delivery of its services and activities.” (Gold Coast City Council, 2008b, p. 13). Other drivers include the *South East Queensland Regional Plan 2005-2026* (2005a) and the direction of other regional cities in developing city visions. Another factor was identified in February of 2007: sustainability, when councillors undertook a workshop to fully consider the need and drivers for a new vision for a sustainable city.

Initiative aims and planning phase aims

Planning phase aims were melded with methods and milestones of achievement and were applicable to the planning phase as well as to the phase of implementation beyond the creation of the initiatives’ outcomes and integrated governance frameworks:

Take steps to ensure success in an uncertain future; Prepare to respond to emerging and unknown challenges; Lead the Gold Coast Community towards a successful common future; Be visionary and intuitive about the future of the city; Develop a common view of our preferred future; Align the city’s actions and plans under a common view of the future; Formulate robust plans that all the city’s stakeholders know and understand; Develop partnerships to deliver those plans; Consider further actions to lead the planning and delivery of our city’s future (Gold Coast City Council, 2008b, p. 11).

The initiative goals of gaining a new city vision and actions were confirmed by an international futurist who was commissioned to advise the initiative from a long term planning perspective. In a video that was presented at 25 of the *Bold Future* Community Forums, Professor Inayatullah (2008) advised of the need for *Bold Future*, inclusive of the following comments:

The key to a foresight project to succeed is it must include the stakeholders. Leaders start a project of innovation in the city with those who live here. It ensures the worst of the big cities doesn't happen: congestion, pollution, digital divide, cultural divide – let's set up structures so this does not happen. The alternative scenario is more socially, culturally and environmentally responsible. Industry yes, but we need to think through the outcomes of our actions. What is the city we want to be in and what can we do today to realise that?

Additional planning phase actions in 2008 included Professor Inayatullah's delivery of 'City Futures Planning Workshops' to build councillors' familiarity with visioning and the production of alternative city futures as well as to provide input into key phases of the Community Advisory Groups' development.

Community engagement

Aims for *Bold Future 2037*'s community engagement phase were provided in the final report of 'How We Got There', where it is stated that:

A focus on community engagement in all aspects of the exercise can lead to a well balanced, bold yet practical and locally relevant vision with a well developed action plan to take the city towards this desired future. Also, because the vision and action plan have been developed by the city using inclusive processes, the action plan and the desired future are well known and respected by the citizens. This helps to foster common goals and a shared sense of responsibility for the achievement of the city's vision, which is essential (Gold Coast City Council, 2008b, p. 8).

Aims were also to gain city-wide feedback about community values for each of nine themes. This mapping of the future was based around gaining a thoroughly representative understanding of, firstly, what the community valued and secondly, where the community wanted to go in the future in terms of each theme. To help map the future, an adaptation of the three areas of the futures triangle, a model developed by Sohail Inayatullah (2008b, p. 7) was applied to identify from city-wide community feedback (a) preferred images of the future; (b) why those images were important drivers of the future; and (c) constraints

to their achievement.

Community consultation commenced in August of July 2007, with the Gold Coast City Council appointment of a *Bold Future* advisory committee, made up of community stakeholders representing each of the nine theme areas. Consultation was publicly launched in October 2007 via a media conference attended by politicians, staff and selected *Bold Future* community champions. Consultation methods included use of trends and issues sheets and facts and figures sheets to inform discussions about the future in 28 community reference group meetings and 25 city forums, which included expert presentations of city achievements and directions for particular themes, along with visualisation exercises. Youth and academic involvement was gained by staff and students of the local educational sector: schools, universities and TAFE institute. The sessions were facilitated by a team of ‘futurist and engagement’ consultants. Presentations at local schools and the Gold Coast City Council Junior Youth Council, and from a local city builder’s exhibition at the Gold Coast Arts Centre provided feedback. Community Consultation resulted in 11,000 responses.

Outcomes

Bold Future 2037’s outcomes phase commenced with analysis and reporting of all community consultation feedback about each of nine key themes. The highest number of responses (25%) were about the topic of ‘our beaches’ bold future’, closely followed by responses about the topic of ‘our water bold future’ (19%) and ‘our environmental bold future’ (18%).

Following the delivery of the engagement process the final vision document included the following vision: Defined by our spectacular beaches, hinterland ranges, forests and waterways, the Gold Coast is an outstanding city which celebrates nature and connects distinct communities with the common goal of sustainability, choice and well being for all (Gold Coast City Council, 2008b).

The *Bold Future* Advisory Committee followed with criteria to prioritise more than fifty ideas generated from community feedback into a final report to Council: Range of benefits (i.e. a cross-cutting action that delivers on multiple outcomes/themes); Scale and

timing (ease of implementation); Responsibility for implementation; Cost; Visibility; and Compliance with *Bold Future* Principles.

Further community engagement

Further engagement via focus groups was conducted to validate the draft vision. The *Bold Future* initiative team conducted additional focus groups, and provided community access to the draft outcomes online for an extended period.

Integrated governance phase

The *Bold Future 2037* Integrated Governance Phase began on 15 April 2011, when Council adopted the *Bold Future* vision, plans and reports. An interim Community Plan was developed to support the delivery of the *Bold Future* vision through the identification of strategic priorities, high-level actions, targets and performance measures against each of the six key focus areas. The *Bold Future* strategic framework for delivering outcomes incorporated the new planning scheme, corporate plan, city-wide strategies, programs and initiatives, partnerships and advocacy.

Critical factors

The critical factors that led to the success of *Bold Future 2037* included having expertly planned and delivered futures methods and tools developed through internal training. The garnering of support for the city futures initiative outcomes from the executive and CEO, Mayor and Councillors, staff, and through training and councillors' workshops by an international futurist, meant that cohesion was developed and the vision was attainable. The *Bold Future* advisory group helped to show where there was community alignment and, together with Council's aims, a well produced set of city vision and plans for action was endorsed and integrated right throughout the strategic governance framework.

Our Shared Vision - Living in Brisbane 2026

Living in Brisbane 2026 commenced in 2005 and was completed in 2007. It refreshed the

vision setting document *Living in Brisbane 2010*, first established in 2000-2001. *Living in Brisbane 2026* is described as “a landmark evocation of Brisbane’s exciting future, with eight themes each revealing a special factor of, and ambitions for, our City” (Brisbane City Council, 2006b, p. 1 inside cover).

Living in Brisbane 2026 focuses on Council’s partnering with local and global business, industry and research institutions, new ways to work with community, improved quality of life and standard of livability, with continuing prosperity, stability for all residents, an open welcome to worldwide visitors and responsible stewardship of precious natural resources on behalf of future generations.

Context and drivers

Brisbane’s population of 991,000 in 2006 was the largest city population in SEQ. The city of Brisbane comprises significant economic drivers including the CBD, adjacent employment areas, and the region’s main air and sea ports. Brisbane’s existing and planned inter- and intra-regional transport and telecommunications infrastructure supports the city’s highly skilled labour force and the export of goods and services. Brisbane City comprises a series of centres that support diverse communities, such as high-density apartments, well established ‘timber and tin’ suburbs and new communities (Department of Local Government and Planning, 2005, p. 17).

The forecast additional 250,000 residents by 2031 and the *SEQ Regional Plan* (Department of Local Government and Planning, 2005) drove Brisbane City to consider preparation of *Living in Brisbane 2026*. The wider international drivers that influenced the local context and strengthened the need for the plan included water shortages, fluctuating fuel prices and climate change as well as accelerating economic growth of global regional neighbours of China and India, considered to be pressures on Brisbane’s competitive advantages. Forecasts of sustained growth also brought the pressure of ‘skill shortages’ (Brisbane City Council, 2006, p. 3).

An additional driver of the initiative emerged from a survey of community members that identified eight qualities that residents prized above all others: lifestyle and community; recreation; a connected Brisbane; living in a progressive and prosperous city; safety and

security; eco-friendly environs; green and shady; and a city with character (Brisbane City Council, 2006, pp. 4-8). Values of ‘friendliness, green open spaces and outdoor’ climate was also identified through neighbourhood planning workshops as key values (Brisbane City Council, 2006, p. 2).

Initiative and planning phase aims

In 2000/2001 Brisbane prepared its *2010 City Vision* and refreshed it during Brisbane 2026 workshops in 2005 with senior executive leaders of Council and via Vision Refresh workshops with Councillors. Aims for the planning phase of the city futures initiative *Living in Brisbane 2026* included focusing on milestones for the vision and articulation of outcomes for the city. Aims were developed through the senior executive workshops where the city was embedding learning from *Vision 2010* by ensuring that the vision had sufficient detail to allow managers and employees to work with it in a tangible way. Communication of key messages about the vision to staff, and development of graduate scenarios—to be applied as a device to engage Senior Executives in discussion about Brisbane’s future—were designed to start the process of thinking long-term. In September 2005 the Senior Executive committee requested a single vision for the city combining neighbourhood planning, values and vision through a city plan. The initiatives’ outcomes were required to demonstrate to the community that their input was taken on board and that the plan would be a roadmap to inform all the stakeholders contributing to creating Brisbane’s future. Councillors would be consulted in December 2005 and again in February 2006, where all community and organisational feedback would be considered.

Whole of initiative aims emerged from Council as follows:

Building on *Living in Brisbane 2010*, it is a proposal for action between Council and all our partners – residents across the communities of Brisbane, our national and local colleagues across levels of government, business and industry, and those in the research and education sectors around the world (Brisbane City Council, 2006, p. 9).

With the above inclusiveness of partners as an overarching aim, Brisbane City further identified initiative aims to sustain a city with a high quality of life, highly livable and

optimistic and encouraging of innovation and high standards:

Our aim is to agree on a package of goals that, together, will improve the quality of life for today and tomorrow's generations, and position Brisbane as a highly-livable city of great optimism that is: confident of its continuing prosperity; vigorous in providing stability for all its residents; enthusiastic in its welcome to visitors from all the reaches of the world; proud of its responsible stewardship of precious natural resources on behalf of future generations. We want to identify targets in our city-wide outcomes and our aspirations are a bold 'call to action'. We need to do more than 'just turn up' in meeting our challenges. We aim to extend our expertise and encourage our innovative capabilities to set the highest standards and rates of improvement (Brisbane City Council, 2006, p. 9).

Community engagement

In 2006 Brisbane conducted four months of community and employee consultation. Feedback was gathered from 150 participating employees during workshops and sixteen vision champions were engaged from areas within the organisation to reach further across the organisation, gathering employee feedback. Three scenarios were prepared by Brisbane's graduate youth program to raise awareness of emerging issues. These were based on life in 2026: 'Green is the New black', 'I'm the King of the World'; and 'The Changing State of Brisbane'.

Additional creativity and innovation was provided by councillors, who created a video postcard to future children. This was a legacy task that communicated what councillors were proud of that they were able to hand to future generations, including getting really serious about sustainable development.

Community engagement included 18,500 responses from the *City Shape* survey, *Vision Refresh* postcards, children's *Citizen 2026* artworks, young people's visioning projects, community values workshops conducted through *Neighbourhood Planning* workshops which included a *Vision Refresh* display and an accompanying website with links to the youth website. The *Neighbourhood Planning* team also engaged primary schools. Focus groups and telephone surveys gained targeted responses. Culturally and linguistically

diverse communities were consulted directly. A mail-out of the refreshed vision was distributed to 1,100 schools, businesses and other government agencies. More than eighty percent of participants agreed on what they valued most about living in Brisbane. (Brisbane City Council, 2006, p. 3). The engagement process was promoted via 83,000 postcards in a recruitment drive mail out and newsletter that included highlights of *Living in Brisbane 2010*. An online discussion forum was also prepared for YCYS youth participants and youth were also involved through Community Development Services youth team partnerships and workshops and via The Lord Mayors Youth Advisory Committee. A video, *Fresh Futures*, was prepared to help communicate their visions.

Outcomes

Eight themes were prepared from community engagement to help structure the narrative in the document *Our Shared Vision - Living in Brisbane 2026* in terms of the present (the story so far), the past (history timeline) and the future (bold aspirations), (Brisbane City Council, 2006, pp.12-43).

The final vision included in *Our Shared Vision – Living in Brisbane 2026* is:

Brisbane is a youthful and enthusiastic city – spanning city to bay and hills to bush. It is appreciated by residents and visitors for its friendliness and optimism, and respected for its leadership and achievements. Brisbane’s leadership in civic governance and technology will deliver active and healthy communities, drive a strong economy, sustain a clean and green environment, create a city of cultural vibrancy and provide an enduring legacy of livability for future generations (Brisbane City Council, 2006, p. 10).

Integrated governance

‘Integrated Governance Phase’ aims publicised in *Living in Brisbane 2026* apply to the period when the Council’s administration would manage the achievement of outcomes: “We must measure and monitor our progress towards our city-wide outcomes. This is done by Council’s program areas that develop high-level plans and strategies to implement and integrate all elements of Council’s vision” (Brisbane City Council, 2006,

p. 44). Aims for governance are regarded as important as they create a commitment for how the community should ultimately expect to see the city futures initiative's aims being actualised. Brisbane's 'strategic planning' is the set of mechanisms to achieve the aims. These include mechanisms activated across 20 year timeframes such as the *Living in Brisbane* vision; longer term city-wide outcomes; medium term strategic plans and organisational strategy and its corporate plan; annual program plans and budget, divisional and business unit plans and individual performance plans (Brisbane City Council, 2006, p. 44).

Further community engagement

A further two months of city-wide community consultation on the draft vision and plan, was delivered prior to a launch in December 2006. The further consultation included communication of the vision and outcomes via CEO road trips to communicate the vision citywide. The additional engagement may have been driven by a separate *Vision Implementation Plan 2026* which had engagement with the vision by councillors as an objective and the bus vision tour as a tactic. Residents were bussed around neighbourhood planning localities and were asked to help detail the opportunities and challenges for each theme.

Critical factors

The critical factors that led to the success of *Living in Brisbane 2026* included having learned from *Living in Brisbane 2010* to create a tangible and workable plan, and having delivered expertly conducted internal futures training programs that produced methods that work in with the existing local authority bureaucracy of scheduled committee/CEO and council meetings to design an inclusive process, including an extensive community engagement program demonstrating community input. Support for the city futures initiative, built through the futures training programs, extended through involvement of 16 internal champions into the council organisation. The early conduct of values assessments, community and neighbourhood consultation and the CEO evaluations of draft outcomes in community localities helped to prepare the final *Our Shared Vision – Living in Brisbane 2026* city vision and plans. Following endorsement by a full meeting

of Council, the city plan outcomes were integrated successfully into the strategic governance framework of Brisbane City Council.

Conclusion

Futures initiatives begin with expert city futurist consultant involvement. It is the reason why a 'pre-planning phase' is introduced into later discussion in this study. Futurist knowledge of tools and methods can save cities from costly mistakes and can vastly improve the results that cities are hoping for. Key tasks in this early phase include training of staff and leaders in futures studies to help them co-create early project aims in the best interests of the city. The recording of official aims through council and committee resolutions helps stakeholders to understand, prepare and refine their sub-goals.

Critical to the whole city futures initiative is engagement of stakeholders early in initiative phases of aims, engagement and development of outcomes. This creates the best conditions for cohesiveness and carries additional social capital and stakeholder interests through the visioning process into city and council practices. Engagement of the wider community will then further build cohesion, which is essential if citizens, communities and businesses are to play a role in delivering aspects of the final plans. Community awareness raising and engagement through direct, face-to-face and digital communication is a valid and achievable aim that also assists with longer term initiative outcomes. Continued application of city futures concepts is the most important factor to emerge from the city futures initiatives. A new model of community consultation that considers the validity of consultation through the lens of CLA could help to achieve this nexus.

While an overriding critical factor for the city futures initiatives was the creation of a vision and integration of outcomes into the corporate governance frameworks for delivery, the city futures initiatives demonstrated that it is possible to increase community empowerment and capacity by applying futures studies methods and tools in group situations. This futures work assists in creating a vision for the whole city and can greatly assist with traditional planning for parts of the city, for example, through the long-term planning of infrastructure, land use and other asset-based environmental and economic

projects.

City futures initiatives are uniquely positioned to map and transfer community values into long term cycles of planning that better assist cities to prioritise actions for the long term. The three regional cities struggled more with this mainly because long-term city futures thinking and processes rested with the commencement of new political cycles.

The application of alternative and preferred futures tools, along with trends and situational analyses, must be matched by a tangible and coherent set of actions. Engagement of political, executive and other staff early, and throughout the initiative, ensures ongoing commitment to this discipline by filtering values, futures studies outcomes and strategic action development. Sustaining internal political and staff interest is just as important as sustaining community interest. Engagement of the wider community will build cohesion, which is essential if it is to play a role in delivering aspects of the final plans. Community awareness raising and engagement through direct, face-to-face and digital communication is a valid and achievable aim that also assists with longer term initiative outcomes. Continued application of city futures concepts is the most important factor to emerge from the city futures initiatives. Brisbane showed that it is possible to learn the lessons of previous city futures initiatives even though they may be years apart.

A long-term change process includes mapping of city views, and each city has managed to achieve at least that. This shows that city futures can lead to better strategy when all critical factors are considered. Critical factors of the four initiatives emerge through the use of critical futures tools and methods, and Maroochy was highly successful at doing this, however it remains an example of the need for experienced city futures leadership to be involved in more aspects of the initiative from inception to completion.

Factors critical to city futures initiatives that are unique, universal, and that were unmet by the city futures initiatives, are more critically compared in the following chapter.

“What we mean by “strategic analysis” here is a search for *crucial considerations*: ideas or arguments with the potentials to change our views not merely about the fine structure of implementation but about the general topology of desirability”

— *Bostrom, 2014, l. 5983.*

CHAPTER 3

An Analysis of Queensland City Futures Initiatives: Using CLA to Map Processes of Planning and Engagement.

This chapter applies Causal Layered Analysis (CLA) to map critical factors of four influential South East Queensland City visioning and foresight initiatives conducted by the Cities of Maroochy, Logan, Gold Coast and Brisbane. The chapter analyses the three phases to look at how the cities conduct pre-planning, planning and community engagement. A conclusion drawn from the analysis is the value of applying futures methods and specifically CLA as a multi-methodology to create and unpack each phase of futures initiatives.

Introduction

This chapter maps critical processes of four Southeast Queensland city futures visioning initiatives. It identifies learnings and contributes to knowledge by focusing on the cities' projects and initiatives, and discussion about contemporary theoretical approaches such as Action Learning and Henry Lefebvre's social science perspectives as they relate to futures initiatives. It then applies CLA to map the initiative's processes in order to explore how city futures methods and tools are transforming governance in South East Queensland cities.

Four South East Queensland councils in this study were responding to perceived

challenges posed by rapid growth. The initiatives aimed to deliver, explore and shape the multiple opportunities anticipated from this growth and to protect against potential threats that unrestrained growth implied. These city futures initiatives explore imaginative city visions and themes, which, when implemented, would guide the popular development of city policy and strategies for issues such as cultural, transportation and sustainable economic development. The city futures initiatives were more about constructive longer-term topics and were less about particular city plans of issues in the business-as-usual scenario.

Three phases in this study represent firstly, the reason, problem or opportunity that the initiatives found, secondly, how the cities planned to respond and thirdly, how they engaged their communities. Each phase has its own characteristics and rationale. Content issues such as sustainability are visited in this chapter, but content issues are more fully addressed in a forthcoming chapter about final outcomes and governance phases of the initiatives. Causal Layered Analysis (CLA) will be applied to the phases of the four Southeast Queensland city futures initiatives as the councils attempted to prepare for and manage the opportunities and risks inherent to rapid growth.

The discussion and CLAs in this chapter are populated by data from three main sources: (i.) the official vision documents prepared by and for each city; (ii.) from additional official reports that Maroochy and Gold Coast prepared about their initiatives; (iii.) from articles by authors Gould, Daffara, McGowan and Russo about Maroochy's, Logan's and Gold Coast's initiatives; and (iv.) from insights provided by a principal coordinator of Brisbane's initiative, Jennifer Bartlett.

My position within the discussion throughout this chapter is as a participant researcher, who is now seeking to unpack and identify critical factors impacting on city futures processes.

Context: The Four City Councils

The initiatives are designed to look ahead 20 and 30 years, to guide traditional planning tied to four-year electoral cycles common to each city. The four city councils are: Maroochy, Logan, Gold Coast and Brisbane which all have their similarities and differences. Maroochy and Gold Coast have long stretches of sandy surf beaches. Each city has major population densities near the coastline and a major river. All the cities have a mix of central urban and hinterland communities. However, their populations are very different in size. Brisbane is the largest city and is the state capital city of Queensland. Moreover, these cities' populations struggle to position themselves as distinct within the region, nation and global environment and are always looking for ways to capture a slice of the future.

Theoretical Framework

CLA is the central futures method used in this chapter as a means of deconstructing and comparing the multiple journeys undertaken by the four cities. CLA comprises four layers: litany, systems, worldview and myth metaphor. CLA's originator Sohail Inayatullah, describes CLA as seeking to integrate these as four levels of understanding. "Each level is true (at its level), internally consistent, and solutions need to be found at each level" (Inayatullah, 2015, p. 13). CLA's successively deeper layers are applied to each of the phases of the initiatives. The phases are explored in terms of a litany of what each phase looked like, the systems that operated in those phases, the various world views operating about the phases and what myth metaphors 'took the initiatives forward by storm, stealth or strategy'. In this way, the myth layer creates a deeper connection to the structural stories about the city futures initiatives.

While the cities faced similar global urgencies, the initiatives emerged with responses that worked or did not work to help the cities understand their futures according to local culture and context.

Mapping of the Planning and Engagement Phases of *Maroochy 2025* – A Visioning Journey

Pre-Planning Phase

What happened? The dominant neoliberal economic view was supporting the rapid sale of Maroochy's land lots. These sales were matters of controversy as the sale and subdivision of land worked at the level of economics for some individuals and families, but threatened the values that others believed characterised Maroochy. These challenges impacted on the established social and cultural identity of Maroochy.

Maroochy planned to create understanding of the local to global contradictions that took place by creating a long-term city vision between 2002 and 2005, called *Maroochy 2025*. It did this by firstly researching local and international planning frameworks and issues. Maroochy selected a 4-step model used by Steven Ames (1998) in Hillsboro 2020, Oregon, USA: *The Oregon Model of Community Visioning*. Maroochy enhanced the model using futures studies—planning and visioning concepts that included, for example, ‘The Futures Triangle’, ‘CLA’ and ‘Scenarios’. Additionally, ‘Anticipatory Action Learning’ was applied as a pivotal methodology to engage the inherent capacity of the community (Gould & Daffara, 2007, p. 3). *Maroochy 2025* became a clear opportunity for the community to answer the key question, “The future is changing! Do the citizens of Maroochy want to be passive receivers of the future or active co-creators?” (Gould, 2005). In putting their initial thinking into action, project leaders engaged in a pre-community consultation workshop in 2003 where they applied futures studies methods with "facilitators who were undertaking futures studies at the University of the Sunshine Coast (2007, p. 3)".

In 2009, key learnings of *Maroochy 2025* (Gould, 2009), included:

- The community is highly responsive to Anticipatory Action Learning, particularly AAL workshops;
- There are gaps between foresight policy and local sustainability practices;

- Local government information was perceived to be focused on the near-term and not on the future aspirations of the community; and
- Futures Studies methods work well in visioning projects, particularly as they accommodate the shifts in planner assumptions.

What didn't work well?

- The project team did not involve key opinion holders or decision makers consistently throughout the process;
- The project team did not communicate Action Learning or project design updates to consistently to the project sponsors;
- The project team engaged at the level of community empowerment while the project sponsors were only prepared for consequences of engaging at the level of consultation;
- The lack of cohesion about the outcomes of engagement, which were seen to be formulated 'by others';
- The lack of a Maroochy vision implementation committee; and
- The lack of formal implementation.

The initial statement about what didn't work well from the above list, is not involving key opinion holders or decision makers consistently throughout the process. If this was corrected perfectly most of the other failures would be improved. A recommendation is to clarify the value of visioning to council managers by creating Action Learning questions mapped against the broad categories of a public sector planning framework (Luthey, 2011, Chapter 4, sec. 2):

1. Emerging issues and preparing for future challenges;
2. Accountability of program values and contribution to the community;
3. Clarity of agency missions and long term goals.
4. Detailed reports of agency efforts towards continuous internal improvements.

By inviting responses to a survey, the project team can discover pathways for creating and determining levels of collective ownership of the visioning process. I frame a survey here to CLA's layers that would be a minimum requirement for engaging stakeholders at the planning and engagement phase of the initiative:

- **Litany:** What are the core emerging issues, challenges and preferred futures for your political interests, branch or field?
- **Systems:** What progress have the sponsors made with current systems that address the challenges and preferred futures you have identified?
- **Worldview:** Who are the stakeholder sponsors and community of your preferred futures and what would be the consequences for each group of stakeholders if they were involved at the level of ‘consultation’ and at the ‘empowered’ participation level?
- **Myth Metaphor:** What are the stories or myths, actions and measures that could help your Branch to create a brief report in narrative form, about your preferred futures?

Among its many objectives, the initiative would involve community in the creation of a future scenario and vision for 2025, and develop an action plan and process to facilitate the delivery of the agreed future scenario (Gould & Daffara, 2007, p. 2). An initial survey and report from staff about their achievements is a useful talking point for community members as they begin to imagine their own long-term vision. At this stage, the objective is to understand if there is interest, signs of internal ownership and understanding of the expectations that stakeholder groups will have for the visioning project.

Maroochy’s Planning Phase

Maroochy’s official aims for the initiative were to reflect on learning from regional networking and research and to work with community members to increase their capacities to participate in community visioning. Maroochy’s worldview offered the mutual benefit of reciprocal effort where the Council would provide an inspired, creative and cooperative process. Prior to maximum lateral community consultation across the city, the community would be involved in the co-creation of sustainable futures through local agenda setting and through the selection of community members to a community advisory committee. Council received the ‘buy-in’ of community leaders who developed strong relationships with the council and brought their experience and visionary ideas from all areas of the city.

Maroochy's core solution was to include leaders and the community in the planning process. This solution was based on the principle that "community engagement approaches are inextricably linked to the issue of creating sustainable communities" (Gould, 2008, p. 22). Training of stakeholders in futures tools and methods was found to have worked particularly well as did "the use of Community Taskforces and Community Action Planning Teams" (Gould, 2005, p. 128).

On the other hand, the project had not continuously engaged the 'key opinion holders' and 'stakeholders' (Gould, 2005, p. 129). A recommendation for future teams of visioning projects is to invite commitment from key stakeholders through a survey or Action Learning meeting at the Pre-Planning phase (as is shown above) and to extend that survey in the planning phase to identify who "has the social and political maturity or skills and expertise to mobilize others to join into the process" (Cumberbatch, 2015, p. 66). The whole survey should be delivered again to determine emergent stakeholders, their concerns and their own proposed solutions. This approach is supported by an Action Learning perspective, via a 'checklist' of questions including "are they aware of how Action Learning is different from taskforces?" and "are members interested in and committed to solving problems?" (Marquardt, 2011, p. 200).

Maroochy's Engagement Phase

Application of futures studies, Action Learning and ongoing analysis of the initiative has ensured that *Maroochy 2025* stands as an important and iconic example of visioning in the region. Futures studies methods had been applied. Maroochy 2025's final summit was attended by 300 community members. I attended the summit with staff and managers from Logan and the Gold Coast City Council. The core Anticipatory Action Learning tools and methods were delivered as part of a suite of project background papers, websites, surveys, workshops, school visits, youth visioning sessions, the task force, action planning groups, literature reviews, newsletters and media messages.

Engagement through Anticipatory Action Learning enabled the community to "contribute to the solutions and provide mutual support, advice, and criticism on the proposed solutions" (Gould, 2005, p. 128). In fact, there was high support for the project generally, with a project evaluation concluding that there was strong community support and

“almost a consensus (92%) that the *Maroochy 2025 Community Initiative* had been worthwhile” (Gould & Daffara, 2005, p. 67-81).

While *Maroochy 2025* was not endorsed for implementation, many of the outcomes from *Maroochy 2025* were taken up into the *Sunshine Coast Community Plan: Our Vision for 2030* in May, 2011.

Methods and tools that support ‘environmental’ engagements to sustain the visioning initiative’s outcomes

How can local environmental visioning outcomes be sustained, or expanded after the initiative to address new or omitted views? What are the engagement methods and theories that support sustainability that are mapped against the vision and outcomes of the city in times of eco-crisis? I discuss two approaches and underlying issues, next.

Firstly a foresighted approach, uses co-created research to continue the work of the city vision after the futures initiative with partner institutions. This local area vision extension work would sustain a general local area vision by building trust and exchanging views between citizens, politicians, and academic researchers as part of a foresighted process. Community consultation of an Action Learning variety is better than traditional methods of government surveys because “surveys leave little or no room for the community to raise the questions or comments they might have on the subject under review” (Peterson, 2015, p. 85). Working with reduced land lot sizes in Maroochy, for example, could require a combination of legal and council planner and political discussions.

Secondly, a reflective recourse through risk representation by politico-legal stakeholders offers a risk management solution to close gaps between eco-visions and environmental challenges as circumstances change. That is to say, in democratic community engagements a “critical political ecology is not merely compatible with democracy – it seeks the expansion of democracy through the radicalisation of the idea of political representation of risk in the risk society” (Eckersley, 2011, p. 251). Risk representation means that environmental systems are carefully restored or rebalanced if they are affected as a consequence of a political direction. Further, engagement to clarify the knowledge and values of locals is critical, because “authority to represent nature might also derive

from traditional, vernacular, or local knowledge (such as from indigenous persons or local fishers) or from other forms of local knowledge or ‘moral capital’” (ibid, p. 252).

Why are formal and representative visioning processes like *Maroochy 2025* critical? Firstly, in Australia, “national diversity is singled out as the remaining form of pluralism with potentially disruptive effects for representative democracy” (ibid, p. 171). The disruption is occurring because of a conjunction between the digital age, which supports diverse views, and the subject of visioning about environmental thresholds and neo-conservation versus neo-liberalism. Here, a submerged issue is that local views may not sit well with others’ perceptions of state or national views. This context of pluralist diversity makes necessary a rational and scientific context when conducting visioning. A rational framework is vital, as currently repercussions outside of formal processes may occur if engagements become overtly instrumental, and local voices become amplified without there being a deep participatory engagement program to balance foresighted views, or to reflectively restore and enhance ecological values through measured outcomes. In the current digital age, devolution of power from central government to subnational authorities is being granted to create freedom to resolve local issues. In this environment, engagements may not lead to problem solving and foresight without there being a deep and abiding, or lasting, commitment to both the theory of futures studies and the changing of practices to sustain the environment through, for example, bio-diversity offsets, cessations or re-zoning. Such action requires collaboration between three tiers of government and community stakeholders.

More generally, disputes between groups over resource issues and the natural balance of STEEP futures can also rely upon a further approach of clean communication and critical intertextuality. Here the aim is to broaden regional networks, and support and understanding for environmental values, rather than a simple local powerbase of support—with the focused aim of seeding regional discussion with balanced views. National support may be required when an issue that appears to be minor at the local level is magnified by considering its consequences at the national or global level, e.g. elimination of pollutants or plastic waste products into the environment; or the need for greenspace in the face of climate change. Local to global interdependence is clarified through a critical intertextual analysis. This form of analysis means that a wide range of

concepts carried by text, digital, traditional and other mediums become central to distinguishing the appropriateness of futures outcomes. Concepts include social justice and sustainability thresholds, environmental and climate change, energy use and resource depletion. As is shown by Australian environmental scientist emeritus professor Ian Lowe (2010), the rhetoric of analysis needs underpinning by an understanding of facts and relationships between facts. These need to be considered via ‘deep reflection’, ‘a vast body of evidence’ and awareness of various approaches and extremes commonly used in the media including ‘economic optimism’ and ‘pro consumerist’ approaches. Lowe discusses in his book section ‘Australian Culture and The Problem of Achieving Significant Change’ (2010) factors such as timeframes being important in deciding whether environmental thresholds can be met. Lowe recites an international example: that OECD statistics have shown a significant negative relationship between population growth and economic output per person. The underlying premise of his argument is that if populations were to double by 2030, irreparable damage would be done to natural systems. This is caused by increased need for housing, new commercial centres and other infrastructure land uses.

The engagement of peak body groups based in capital cities in local area discussions can bring specialist knowledge and solutions to local areas. Also, counterpart organisations can bring resources such as State Government finances and policies, international university and institutional research, and even United Nations conventions and the Australian Conservation Foundation or Greenpeace’s reputations and recommendations. The emphasis in community visioning is on introducing known strategies that work harmoniously across many sectors. Visioning can make transparent the interdependence of local to global relationships, facts and approaches, as timeframes become limited, thresholds are reached and the need for new solutions accelerates. While futures studies introduces the grand challenges that help give context to local decisions, the emphasis for locals remains on electing a group of politicians who have a track record of advocating across STEEPLEF (society, technology, economy, environment, political, legal, ethical and futures frameworks) issues and in deciding issues agreeably for both today and for future generations. Great complexity requires engagement, futures tools, methods and professionals who can guide sustainable critical futures studies.

Mapping of the Planning and Engagement Phases of *Logan 2026—City Directions*

Logan's Pre-Planning Phase

The initial task was to ask “a local government body, traditionally conservative and risk averse, to begin to think beyond conventional corporate norms” (McGowan & Russo, 2007, p. 134). Logan Council's ‘Pre-Planning Phase’ recognised community and environmental aims and now needed to “explore a completely new learning dimension” (McGowan & Russo, 2007, p. 134). While Logan’s early direction was informed by networking with the South East Queensland cities of Maroochy, Ipswich, Beaudesert and Brisbane, the challenge in this phase of the project’s delivery also required local knowledge. Logan would explore challenges, identify preferred futures within council and ensure a continued sharing of opportunities and ownership between council branches.

From this early phase, futures studies training and methods “influenced the project methodology and the production of a set of alternative futures which would be used for community consultation” (McGowan & Russo, 2007, p. 136). Six scenarios were created, beginning with a set of four focused on ‘Healthy and Active’, ‘Green and Sustainable’, ‘Create and Innovative’ and ‘Business as Usual’. Then, the worst-case scenario was argued for and against, and the best-case scenario titled ‘The New Frontier’ outlined four areas (ibid, p. 138-139):

- Community: social equity, participation, inclusion, health and safety.
- Economic: investment, education and accessibility in matching education to business in programs.
- Environmental: planning and development controls and the preservation of natural environments.
- Governance: accountability, transparency, sound management, key factors in community engagement programs and informed e-government systems.

From an Action Learning perspective, it is essential to “take action and to learn from that action” (Marquardt, 2011, p. 91). Logan staff had successfully achieved the initial phase

of thinking beyond norms and had shaped inner and external views at the personal and organisational levels, by developing scenarios and strategies.

Logan would use the strategic perspectives as frames to map current issues and possible futures of the city, as part of the next essential Action Learning step of “testing, gaining support and resources, getting additional information and pilot testing” (Marquardt, 2011, p. 91).

Logan’s Planning Phase

Logan considered social, infrastructure and connectivity changes, as its population increased, and its housing sector and local job industries saw higher demands. Access to available services and the need to enhance family lifestyles were part of the city’s agenda for change.

Logan’s scenarios had emphasised a multiple bottom line approach. A methodological interpretation here is that Logan was successful in bringing its corporate planners and land-use planners together. What ideas are they currently discussing? Contemporary issues for the future of Logan are discussed next to build a background for recommending engagement methods for futures initiatives in Logan.

On the one hand Logan is formatively a ‘social city’; seen as affordable and family friendly, enabling children to matriculate in schools of similar standards to those seen regionally. Students access the education and jobs they need as they grow and move around the region. Local, State and Federal resources have combined to support liveability in Logan through essential service provision and transport.

On the other hand, Logan is a ‘social city’ by default. Environmentally, with 1100 treasured parklands and Logan River’s waterfront parklands, green spaces and corridors are in abundance, although biodiversity and eco-tourism is not possible as Logan’s forte. Economically, there is no real single set of leading non-service area industries, leaving a clear choice of social and cultural development—enhanced by learning, technology, arts and sports—as potential drivers of Logan as a distinguished proactive and self-perpetuating city.

What is Logan planning towards?

As a low socio-economic area Logan could benefit from a community development, and an active and healthy, learning city perspective overall. The main issues remaining are sociability and the tyranny of distance; disconnects for the ‘driverless’ and active transport commuters; a limited base and direction in ideas and wealth creation; and no creative industries hub, local artistic scene or outlets in the city itself. The solution may be building cultural responses via a vision from emergent needs, as “cultures aren’t fixed or fixable”, rather “they emerge from the edge rather than the centre”, and from the needs of community users (Westbury, 2015, Appendix. para. 3).

The issue is how to create a flexible vision while encouraging infrastructure that connects locals to networks, audiences, education and personal and business growth. Success requires a deep understanding of the cultural lifecycle into preferred futures of the city. Suggestions to achieve preferred futures in social cities include the fostering of:

- Schools that focus on ‘hard systems’ philosophies of digital technology, apps and software creation; and electrical, mechanical engineering that could lead to growth industries. This is appropriate to Logan, which is well positioned among powerful neighbouring cities whose growth will intersect by 2030. Physical links are being cemented through roads, heavy infrastructure, built form and design; and intellectually through the technology of digital futures as a common culture.
- Schools that emphasise ‘soft systems’ approaches to health care (nursing and services for local hospitals); and arts and social planning that could also explore deep history, futures and ethics, giving context for existing industries and future commons and economic-cultural transactions. The ‘Creative-Cultural City’ scenario and vision is, in today’s Logan, restrained to garages, a small university campus, health gymnasium centres and other sports venues and clubs. The music and arts industries lack metropolitan hubs and outlets. Creation of artistic scenes, particularly for the unemployed and un-matched, could be of value if those groups are networked online by specialist community managers. These would de-stigmatise unemployment service localities and lead to an ‘active and learning city’ ethos.

Creative opportunities are introduced through opportunities for ‘start-ups’. Both schools of thought above would benefit from transport, additional cultural community, mixed-use venues, and ultimately, a local airport to assist with commutes to other capital cities by 2030, and by 2050, to international localities. Airports would move Logan’s Futures from being desirous of TODs based on rail lines, to the Aerotropolis metaphor (Gleeson, 2013) – where the airport becomes a central city hub.

Logan’s Engagement Phase

Given the aforementioned need to consult deeply on social and cultural issues, how did *Logan 2026* conduct its engagement? The delivery of the engagement phase was focused on ‘primary data sources’:

- special interest focus groups and values surveys;
- a digital arts competition;
- submissions and shopping centre open days on the draft vision; and
- community consultation of Logan community champions.

An outcome of this engagement was community interest in local culture and environmental protection. Regional growth had driven local preservation concerns and the city planned to “fulfil the desire to build on Logan City’s strong community spirit and protect natural assets such as parks and bushland”, (Logan City Council, 2006, p. 3). Logan was unaware that in 2008 it would also welcome new suburbs from Gold Coast City Council and Beaudesert Shire, spreading thinner Logan’s ability to create a unified and strong community spirit.

Theoretical approaches for social engagements

What philosophies and tools could help Logan to achieve its ‘social city’ goal of building a strong community spirit? In many ways, social engagements use all of the traditional methods of engagement and more. “Social engagement requires the right supporting infrastructure and design. To be specific, it requires five characteristics: well visualized data, savvy intermediaries, a governmental platform that works, personalized responses from city hall, and resulting real-time information” (Goldsmith & Crawford, 2014, p. 63). The difference is however, that social and futurist philosophies take a multi-cultural perspective and deep empowerment perspective that introduces Action Learning and person

centered learning – working with the knowledge of locals through workshops and futures studies. In addition, social engagements deepen social rights to participation, participatory consultations from a developmental perspective, and broadening the scope of social city engagements to include policy and cultural strategy in a global context.

French philosopher Henry Lefebvre's social science perspective identifies five rights leading to full participation. The rights are to information, to express ideas, to culture, to identify in difference (and equality) and to self-management. I link these to both infrastructure and policy engagements. They underpin citizen rights to change, make permanent and use the civic spaces that exist in cities (Gilbert, 2008, Ch. 15, Sec. 5, para. 3). Further, it is the integration of emancipatory worldviews and lived city practices by working through the mystifications and hierarchies of city experiences that structure such practices (Kipfer, 2008, Ch. 17, Sec. 4, para. 10). The 'working through' of worldviews, city experiences and practices is achieved by applying an Action Learning perspective of combining 'programmed knowledge' and 'questioning' to remove conceptual blockages and to create new knowledge (such as cultural exchange and sharing). Continuous reflection in this way converts new knowledge into outcomes (Marquardt, 2011, p. 120).

Secondly, using Lefebvre's suggested community rights requires community engagements that encourage cultural developments in cities. From Lefebvre's perspective, engagement would emphasise negotiation and sharing of spaces as he "argues against the abstract space of capitalism, space that tends toward homogeneity" – he is in favour of the multiple possible uses of public spaces by diverse populations (Milgrom, 2008, Chapter 16, Sec. 1). This helps meet the changing needs of user groups. The challenge that cities like Logan face is in engaging stakeholders to unlock spaces even when they are not in use. The problem is that "even the most prosperous Australian cities are full of empty blocks" that could be engaged into use as civic spaces for 'cultural experimentation' and "to play, to exhibit, to sell, to perform" (Westbury, 2015, Appendix). In this practice, foresighted Action Learning begins not with a two dimensional page but with methods of enquiry to identify, for example, preferred futures and then how futures are achieved with current resources and to hand these strategies over to governance and community workers to help locals "to exhibit, hang out and discuss with relatively limited capital...to socialise and embrace or argue about ideas" (ibid).

Thirdly, as an outcome of Logan city's engagement, it clearly states its interest in sharing in the global ideas market, requiring networking and reputation building: "There is a desire for Logan to move from being a city with regional significance in South East Queensland to a city that is recognised for its global connections" (*Logan 2026*, p. 3)

From a futurist perspective, global collaboration is key to generating the knowledge capital required to conceptualise, re-model and continuously innovate for preferred futures in cities and for global understanding of preferred practices. This is because "today we are facing global, regional and local challenges unlike any ever encountered...now more than any time in history, it is a time to review the data, identify various futures and collaboratively chart a course towards those most preferred" (Luthy, 2011, Preface, Para. 1).

Who has the right to shape the city, particularly as devolution of power from State to local agencies is becoming more common? Henry Lefebvre argues "If you live out your life in the shared urban landscape, then you have a natural right to shape its future" (Montgomery, 2015, Ch. 13, sec. 1). This is about citizens being empowered by the State and Local agencies to shape their local futures. What value is there in global visitors also contributing feedback to engagements about preferred city futures? One resolute perspective is that: "At the level of global exchange, what is missing is not globalisation, but is globalisation that is public rather than private, democratic not hegemonic, egalitarian rather than monopolistic" (Barber, 2013, p. 11).

Logan has embedded many of its *Futures Initiative* outcomes into its current planning frameworks and has developed social outcomes in the form of a Communities of Choice multi-cultural strategy. Logan continues to achieve many of its visioning aims and could focus on questions of global connectivity through cultural awareness strategies.

Mapping of the Planning and Engagement Phases of Gold Coast's *Our Bold Future 2037*

Gold Coast's Pre-Planning phase

Scoping for the initial phase of *Our Bold Future* began in December 2006. Community consultation was completed across nine themes and was regarded as a 'resounding success' after seven months of forums, web input and surveys by October 2008. This comprised 50,000 inputs and over 100 stakeholder meetings and workshops (*Bold Future* Advisory Committee, 2008, p. 7).

Regional networking helped the city prior to official commencement of the initiative, to think regionally and not just locally; both in terms of the city futures initiative and in terms of where its opportunities for the future might be coming from. Drivers of the initiative included population growth, climate change and changes in the global economy (Gold Coast City Council, 2009, p. 3). The seaside location of the Gold Coast had, as its environmental concerns, climate change and sea level rise. Gold Coast was concerned about social issues such as an ageing population and the need to sustain its role as a recreational city. The Gold Coast needed long-term planning to identify opportunities for sustainable growth of its employment sectors. With a projection that its population of 491,000 would double in 50 years, it aspired to being more like capital cities including Brisbane. A key driver of the initiative was "managing our city as we mature and grow to a city twice our current size" (Gold Coast City Council, 2009, p. 11).

Linear city issues such as transport and mobility were secondary to seeing a grand narrative for the future across all of the city's bigger, more visible issues, making softer social issues important, but less of a focus.

Gold Coast's Planning Phase

Staff performed well with respect to traditions, interests and hopes of stakeholders. They aimed to ensure success; face the unknown and a common future; be visionary; align actions and plans; partnerships; and consider further actions. The official view was that *The Bold Future* visioning project was established to provide the overarching strategic

vision and action statements for a sustainable and successful city and to inform the direction of the other components of the *Bold Future* program (*Bold Future* Advisory Committee, 2008, p. 5).

Gold Coast's planning processes focused on co-operation between Branches, including managers who had not traditionally worked so closely. New opportunity, trust and responsibility for the future of the city were shared. The city emphasised positivity in how much had already been achieved with the help of the community, and the desire to build the community ever stronger.

Plans for the initiative included the following requirement set by council: "Formulate robust plans that all the city's stakeholders know and understand; develop partnerships to deliver those plans; and consider further actions to lead the planning and delivery of our city's future" (Gold Coast City Council, 2009, p. 11).

Closing the gap between the ranks made it possible for cross fertilisation of ideas to emerge into the planning of the initiative, creating teamwork and a willingness to succeed. The *Bold Future* Advisory Committee (BFAC) received the advice from internal and external consultants who provided research and reports. The Committee "considered a number of best practice research reports on each of the themes being consulted upon" (Bold Future Advisory Committee, 2008, p. 7).

Gold Coast's Engagement Phase

The executive view was of "engaging with our local community in a more genuine, meaningful and productive way...openly communicating with our community and enabling our community to contribute to the planning for the city's future" (Gold Coast City Council, 2009, p. 3). Engagement methods included 19 city and staff forums on a single theme; six general forums on all themes undertaken by schools, tertiary institutions, peak body organisations and interest groups; surveys distributed using meetings, mail outs and the 'boldfuture' website; and 28 community reference groups via facilitated meetings on all themes with approximately 300 participants. A total of 11,019 survey responses were received.

Anyone could attend the *Bold Future* forums and speak openly to help imagine preferred integrated futures. By representing specific themes, it was hoped that attendees would be

knowledgeable about themes and there would be cross representation of groups who were mainly interested in other themes. The result would be an integrated discussion about the best interests of the futures of the Gold Coast. This would create an atmosphere where creative suggestions would emerge. It would allow council experts from particular disciplines to attend and provide the community with a presentation about trends and issues for each theme.

Community engagement across the initiative represented an advance in practices for the long-term in the city. The aim that would embed these experiences as learned practices was the creation of “a framework for ongoing engagement between residents, community groups, industry and elected representatives working in partnerships to create that future” (*Bold Future* Advisory Committee, 2008, p. 2). Such a framework would be representative of all demographics, expert input, empower communities and would clarify hopes for an enhanced future city. What were the key engagement outcomes from *Our Bold Future*?

Theoretical approaches for an ‘engagement city’

The outcomes that follow as primary objectives for the *Bold Future* Advisory Committee (BFAC) show that while there is strong interest in economic development in the city, there is underlying interest in the development of the city as a networked and ‘engagement city’.

It was hoped that the community engagement process would “engender a greater degree of trust and foster a shared sense of responsibility for the future of the city” (Gold Coast City Council, 2009, p. 3). A change in psyche built on future generations could bring the required solutions and critical mass of support from community and both sides of government. During the Advisory Committee and during the councillor city future planning workshop programs two drivers became “abundantly clear” as being key to the city’s engagement futures:

- the need for the broader community to understand, engage, own and be part of the change to deliver a more sustainable future for the city; and
- the special role that council staff have, as skilled, informed and committed council officers delivering on the vision, and as active community members, able to promote, share knowledge and demonstrate *Bold Future* principles (BFAC, 2008, p. 10).

The BFAC called for new ways for delivering community engagement, more often and in a more open and transparent manner, adopting more of a partnering model/approach with the community with respect to the way the Gold Coast would collectively plan, resource and respond to challenges that the city faces into the future.

The key element of the BFAC's recommendation was "the establishment of a 'household panel'/community reference group to provide ongoing and regular public engagement that is both broad and targeted with regard to key issues and challenges facing the city" (ibid, p. 11).

In the Office of the CEO, City of Gold Coast, a community consultation policy, consultancy panel, consultation reports and community consultation portal were developed to engage local communities. The portal is active today via the website *gchaveyoursay.com.au*. It includes a randomly selected and representative 'household panel' who respond to survey questions independently of city surveys that are run simultaneously. This is a new form of online reference group that might be described as being well beyond 'a synchronous conversation' that works with multiple social media network features such as working with shared documents, activity streams, social sharing, small group conversations and multi-media blogs (Hansen, Schneiderman, Smith, 2011, p. 20-23). The online forum preserves the anonymity of participants, allows education and refreshes panel members over time.

An additional key action would be that community consultation is responsive to the needs of people from the Gold Coast's culturally and linguistically diverse community and people with disabilities (*Bold Future* Advisory Committee, 2008, p. 10). This action was particularly supported by the Mayor of the Gold Coast during the term of the initiative, Mayor Ronald 'Ron' Clarke.

Theoretical approaches for economic engagements

Mayor Clarke's vision for the city emphasised family friendly culture, however the BFAC report about the initiative identified conflicts and tensions between participant perspectives. These were "tensions that needed to be addressed in the *Bold Future* vision e.g., economic development versus environment: Respondents saw a need for

development to cater for population growth, but not at the expense of the environment” (Gold Coast City Council, 2009, p. 23). How are economic tensions resolved by alternative economic engagement approaches? I frame the following discussion in terms of the macro, meso and micro contexts of futures.

Broader than the city itself, Macro STEEPLEF criteria fit within different political (left/right) cycles, phases of the economy (boom/bust) and cultural norms set by particular ages (industrial/machine-age/digital) and cultural attitudes (economic hierarchy, social empowerment and economic sustainability). These dualities and contexts fit within the third of the six pillars of futures studies’, timing the future. Wider contexts influence the viability of outcomes but are not sole deterrents or encouragement: more specific measures of appropriateness are required.

Meso alternative economic engagement approaches understand the subject of the engagement in terms of its value at the level of the city itself. *An Urban Metabolism Model* (Kennedy, 2007) is a study of the flow of growth and energy consumption in the city that can help the city to model its own actions; its costs, wastes and other consequences of delivering and maintaining such actions.

Thirdly, the micro cycles in bureaucratic engagements are concerned with avoiding the tensions of immediate debates about economic or environmental hierarchy. They focus on the micro, i.e. the inner city and inner organisational tensions caused when project leaders only consider the ‘technical and financial criteria’ and are confronted by the community’s criteria of ‘social, economic and political’ (Abbott, J., 1996, l. 3658), and in fact, any of the other STEEPLEF criteria. Project leaders must come to engagements prepared to discuss, or to facilitate enquiry, about these other criteria. A specific economic engagement action is to engage the community using futures methods and tools and give the results to project teams to consider two essential comparisons: firstly, “the quantitative data of costs and specifications” and secondly, “the social and value-based criteria inherent in decision making” (ibid, l. 3659). This would create in a fuller context, a STEEPLEF engagement process.

The above macro, meso and micro approaches imply a need for a wider, more rational context in visioning and in engagements; one that reflects values and preserves the

environment along with our own planetary life systems, e.g. clean air, food, water, inspiration, ways of life and futures. This context would also consider the vast array of engagement methods and their role in shaping cities according to inner context, inclusive of future challenges. This approach moves beyond the categorisation of engagements as drivers for social or economic progress and ensuring satisfactory end-uses of products, towards allowing the specifics of the subject of engagement to emerge within its global context, as are identified in the thesis development of an engaging futures governance model.

Mapping of the Planning and Engagement Phases of *Our Shared Brisbane—Living in Brisbane 2026*

Our Shared Brisbane – Living in Brisbane 2026: Pre-planning Phase

On the surface, Brisbane's central business district and inner suburbs were affected by road congestion, recreational and centre infrastructure challenges. As a riverside city, it also has climate change concerns. Most importantly, its significant stakeholders wanted to see expansions in line with visible housing and population growth. Community values identified to help guide the planning of the initiative included: "Lifestyle and community, recreation, a connected Brisbane, living in a progressive and prosperous City, safety and security, eco-friendly environs, green and shady, and a City with character" (Brisbane City Council, 2006, pp. 4-8). In terms of processes, early involvement of international futures thinkers helped, through training sessions, to exchange and balance preferred approaches with State legislation, local thinking and the values of city leadership. For example, while the Queensland Government's legislation to build a sustainable future for the region empowered the initiative, pre-planning processes were taken to the next level after considering the local vision *Living in Brisbane 2010*, which was developed in 2000/01. Feedback from executives about pragmatic outcomes re-focused the initiative. Then, the initiative was guided by the need for the Plan to consider issues of "water shortages, fluctuating fuel prices and climate change" and accelerating economic growth of global regional neighbours (Brisbane City Council, 2006, p. 2). While all stakeholders were hopeful of seeing better connectivity in the

inner city, other social issues surrounding the city would require significant work. Here dreams of inner city infrastructure could potentially detract from hopes for social inclusion.

Brisbane's Planning Phase

Brisbane's first city futures initiative was delivered five years before. It was now planning to include more internal leaders as champions and to progress its planning process rationally, through committees of all levels, to improve upon its initial success.

Futures studies methods and tools helped Brisbane to show respect for the city's past context, current needs and alternative futures policy developments. Methods included an Action Learning approach that would allow its stakeholders to recommend appropriate plans for the delivery of the initiative.

The city pre-planned an elaborate initiative appropriate to a capital city. City leaders required that it produce more tangible outcomes than its earlier attempt. The approach progressed to planning for wider participation and deeper investigation of feedback by city leaders.

Table 3.1: Brisbane's Planning Phase Unique Critical Factors

Workable Factors	The second time planning a long-term futures initiative created clarity of purpose, outcomes and evaluation. Brisbane planned the combining of emerging issues identified during training, executive and councillor workshops, with community values from neighbourhood planning workshops.
Unworkable Factors	While futures had become 'accepted', there was still the need to provide for stakeholder involvement in the planning process.
Recommendation	Create multiple external perspectives representative of different sectors on factors of the process, emerging issues and grand challenges.

Brisbane reported that they were "alert to the urgency in tackling our challenges if we are to look after our assets for the benefit of future generations" (Brisbane City Council, 2006, p. 9). More effort was applied throughout the planning phase by working with internal stakeholders via executives, politicians and the involvement of 16 vision champions. External stakeholders were not co-leaders at this stage of the initiative.

Brisbane's Engagement Phase

Our Shared Brisbane engaged city leaders and community to consider how to embrace better alternative futures, e.g. eco-friendly travel, technological innovation and education about emerging futures. Engagement methods included surveys, postcards, children's artworks, youth visioning, values workshops, neighbourhood planning collaboration, website, school visits, focus groups, cultural group visits, youth online forum, Mayors' youth committee, video and staff workshops. Champions communicated and recruited knowledge leaders into the initiative during the project. The CEO was closely involved throughout the initiative including with the evaluations of the final vision arising from local area tours with community stakeholders. The CEO's tours helped with transparency needed at this final stage of the initiative when many had already given feedback.

Table 3.2: Brisbane's Engagement Phase Unique Critical Factors

Workable Factors	Firstly, technical futures tools were brought to youth through methods such as scenario development workshops. Secondly, other Cities were involved in background research and training. Thirdly, a goal of a 'rigorous and detailed' vision was aimed for.
Unworkable Factors	Capital infrastructure was necessary; however, engagement with stakeholders about this area overshadowed gains made in the social sustainability arena.
Recommendation	A results oriented approach was desired. Protect 'softer issues' through ongoing public 'futures refreshers' that build commitment to principles of diversity and sustainability. Show on the council portal a set of results from engaging the less empowered sectors e.g. disability, indigenous, immigrants, youth, social security and seniors, eco friendly. Recognise the value of these groups as being part of, clients of, co-creators of and co-located with social and cultural city infrastructure and other empowered STEEPLEF areas.

In 2006 Brisbane conducted community and employee consultation. In-depth feedback was gathered from 150 participating employees and 18,500 community members. "More than eighty percent of participants agreed on what they valued most about living in Brisbane" (Brisbane City Council, 2006, p. 3).

A variety of futures methods and tools were implemented. The fact that the CEO took a direct interest in the initiatives' outcomes by touring the city and visiting particular neighbourhoods mitigated the struggle between less influential groups and greater economic powers.

Theoretical multi-layered global ‘engagement city’ approaches

Imagining Brisbane as a ‘new world city’ in a ‘sub tropical setting’ is logical, as the integration of the two images imply glo-cal connectivity and are contemporary discussions in Brisbane’s city administration. Various engagement approaches are possible, such as at the Macro level: mayoral and corporate leadership travel and negotiations seeking agreements and exchanges; at the meso-level: globally networked society as citizens travel, experience sporting events such as the Olympic and Commonwealth Games and other cultural events and help exchange strategies and build relationships, trust and mutually desired outcomes through family, education, worker and friendship connections; and at the micro-level: personal awareness through the learning of new languages, philosophies, religions and worldviews. A significant vision for global engagements, is conducted at the level of East-West policy development. In Eastern philosophy, deeper religious views act as key indicators of societal operation and motivation. For example, the solving of repressed problems of the past or *dukkha* emerges from Buddhist philosophy as the first noble truth. The second is the law of causality, or the identification of causes, for problem solving. While bureaucracy and metaphysics are at the core of Western philosophy, East-West strategy is mediated by appreciating fulfillment gaps through pathways to knowledge and evolutionary futurist thinking. This thinking preferences problem solving in strategic outcomes, in terms of both aspirations for the future, and problems of the past. This is about understanding our own worldviews, the nature of reality and visioning of outcomes that meet local and grand challenges. An East-West strategy would help to expand our own appreciation of others’ world views and mediate our existences. Dialogue and democracy are also key in this engagement strategy (Phillips, 2013, 1. 4863-4922).

Rather than the old project of City Regional Development Programs (CRDP) that only focus on Cities of a region producing their own strategies for participating regionally (Etherington, 2013, p. 61), efforts would be first transferred to understanding and connecting global regions. This strategy begins with developing knowledge and research on a globally competitive scale and developing connectivity strategies (ibid p. 64).

An emerging East-West strategy could be the production of strategies that see cities

sponsoring or contributing to developments in other cities that are growing at a faster rate than others. A current megatrend is the development of the silk highway, and more specifically, “the rapid ascendancy of emerging markets in developing countries inclusive of China, India, Vietnam, the Phillipines, Indonesia and South Korea and many other Asian Tiger economies” (Hackowitz, 2015, p. 75).

Global engagements that inform city futures is also an outstanding possibility.

CLA of Planning and Engagement Approaches

The CLA maps the challenges identified, the current and proposed systems, the new worldviews and myths. Next I unpack each CLA layer beginning with the litany layer, based on critical success factors identified:

- **Litany:** past fallibilities of gaps between visions on the one hand and on the other: the local STEEPLEF objectives of sustainability, social and public globalisation, and global and regional economic transformation.
- **Systems:** traditional and contemporary engagement methods and tools.
- **Worldview:** emerging global technological change as a deep shift in decision making in the public realm.
- **Myth metaphors:** reinterpreting planning and engagement through multi-perspectival myth metaphors.

Litany – planning and engagement strata

At the litany level, the cities could see challenges of climate change, population growth, resource depletion and new infrastructure challenges. Such challenges motivated wide-ranging questioning of how long-term approaches could create new opportunities and solutions. The primary challenge at the litany level for the city administrations was that “adaptive problems are difficult to refine and resolve because they require the efforts of people throughout the organisation” (Marquardt, 2011, p. 32). In an Action Learning and a representative democracy sense, it was important that base question(s) and associated

trends and challenges were researched to frame community engagement aims according to realistic and valued possibilities and preferences. While administrative, executive and political stakeholders were involved contiguously, validity emerged by periodically checking that “solving the original problem really solves the situation” (Marquardt, 2011, p. 42). In the visioning initiatives there is clear consensus that a reflective action, learning and questioning praxis with futures studies methods and tools worked successfully at the litany level. Each city achieved their individual aims at this level. It is also clear that every resource allocated to the development of the six components of Action Learning (Marquardt, 2011, p. 26-140) was of high value.

The six steps of Action Learning are:

1. Defining the problem;
2. Creating a representative group;
3. Creation of questions and reflection;
4. Action strategies;
5. Individual, team and organisational learning; and
6. The Action Learning / futurist coach.

A critical point above is point five: after visioning is delivered, cities should be immersed in a futures learning lifestyle to ensure that foresight helps shape the futures of cities.

Systems – traditional, current and emerging planning and engagement

Traditional planning and engagement systems: focusing on the individual

At the systems level, each city had developed approaches relevant to local settings, through good practice, adaption and general Action Learning. These approaches stood them apart from the traditional view of engagement at the systems level, i.e. that cities are driven by legislatures, judiciaries, executives, and an array of other public bodies working geo-physically with stakeholder institutions (Saward, 2011, p. 75-76). While this is true in part, the creation of visions at the local level requires more than the traditional, legitimate political authority controlling the future via a percentage of the local vote, by being voted as a representative every three years at the official local government elections. Traditional notions of governance emanate from authoritative allocation of

values applied using four nodes: institutional presence; modes of exit and voice; location; and generation of legitimate authority and conceptions of territory (Saward, 2011, p. 75-76). Here the emphasis was on the individual making decisions ‘top-down’ on behalf of others. A model that fits well with this view and which has partial relevance today is Kolb’s (1974) learning cycles of ‘conceptualise’, ‘test’, ‘experience’, ‘reflection’.

Community members understand, master and deliver, i.e. become experts at each area of the cycle, to have the best possibilities of affecting sustainable change. An understanding of some of the stages, or an understanding of them in isolation from the other stages, is far less effective than having mastered a deep understanding of their collective operation. What is vital to a contemporary use of such a model? A shift from individual to group decision making.

Contemporary planning and engagement decision-making systems – focusing on inclusivity of the group

While monitoring the ‘transformation of experience’ (Kolb, 1984, p. 38) as a measure of performance within one system is a first step, the key in contemporary settings is to not only monitor but to report and model experience through a range of intersecting systems at macro levels of city, region, nation and global. Moreover, it is the “concept of planning as social learning and society-wide problem solving” (ibid), that has emerged today as cities have fundamentally shifted to facilitating more contributions from glo-cal stakeholders, using more intelligent research practices and better educated stakeholder groups, who are now participating largely in a global knowledge economy.

At the systems level today, the major challenge is the disparity in providing “a tractable and well defined theoretical base for planning, coupled with a deep mismatch between theory and practice, problems and solutions” (Batty, 2013, p. 365). While information provision is digital and instantaneous, how can futures methods continue to excel at shaping desired futures of cities strategically, in the current environment? The solution, is to see “planning as a process of **community learning**” (ibid). It is about focusing on an **holistic and evolutionary systems view** that sees sustainability mediated across all STEEPLEF factors as key to co-collaborative futures. Planning and Action Learning engagements must evoke a shared understanding among stakeholders, decision makers

and community members of community values, diversity and vulnerabilities to grand societal challenges.

Engagement across systems of interest and geophysical landscapes brings communities closer to the fuller range of issues challenging their futures. This is why each of the four cities shares an interest in collaborating regionally and globally. The problem is that most cities do not successfully align the models that help them to map their experiences across these systems domains—and particularly from the inner and outer systems of today—to the alternative possible and preferred futures (Luthy, 2011). This spatial and temporal process of alignment is assisted by a contemporary understanding of models, comprising statistical learning, computation in social networks, convergent opinion polling and even particle dynamics (Batty, 2013, p. 458). The aim is to create a “general model of motion in a city” (ibid, 459). Network analysis has taken over traditional forms of land-transport movement in this domain. Larger datasets, efficient algorithms, powerful graphics processors, cloud computing and new social media has generated significantly more relational data ushering in a golden-age of social science research on human relationships and collaboration (Hansen, Schneiderman & Smith, p. 49). Action Learning is key to this new age as it helps the various systemic factors to be introduced and critiqued, to connect hidden domains in a continuous flow from individual to group-community-city-region, and through intertextual analyses and their outcomes, to future generations. In summary of this systems discussion, regional networking produces an understanding of economies of scale, population movements, regional work and education and knowledge movements – “while local planning policies devoid of a wider planning context risk being insular and inward looking” (Turok, 2011, section 6).

Future Planning and Engagement Systems – Digital Networking Adjunct Problem of Acceleration

The contemporary systems are ‘build from the bottom up’ and “shout about it from the roof tops”. The latter system is about leaders and champions of causes who retain representative superiority and legitimate authority by retaining the media spotlight and thereby dominating information pathways at the local level of agency. Here local

champions become bigger than the system they are part of by creating a larger than life persona or reputation.

In terms of networks, such monopolistic behaviour extends credibility and validity to the digital gateways and switches that are the new and potentially equally dominant nodes of legitimacy for building persona, as more community members network online and is accessed at all hours of the day or night. Larger networks are amassing more voices as networks gain critical mass via social media. They currently coordinate and act defensively at the local level. Their influence is given context by the size of an issue compared to the numbers interested and the population and impact on the future of the cities' resources. All groups are able to be factored in to engagements to help determine the veracity of public opinion. The power of networks accumulates according to a scaling law where "the frequency of nodes of increasing size in terms of their links gets ever smaller" (Batty, 2013, p. 32). This means that networks grow larger by assimilation of other networks into their own. These networks accrue power and operate dually as independent cogs according to their interests and as united cogs of a larger wheel. Due to the power of these networks and the contributions they can make, communities are re-shaping via a number of trends (Beetham, 2015, p. 139):

- More educated, demanding and vocal electorates;
- Peer group influence directing deeper changes in political committees;
- The mobilisation of Government leaders, engaging directly with community groups in on-site discussions and regular committee meetings;
- The rediscovery of the value of the public sphere as larger crises loom (e.g. climate change); and
- The adoption by governments of more authoritarian modes to resolve conflict.

Two important solutions are emerging that will increase the likelihood of successful outcomes from online engagements in visioning processes. Increasing the sophistication of public and private databases to record, analyse and shape the views of citizen and stakeholders transparently is only a partial solution to contemporary digital engagement. Online communities bring new challenges of mobilising support or opposition to public visions, resulting in skewing of public decision making about what preferred futures actually are. Solutions are emerging to help create security and transparency of public

dialogue online. A second solution is actively open government that will help to educate, inform and promote a culture of co-creation of information and policy based products ‘from the bottom up’. This commons approach to engagement is followed by emancipatory uses of public databases and other networked systems. They are ensuring representative results in policy and community consultation processes overall. They are also helping communities to co-create products and services. These are discussed in the next sections.

Future Planning and Engagement Systems – Co-creative Face-to-Face Futures Methods as Adjunct Solution

Multiple types of tools and methods are required as governments of the day change and as the nature of participatory processes adapt to an accelerating decision making context, e.g. futures methods designed to create alternatives in collaborative settings, include Causal Layered Analysis.

CLA is understood to function as a map of process. This process functions rhizomically, context is thus always unique and constructed with infinite variety, yet is made legible through CLA. In this way CLA acts as a method of the multiple, and as a process theory for rethinking social learning. CLA as a method deepens futures thinking by (1) revealing the role that context has in shaping meaning and (2) the role people have in shaping context. Thus CLA works the interface between agency and structure where intelligibility shapes individual and social existence. It is this ability to engage process—how agency and structure generate meaning interactively—that makes CLA an appropriate social learning tool (2014, p. 56).

The application of CLA in engagements could embrace deep administrative/political agreement about how local collaborative processes are best planned and delivered to humanise the consultation process, build trust and garner better forms of feedback. CLA and anticipatory Action Learning, in each phase of a futures initiative or project, could bring deeper thinking, ideas diversity and deeper narratives to help accommodate the multiple contexts that community members are working within, as opposed to consultations only working with the government’s traditional means of exchange. Predetermined “focus, formats, language and guiding paradigms” at the best of times can

lead to “tension and conflict” (2011, p. 68). The alternative is about: “understanding governing as multiple and culturally situated...with different ways of governing” aligned with “the diverse ways that communities already work” (Eversole, 2011, p. 68).

Other futures methods and tools include:

- The futures triangle, designed to invoke visions, drivers and weights of stakeholder topics;
- Futures wheels, which help to elucidate impacts of possible decisions and how impacts relate to local values;
- Historical changes, trends, emerging issues, which can establish local knowledge and an appreciation of how circumstances are changing constantly; and
- Larger scale futures method, with potential to host an engagement forum, e.g. futurist David L. Wright’s concept – The f3 film festival. Beyond a typical festival, f3 can help to create a celebratory and deep culture of engagement around futures ideas and concepts¹².

While adaptable and flexible thinking is on the agenda for tomorrow, the **worldviews** for 2030 are discussed next to give a temporal context to engagement within scenarios of increased and decreased engagement and STEEPLEF factors.

Worldviews

Alternatives for planning engagement approaches are set out next according to four scenarios that offer an understanding of macroscopic possibilities.

¹²For details visit <http://www.text-tubefutures.com>

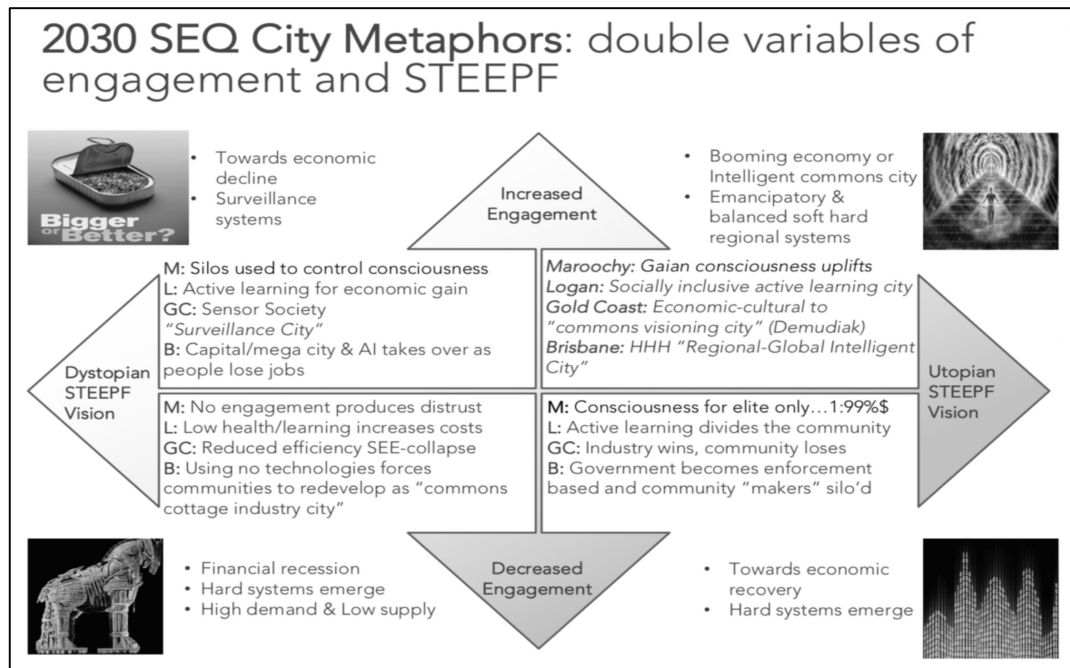


Figure 3.1: 2030 SEQ City Metaphors: bivariate analysis of engagement and STEEPF across four cities

Discussion is about particular conditions in the global environment that affect local conditions very differently, depending on population sizes and cultural and geophysical conditions. Four possible scenarios are discussed below for how differences in engagement and resources could affect the four cities and subsequently, how they could react, or build foresight to shape their desired engagement futures.

Quadrant 1: 'Abundance for all'

The first scenario of increased engagement and STEEPF resources in the upper right corner, shows cities in an emancipatory transcendence. This is a similar position the four cities held when planning their futures initiatives in the mid to late 2000's. It was characteristic of shifts towards Gaian consciousness and green economic futures, social inclusion and the active learning city, economic cultural growth and regional to global connectivity to develop comprehensive research and investment.

The hallmark of this position is that a technologically optimistic view of the future gives rise to regional power sharing to central city administrations, who extend that power to people who share similar optimistic values about technology, power and collaborative futures. The belief is that technological optimism has already created a global culture of

public commons and co-creation and resisting involvement would result in a non-competitive stance. The outcome is decision-making technology such as apps and software for petitioning, urban activism, formal philosophical match making, ethical business match making, portals and social media that connect and facilitate decision making, and co-creation through purpose built information products. These include online videos and professional discourses, which promote intellectual exchange about current and future challenges across all STEEPF sectors. Results are perpetuated as they are promulgated through digitally connected traditional forms of communication: books, television, cultural events and news outlets. The worldviews here are about East-West strategy, and post capitalism engagements that seek contributions from all groups through a collaborative intertextuality, even outside the waged society.

Quadrant 2: 'STEEPF Dominance'

The second scenario, in the lower right corner, has the same significant STEEPF resources but without the community engagements that sustain democratic futures. Firstly, the work of developing visions for the future is submerged while the business of implementation takes over. Secondly, cities rely on surveying and ubiquitous and hidden forms of computed behavioural analysis. Balanced networked representation is a bulk acquisition and leads to a lack of transparency around use of that data for decision making. Inside the cities, access to elite forms of critical intertextuality and decision making is key to understanding how the future is being decided. The risk is that visions are closed to grand challenges and foresight is also linear, bounded and used to expedite the business-as-usual scenario. The alternative is intertextual city futures that hosts new and open conferences for community opinion streams to adjoin council decision-making.

Quadrant 3: 'Subsistence for all'

The third scenario, in the bottom left corner, shows the economy has worsened and engagement systems are still halted. Here, existing networked databases and better engagement designs are 'running on empty' in 2030, but are able to help cities understand, predict and shape their own city networks to provide a digital escape from waves of sociological, technological, environmental and economic depletion. They will provide the planning and engagement certainty that has and will drive participatory

democracy concerns in Queensland over the coming decades. The urgency is to rediscover appropriate democratic use of public space as a new theory and ecology of the sustainable democratic city. Two conditions will help this latter action to emerge. Firstly, understanding how city networks change as city populations morph and how they connect to external knowledge networks and frameworks. Cities that have established connections with successful markets in the global arena manage their STEEP values commitments and can continue to progress. A second condition for success in a downturn in the digital age is of continued local commons collaborations that help them to make the leap into exchanging products and services with networked societies of 2030 that shape themselves via a 24 hour media stream, and the reduction of their need for a central administration to control community based decisions.

Quadrant 4: 'Engagement Dominance'

The fourth scenario remains resource depleted but has an agile engagement strategy with advanced platforms. This position works for global leaders in engagement, and cities in this space have become links for developing nations to citizens who have knowledge, networks and actions to sustain a research agenda. Intelligent platforms will retain versatility and will remain part of the public consciousness, living as a social consciousness fed by live information streams that themselves adapt and excel as living forms of intelligence. Connected to the real world, networked databases are a form of engaging futures artificial intelligence that can help to shape and improve democratic theory in cities as well as sustainable futures.

Next, the above worldview discussions are extended by focusing on the fourth CLA layer of **myth and metaphor**, again working clockwise from the upper right corner as position one.

Myth Metaphor

Myth Metaphor 1: Utopian third-space city

With increased engagement and a utopian STEEPF vision, the myth is that universal

pragmatism is possible across a range of city metaphors.

- In small environmental cities, Gaian consciousness and Chaos Theory have deep meaning—where the beat of a butterfly’s wings in one location can cause a tsunami of change in another location—is analogous of small actions and small cities having great effect globally.
- In social cities, inclusive Action Learning creates The Happy City. Use of shared spaces enables greater productivity in cities and encourages multiple purposes to be achieved by diverse demographic multi-cultural groups.
- In economic-cultural cities, market forces inspire co-creation and innovation from all sectors, including low socio-economic artistic and philosopher green and social groups and others who take a meta-capitalist view (not necessarily post capitalistic), in contributing to commons creations.
- In capital cities, more STEEPF interests, values and outcomes are facilitated through inclusiveness of glo-cal groups and deep West-East strategies.

By planning and engaging for outcomes beyond dualities of subjectivism and objectivism, cities in utopian conditions can collectively afford value and create interdependence for a third view: inclusion of other’s realities alongside our own. The metaphor that fits this position fulfills the function of the multi-layered city. The metaphors of eventual ‘superintelligence’ or ‘networking cities’ in utopian cities can only be achieved through combining deeper layers of emancipatory STEEP knowledge with futures consciousness. This approach liberates and lifts knowledge further into the global commons, such that knowledge is not bounded by absolutism, but is open to mutual creation. Mutual learning promotes a myth of the city as an intellectual space that is part of a global sphere for the good of all communities, near or far from the centres of cities, regions and nations. The use of knowledge for the production of outcomes is part of a cycle of continual knowledge and product transformation and interdependence that makes relevant open social contracts and partnership agreements. Opening this connectivity through concepts such as STEEP management and balanced prioritisation has resulted in abundance. Futures visioning here is a balancing act between socialism, capitalism and

democratic mediums that promote a fair and equitable resource distribution, e.g. for clean air, water, and waste disposal. Equitable distribution of knowledge and resources that emerge from participating groups continues through the third space of living with alternative futures of cities defined more by the universal role of sustainability and STEEP resource distribution than by the unique job of any particular sector. In this future, the third space is given foresight and oversight by each sectoral interest, rather than by excluding access to participation.

Myth Metaphor 2: A Model Society – Engaging Futures Governance

In quadrant two, engagement is submerged and planning systems favour strong resources management. These conditions allow for the first component of the model to emerge – The Urban Operating System (UOS) (PlanIT, 2015, living-planit.com). The UOS helps ubiquitously manage city systems via hidden sensors, devices and sentinels.

The UOS does not favour representative two-way community consultation, although the two could co-exist. How could this be achieved? Successful outcomes rely on appropriate uses of foresight to make up the lost engagement opportunities of poly-dialogue, which would have led to wider and deeper alternatives appropriate to participant values. Thus I recommend futures as a permanent inclusion in this model.

The emancipatory view of the UOS emerges from a full understanding of alternative futures and ‘models of urban metabolism’. Urban metabolism models (Kennedy, 2007) calculate the total number of socio-economic factors and technical factors including environmental analyses that result in growth, energy production and waste elimination within an urban system (Chrysoulakis, 2015, l. 438).

My proposition is that a further system—the technium (Kelly, 2011, l. 211) —interacts to create an understanding of how current and future digital and other technical futures could impact cities. The notion of the technium—of technical components and their lifecycles—works as a second submerged model of strata of the UOS. The three systems merge in this metaphor with futures studies to produce a fuller understanding of cities for the creation of desired futures. The preferred model would see futures frameworks such as CLA, driving glo-cal engagement about the planning of alternative systems (urban

operating systems, urban metabolism and urban technium modelling) flowing together to create a combined engaging futures governance model.

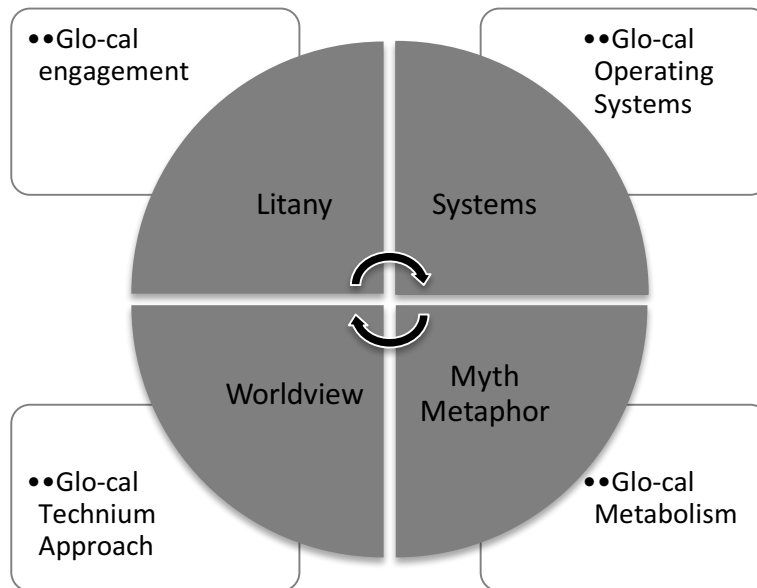


Figure 3.2: Engaging Futures Governance Model

Myth Metaphor 3: From Dystopian Unresponsive City to Responsive City

In quadrant three, the dystopian unresponsive city emerges, as there is a lack, or a favouring, of STEEP resource use over engagement. Here in 2030, a contradiction exists as “the new age of communicative abundance in fact produces...widening gaps between communication rich and poor” (Keane, 2011, p. 228). Emancipation from this position requires the joining of “monitory democracy and digital media networks”. Those with interactive digital access need to ensure that “no one is entitled to rule without the consent of the governed or their representatives” (Keane, 2011, p. 221).

The global interactive shaping of public opinion is building a global consciousness in real time with the support of growing numbers of participants across expanding demographics. If ruling parties do not create engaging visions that embrace alternatives of different cultural perspectives, or fail to engage regularly in digital communication, global 'digital consciousness' will open new forms of democracy. The new myth is of online engagement; social futurism being achieved through globally responsive organisations who become responsible for cities that can not face the future alone.

Sustainability and democracy fall down further, when special interest groups become impatient of ‘bargaining’ for governments to fairly distribute resources and lobby collectively in their own interests, at the expense of ‘the greater good of society’. Successful democracies rely on people knowing others to be ‘good hearted’. The worst possible position in the future of democracy would be where “policies the majority would actively disapprove of, which further the interests only of elite minorities, are the ones enacted”¹³.

Myth Metaphor 4: Waves Of Global Democracy

The upper left quadrant, quadrant 4, shows domination of engagement over the use of STEEP resources. This scenario gives rise to Huntington’s (1991) early ‘waves of democracy’ that have in the past connected cities through, for example, the right to vote. The modern scenario is that new waves overlap social justice and the sustainability agenda. They add “changes in the legal status and role of NGOs, the conversion of regional organizations into arenas of contestation, and the rise of alternative patrons” (Cooley, Deibert & Merloe, 2015, p. 60). Highly developed NGO’s are gaining power as contributors to local formal discussions. Peer to peer co-production and co-learning adds quality to the discussion now led and activated by the accessibility and development of fresh personalities, and champion purveyors of political genres and contemporary thinking. This wave extends as a consultative, dynamic and genuine opportunity to provide better cultural exchanges about efficient use of resources. A diversity of cultures at local levels and sub-cultural shifts create globally shared, transparent, poly-participative networks. These visible systems have multi-polarity.

CLA Discussion

In the litany layer, it appears that the way that visioning initiatives are planned and engaged, using appropriate methods such as Action Learning, is the most critical factor. At the systems level, visioning methods are seen to be influenced by tools of the digital age, which subsequently accelerate the pace of change in cities and is linked to new problems solved via face-to-face futures studies methods and tools. At the worldview

¹³ <http://www.newworldencyclopedia.org/entry/Democracy>

level, temporal and macroscopic conditions further influence how our initial view of the future should change, to accommodate better planning and engagement strategies. In the myth metaphor layer of CLA, instrumental and emancipatory positions are narrated across the four quadrants. The most emancipatory is quadrant one – which prizes social cohesion across all STEEP areas. It presents a society planning and engaging with a universal pragmatism that is a role model for all times and all quadrants. All of the layers of CLA reinforce the strategic value of democratic vision creation tied closely to a conscious practice of professional futures studies.

Conclusion

In the above discussion, transcendence is not created at the city level alone, but by personal integrity that groups together transcend engagements across great global to local divisions. Digital engagement is one way of connecting across boundaries, as is planning for the long-term and acting today via face-to-face futures methods and tools. At the global level cities can borrow from other cultures to refresh their own thinking and reframe ‘the western great knowledge transcendence process’, through challenges of ‘the scientific method of experiment’, ‘evolving scientific frontiers’ and ‘new innovations’ (Jin, 2015, p. 234). Transcendent futures for cities are more likely to occur through a series of evolving, transparent and alternative futures that recognise how social co-creation liberates STEEPLEF sustainability. They would beckon a balance in planning and engagement that creates sustainable and socially cohesive outcomes from temporal, sectoral, evolving, adaptable and innovative practices. They would provide engaging futures that are facilitated through foresight. In providing a third space for foresight and innovation in cities, planning and engagement processes must humanise the mass engagement processes of the future.

For planners: Think about the future and act today. Critical analysis of city visions occurs in real time from the moment they are created and adopted. While some cities emulate other cities with their visions, if they don’t offer soft and open services, they may be regarded as empowering the successful and thereby further entrenching power imbalances in cities. Cities must be able to explore and make sense of macro city data sets

by comparing them to local data sets and hopes for the future.

For executives and administrators of engagement processes: By using face-to-face methods, visioning processes are able to help community members to slow down, in order to speed up more successfully later. By conducting workshops with stakeholders from multiple sectors, for example, time is afforded for reconnecting to a range of deeper values, in a space that allows time for joint pathways to be developed. These deeper forums enable fast-speed data streams to be shaped and better used.

“There is a far, far nobler prospect of freedom to be won than that which neoliberalism preaches. There is a far, far worthier system of governance than that which neo-conservatism allows.”

— *Harvey, 2005, p. 206.*

Chapter 4

Engaging Futures 2030: Futures Methods Transforming Governance

During 2000-2015, Queensland councils emerged from the darkness of 'tokenistic' community consultation processes articulated by Arnstein (1969). The work of community engagement professionals to update council methods in line with advancing technology and in designing new business models and strategies for the governance of consultations is arguably still in its 'teens'. One way forward is to continue a linear projected future, with a short-term view focused just ahead, which is still the norm. However, in an environment of rapid change, this approach is far too reactive, restrictive, shortsighted and un-consultative, resulting in the loss of possibilities. This chapter uses Inayatullah's (2008) six futures questions to create alternative community engagement futures to 2030.

Introduction

Today councils across Australia encourage communities to have their say and participate in city activities through a wide range of mediums. Councils inform, consult, collaborate and partner with communities in creating better city futures. A core problem for our cities is that increasing populations¹⁴, new technologies and demand for community engagements are pressuring councils to deliver more consultations while maintaining quality and control of outcomes. Staff who run these democratic processes are pressured to change strategies, methods and tools to sustain the number of innovations they bring.

¹⁴ The South East Queensland (SEQ) region, where the workshop was held, includes the State capital city of Brisbane. SEQ's population is projected to grow from 2.8 million people in 2006 to 4.6 million in 2031, a figure greater than the current State population (Queensland Treasury, 2012).

In response to accelerant change in the field of community engagement, administrators are now beginning to reimagine feedback mechanisms by creating alternative and engaging futures to 2030. This chapter is inspired by a futures workshop delivered by Sohail Inayatullah. He expertly facilitated responses to preferred futures of engagement using six futures questions:

- How did we get here?
- What do you think the future will be like to 2030?
- What are the assumptions you have made?
- What are your alternative futures to 2030?
- What is your preferred future?
- How are you going to get there?

The questions are nested within the six pillars of futures studies, working across concepts of “mapping, anticipation, timing, deepening, creating alternatives and transforming” (Inayatullah, 2008, p. 7).

In the following section, I explore the workshop group’s response to the first of the six futures questions. I then respond to the remaining five questions before I conclude with some of the important, unique and universal ways in which futures studies methods helped to transform governance.

Six Futures Questions

Q1. How Did We Get Here?

Since the workshop was delivered in Queensland, participants began by discussing historical global, national, state and local influences on the development of community engagement in Queensland and their local areas. They argued that community engagement began well before their state’s formation in 1859. They discussed the example of creation of the Greek word, ‘democracy’ in 500 BC, in which ‘demos’ means people and ‘kratos’ means rule. They also acknowledged the global shifts in philosophy that give a deep foundation to human rights in Australia. In a recent speech, The Australian Human Rights

Commissioner said that universal rights emerged from “The signing of the Magna Carta, or Great Charter, of 1215 by King John ... then in the 17th Century through great philosophers such as John Stuart Mill and John Locke¹⁵”.

The English Bill of Rights 1689 was brought to Australia by British colonists, and was influential on the new colony. Following the separation of Queensland from New South Wales on 6 June 1859, it was the right to vote for many by 1905 and for all by 1965 that created a direct culture of representation and engagement. Australia adopted the Universal Declaration of Human Rights in 1948. This Declaration was globally influential. Article 19 includes the statement, “Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas”. The Declaration was followed by the creation of the International Bill of Human Rights incorporating the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights, which were ready for approval by governments of the world in 1966 and were endorsed by 1976. Further, the Australian Human Rights Commission was established in 1986.

Strong civil rights movements in the United States and South Africa, the women’s movement, war protests and environmental lobbyists of the 1960s to 2000s are examples of community activist groups in other countries that have influenced or informed similar practices in Australia. The group emphasised that most of the visible changes to the local areas they live in have been brought about by non- profit community organisations that have consistently requested better government representation.

Most Queensland cities developed systematic processes of local government community consultation around the year 2000. The inclusion of non-profit community groups in transparent engagement processes transformed the functioning of many community groups from that of lobbying to that of consultation.

In the early 2000s, Queensland councils were developing consultation programs for the first time, and many staff members exchanged strategies about their roles and programs through regional networks. In 2004, the possibilities for enhancing community consultation drove first attempts at networking internationally with other council officers. This networking brought to their work awareness of global practices and an appreciation of a global

¹⁵ <https://www.humanrights.gov.au/news/speeches/rights-and-responsibilities-2014>

expectation for community consultation at the local level of governance¹⁶. By August 2005, an international community engagement conference was held in Brisbane and the United Nations Brisbane Declaration was created in which the overarching term, ‘community engagement’ was recognised.

Across the 2000s, many Queensland State government consultation resources were shared with councils, bringing substantial control and consistency into the delivery of community consultations. State politics drove change in local governments. Councils were influenced or driven by election cycles, which are like a pendulum swinging back and forth bringing different expectations for community engagement from one political cycle to the next.

During 2000 to 2015 the private sector also inspired and collaborated in the advancement of consultation practices by playing its role in research and development of technology, industry proposal developments and ongoing business networked communication.

With rising populations and improved access to better technology, community consultations have needed to become more efficient, focusing on accessing and reporting just the critical information needed to make good decisions.

An important turning point was through citywide long-term futures initiatives that returned historic volumes of feedback to create visions for the futures of cities in the region. As a result of these initiatives, community consultation is now associated with policy, strategy and foresight.

These foundations help community consultation to bring democracy, salience, transparency and foresighted intelligence to governance and are summarised in Table 4.1 (overleaf).

Table 4.1: Shared History: Critical Community Engagement Factors Transforming Governance

¹⁶ <http://unpan1.un.org/intradoc/groups/public/documents/ASPA/UNPAN020336.pdf>

Pre 1900s	Development of global democracy and civil rights. Greek democracy 500 BC, Magna Carta 1215, English Bill of Rights 1689.
1900s -1920	Most Queenslanders receive right to vote 1905; and right to representation in Parliament in 1915.
1948	Universal Declaration of Human Rights (UDHR) adopted by the UN. Australia is a signatory.
1960s	Civil rights movements, women's movement, war and environmental lobbyists were strong drivers of change. Aborigines have right to vote 1965.
1970s	International Bill of Human Rights (inclusive of UDHR) becomes international law in 1974 (Williams, 1981).
1980s	Creation of the Australian Human Rights Commission 1986. The Commission can pursue unfair communication issues, e.g. where disabled persons do not have access to information that others do.
1990s	Coalescence of the foundations of community consultation policies in council's and state government departments.
2000-2010	Councils develop consultation policies, strategies, actions, innovations, teams, databases and digital communication practices with the future in mind. Queensland Councils introduce futures studies and visioning initiatives, helping to align community feedback with futures perspectives.

Q2 . What Do You Think The Future Will Be Like to 2030?

The Futures Triangle – Mapping The Future

The Futures Triangle was developed by Sohail Inayatullah to help map a vision of the future, the “quantitative drivers and trends that are changing the future” and the weights or “barriers to the changes we wish to see” (Inayatullah, 2008, p. 8). The futures triangle

is applied here to help map the possible future of engagement from a business-as-usual perspective, firstly by understanding what is now the official Queensland vision guiding city community engagement. Secondly, drivers of the vision are identified, which include population, demographics and technological changes. Finally, weights of the past are discussed, such as particular attachments to rigid systems of government, and old strategies that hold back achievement of the vision.

Futures Triangle Vertex 1 - Official Vision For Community Engagement In Queensland Cities

Many Queensland cities have a customised vision for community engagement. However, any official vision for community engagement is guided by the official role of the mayor and councillors who are known as the ‘executive arm’. CEO and employees are the ‘administrative arm’ (See Figure 1: Executive Responsibilities Inclusive of Community Engagement (Department of Queensland Treasury, 2015)). Further, Section 4(2) of the Queensland Local Government Act (2009), includes five overarching principles that apply to anyone performing responsibilities under the Act:

1. Transparent and effective processes and decision-making in the public interest;
2. Sustainable development and management of assets and infrastructure, and delivery of services;
3. Democratic representation, social inclusion and meaningful community engagement;
4. Good governance of, and by, local government; and
5. Ethical and legal behaviour of local government employees.

These principles officially guide all Queensland local government community engagement visions. As the pendulum swings toward greater control by the executive arm over the administrative arm, community engagement activities become pressured. This relinquishment of separation of powers is at the discretion of power holders, and additional resources are required to manage this process democratically.

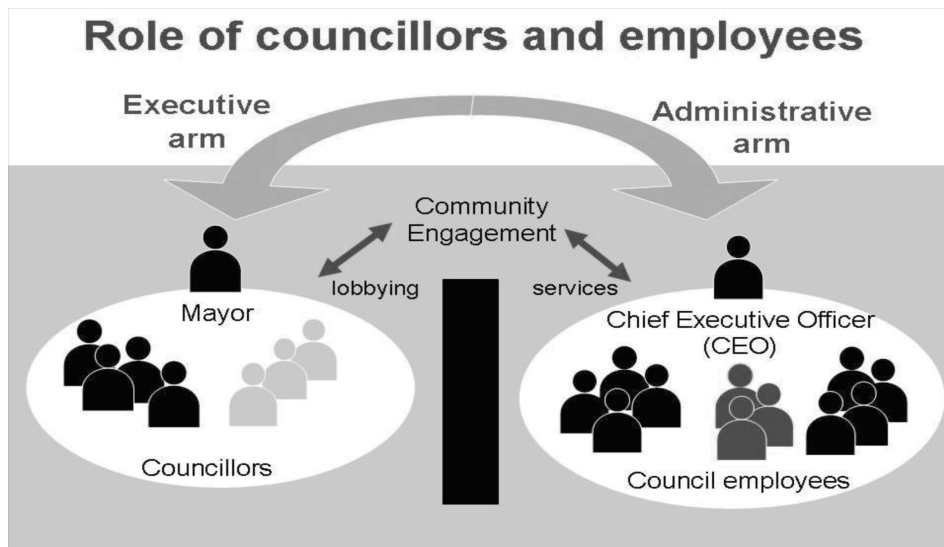


Figure 4.1: Executive responsibilities inclusive of Community Engagement

Futures Triangle Vertex 2 – Weights Holding Back the Vision

Under the Queensland Local Government Act (2009), Queensland councillors as well as employees of councils have a duty toward achieving the above five principles. However, “The executive arm determines the way the Council achieves the purpose and principles of local government” (Queensland Department of Local Government, 2015). How successfully each council performs the above five principles is at the discretion of each council’s executive arm. The community may argue that discretionary arrangements create inconsistencies in engagements within a city, and from one city to the next. The community may perceive that all relatively large projects need to be conducted to a very high standard in terms of its resourcing, methods, reach and political attention. For example, community consultation for a new Town Plan is a requirement of the Local Government Act (2009). However, the Act only sets out the minimum consultation requirements. A risk is that while one council may achieve great things in consulting their communities about citywide issues, an even larger neighbouring council may leave their opportunities relatively unexplored and uncreated.

Other types of weights to the vision are where burgeoning communities require connectivity with authentic engagements and how the ever-changing needs of contemporary youths steeped in online community knowledge are ethically embraced. The ability to plan effectively to engage age groups meaningfully and face-to-face has never been greater. In fact there are many groups marginalised by social structures. At the

national level, according to the Australian Human Rights Commission:

If you are young, live in a rural or remote area, have a disability, are Indigenous, homeless or a prisoner serving a sentence of more than 3 years, your right to vote in a federal election may be restricted as a legal or practical matter¹⁷.

This national level weight has similar implications for local area consultations.

Futures Triangle Vertex 3 – Drivers of the Vision

The group asserted that trends help drive the official vision of community engagement. Trends become influential when they are supported by evidence and other trends that show “mutual reinforcement and overall momentum” (Molitor, 2010, p. 3). Increased population growth is one such trend. Multiple sectors working independently in medium to high-density precincts creating individual visions is another. The two trends create the wicked problem of constantly needing aligned visions. The group espoused that the two trends gather momentum when combined with a third trend of cheaper, faster and more accessible technology. Internet access is increasing the willingness and capacity of communities to contribute their feedback, helping make precinct visions more meaningful. The group asserted that, as governments genuinely want to contribute to the creation of consistent and holistic visions for their cities, they create a fourth trend of engaging stakeholders about the creation of whole of city visions. The four trends are examples of drivers of the official vision of community engagement.

Knowledgeable, diverse and willing stakeholders who appreciate the benefits that multi-sector engagements bring, better shape their futures. A willingness to co-create consultations underpins the credibility and value of decisions made to create holistic visions in cities. Holistic visions are created and sustained through consultations that include stakeholder advisory group meetings, community reference groups and regular meetings with council. Drivers of this behaviour are built on tens of thousands of examples of community engagement from the past decade alone, just in the South East Queensland Councils. These have contributed to an almost perpetual culture of engaging

¹⁷ <https://www.humanrights.gov.au/our-work/rights-and-freedoms/publications/right-vote-not-enjoyed-equally-all-australians>

to win mutual benefits for communities, governments, industries and visitors.

Another driver of change is the need to build capacity to develop policy, strategy, actions and innovations before the marketplace dictates outcomes. Without the strategic development of engagement programs, councils fall prey to a market already over-reliant on immediate digital communication. This is to the detriment of deep thinking. Online discussion often needs to be supplemented by other methods either immediately, or at some stage in the overall development of a product or service. The threat of an e-poll alone leading to a significant change in policy is one driver. Another is the call for action without offering the respondent sufficient time, information and methods to conduct a thorough analysis with family, friends or colleagues. Engagement methods that don't consult groups often miss feedback about deeper complexities or impacts of issues.

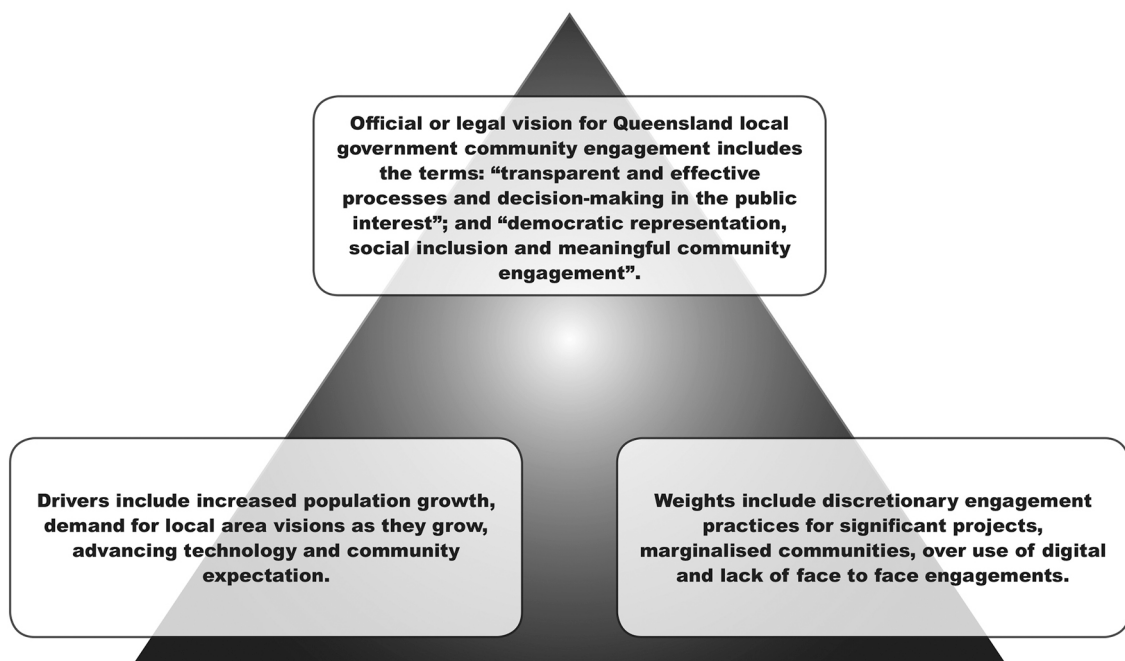


Figure 4.2: Engaging Futures 2030 Futures Triangle

This Futures Triangle provides a summary of key drivers, pushes and pulls of Engaging Futures 2030.

Macro-Level Changes

Futuristic changes at the global or macro-level bring their own challenges and need for

solutions. Doubling of populations in the region expected by 2030 will drive a need to engage hard-to-reach and new communities. These changes bring a need for doubling of educational facilities with ‘next-gen’ teaching strategies inclusive of social and community networking. Climate change and the need for disaster management engagement strategies will call for newer social media data mining techniques. Changes in the responsibilities and roles of local government will require innovative solutions for engaging communities. Global changes such as “billions of Asian, South American and African people transitioning to middle-class economies” (Hajkowicz et al., 2012), will bring opportunities to engage with new global markets. There will be increased pressure to understand deeper community issues and their connection to emerging futures.

Q3. What Assumptions Have You Made?

The group discussed their assumptions carefully as these are the basis of what we know to be true. Hopefully, assumptions are the stable foundations on which we build our decisions. There was agreement that some assumptions will remain while others will slowly or abruptly lose relevance. Examples follow, firstly, of assumptions and secondly, of their possible disruptors:

- There is a small number of staff dedicated to leading engagements. Or, will local government transform to balance the numbers of consultants and residents so that all cities, large and small, can consistently achieve effective results across all their social, environmental and economic initiatives?
- There are four-year terms for local politicians. Will local governments be working with a stable electoral process of four years or will it shorten to two or three, bringing about increased representation with campaigning politicians glued to salient community outcomes?
- There will be independence between local and state governments. Or will the relationship between local and state governments change or merge to a point where state initiatives are better informed by local knowledge?
- There is one significant community engagement professional body in Australia. Or will others emerge to share power and diversify the marketplace?
- The label of ‘community engagement’ is a relatively new term overarching the

practice of community consultation. Will there be others? Are the terms ‘community governance’, or ‘open sourced community’ the ‘next-gen’ terms on the horizon?

Becoming disruptive is critical; getting prepared as much as possible ahead of the unexpected change and then making necessary changes. The key to doing this is to have a special style of leadership. Inayatullah’s research with Malaysian University Deans suggests that leadership of the future needs to disrupt normal processes to enable cooperative and holistic leadership: “Move from the self-centered leader (I know everything), eschewing the top-down leader, and move with the node-leader (the influencer i.e. I know everyone) to the holistic leader, who works with everyone, and leads cooperatively” (Inayatullah & Milojevic, 2014, p. 113).

To create the above cooperative leadership situation, the group thought that councils could create a board of community engagement futurist specialists in the region and in large councils. The board would monitor changes and advise decision maker politicians and senior staff about these changes alongside daily decisions. For example, engagement planning, survey questions, analysis, results, interpretation and application of results would be responsibilities. Futures studies provides a special form of strategy development where: “It is not ‘preparing for the future,’ but by challenging the orthodox future, it opens up the possibility of alternative futures” (Inayatullah, 2013, p. 41).

While some cities rightly have access to architecture or economic panels, they do not have access to consultation panels that can think strategically, managing daily issues while applying foresight. Councils and indeed other sectoral interests need access to impartial futurist consultants who can help to cooperatively lead or better inform engagements.

Q4. What Are Your Alternative Futures to 2030?

The group created futures alternatives as a result of discussion with the workshop facilitator, who presented sets of scenarios (Inayatullah, 2008, p. 16). The group decided to work most closely with one of the recommended sets written by Dr. James Dator¹⁸,

¹⁸ Dr. James Dator discusses his alternative futures sets at 2:30 minutes in this interview “Why

which covers continued growth, collapse, steady state and transformation.

Alternative One: ‘Gradual Worsening: Contraction of Engagement’.

From the group’s discussion emerged the idea that engagement would contract if the quality, quantity and access to engagements gradually weakened. This scenario could result from a time of emergency, tyranny or lack of control due to a self- driven or externally-driven rapidly increased pace of change. Gradual worsening and contraction would be sign-posted by a reversal of all the gains made in the last decades. It would produce an under reliance or controlled use of available technology by power holders; limited consultation numbers with limited access; and eschewing of knowledgeable consultants from organisations, reducing emphasis on transparent decision-making. The planning of engagements would become rushed, with the duration notoriously shortened to two weeks or less. Methods would become narrowed and scripted to exclude general feedback about the engagement, or about its particular topics, so that ‘multiple choice’ answers to complex futures are limited and become the only possibilities in engagements.

Face-to-face consultations all but disappear, as power holders cannot control face-to-face consultations as they do a scripted message. There will be no friendly face or chance for meaningful exchange with consultants where questions are answered. Control of government will increase, and stability of citizens will decrease. The culture of engagement for private industry will follow by becoming similarly bereft of warmth, caring and sharing. This future is about towing the company line. Use of unscrupulous engagement methods online means that engagement worsens further. It doesn’t matter that youth, the elderly and vulnerable community members also use the Internet. All that matters is that campaign messages online are shaped to attract high response rates. Customised feedback and standards slip and there is less transparency with no consultation reports of community feedback being provided on the Internet. There is no transparency and representation of different sectoral interests. No one is interested in committing time to the potential problems projects raise because trust is limited. Short-term opportunism and immediate ‘snap’ solutions create a culture of arrogance. Needs are not being considered, resulting in increased alarms being raised directly through political representatives.

Not-for-profit organisations are again called upon to coordinate representative community responses and they begin to focus on political messages along with messages about community engagement. They focus on council meetings as a location for media-worthy demonstrations about important issues. Families, schools, neighbours, the environment, youth and the elderly become unimportant. A regional government does not need local councils. Communities leave the vision of interconnected communities for another era. Engagement worsens as authorities reward ineffective change: “In the name of change, change is implemented to control change. This is the paradox of the modern institutional response to its sense of the chaos inspired by rapid technological and social change” (Bussey, 1997, p. 3).

In a worsening engagement future, there is an epidemic of erratic change devoid of an intellectual capacity that would otherwise encompass the pragmatism of: “Causality, patterning, closed and open futures, culture, practical imagination and anticipation” (Bussey, 2014, p. 4).

Leaders feed communities with sensationalism that distracts them from reading all but the headlines of futures narratives. In this future, community and decision makers consult communities, but feedback is gathered unscrupulously, with a pre-determined outcome, and they give little consideration to it. Community consultation is conducted for significant projects but not in any meaningful, personalised way.

Alternative Two: ‘Total Collapse of Community Engagement – Zombies Metaphor’.

In this alternative future, the group argued that those in control dominate the future and there is community apathy for engagement and for community itself. There is citizen angst about the problem of insular leadership. This wall of silence results in increased lobbying, causing delays to sustainable futures. Collapse of engagement is where no one consults, and is caused by low trust, apathy and public damnation of the official process of engagement, or unofficial followed by official lobbying for a change in power. In this scenario of total collapse, civil unrest begins to take over. People see conspiracy theories created by a lack of transparency and hear stories of ‘dodgy deals’. Foresight is limited by autocracy. The damage is done and in the foreseeable future:

The cultural blindness of modern politics is extreme. The politicians of today are for the most part equally prisoners of the Zeitgeist, whether they stand in the ranks of the conservatives or the progressives. Who will sound the warning bells? (Polak, 1973, p. 298).

This is a system of government in which all arms of government and political parties repress engagement. The leader is cloaked in power and has even removed the ‘separation of powers’ between political and administrative areas of practice. The leader is able to avoid, or is in league with, regulators, and has control over the portrayal of commonly held beliefs by community and other politicians, whether conservative or progressive. Whole communities of interest vacate because of a loss of control over defining their own future and loss of equality in a society they have helped build. At the same time, citizens relocate to other cities to experience advanced societies. In this alternative future, it is short-term planning and immediate outcomes that dominate leadership’s interests. The metaphor is that the citizens who are left behind become zombies who have no real hope for participating in a better future except as consumers of it, until leadership changes. They are too disempowered to learn, act, engage and renew.

Overall, the gap between individuals, communities, sectors and regional neighbours widens so that engagement processes are exploited by what we fear: the unscrupulous leaders take the advantage, turning helpless community members into zombies.

Alternative Three: Steady State Network Analysis - Alternative to Rapid Growth.

In this scenario, an alternative to rapid growth is proposed. The concepts of family, environmental and community sustainability become vital to all. The group agreed that every family and community has underlying capacities such as (i.) ideas; (ii.) ability to identify family visions, actions and improvements over time; (iii.) tools to support application of visions and actions; (iv.) members of different age groups who can relate to different phases of family and community life; and (v.) ‘care’ for one another.

Some family members take a ‘consciousness vote’ to limit their numbers to help ease the impact that populations have on the planet. This ‘vote’ reduces the risk of overburdening the planet’s capacity to sustain life. Take the following examples as reasons for the need to create the steady state future. The first one billion people on planet earth arrived in 1800. It has taken only 215 years more for 7.4 billion people to be living on planet earth. Further, the planet’s population is currently projected to be 8.4 billion by 2036¹⁹. In this alternative-to-growth scenario that population increase will be curbed.

¹⁹ <http://www.worldometers.info/world-population/#pastfuture>

If growth is not curbed, we will need 1.5 Earths to meet the demands we currently make on nature's capacity to sustain our bio-capacity. This means we are eating into our natural capital, making it more difficult to sustain the needs of future generations. A further reason for curbing growth is the consequent trends for 1,562 species of mammals, birds, reptiles and amphibians from a wide range of habitats that are showing, since 1970 to 2010, that terrestrial species have declined by 39 per cent. The main causes of decline are habitat loss and degradation, hunting and fishing and climate change²⁰.

In this scenario, community places a high value on win-win outcomes for the community and the environment. The council restructures its administration to facilitate community feedback, not just into the city's vision, but also into the city's community, private and public organisational visions. The visions of linkage organisations, such as associations, are also made publicly available for consultation. Their collective visions, drivers and weights are made transparent so that sustainability problems are solved collectively.

A sustainable future requires alternative community products, including scientific solutions of alternative fuels, medicines, technologies, microvita and futures thinking. Cities offer 24-7 community engagement opportunities to help them to develop.

Futures thinking helps cities employ systems thinking in rebuilding relationships between organisations. Ultimately the city generates steady state community engagement. This concept uses community engagement and network analysis to integrate the providers of sustainable practices, goods and services in the creation of win-win outcomes for the city.

Five things happen to conclude this steady state scenario. Firstly, communities are asked to think of the whole city as one system. Secondly, they are asked to reduce their 'footprint' on the planet. They can do this by, for example, limiting the size of the family, or by purchasing solar panels for houses, with excess energy feeding back to the city power grid. Thirdly, electricity companies offer free solar power to owners of solar panels who drive electric vehicles. Fourthly, governments increase resources to match designers of sustainable electric vehicle components to electric car manufacturers. Fifthly, governments and Futurists plan and advance carbon-neutral alternatives to the use of vehicles, such as virtual travel.

The message in this scenario is that governments can engage sectors to co- generate

²⁰ <https://www.worldwildlife.org/publications/living-planet-report-2014>

sustainable citywide solutions to solve city problems. Community engagement and futures studies creates preferred futures and aligns them to current community needs, capacities and innovations. At the same time, futures studies is about remaining active to identify emerging problems and to solve them at deeper systemic levels before opportunities are lost.

Alternative Four: Transformation Through ‘Partnerships Utopia’.

The group argued that the future of engagement is about lasting partnerships between all sectors and interested individuals. If cyber threats emerge or if there are have-nots excluded from accessing the Internet, then it will take everyone’s vigilance to ensure equal and meaningful representation occurs. Methods that can help do this are championed by leading futurists who have: “Started to experiment with foresight that cuts across the traditional boundaries of policy areas and government departments” (Habegger, 2010. p. 50).

In this alternative future, staff from different disciplines co-create preferred futures to help cities cope with rapid changes as cities grow. This is a future where civil servants are ‘of the people’ and will use advances in technology to help communities of all sectors to collectively create submissions, rather than only from an individualist perspective. In this ‘partnerships utopia’ future, other cities also help to lobby for what’s best. This collective alternative future brings more robust discussion across regional boundaries.

Partnerships are generated prior to elections, during consultations, in annual forums about the futures of engagement, in groups who have a role in creating preferred democratic futures. Partnerships are created with ethical youth groups that are quickly able to cast a vote in all decision-making processes. As part of youth engagement, they participate directly in civic and city life, learning directly about the future of their city. Expert engagement education and training in schools is widely available and encouraging of discussion across boundaries. In this future community engagement consultants, like teachers, will apply a: “transformative pedagogy” that can “integrate valuing and respecting diversity...support cross-cultural, cross-gender communication...encourage trans generational thinking...scaffold learning to help community members develop their own voice...and a human face” (Kelly, 2010, p. 1116).

The group saw that there are professionals who band together in the preferred future to have more than just a voice. The community wants an appropriate medium to speak through, to be heard on local issues and to be co-creators of the futures of cities. They

want to be able to spell out the different perspectives of their profession, and for their profession to have a vision that works with the city's bigger picture and longer-term future. They want each disparate area of the city to work for compromise where required so that they can create and explain under what conditions they would accept alternative futures. The group's synergy was galvanised around the need for internal working groups to bring warmth, wisdom and innovation to the future. This scenario would bring the best use of experts for one-off and ongoing 24-7 engagement processes. In this preferred future, good engagement means thinking through the implications of alternative futures.

The group discussed increased involvement in engagements by families, schools, neighbours and friends as creating a culture of engagement. This means that the whole community creates the future, where: "A multi-stakeholder approach, drawing on a multitude of internal as well as external sources of knowledge, is preferable to a process that is exclusively centred on experts from within government" (Habegger, 2010, p. 57).

At the organisational level, consultation with all sectors is not by rote, but is co-planned, co-actioned, strategic in its outcomes; it requires high proficiency but makes its consequences easy to understand. Futurists work with leaders and political representatives to help these groups to articulate their preferences.

The metaphor of partnered solutions is of two partners tied together who can't reach a goal because as one pushes the other pulls until they realise the benefits of working together. The partners succeed by working together to collect valuable insights about the future.

Table 4.2: Alternative Futures of Engaging Futures 2030

Scenarios	Gradual Worsening	Collapse	Steady State	Transformation
Description	Eschewing of knowledge holders, downgrading wages	Leaders exploit their positions of power maximizing distrust	Systemic problems and solutions are modeled to create balance	Multi stakeholders across sectors creating, not just selecting futures

Q5. What is Your Preferred Future?

From the alternative futures themes and strategies a preferred future of engagement emerged. The group discussed the idea that avoiding internal politics could be achieved by working in a collegiately supported work environment. By ‘futures staff’ working with more parts of the organisation, councils would produce evidenced and trustworthy results.

In the preferred future, these matrix environments deepen and broaden horizons, creating holistic perspectives across all alternative futures. Futures itself contributes in this space and is seen as: “A movement across spirit, mind and body, linking arts and science, experiment-experience-reflection-abstraction, across the material and the ideational, across diverse communities of practices” (Ramos, 2013, p. 158).

The group argued for better methods of involving the community. They discussed the need for increased delegated authority of expert groups that would stimulate more partnership approaches in government, industry and community sectors.

Important partners for the creation of sustainable futures are local, regional and global entities. For example, councils can delegate power to expert university consulting groups. In the preferred future of engagement, seeking out globally networked partners in the management of sustainable futures is essential. This preferred future would operate with “World-centric awareness where the ethnocentric biases of one’s peer group are subjected to scrutiny for the cause of universal care of all peoples, justice and fairness” (Daffara, 2004, p. 6).

By councils working with universities, the approach of thinking globally and acting locally becomes a sensible reality. Universities can bring a softer or respectful approach as well as a critical approach to consulting globally through their context as learning institutions in touch with local values, global concerns and the application of ethical filters.

In order to deliver regular engagements on significant projects, standards are built around sufficient lead times, transparent planning and tracking of the value of engagement feedback. This tracking process enables an Australian tagging system, creating national comparative enquiry. Open evaluation of results will allow more institutions to participate in learning about the benefits and effects of engagement. This

scenario also leads to a better-partnered situation with industry.

Industry understands that the costs of engagement are outweighed by better visions and fewer problems with delivery, acceptance and use of outcomes. This arrangement works particularly well when customers collaborate with designers and manufacturers.

Another important area is the understanding of customers as members of their networks instead of handling them as isolated entities. Here, pioneering practices are platform services that encourage customers to form communities and work together with professionals in these communities (Viljakainen & Toivonen, 2014, p. 27).

The preferred future for the group included games that are evolved further into platforms for experimenting with preferred futures. The group imagined an augmented reality field of view that allows a user to walk around and into a virtual city. Additionally, once developed, the transfer of gaming and professional futures models to You Tube, and even to local television documentaries, will increase citywide imaginative and connected co-creation.

While surveys are mostly a closed process, and online platforms struggle for commentary, in the future they will be replaced and stimulated by more apps, software, orgware and portals that invigorate collaborative futures. Advancements will mean that, for example, models, scenarios, visions, and strategies are created and tested by the community and by experts. Global audiences, particularly universities, will wish to contribute to the conceptual equations, patterns and gradual changes needed to create sustainable cities.

Q6. How Are You Going to Get There?

While we have made technocratic progress, we are yet to conceptualise preferred futures that can eliminate current problems and uplift the total experience of community engagement, bringing engaging futures with wisdom and innovation. Toffler (1970, p. 322) poses the question “What bonds of education, politics, culture must we fashion to tie the super-industrial order together into a functioning whole?” He writes that those bonds “must be based upon certain commonly accepted values or some degree of perceived interdependence, if not mutually acceptable objectives”. Sharing the load across community, private and government sectors via partnerships is fundamental to managing these ties. Strategies to achieve these and

other transitions are discussed below.

At the State level, the political party currently in power is the Queensland Branch of the Australian Labor Party (ALP). Its 'enduring values' say:

...[w]e believe in a society where people care about each other, where we create and engage with each other through our communities. We believe community engagement enriches our lives. We believe in government that genuinely consults with and works to strengthen our engagement in local communities (Queensland Labor Party, 2014, p. 6).

The Constitution of the other major party, the Queensland Liberal National Party (LNP) has a different perspective on the value of community engagement: "In which an intelligent and free Australian democracy shall be maintained by looking primarily to the encouragement of individual initiative and private enterprise as the dynamic force of progress" (Queensland Liberal National Party, 2012, p. 9).

There are no mentions of 'community consultation' or 'community engagement' in the Queensland Liberal National Party Constitution. In Queensland, this means the value of consultation is increasing and decreasing as the pendulum swings back and forth. One State party brings a wave of thoughts about community engagement with ripple effects for local government. The next party brings in new thoughts about individuals and private enterprise as its focus of engagement. At the same time, the greater global community demand for democratic principles and practices of engagement across both of these political sets of values is increasing.

From this contrast of 'enduring values,' the author identifies the need for inclusiveness of both sets of political values in policy and legal documents of Council and State government administrations. This legislative guidance would bring stability to community engagement futures.

Included in the delivery of the preferred future of engagement are co-creation, co-delivery and co-reporting of all aspects of community engagement. Digital technology is central to this objective. As technology improves, private organisations will expand their engagement domains internationally. Governments and political parties will follow suit. The group reinforced that its preferred future of integrated sectoral partnerships is exemplified through co-creation of digital TV, which would survive by creating partnerships with social media. Already we are seeing

social media start-ups working with journalists to write stories that will help bring local news to Social Media.

What these collaborations mean for the public—at least in theory—is broader and deeper news coverage, more easily accessed or discovered. What they mean for news organizations is—depending on one’s place at the table—a more diverse mix of content to offer, broader reach and more scalable reporting (Pew Research Center, 2014).

Journalists will help to uphold fair reporting of information via a code of ethics where they have a “Respect for truth and the public’s right to information”²¹.

Integration of collaborative futures approaches would emerge in the mainstream media where social communities can merge ideas from all disciplines. Toffler’s early vision about the preferred future rings true: “Ultimately a stream of books, plays, films and television programmes would flow from this collaboration between art, social science and futurism, thereby educating large numbers of people about the costs and benefits of the various proposed utopias” (Toffler, 1970, p. 103).

Engagement champions would include councillors who would be completely conversant with face-to-face and online engagement techniques and would champion in the media the open creation of alternative possible, probable and preferred futures. Civic pride in community consultation would climb to a new high-point.

Communications during the engagement process will complement advertising about the whole engagement program offering. Other sectors will also be able to advertise their perspectives on engagements to their constituents. There is widespread acceptance of the benefits of engagement as professional organisations begin to report on their successful case studies. These are published internationally in annual and project reports.

State government legislation in all Australian States will transform minimalistic discretionary engagement by legislating clearer directions for the planning, delivery and transparent reporting of civic engagement feedback. Additionally, stakeholder panels that work with the executive arms of government will help to make sense of the opportunities that integrated reporting mechanisms present. This reporting will result in strategies for helping to better plan and evaluate engagement programs to create improved governance that runs across the waves

²¹ <http://www.alliance.org.au/code-of-ethics.html>

of change commonly experienced today. Further, increasing tracking and reporting of rates and outcomes of engagement is likely and needed, and presents issues of intellectual property, strategic governance and consistency of reporting. National reporting alone represents incredible opportunities to advance the practice of community engagement.

Table 4.3: Backcasting Steps: Community Engagement Transforming Governance to 2030

Descriptors / Timeline	Transformative steps (backcasted) to 2030.
Collaborative Modeling 2030	3D modeling will allow school children to help design cities. Futures studies in schools opens up pathways to awareness of alternative inclusive futures.
Globalisation 2029	Involvement of global city exchanges will make consultations extremely interesting for touring groups who will be funded by global partners.
Tracking 2028	Improved technology will create searchable online databases for consultations nationally. New legislation for community engagements will create a point of quasi-regulation.
Delegated Authority 2027	Private sponsorships will create self-delegation where private organisations conduct consultations helping their workforces to understand their organisation's role in city and global futures.
Internal Networking and Mixing of Disciplines 2026	Formal programs will be introduced and reintroduced across Councils. Each city will have internal and external showcasing of their talents and experiences with consultations. Working across diverse communities of practices including the political will allow integration of 'cultures of opposition'.
Youth Access 2024	Youth access through forums will be created through youth having their own Council engagement teams.
Technological Advancements 2022	Salient advances will tie all forms of communication into neat bundles of community engagement possibility e.g., TV and Q&As about local area issues. The shows are run by locals for everyone.
24/7 City Futures Initiatives 2020	Cities host 24/7 city futures visioning initiatives giving perpetual access to preferred images of the future. Community engagements include studies of the future.
Academic Partners 2018	Academics who study PhDs in community engagement in local governments will be encouraged with additional resourcing. Futures studies is pervasive as a necessary discipline.
Cross-Sector Partnerships 2017	Cross-sector partnerships will ensure that private and public organisations can showcase their work in local governments.

The table above backcasts preferred alternative and engaging futures for transforming governance to 2030.

Conclusion

Offered below are some of the important effective, unique, universal and unmet strategies, actions and innovations that help transform governance.

Importantly, this workshop was conducted by an experienced international futurist who nested the community engagement workshop within a framework of the six pillars of futures studies. I was the group's coordinator and facilitator of the discussion about engaging futures. The workshop followed a detailed presentation of imagery about broad ranging and global futures. The presentation provided an expansive horizon of futures thinking that stimulated a deep and positive approach to the Six Pillars of futures studies. Current and emergent issues were introduced to help participants surpass the creation of business-as-usual futures. Participants effectively created four alternative futures most of which included elements of disruption but were concomitant with the principles that guide Queensland local government community engagement visions. These principles are included in the futures triangle as drivers of engagement visions: efficiency, transparency, representation, inclusion and meaningful engagement. Of these principles, perhaps 'meaningful' is the most important to include in the preferred future, as the role and the future of democratic city engagement lies both in creating meaning during the engagement and in producing meaningful communities.

The engagement futures workshop itself was unique and participants found it to be meaningful and beneficial for reasons that follow. It was a rare opportunity for this community to meet and discuss engagement futures from their perspective. Also, the two-day workshop, held at a hotel on the Gold Coast, allowed varied discussions to be relaxed, reflective and free of the administrative and political constraints of the day. The group identified historical events that influenced their practice of engagement. They also identified drivers and weights that helped provide a starting point for Action Learning in the workshop. It helped to create transformative steps to accelerate preferred community engagement futures. Moreover, futures methods enabled deep and constructive contributions to be made for transforming community engagement within wider governance issues to 2030.

More universally, the workshop involved the input of different professional

perspectives including from governance, communication and marketing, economic development and community services as well as more broadly from engineering and other disciplines. Finally, after the Action Learning workshop had addressed the participants' needs they were mindful that: "[b]y questioning the given future, alternative futures can be explored, and the preferred future has a greater probability of being realized" (Inayatullah, 2006, p. 666).

With futures studies, under-performing hegemonies or tyrannies of the present are reshaped, allowing alternative futures to emerge. Unmet policies, strategies, actions and innovations were backcasted to help transition preferred futures of 2030 into the realities of council administrators. Community engagement can move beyond traditional perspectives through preferred engaging futures of 2030.

Engaging futures of 2030 have factors within them that are critical to transforming the future. They engage our hearts and our collective minds. They engage our hopes and our fears. Engaging futures of 2030 share the transformative power to invoke and revoke, write and rewrite improved futures.

“My object has been to illuminate the reasons for the ideological dominance of growth, and to foster an awareness of the actual realities- human and ecological- that contradict its confident discourse. Challenging the manufactured truths of think tanks and advancing a sense of reality in the public arena are the critical next steps.”

— *Higgs, 2014, p. 282*

Chapter 5

Mapping Outcomes of Four Queensland City Futures Initiatives

This chapter applies Causal Layered Analysis (CLA) to map outcomes of four influential South East Queensland city visioning and foresight initiatives conducted by the cities of Maroochy, Logan, Gold Coast and Brisbane. It is averred in this chapter that cities need to map their experiences of past futures initiatives for what worked and what has resulted today, and for recommendations of futures actions and innovations. This chapter deepens discussion about the critical features of the four initiatives by focusing on their outcomes and alternatives they could produce to influence the futures of their cities.

Introduction

This chapter builds on the previous three; each a critical analysis about the foresight methods and processes that help to shape and design city futures in South East Queensland. The chapter compares the visioning outcomes of four South-East Queensland city futures initiatives. The four South-East Queensland councils in this study were responding to the perceived challenges posed by rapid growth. The initiatives aimed first to deliver, explore and shape the multiple opportunities anticipated from this growth, and second, to protect against potential threats that unrestrained growth implied. These city futures initiatives were then about imaginative city visions and themes that, when implemented, could guide the popular development of whole-of-city strategies such as cultural precincts, art and music; transport planning; and sustainable economic development. The city futures initiatives were dedicated to constructive longer-term topics, evinced through city visions and key outcome areas. Outcomes outline the priority areas and “outcomes describe what we hope to see,

feel and hear around us if the Vision is to be achieved” (*Logan City, 2013 Corporate Plan (2013-2018)*). Leading up to the CLA, clarifications of how the cities managed show that although global urgencies may have been similar, and the cities have responded differently according to local conditions, the outcomes remain relevant and transformational today. CLA will be applied to the outcomes of the four city futures initiatives of the four South-East Queensland city councils as they attempted to prepare for and manage the opportunities and risks inherent to rapid growth.

Context: The Four City Councils

While the initiatives have achieved great outcomes for the cities, they have also contributed to the personal experiences of the council staff and the community who led or who took part. The initiatives are designed to look ahead 20 and 30 years, to guide traditional planning tied to four year electoral cycles common to each city.

The four city councils are: Maroochy, Logan, Gold Coast and Brisbane. Their relative locations are shown on the map of Australia at Figure 5.1.



Figure 5.1: The location of the four Cities within the Study.

The sizes of the city populations double each other respectively, with Brisbane being the largest city and the state capital city of Queensland.

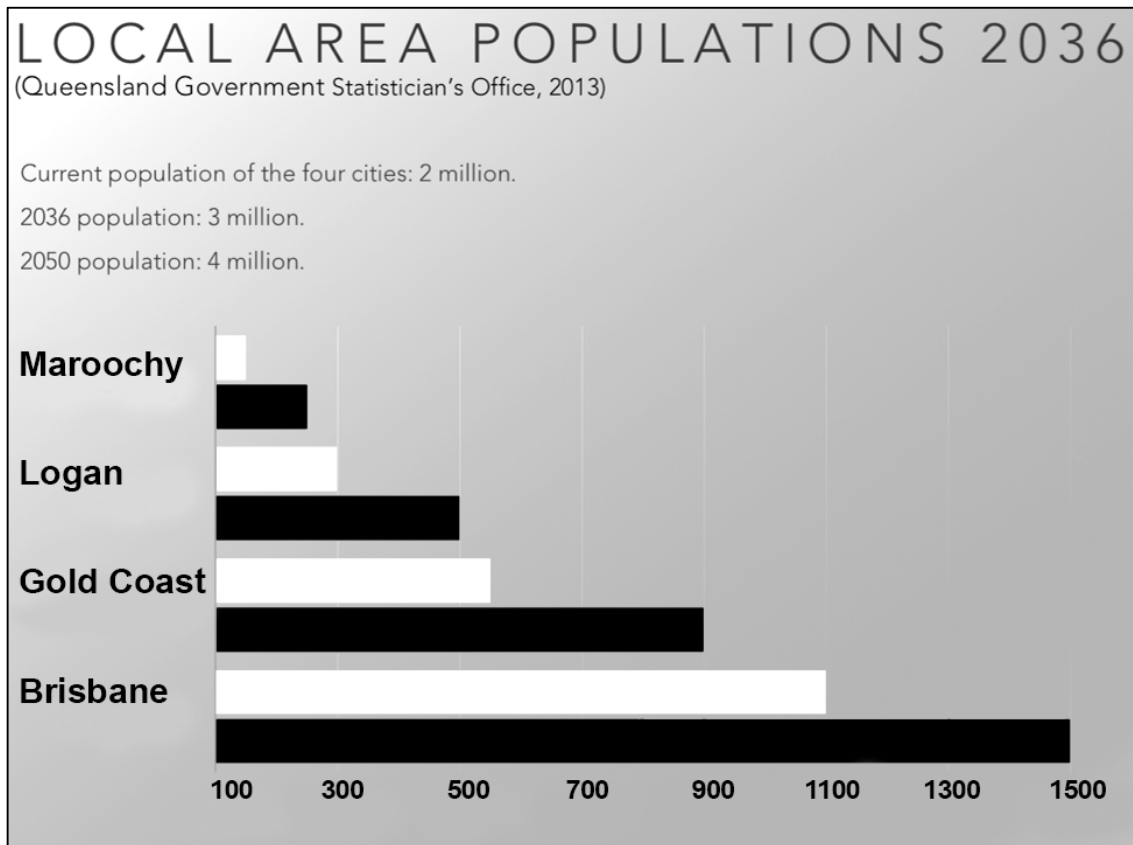


Figure 5.2: Projected Local Area Populations of the four Cities within the Study for 2013 and 2036.

While population sizes differ, both Maroochy and Gold Coast have long stretches of sandy surf beaches, and all have a mix of central urban and hinterland communities. Each city has their major population densities closer to the coastline. However, these cities' populations struggle to position themselves as distinct within the region, nation and global environment, and are always looking for ways to capture a slice of the future. The name of each city futures initiative, and information about each city, is included below. When the initiatives were conducted, the local areas were some of the most populous in the region. According to the South East Queensland Regional Plan (2009-2031) and the 2006 census for the Shire of Maroochy, populations in 2006 were: Maroochy 151,000; Logan 260,000; Gold Coast 466,500; and Brisbane 991,000. In figure 5.2 (previous page), populations are indicated alongside 2036 populations, using data from Queensland Government Statistician's Office, as at 2013. The names of the initiatives follow:

- *Maroochy 2025 – A Visioning Journey*
- *Logan 2026 – City Directions*
- *Gold Coast 2037 – Our Bold Future Initiative*
- *Our Shared Brisbane – Living in Brisbane 2026.*

Planning Frameworks

In Queensland, planning legislation is provided for by State and local governments in the following ways:

- The State Government provides for regulatory provisions, regional plan, state planning policies, and standard planning schemes. The Sustainable Planning Act (2009) and the South East Queensland Regional Plan (2009-2031) set out an integrated planning policy for the region.
- Local governments create City Visions, neighbourhood or local area plans and planning schemes under the above State Government planning provisions.

Theoretical Framework

CLA is the central futures method used in this chapter as a means of deconstructing the outcomes attained by the four cities' initiatives. CLA "asks us to go beyond conventional framings of issues" (Inayatullah, 2015, 13.) The outcomes that are mapped and deconstructed are the frames for what particular aspects of the city might be like in the long-term future. Initial or 'flagship' outcomes of each city are used as examples and are mapped against short-term plans to clarify how the initiatives' outcomes are embodied or evident in the short-term plans and are still enabling desired futures. The outcome statements of four long-term futures visions are mapped across the four cities:

- Our Valued Natural Environment
- Keeping Active
- A city leading by example
- Bold aspirations for a friendly, safe city in 2026.

Then, by comparison to short-term plans, the above vision outcomes are mapped for their unique and universal patterns, to illuminate their role in creating alternatives and shaping

desired futures, and to act as a bridge to recent plans to ensure that this work is up to date. This mapping also responds to the questions:

- Are the long-term outcomes evident in, or embodied by, the cities' current corporate plans?
- Are the initiative's outcomes relevant to current trends and projections?
- What are the challenges that each city faces in creating lasting visions?
- What can theoretically be suggested to create inclusivity of the long-term vision outcomes?

In responding to all of these questions this chapter is showing that “through genealogy and deconstruction, the future that once seemed immutable is now shown to be one among many” (Inayatullah, 2015, p. 7). The proposition is that alternatives to the ‘immutable’ futures of the four cities can emerge through re-imagining the inner alignment of futures vision outcomes with short-term plans. Secondly, the cities’ outcomes are understood in terms of their alignment outside of the city administration via trends, projections and challenges. Within this deconstruction, clarifications are made about future challenges to our environmental, social and economic futures. Underpinning these processes are the tools and methods for communities to become engaged into these futures. Geo-physical communities and communities of interest are being connected with decision makers via new synchronous and asynchronous social network communications (Hensen, Schneiderman & Smith, 2011 p. 14). Patterns in these networks are able to be predicted and improved, and this is key to cities where disequilibrium is the norm, as the pace of change accelerates (Batty, 2013, p. 24). Networks will help shape the futures of representative democracy and the futures of our cities. The discussion is conducted through the lens of the CLA’s litany, systems, worldview and myth/metaphor layers. This mapping implies not just that the cities want to be distinct in the region, but that they are also struggling to manage transformations of long-term futures as local to global conditions change.

The cities under examination were each engaged in learning about their inner and external changes as they sought to manage them. Thus CLA, being “very much oriented towards Action Learning and integrated methodologies” (Inayatullah, 2002, p. 45) allows for a

reflective analysis of how each city council understood this process. This chapter applies CLA successively in deeper layers bringing insights into a litany of what each of the cities' outcomes looked like, the systems that carry them, what the various worldviews were about particular outcomes and what myth metaphors exist that help to articulate their visionary contexts. In this way the myth metaphor layer identifies the deeper structural stories about city futures initiatives outcomes and how they shape desired futures.

Outcomes of Maroochy 2025 – A Visioning Journey

Litany

What was *Maroochy 2025* about?

The visioning of Maroochy in 2025 was about stakeholders, community and council co-creating a preferred and endorsed view of the future. Maroochy envisioned inspired decision-making, responsive leadership, connected communities, protected natural places with economic returns and minimised resource use.

What *Maroochy 2025* produced

Community visioning created ownership, shared responsibility and direction. This direction helped generate a culture of caring for the future of the city and its residents, while being inclusive of local values and ideas deepened by having world-class education facilities, generating innovative thinkers in futures studies. Imagining different futures through collaborative effort has created alternatives that could be actioned immediately, or at times when the city needed those most. Soon after the initiative was completed, neighbouring cities joined with Maroochy to form a new city, under the auspices of a new governing body: the Sunshine Coast Council.

Systems – Maroochy's Community and Corporate Outcomes

In the table below, Maroochy's long-term community visioning outcomes are mapped alongside the cities' current corporate plan outcomes.

Table 5.1: Mapping Maroochy 2025's long-term and Corporate Plan 2014-2019 Outcomes

Outcomes of <i>Maroochy 2025</i>	Outcomes of corporate plan 2014-2019 (Listed here in matching order)
Our valued natural environment	3. An enviable lifestyle and environment
Our healthy, vibrant, learning communities	2. A strong community
Our diverse transport infrastructure & mobility	4. Service excellence
Our responsible leadership, decision making and foresight	5. A public sector leader
Our smartly managed rural and urban future	Note: the corporate plan provides only five key focus areas with no key focus area for rural and urban futures.
Our innovative and diverse economy	1. A new economy

Next I compare the first outcome listed in the *Maroochy 2025* long-term plan against the closest matching outcome in the *Sunshine Coast Corporate Plan 2014-2019*, to illuminate inclusivity (or exclusivity) of the flagship long-term vision outcome. The outcome area is ‘Our valued natural environment’ and its sub-statements are: “Alternative strategies in water conservation and sewerage treatment; Safely access our diverse natural environment; Rivers boast re-vegetated banks, and are teeming with life; A united regional approach...to protect and improve our natural environments; Through legislation we...balance human needs with...the environment” (p. 94). By contrast, the matching outcome in the current *Sunshine Coast Regional Council Corporate Plan 2014-2019* is: ‘An enviable lifestyle and environment’. It has the outcome statements: “Healthy natural ecosystems and protected remnant vegetation; Well-managed and maintained open space, waterways and foreshore assets; A reputation for innovative environmental practices; and A region shaped by clever planning and design” (p. 29).

Are the two sets of outcomes linked? Yes, but a closer look reveals that there are a number of unique facets to *Maroochy 2025*’s long-term outcomes. First, “*alternative strategies in water conservation*” imply in futures studies terms that flexibility of options are being generated to help the city to fully prepare for future circumstances—whatever they may be—contingent plans to help to insure against adverse conditions. Second, “a united regional approach” removes barriers to break down silos between cities and invite new learning. Third, reforms “through legislation” help to establish a deeper premise for

statewide reforms. Fourth, the statement that “we...balance human needs with...the environment” invites coordination between environmental and social stakeholders and their aims. In addition to these four differences, of particular interest is that *Maroochy 2025*'s outcomes not only aim to ‘protect’ today but also aim to ‘improve’ natural environments over the long-term. The value of the *Maroochy 2025* long-term plan is that it not only protects, but also aims to increase the sustainability of the city into the future.

The above discussion distinguishes the value of long-term plans through the five factors of *alternative strategies; a united regional approach; safeguarding through legislation; balancing human needs with the environment; and protecting today and improving for tomorrow*. The corporate plan does not achieve these factors, suggesting that links for the Sunshine Coast to a longer-term plan are critically important to exploring alternative futures and shaping desired futures.

Worldview

How does the Outcome of ‘Our valued natural environment’ hold up against worldviews about important environmental trends? *The 2015 Intergenerational Report: Australia in 2055* gives the Australian government economic outlook to 2055, and looks at clean air, land, water and heritage protection. It supports that cities should take a regional approach because “national environmental governance is shared among the three levels of government” (p. 43). Also, stakeholders of geo-spatial communities and communities of interest will benefit from regional connection because, as the report states, “the environmental changes that unfold over the next 40 years will affect Australians’ quality of life across a range of dimensions. Over-used, damaged or depleted resources could reduce Australians’ well-being and the ability of future generations to rely on the environment for economic activity” (p. 35). All of the cities of South East Queensland hold the economic costs and benefits of air, land, water and environmental heritage in common. This linking of environment, economy and wellbeing shows that bringing resource consumption into balance across STEEPLE (social, transport, economic, environmental, political, legal and ethical) areas is an effective and common sense strategy. The cities can cooperate around areas of environmental preservation, eco-tourism, resource infrastructure and technological innovation. What cities actually see as dominant outcomes areas are the basis of political-power struggles in most cities.

Maroochy 2025 is clear about taking alternative strategies into consideration as well as a united regional approach in building a knowledge base for decisions. Participatory Action Learning about using and integrating STEEPLE outcomes is learned by playing the CLA game (Inayatullah, 2015, p. 232). While part of the struggle for balance across STEEPLE areas is driven power-politically, the value of futures outcomes is that they work with the city vision, which is driven collectively by the whole community. Regional engagement could be key to resolving some long-standing prioritisation issues about communities actually receiving what they really want for their long-term futures. An environmental-economic connection (given that economics is first on the list of the current corporate plan) could bring back a sense of hope and genuine participation to the innovations industries of south east Queensland.

The next perspective introduced to the discussion is from a report in the global arena about important long-term resource use futures. The Commission that wrote *The Now for the Long Term: The Report of the Oxford Martin Commission for Future Generations* is Chaired by a former Director-General of the World Trade Organization; a former President of Chile; Ministers from Brazil, China and South Africa; and other influential persons from India, Singapore, and Europe. It is focused on 2050 and the challenges that will affect today's and tomorrow's generations. Its central thesis adds to the need for balanced outcomes. It states:

Policymakers and academics have historically treated water, energy and food separately, with governance and research isolated in unhelpful silos. Absence of close coordination between policies that impact energy, water supply, land use, the oceans, ecosystem services and biodiversity is a barrier to a sustainable resource future (2013, p. 26).

Thus, united, balanced and futures focused governance is critically important to local, national and global worldviews inclusive of sustainability. These views support the directions taken by the Maroochy long-term initiative as being highly relevant today.

The next perspectives are from environmental and foresight experts. Their views also challenge the notion of simple delivery of environmental programs to address current problems. The environmental and foresight experts emphasise a futures Action Learning cycle: monitoring existing problems, highlighting emerging threats, identifying promising new opportunities, testing the resilience of policies, and defining a research agenda

(Cook, 2014, p. 1). The inclusion of ‘new opportunities’ in this cycle suggests that the development of alternative strategies in water conservation or sewerage treatment, or any other area related to conservation, is an essential component of preferred city futures. This is a fundamentally different approach to what the cities are providing today: different strategies as opposed to alternative strategies that may fit better as circumstances change. Where they do provide long-term strategies they lack the alternative systems and worldviews narratives that could assist stakeholders to co-create long-term futures strategies. These futures narratives could help development of a global commons in cities. One factor not included in either outcome statements above is the defining and integration of ‘a research agenda’ in open license with communities.

Environmental Trends of 2015 and Futures Challenges

It is suggested that cities better complement their long-term visions and plans via regular updates that include trends and challenges. Further it is suggested that cities and community members will ultimately use the internet of things and big data applications to create semi-automated fluid reports to complement their city’s visioning outcomes. The following local, national and global trends could form part of the updates.

Firstly, from an Australian environmental perspective, “the serious issues we face include the loss of our unique biological diversity, degradation of some of our rural land, the state of our inland rivers... pressures on the coastal zone and spiralling releases of greenhouse gases into the atmosphere” (Lowe, 2012, p. 54). Population growth is highlighted as a key cause for concern for Australian cities.

At the local level in Australia, population growth is fuelling the following sea-change trends:

- 85% of the total population lives within 50km of the coastline.
- A desire for a ‘sea-change’ is continuing, with 20% living in coastal towns and cities.
- Impacts have resulted on the local environment, character, cultural identity, and in increasing housing prices and land developments.
- Climate change may reverse this settlement pattern in the long-term (Green, 2010, p. 1-3).

The following trending innovations are helping locals to reconnect with nature:

- The ‘i-Tree program’, “has provided information on the value of urban trees and their capacity to store carbon, mitigate energy costs, and remove air pollution” (Lerman, 2014 p. 31). An i-tree project recently supported by London’s Deputy Mayor for Environment and Energy, is described as “using field data combined with local hourly pollution and meteorological data to provide a snap shot picture of the ecosystem services provided by trees and shrubs within the study area” (Rogers et al., 2015).
- Youth connections to all tiers of parks; biophilic city designs connecting families to nature through design; city staff training in connecting children to city-greening projects; and nature-smart schools, clubs, and nature networks (Louv, 2011).
- The packaging of urban and nature renewal as crowd sourced or open design proposals. For example, the project “Co-mapping our transition towards abundance for all” is investigating local land regeneration and sustainable agriculture; shared spaces e.g. tactical urbanism; green households; clean energy and transport; and co-developing local area ideas” (Pichler, 2015, p. 37).

UNEP’s Towards a Green Economy report presents the global challenge of “a transition toward a low-carbon, resource-efficient green economy that would increase income per capita and reduce the ecological footprint by nearly 50% by 2050 compared with business as usual” (Glenn & Florescu, 2015, p. 16).

Risks, roles, responsibilities, reporting, representation and rewards

The above local, national and global environmental worldviews, trends, projections and challenges support the view that critical to successful city futures is a critical environmental democracy focus of open participation in refreshing, delivering and reporting on environmental outcomes and systems. This new approach represents a shift from participatory and communicative social and ecological justice, beyond a second view of political ecology, focused on minimising risk in a risk society. It is a shift toward open participation in the planning, design and reporting of government decision-making and delivery processes. Eckersley sees “ecological democracy as being post-liberal not anti-liberal democracy”, and her position on democracy would deliver “an intense economic, technological and environmental interdependence in order to extend the links

between environmental protection and social justice” (Eckersley, R., 2004, p. 107). I add that cities are now capable of extending participatory practices through open networks for all aspects of planning, engagement and delivery, including foresight reporting across all STEEPLE and futures areas. What do we do with critical failures in cities? Who takes responsibility for the outcomes delivered, including impacts of delivery, or non delivery, such as climate change? Eckersley emphasises that failures in public spaces are left to citizens to advocate for change. There is a role for the engagement of citizens – “especially citizens, to provide the necessary motivation and political mobilisation for states to negotiate a fair and ambitious agreement” (Eckersley, 2016, p. 359). How better for both parties to be positioned to participate in negotiations about environmental failures, such as the impacts of climate change, than by having all affected stakeholders represented in an open foresight and hindsight framework? The contiguous involvement of stakeholders can produce the outcomes of foresight, and after, if there is a failed event, participate in structural change and preventative measures through open governance. With issues of risk, roles and responsibilities comes an additional question about rewards. Participation by communities in shaping their futures must come with rewards in two forms. Firstly, a psychological wage of trust, recognition and equitable respect. Secondly, respect must translate into equity as a seat at the negotiation table (among executives and leaders) and thirdly, as an actual wage through environmental and social forms of economics. While everyone has a different role in cities, everyone’s job is to shape our one shared globe under the banner of sustainability. This approach requires a broad consciousness that must embrace multiple perspectives and bipartisan policies and practices.

Myth Metaphor

The long-term outcome of ‘Our valued natural environment’ is relevant as a foundation platform for a whole of city metaphor for Maroochy. Dr. Phillip Daffara who was integrally involved with *Maroochy 2025* theorised about useful whole of city metaphors for Maroochy. They centre around the sustainable cities metaphor which grew out of a need to transform from simply seeing cities as one or other of ‘Techno, Smart, Eco or Gaian’ cities’ (2006, p. 279). Daffara prefers an integrated metaphor with a message of a ‘deeper spirituality agenda’. The agenda is a “collective consciousness...about the purpose and meaning of existence” (p. 280). Daffara reasons that each particular myth has its own unique costs and benefits, making them

useful for particular temporalities and stakeholder groups, but are incomplete by themselves.

Additional areas for research suggested by Daffara include inner and outer dimensions of individual consciousness and outwardly expressed behaviour, built form, social systems and their impacts (2006, p. 298). I add to this 'inner-outer' transaction the use of metaphors from a 'critical futures' perspective. Critical futures works with genealogy; deconstructing how the dominant discourse has manifested and who it silences. In this regard, Inayatullah frames as the perfect genealogical example the struggle between 'emancipatory' and 'instrumental' futures (Inayatullah, 2015, p. 7). Critical futures perspectives identify both challenges and opportunities; working with a dominant metaphor to create its silhouette. This extends the value of metaphor by portraying a situation differently, bringing "a torrent of new thoughts and associations, almost as if a mental floodgate has been lifted" (Grothe, 2008, p. 10). Bell defines utopian and dystopian visions as "being judged more (or less) desirable by existing society" (Bell, 2004, p8). Inayatullah (2015) applies drivers and weights to metaphors surmising that the Gaian (Lovelock, 2006) metaphor is weighed down by the dominance of hierarchy (p. 9).

In critical futures terms an instrumental dystopian metaphor is the 'silo metaphor'. It is visible through the lens of 'garrisoned futures' where cities walk in lock step with high growth cities and miss softer systems potentials. Here collective consciousness has no spirituality and is used solely as a means of measurement, management, performance, ranking and rhythm, and converting knowledge for use by closed groups. This mechanisation produces damaging side-effects of silos: 'creatures of habit' (Tett, 2015, p. 254). Silo'd confines contribute to the weight of ignorance, where "a world that is always divided into fragmented and specialist patterns is a place of missed risk and opportunities" (Tett, 2015, p. 254). On the other hand, the underlying emancipatory problem that the silo metaphor helps to alleviate for sustainable and globally connected cities is the reduction of complexity, and enriched communication in a world of accelerating pace of change. This engagement is supported by synchronous technologies that allow both instant and delayed replies and threaded networked conversations (Hansen, Schneiderman & Smith, 2011, p. 20). But there is little emancipation or consciousness beyond silos for cities that don't understand how their networks operate in relation to democracy and wider global views. According to Zurn and Walter-Drop democracy consists of two components. The first is that everyone who is affected by a decision deserves the right to participate. The second is that arguments should be backed by rationality and impartiality (Zurn & Walter-Drop, 2011, p. 260). Rationality relies to a great extent on the knowledge of the

subject of discussion and the impacts of outcomes. Ian Lowe surmises, “unless we are able to reduce per capita impacts on natural systems faster than the population grows, the condition of those systems will deteriorate” (Lowe, 2012, p. 175).

For Maroochy, there is alignment between the long-term visioning outcomes and short-term plans of the current Sunshine Coast Council. The differences are that long-term plans provide improvements and not just protections; alternatives and not just an imperative; regional approaches and not simply deep insular structural change. The key for Maroochy is balance across and within STEEPLEF perspectives, sectors and visioning outcomes in becoming a **steady-state futures city**.

The next section explores the Logan futures project.

Outcomes of *Logan 2026—City Directions*

Litany

What was *Logan 2026* about?

Logan 2026 - City Directions is the city’s overarching long term vision that guides diverse community interests and development of safe and healthy families. Its vision includes an affordable lifestyle, accessible parklands, shopping centres, connected transport hubs and improved green/natural corridors. The city is building lifestyle equally ‘in all corners of the city’ that would be connected by road, rail and cycleway.

What *Logan 2026* Produced

Today, Logan City strives to be known for its loving family lifestyle and social culture, friendly schools and clubs, its celebrations via cultural events, fairs, fetes, artistic and sporting events and for its industrial heritage. Logan’s outcomes reflect these values.

Systems

Logan’s Outcomes

At the inner administrative level, Logan arranged its vision outcomes by applying the

‘quadruple bottom line’ (QBL) into the city’s 2009-2014 corporate plan. This was of importance in “providing a framework for how decisions are made and performance is reported” (Logan City Council, 2011, p. 9). Later, in the 2013-2018 corporate plan, Logan discarded one of its QBL areas of ‘governance and leadership’, preferring instead to use the traditional triple bottom line (TBL) of ‘economy’, ‘environment’ and ‘social’ and added to these four priority areas of ‘infrastructure’, ‘city’s image’, ‘service areas’ and ‘growth’ (Logan City Council, 2013, p. 10-11). These additional areas help to manage the three selected TBL areas, but they do not provide for long-term foresight. This shows the importance and need for cities to reconcile their futures and their administrative systems with their long-term visions. The use of appropriate conceptual models helps cities to interact, learn and evolve as circumstances change (Batty, 2013, 458). The proposition I am making is that alternative conceptual models may be of value e.g. SURF (Waite, 2013). SURF stands for “Supply chain considerations that address sustainability criteria; user considerations that address sustainability criteria; relations with employees, colleagues, the surrounding community, and society at large; and concern for future generations” (p. 26). The SURF model does not, however, extend to a full framework for futures analysis. This is where the Six Pillars of futures studies excels. The six pillars are Mapping, Anticipation, Timing, Deepening, Creating and Transforming (Inayatullah, 2015, p. 2).

To give effect to its vision, Logan’s long-term city futures initiative created five official outcome areas. The five outcomes that would extol Logan’s vision are tabled in the left hand column below. These are mapped against Logan’s most recent five-year corporate plan outcomes.

Table 5.2: Mapping Logan’s 2026 long-term and Corporate Plan 2013-2018 Outcomes

Outcomes of Logan 2026 - City Directions	Outcomes of Corporate Plan 2013-2018 (Listed here in matching order)
Active and Healthy	6. Building the Wellbeing of Our Communities
Creative and Innovative	1. Building Our Major Infrastructure 3. Building Our Economic Base 7. Managing Growth In Our City
Green and Sustainable	4. Building Our Environment
Inclusive and Vibrant	6. Building the Wellbeing of Our Communities (Duplicated purposefully here)
Regionally and Globally Connected	2. Building Our Cities Image 5. Building Our Service Excellence

Are the longer-term outcomes embodied in today's corporate plan 2013-2018 outcomes? In the corporate plan delivered after the initiative, Logan's *Corporate Plan 2009-2014* states that the city "clearly responded to the vision as set out in *Logan 2026 City Directions*" (p. 9) and is guided by "the strategic direction of our community plans" (Logan City Council, 2006, p. 24). The most recent Corporate Plan 2013-2018 however, did not reference either the previous corporate plan or the long-term *City Directions*. Written as a signpost for the future, Logan's flagship outcome of 'Active and Healthy' comprises the following 2026 preferred futures:

Keeping Active - Regardless of age, gender, or ability, all Logan residents fit exercise into their daily schedules and enjoy far more nutritious diets; Living Well - individuals and the community have adopted healthier lifestyle choices. Mindsets have changed in our communities and have engendered an attitude of self-responsibility. In the long term, prevention has proven best for our community and our health system; and A City in Good Shape - well-planned and integrated regional centres have grown in key locations, while smaller hubs in between these centres act as village precincts. At the same time...we are less stressed, healthier and lead more satisfying and fulfilling lives (p. 6).

Logan's most recent *Corporate Plan 2013-2018* presents the issues of wellbeing as:

Building the wellbeing of our communities - Consider the draft Action Plan compiled from the Logan: City of Choice Summit. Agree on appropriate role and determine appropriate responsibilities for Council in response to that plan; Ongoing priority for healthy and active lifestyle initiatives; Enhance focus on City events (p. 11).

The above discussion shows similarity between the long-term outcome areas of *keeping active and living well* and the short-term outcome areas of *healthy and active lifestyle initiatives*, demonstrating alignment and cohesion between Logan's long- and short-term outcomes, over a five-year term. Another area of alignment is through the longer term option of *lifestyle choices* and action through the shorter term project *Logan: City of Choice*. Choices are best made when supplied with a well-rounded education.

The value of long-term plans is distinguished through the three factors: *integrated regional*

centres in key locations; the concept of smaller hubs in village precincts; and prevention as key to community health. The Corporate Plan does not achieve these factors, suggesting that links for Logan to a longer-term plan are critically important to exploring alternative futures and shaping desired futures.

Worldviews

The relevance of *Logan 2026*'s outcomes to shaping the future today

Logan's long and short-term outcomes centre around 'healthy and active lifestyle initiatives'.

Are these outcomes relevant to current trends and projections today? The four perspectives below are from influential and recent Australian reports. They indicate great value in Logan retaining and developing its long-term outcomes. First, the 2015 Intergenerational Australia Report: Australia in 2055 tells us that 'active ageing' strategies self-perpetuate (one completed activity generates enthusiasm for others) and are having great effect (2015, p. viii). The term 'active ageing' means that Australians are extending the number of years they are active. Second, activity is tied to better productivity: "Active ageing presents great opportunities for older Australians to keep participating in the workforce and community for longer, and to look forward to more active and engaged retirement years" (2015, p. viii). Third, the *Now For The Long Term Report* suggests that the effectiveness of active strategies has not yet peaked and they are relevant for the long-term. The report recommends a 'Fit Cities' approach for the creation of active and healthy futures. The *Now For The Long Term Report* uses the example of the 'Move-to-Improve' scheme helping New York City teachers to integrate physical activity into all areas of the classroom. Activity is one of its three foci: "the availability of healthy food, quality of health education, and effective mechanisms to enhance healthy lifestyles" (Oxford Martin Commission for Future Generations, 2015, p. 58). The inclusion of 'food futures' as a component of healthy cities is also a key to Logan's multicultural emancipation. Urban farming and markets stimulate health education and wellbeing in cities. While Logan is known for its eat-street markets and weekend fresh fruit and vegetable world markets, the markets are generally about variety and socialisation in a multi-use space. In the long term, it is the authenticity and not mainstream products that make international city markets unique and part of international city approaches, e.g. Dubai which hosts Filipino markets

out of Manila, Indian markets out of Mumbai and British markets out of Liverpool (Brook, 2013, p. 365). Logan is also developing a community gardens in Loganholme, adjacent to a city library and shopping centre; creating important educational and social potential for connecting youth, families, cultures and nature. Fourth, an Australian defence report links healthy lifestyles to workforce productivity and shifts the emphasis from the classroom to advanced technology and proactive measures that accentuate “the adoption of biological monitors and predictive diagnostics tools” (Defence, Science, Technology Organisation, 2014, p. 15). Each report supports the value of Logan’s flagship vision outcome ‘Active and Healthy’.

Myth Metaphor

The following critical futures discussion seeks to address two concepts of health and education. In this way, the discussion does not seek to find a silhouette each of good and bad composition, but rather, two value adding factors. In this sense, Logan’s visioning initiative’s flagship outcome is of Logan as the ‘Active and Healthy City’, with its “healthier lifestyle choices” through “mindsets” and “an attitude of self- responsibility”. Logan’s related short-term outcome is of “building the wellbeing of our communities” and it uses the example of “Logan: City of Choice Summit”. In both long and short-term outcomes, health and wellbeing emerges from choices. Better choices emerge largely from better knowledge and education city futures. The **‘health and learning city’** metaphor fits well with the ‘happy city’ as a strategic city futures approach for Logan. The happy city, approaches associates’ wellbeing with education, because “people who are well educated rate their happiness higher than those who aren’t” (Montgomery, 2015, l. 539).

How are the two perspectives of health and learning further connected? Learning cities, create wellbeing by placing like-minded people – in terms of their knowledge disciplines – in close connection with each other. Additionally, learning cities are made effective by applying best practice knowledge and ideas in local areas better because they have acquired systems of storage, spreading and verification (Campbell, 2012, p. 4). These systemic factors form part of the learning organisation metaphor – identified as symbolic of the creation of Logan’s *City Directions 2026 Initiative* (McGowan & Russo, 2007, p. 134).

Active and Healthy Learning City outcomes to 2030 are explored in Table 5.3 (overleaf). In the first column of Table 5.3, the Millennium Project’s projections from the Delphi study of

Education and Learning Possibilities by the Year 2030 (2007) are listed. Then, city futures projections for education and healthy cities are created in the other columns.

Table 5.3: 'Educational developments found to be most likely' by 2030 and the author's suggested learning and healthy city outcomes

Most Likely 2030 Educational Developments*	Author's suggested Education and 'Knowledge Society' City Outcomes	Author's suggested Healthy City Outcomes
Web 17.0	A global knowledge framework for the design of city futures and lifestyle alternatives in friendly formats: adapting ubiquitous computing; the internet of things and sensory data; city status modelling in multi-dimensional physical and virtual reality presentations.	<ul style="list-style-type: none"> • Creation of a full life-cycle model showing how health alternatives each affect life extension and quality • Well selected health strategies • Better performance data • Healthier citizens
Integrated life-long learning systems	A drive to develop the systems—programs, facilities and performance measures—that boost educational capacities and performances in cities	A full appreciation of the benefits of health across demographics and ages groups
Chemistry for brain enhancement	A steady adoption of alternatives that create a sustainable and balanced understanding of chemistry for learning uses.	A metabolic approach to healthy cities where activity is informed by personalised health e-monitors, studies and results of enhancements; driving smart governance and sensor technologies.
Just-in-time (JIT) knowledge and learning	Development of programs that coordinate citizens in creating and applying JIT knowledge as it streams from collective consciousness.	Development of strategies that model JIT knowledge for citizens as they make choices about exercise and policy.
Use of public communications to reinforce pursuit of knowledge	Communication of success stories and critical analyses as citizens build a personal understanding and awareness of multiple applications of knowledge.	<ul style="list-style-type: none"> • Communication of health outcomes across demographics • Communication of health alternatives • Communication of results
Use of simulations	The effect of more and less education is simulated. Policymaking is developed from simulating the effect of all visions of city organisations. Citizens are educated about these potentials.	<ul style="list-style-type: none"> • Simulation of alternative futures of health are modelled in virtual reality, with statistics and deeper values considerations implicit for each age group and city geo-area.

* <http://millennium-project.org/millennium/Education-2030.html>

Logan's utopian weights that border on dystopian myth metaphors centre around its shifting images of mono-culture amidst its many cultures and low socio-economic demographics, while being located in an academically strong region. Logan's essentially

family friendly culture could be enhanced by the introduction of culture changing variables, e.g. regionally competitive sporting facilities such as football and tennis stadiums. Logan as a learning city is a salient approach that would connect Logan as a regional and a global city, enhancing confidence, character, knowledge and skills. In the spirit of Action Learning, multiple-problem sets would be shared with Logan City and it would work with other cities to solve problems (Marquardt, 2011, p. 6). I would add that cities could co-develop outcomes, opening up the futures of Logan. Co-development of city futures helps communities to avoid a process of ‘norming, storming, forming, performing’ and move to what Marquardt defines as preferred process: ‘norming, performing, norming, performing’. In this process humility boosts power and the outcome is powerful, sharing, caring groups (Marquardt, 2011, l. 1446).

The Gold Coast’s futures project is explored in the next section.

Outcomes of Gold Coast’s *Our Bold Future*

Litany

What was *Our Bold Future* about?

With population projections suggesting the city will double in fifty years to more than one million, along with similar percentage increases in other cities of the region, the Gold Coast’s surf and seaside would be in higher demand by 2037. The *Our Bold Future* initiative was designed to introduce new stakeholder ideas, expert research concepts and community feedback about what strategies, actions and innovations the city should strive towards.

What did *Our Bold Future* produce?

The initiative, with its historic volume of community feedback for any single initiative has produced 10,000 items of feedback on nine key themes, resulting in a city-wide vision and six outcome areas, representing a major shift in strategic alternatives.

Systems

Gold Coast's Outcomes

By comparison to the long-term vision, the recent corporate plan has created only three outcome areas, and groups a wide range of strategic areas under each. This has the elements of a triple bottom line framework, although the signature headings of 'social', 'economic' and 'environmental' are refined to 'Place', 'Prosperity' and third, 'People'. But do evolved links to *Bold Future's* city vision and outcomes remain, or have tracks to a 'treasure island' been brushed away?

Table 5.4: Mapping Gold Coast's Bold Future long-term and Corporate Plan 2020 Outcomes

Outcomes of Our Bold Future:	Outcomes of the Corporate Plan 2020
A City Leading by Example	1. The best place to live and visit; and 3. People contribute to a strong community spirit
A City Loved for Its Green, Gold and Blue	1. The best place to live and visit
A City Connecting People and Places	1. The best place to live and visit
A Safe City Where Everyone Belongs	3. People contribute to a strong community spirit
A City With A Thriving Economy	2. Prosperity built on a strong, diverse economy
A City Shaped By Clever Design	2. Prosperity built on a strong, diverse economy

'A City Leading by Example' is the flagship outcome from the long-term plan, however it is difficult to clarify whether this topic is covered by the short-term plan without a more detailed description of its intent, which is: Empowering our community through information and knowledge sharing. Headline target: We are recognised as a city of inspired leaders and engaged communities" (p. 2). Also, as the corporate plan objectives are few, they also must be read for detailed intent as is provided next. Further, the flagship topic's intent of 'inspired leaders and engaged communities' is shared across two of the three related outcome areas from Gold Coast's most recent corporate plan *Gold Coast 2020*, and so they are both listed in detail, next:

The best place to live and visit – Our city provides a choice of liveable places; We live in balance with nature; We have sustainable solid and liquid waste disposal; We have fast, frequent and reliable public transport; We are an active digital city; Our modern

centres create vibrant communities; Everyone can enjoy a beach experience; Our city benefits from a great Gold Coast 2018 Commonwealth Games (p. 6).

People contribute to a strong community spirit – Our city is safe; We are proud of our city; Our community is inclusive and supportive; Our city embraces culture every day; We are a highly skilled community; We are an active community (p. 29).

The long-term vision outcome area of ‘a city leading by example’ and the ‘best place to live’ include similar objectives of ‘Empowering our community through information and knowledge sharing’ and an ‘active digital city’. This is helpful knowledge as it means that the corporate plan is still pursuing topics that were regarded by the Gold Coast community to be desirable. A further Gold Coast 2020 outcome area ‘People contribute strong community spirit’, states that the city will “[i]mplement an ongoing program of community engagement that builds interest in the city and empowers residents to get involved in future planning” (p. 32). As an iconic flagship area however, what is missing is a ‘key strategy’ driving engagement of the corporate plan’s outcomes statements, in a strategic document and in practice. It is noticeable in some outcome areas but not in others, i.e. there is a lack of consistency and transparency with how leadership and engagement is applied in the city today and so it appears to be a non-critical area. This should be remedied, as it also appears that the city only wants to be world class online, while ‘face-to-face’ or other consultation mechanisms dissolve and overall numbers of consultations in the city have dwindled. Largely, without an engagement strategy and with selective use of engagement, the comparison shows that the Gold Coast has weakened its links to a long-term futures approach to leadership and engagement. Its engagement credibility was arguably stabilised by the *Bold Future* initiative recommendation to introduce an online household panel at www.gchaveyoursay.com.au.

Worldview

In this section I explore what is critical in shaping desired futures on the Gold Coast and take into consideration the City of Gold Coast’s flagship example of ‘A City Leading by Example – empowering community through information and knowledge sharing’. First, knowledge sharing is almost self-generative and creates advances. Through knowledge we bring advances in technology, which ideally improves results in education and productivity. This belief is a trend that appears to be gaining momentum. In 2015

communities have become empowered by new technologies, helping them to participate in all forms of life. The *2015 Intergenerational Report* states that “technology is changing the way we interact with each other and how we live our lives. It is changing the face of business, markets, governments and social engagement” (Commonwealth of Australia, 2015, p. x). The outcome area of empowering our community through information and knowledge sharing, along with its outcome statement of “Inspired leaders and engaged communities”, is critical to shaping the future of cities today. This statement is particularly relevant to a city that engages its community for general feedback, as well as the future of engagement, directly into city data and open licensed product development. This means that the city is embodying key areas of the *Bold Future* initiative’s outcomes, however there is no evidence of a reference to the initiative or to a new community consultation strategy. One of the major weights to current engagement is that digital ‘media-tion’ of online content is driving fear into local governments. This, however, is set to change. Digital governance will help public servants to break down paralysis by evaluating risks more carefully (Goldsmith & Crawford, 2014, p. 118).

Second, according to the *The State of Australian Cities Report 2014-2015* cities can do more today to lead the empowerment of communities through information and knowledge sharing. It suggests that dense cities help to more closely match people who have new knowledge and skills, with opportunities that match their interests, and states that “educated people in close proximity can spark new combinations of ideas and technologies that add value” (Department of Infrastructure and Regional Development, 2015, p. 89).

Third, we should also be empowering communities to share knowledge themselves. This is at the heart of the recommendation: “Optimise new forms of political participation, transparency and accountability, whilst amplifying the voices of global citizens” (The Oxford Martin Commission, p. 59). Empowering communities to speak about long-term issues is part of the solution, and yet more needs to be done: “to enable civil engagement, influence, monitoring and participation on longer-term issues. Governments should maximise the potential of new social media tools to act as an arena to galvanise political discussion and debate” (ibid.).

Clearly, the era of public engagement has not ended, nor should it end in Australian cities. The recommendation is that links to long term Visions and Outcomes, should first,

be developed as long-term plans and second, be linked by city corporate plans. From futurist Oliver Markley's perspective, the notion of engaged communities is the preferred future. This preference encompasses "ever-increasing capability for shared meaning, resilient sustainability, abundant well-being and psychosocial evolution" (2015, p. 31). Here the openness of information and knowledge is regarded as minimalism, and eight areas of society require connection. These include areas of government, academia, commerce and non-profit organisations. Further, Markley describes a distinct type of wild card that is required for helping to predict whether particular outcomes will continue to have relevance. For the most part, to be recognised as critical futures, outcomes need to be categorised as having three main factors: first, a high likelihood of occurring "rather than low probability" and second, the categorisation must be conducted by "experts" and third, the experts must be able to specify "why" the outcomes are categorised as having a high likelihood of occurring (Markley, 2015, p. 3). The evolution of open multi-institutional networking is becoming a permanent focus for developing improved, long-term anticipatory futures frameworks and interfaces. All three perspectives above suggest that the flagship outcome of a city leading by example will remain relevant for long-term futures.

Trends, Projections and Challenges

Regarding community consultation and engagement futures, Markley cites Steele's principal book, *The Open-Source Manifesto: Transparency, Truth and Trust* (2012) as describing the current epoch of "Collective intelligence— multinational, multiagency, multidisciplinary, multi-domain information-sharing and sense-making". Looking much further ahead and with no end in site for networked consultation, Markley touches on what futurists define as a 'fifth epoch' – comprising upgradeable consciousness and neuro-singularity (Markley, 2015, Appendix p. 12).

Participatory Projections for 2030 – making creativity explicit to others

- Augmented virtual reality – realistic impressions of preferred alternative futures augmented over existing structures.
- Computer brain interfaces – you can see, hear, feel, see what I imagine.
- Ubiquitous computing – trillions of immersed, networked sensors in 2030 cities.

Global economic projections that will influence Gold Coast 2030

- Power shifts caused by the rise of China, India, Brazil and emerging nations
- Cyber security as the internet of things and digital futures grows
- Resource depletion as populations expand
- A new global economy
- Ageing and longer living

Transport trends

One of the Gold Coast's foci is how to transform its transport arrangements, e.g. solutions like light rail extensions will connect heavy rail through to Brisbane. These are innovations driving "transformation of the spatial-temporal relations in metropolitan areas and further the dispersal of urban form, creating dynamic edge city places to compete with the central city cores as business hubs" (Neuman and Hull, 2011, 1.269).

The following transport projections will influence the Gold Coast:

- Sensor technology to analyse patterns and to predict traffic movements (Banavar, 2012, p. 2)
- Electric engines and hydrogen engines that emit only water vapour, released in 2016 to U.S. and Japanese cities, with stated potential for leasing to local governments.
- Further ahead are electric and helicopter cars in 2018 and superjets in 2025 with the potential to travel from Brisbane to London in just 2-3 hours for the price of a current business class seat.
- Driverless couriers will provide convenient shopping, but threaten job losses. Drones will become embedded in our way of life e.g. to carry lifesaving floatation devices across the surf to struggling swimmers; to elevate professional 3D videography; and to heat scan for ripe agricultural crops.
- Uber citizen taxis reduce peak hour taxi queues at the cost of the traditional business model.

Myth Metaphor

While the Gold Coast is struggling to position itself as a "Participatory City", it is not necessarily reflecting issues of importance that would drive a deeper transparent democratic engagement program or process 'with' community. It is experimenting with

its own capacity to co-create its structure reactively and through informal and formal committees and networks. Elsewhere, current trends around open sourced co-creation, commons, networks and futures city metaphors will advance traditional participatory methods as the pendulum swings away from conservative views. The conservative ‘responsive or participatory city’ is nonetheless about networking and future sustainability. The ideal is about integrating “long-term governance activities into the realm of policymaking—not as a regular and formalized activity but as a fundamentally necessary element of policymaking for sustainable development” (Loorbach, 2010, p. 169). In terms of democratic ideals it would become more aligned to a ‘*public city*’ future which is distinctive for its “vision of re-authorized but utterly transformed state power, embedded, checked and challenged, as much as authorized by, a watchful confident and well-informed citizenry” (Gleeson and Beza, 2014, p. 23). The conjunction creates ‘the participatory public city’; a city that develops growth collaboratively, with its checks and balances in place. Within this metaphor is a new understanding. As populations grow, the acceleration of change is across all sectors and suggests that governments will need to become anticipatory and collaborative by nature and by design. The new conjunction becomes, **“the public and participatory futures city”**.

In the dystopian silhouette of the public city scenario, lies shallow community consultation, which could mask another type of city that actually desires unbridled economic growth. This city focuses on an ‘economic-cultural’ growth perspective and this questions recent proposals on the Gold Coast. Proposals include a cruise ship and casino/resort terminal (unapproved), a cathedral (unapproved), light rail (approved), China Town (partially approved), Commonwealth Games (approved) and the cultural precinct (approved, but without funding). Financial and administrative constraints place a limitation on the number of proposals that the community and council can manage each decade. Most proposals (aside from the cruise ship terminal), were created out of the long-term futures initiative; introduced in a context of deeper associated values (e.g. family values) and moderation. What we learned from the Gold Coast is that, if Mayors want to spend future generations’ funds, they need to work with the community in helping liberate sustainable ideas through a futures initiative. Bringing forward ideas unilaterally from a single Mayor has recently failed. The big initiatives that have been successfully approved were nearly all born out of the term of the long term futures initiative. The Commonwealth Games is coming to the Gold Coast in 2018 and the city is

moving towards the ‘economic-cultural city’ with its utopian-dystopian challenges. The dystopian view here is of instrumental ‘surveillance city’ outcomes. These forego their community engagement outcomes and wider futures frameworks. These hasten an era of post-democracy capitalism. This is a view that rejects Slaughter’s words that the world is currently facing its greatest challenges ever and that “perhaps the most ‘mega’ of all the trends that I see in the world today is the overall trajectory of development” (Slaughter, 2013, p. 358). He adds that “[t]he value to be gained from acknowledging that global limits must be respected and current ways of thinking and operating changed to conform to the new realities is literally incalculable” (Slaughter, 2013, p. 358).

The final section of the chapter explores Brisbane’s futures project.

Outcomes of *Our Shared Brisbane*—*Living in Brisbane 2026*

Litany

What is *Our Shared Brisbane* about?

Brisbane’s most recent futures initiative was *Living in Brisbane 2026* and began with an invitation to residents to explore and design through planning activities what the city would look like in 2026. It resulted in 18,500 responses from the ‘City Shape Survey’, artworks, visioning exercises and postcards, community values workshops and telephone surveys. In addition, a majority of residents agreed on what they valued about Brisbane and these values emerged throughout the city’s outcomes.

What did *Our Shared Brisbane* produce?

By involving leadership throughout the initiative, including the CEO engaging communities with the draft vision and actions, it was clear that the outcomes would be manageable for both council and the community. By the end of its second long-term, visioning and foresight initiative Brisbane had matured its capacities to engage widely, representatively and for the long-term.

Systems

Brisbane's Outcomes

There are three striking features of *Brisbane's Our Shared Vision – Living in Brisbane 2026*. The first is that the vision document begins with a statement of Brisbane's values. These are followed by corresponding outcome statements, a city story and historical timelines. The city vision is intentionally guided by resident values and innovations sourced from workshop and other forms of feedback – in no way has Brisbane city been encapsulated in a paternalistic metaphor disguised as 'leadership' that would assert a downward pressure on deep, popular thinking. Brisbane has shown to its communities through its vision document that its city administration understands the values of the city, and through stories, demonstrate how they are reflected in key features of the city.

Next, as is shown in Table 5.5, below, a comparison is made of the high-level outcome areas of the vision and the corporate plan. For this to be meaningful, outcome statements are sampled to also show what type of differences or unique factors exist in the details. Why investigate the outcome statements? For clarification of how relevant the long-term futures outcomes are to current day outcomes, which is a pre-cursor to knowing if they stand the test of time and are potentially valid for future use.

Table 5.5: Mapping Brisbane's 2026 long-term and Corporate Plan 2012/13-2016/17 Outcomes.

Long-term outcomes	Near-term outcomes
A Friendly, Safe City	5. Public Health And Safety
A Clean and Green City	1. Clean, Green And Water Smart City
A Well-Designed Subtropical City	3. Future Brisbane
An Accessible and Connected City	2. Moving Brisbane
A Smart and Prosperous City	8. City Governance
An Active and Healthy City	6. Economic Development
A Vibrant, Creative City	7. Customer Focus
A Regional and World City	4. Your Brisbane

The flagship outcome of the futures initiative is:

Bold aspirations for a friendly, safe city in 2026 – Our key task for 2026 is to retain Brisbane’s personality of freshness, friendship, optimism and community compassion while managing the rapid population growth and increasing cultural and age diversity in South East Queensland (p. 14).

The corresponding outcome from the most recent corporate plan is: “**Public Health and Safety** – that supports Brisbane’s diverse communities with a focus on social and cultural wellbeing. The program creates opportunities for all residents to be active, informed and involved in their community” (p. 24).

What is found when the far and near term outcome statements of the vision and current corporate plan outcomes are compared? They each support safety and aspects of community diversity and wellbeing. A significant difference, however, is that a **regional approach** is employed. It also seeks to manage Brisbane’s ‘**personality**’ **factors, together with changes and management of rapid population growth, and cultural and age diversity**. Brisbane’s five-year corporate plan addresses wellbeing and community engagement. Both issues are significant, however, the long-term plan focuses on long-term trends of population growth and diversity, while maintaining a high-level vision status. The corporate plan is looking at issues through the lens of the five-year frame and how this will be managed – through engagement. The distinct problem here is that without the long-term view, if cities are only guided by short term thinking, they will ‘not know what they don’t know’, and will fail to consider in their decision making the coming population, cultural and age transitions.

Worldview

While Brisbane does not reference its long-term outcomes in the corporate plan, are the long-term outcomes relevant today? The example of age diversity is taken up by the *2015 Intergenerational Report* which highlights that age diversity is vital to Australian cities as “over the next 40 years, the proportion of the population participating in the workforce is expected to decline as a result of population ageing”. The *2015 Intergenerational Report* discusses how vital it is to reach across diverse demographics to “support older Australians who want to work, as well as boosting

opportunities for women, young people, parents and people with disability to participate in the workforce” (Commonwealth of Australia, 2015, p. ix). This example speaks to the need for a city administrator who can engage residents to help create futures frameworks, in light of major futures trends and potentials.

The engagement of residents is a role that Brisbane has given great attention to. The framework its Vision document “Our Shared Vision” uses, names its official Vision “Our Vision” and includes eight “Our Vision Themes”. These Themes are supported by twenty “Our City-Wide Outcomes” that are applied as sub-headings to guide descriptions of each of the eight Our Vision Themes. Uniquely, one of the outcomes is used more than any other. The outcome area of ‘Connected and Engaged Communities’ appears in seven of Brisbane’s Our Vision Themes. The next most frequently used Outcome is ‘Learning and Informed Communities’; appearing under six of the eight Themes. ‘Caring Communities’ appears five times; these top three city-wide Outcomes imply a strong focus throughout Brisbane’s vision of connection and engagement, learning and caring. All of these Outcomes suggest that the dominant world-view for Brisbane is ‘the Smart City’.

Myth Metaphor

How do Brisbane’s *engaging futures* of ‘high-speed information and communication technology’ and being ‘connected to the world’ relate to the futuristic metaphor of the Smart City? In smart cities all forms of science are developed and integrated into the city including technology, gene therapy, virtual reality, mixed reality and other scientific innovations. This type of future is being “driven by human imagination and inventiveness” (Watson and Freeman, 2013, p. 37). Kurzweil however, sees futures as being driven by technologies. Kurzweil states that “because we’re doubling the rate of progress every decade, we’ll see the equivalent of a century of progress - at today’s rate – in only twenty-five calendar years” (Kurzweil, 2008, l. 483). Kurzweil’s law of accelerating returns is the basis for his optimism about growth, in particular of technological, biological and associated futures. This is a type of city or “society where people are fully aware of the threats to the future, such as climate change, but have an unshakeable belief in the power of science, technology, and free markets to make life better” (Watson and Freeman, 2013, p. 37). What ‘makes’ smart cities is

summarised as: the display of effective leadership; new types of governance; an engaged public; innovative policy development; investments in human capital (education, training); investments in traditional and modern infrastructure; sustainable and green practices; resiliency; a high quality of life for all citizens; and effective use of technology (Shark, 2014). These factors are very much aligned to Brisbane's preferred futures, which situate Brisbane as an international leader in the South East Queensland region.

Aligned with, though projected to be developed after, smart cities is the 'superintelligent city'. Should Brisbane participate in the co-creation of super machine intelligence where, perhaps, academics share knowledge more easily and knowledge itself is gained many times faster than we are used to? One view to the affirmative is that sponsorship and collaboration will produce a much larger share of the intelligence explosion. Wider community engagement will also produce appropriate oversight of how the intelligence is shared (Bostrom, 2014, 1.5805). What views can counteract the dystopian privileged view of such challenging city futures?

Brisbane as a multilayered (head, heart and hands) city in a sub-tropical region

After discussing this theme with a principal coordinator of *Living in Brisbane 2026*, a multi-layered city metaphor has emerged: the 'head, heart, hands city' metaphor. In this socially aware metaphor, Brisbane learns in a neural-node manner from the social, economic and environmental metaphors of Maroochy, Logan and Gold Coast cities, and is part of a deeply integrated regional metaphor. Contiguous social views for this very same metaphor, as suggested by Phillips and Christener (2011) from their book *Saving Society: breaking out of our bureaucratic way of life* create additional social or liveable principles, to be borne out by Brisbane's values, below.

- The 'head' is socially inclusive, e.g. glo-cal co-creative behavioural change. Here the social vision moves "from a 'bureaucratic self-image' toward an evolutionary self-image and an evolutionary world-view" (Phillips and Christener, 2011, 1. 303). A work-life balance and humanising city emerges, with a futures consciousness creating an evolutionary world-view.
- The 'heart' of city life is environmental sustainability, e.g. consciousness about sustainability thresholds. Phillips and Christener (2011) equate the 'heart' to

living within our emotional means. They call for societies to move from a 'wide values fulfilment gap' to a 'narrow values fulfilment gap' between what people want and what they can have (l. 619).

- The 'hands' are economic, implementing a vision of progress that rewards the structuring of the economy, to one that favours those who can supply outcomes that meet sustainability and social justice criteria. This 'hands' part of the metaphor values "deep dialogue and deep democracy" (Phillips and Christener, 2011) in the creation of progress. Representative engagement futures, as opposed to a purely 'smart city' future, must harness information technology to empower residents, looking past the shallow visions of cities that have failed to meet developer promises, e.g. ubiquitous computing in 'PlanIT Valley, Masdar and Songdo City', working with major and local software and network developers, and demanding justice at the heart of city systems (Greenfield, 2013, chapter 14, l. 1480).

Next, this social, eco-social and economic-social metaphor is embodied beyond the regional efficacies and extensions of Brisbane's Mayoral office and its empowerment of other Queensland cities. A more futuristic Brisbane co-creates and navigates global domain networks, trends and challenges of the futures. One possibility is the harnessing of futures algorithms to produce the superintelligent futures city. Algorithms provide instructions to computers that could one day read and understand natural language and provide a best estimation for the success of particular scenarios (Bostrom, 2014, l.530.)

Table 5.6: CLA – Mapped Outcomes of Four Queensland City Futures Initiatives

LITANY	<p>Each city successfully developed long-term vision outcomes:</p> <ul style="list-style-type: none"> • Maroochy: Our Valued Natural Environment - Environmental • Logan: Keeping Active - Social • Gold Coast: A City leading by example - Economic • Brisbane: Bold aspirations for a friendly, safe city in 2026 - Parental
SYSTEMS	<ul style="list-style-type: none"> • Comparison of long and short-term outcomes; reveals unique differences that distinguish long and short-term plans. • Similarities of long and short-term plans identified; reveals universal similarities between the cities.
WORLDVIEW	<ul style="list-style-type: none"> • Trends and challenges bookend the development of annual city long-term vision refreshes that complement existing long-term outcomes. • Re-connecting global and regional views to city views. • Network futures emerge as trends, opportunities and challenges. • Democracy futures emerge as trends, opportunities and challenges. • STEEPLEF futures emerge as trends, opportunities and challenges.
MYTH METAPHOR	<p>Four sets of city metaphors are critically explored, e.g. utopian and dystopian scenarios of the cities:</p> <ul style="list-style-type: none"> • Maroochy: From Eco, Tech, Economic City to Gaian Futures City. • Logan: From Family City to Active and Healthy, Education City. • Gold Coast: From Participatory to Economic-Cultural Commons City. • Brisbane: From Livable Smart City to Multi-layered Super-intelligent City in a sub-tropical setting.

Insights from the CLA

Litany

Each city is working with a particular set of outcomes to help distinguish it from other cities in the region. This is the ongoing struggle of cities in South East Queensland: to remain unique and to have layered universalities at other levels of city life. The hidden city is the ‘regional city’.

Systems

Comparisons between long-term outcomes and short-term plans show unique roles for long-term outcomes. It becomes wasteful to discard long-term outcomes in this view. What systems can help bridge the gap between the two? How can the long-term outcomes be linked to projects? How can the long-term outcomes be updated and at the same time respect the original vision outcomes developed by community for the long-term? The inner emancipatory struggle is to continually make sense of possible futures and to communicate the conclusions to others in the city via the corporate plan. But will the long-term outcomes remain relevant to city futures? This question is answered in the worldview layer.

Worldviews

Local, national and global worldviews have shown great value of long-term outcomes working as they are designed: for the long-term. Externally, what recommendations are there for how to ensure that futures frameworks continue to operate throughout cities, through networks, and how can cities facilitate this? This is the subject of the discussion to follow in the conclusion section of this chapter.

Myth metaphor

The application of silhouetted metaphors (either by emancipatory/instrumental, utopian/dystopian, drivers/weights, super/supra) helps to distinguish other selves of cities. At the personal level cities have friendly personality traits: smiling sustainably, loving life, good greed, and body builders. At the regional level we see cities waking up and realising that if they want to be here for the long term as individual cities, they must acknowledge that systems and global thresholds are real. They can contribute to expansive sustainable futures or risk having to stay the same forever, or go backwards; if they accept no responsibility and crash the system. There is no doubt that resources are depleting in South East Queensland. We see it with our fisheries in our local rivers, oceans and bays. We see it in our forests and withering green corridors and in our extractive industries, bio-diversity and spatial arrangements. Land is becoming more expensive and we are locking ourselves into 'controlled futures' by forcing prices ever higher. Democracy is a way out, as are efficient uses of networks and clever innovations

for how we use our STEEPLE resources. By making frameworks about STEEPLEF (adding futures frameworks) we can do our best to ensure our longevity, social justice, spirituality and other futures values are least impacted as time goes by.

Notes on CLA verticality and horizontality

- CLA's structure has flexible verticality, meaning that it provides uniformity but not inflexibility across the four CLA layers.
- I discussed trends of local, national and global reports across all four worldviews. But in the myth metaphor layers the new trends could be the utopian or dystopian cities as a whole. Smart cities are trending now. I include the metaphor of the superintelligent city as a future global trend. CLA analysis also works horizontally to create a breadth of alternatives. For example, as technological cities will always be the first to access new intelligence, is super intelligence really about being the best in the world at something that South East Queensland cities are best positioned to achieve, e.g. democracy, social justice, sub-tropical regional sustainability futures? Economically, what do we do as mining resources are depleted? Do we work faster at doing what we have always done, or do we diversify? Do we contribute to global innovations developments or are we only responsible for our own social justice issues?
- CLA's horizontality helps connect possible futures with "lateral discourses" (Russo, 2003, p. 78), for the questioning and creation of alternatives that help shape desired futures. There is further discussion about this CLA questioning method (CQM) in Chapter 6 of this thesis.

CLA, as a means of deep deconstruction, illuminates submerged cases, dimensions and phenomena. While the litany layer is about what happened and outcomes produced, analysis within the deeper systems layer between long- and short-term outcomes produced an additional finding. The prioritisation of outcomes changed between the long-term vision outcomes and short-term planning views, e.g. from environmental to economic. Can community values have changed this much? Part of the reason for the values shift is economic cycles and associated priority adjustments because of political decisions. How can futures methods adapt to changing cycles and conditions? These questions are answered next, in the conclusion section.

Conclusion

Cycles of new Mayoral leadership have conflated the hard systems of engineering and economic feats with soft systems of socially just networks, green corridors, education, active transport and cycleways, support for healing centres and better disability support programs. This is problematic but is not ‘the end of the road’. As political groups change, Inayatullah’s conclusion is that “different foresight processes are necessary for different phases in city planning and development” (Inayatullah, 2011, p. 660). This is a practical pathway for change.

Five critical conclusions

The inner emancipatory view about city systems problematises the failure for cities as leaders of the whole-of-city long-term views. It identifies the need for a policy framework that first, bridges existing futures community-developed vision frameworks across new political cycles. Second, such policy would anticipate trends and challenges by integrating scans into short-term corporate plans, or better, the release of annual long-term outcomes reports. Third, policy would incorporate better STEEPLEF models that would help cities to balance and integrate their visions with alternatives as circumstances and political cycles change. Fourth, changes would reflect acknowledgement of current trends and global challenges. Current global challenges include scarcity, climate change, demographic change, longer life, global power shifts and new connectivity. There is the potential for robotics and AI to challenge cities also. Overall, as resources become scarce towards 2040, global interest in Australian resources will increase. Fifth, short-term plans and projects would link to long-term plans.

Recommendations based on stakeholder groupings

Policymakers

- Each city could provide alternative strategies and worldviews that may suit their contexts better as circumstances change.
- Define and integrate ‘a research agenda’ in open license with communities.
- Complement links to futures and include the trends, issues and grand challenges that impact the long-term futures of city futures as virtual and changing matters.

- Appoint the Mayor to a regionally empowered community that retains knowledge as political cycles begin and end.
- Ensure that environmental thresholds are transparent, monitored and met annually.
- Apply The Six Pillars of futures studies to corporate frameworks: ‘Mapping’, ‘Anticipation’, ‘Timing’, ‘Deepening’, ‘Creating’, ‘Transforming’ (Inayatullah, 2015, p. 2).

Mayoral teams

- Mayoral teams need to show that they understand the global issues and their impacts and the solutions that they are considering.
- Take part in long-term futures initiatives and involve other sectors.
- Involve key officials and other regional stakeholders in potential solutions throughout futures initiatives.
- Create campaign platforms that include major projects in each STEEPLEF area.
- Develop neural participatory nodes between and within cities of South East Queensland.
- Politicians need to foreground current aims and background those that are not, but never ignore issues or kick them down the road for future generations as their solutions may cost more in later decades.
- Take part in creating solutions to long-term issues; create hope and a magnanimous spirit for the futures of cities; a culture that transcends electoral politics and cycles.

Futurists

- Lead the development of global city futures policy agenda.
- Facilitate the global policy agenda.
- Clearly identify the challenges that cities address.
- Show how cities can link up to local professional futurist networks.
- Participate directly with cities.

Recommended futurist team – take the outer city view into hand

- Exemplify trending innovations and developments.

- Highlight for community the solutions that the city is addressing across various sectors.
- Show the world how the city sectors are helping to solve grand challenges.
- Engage communities to further their knowledge and empowerment of city evolutionary outcomes. Help create futures frameworks in light of major futures trends and potentials.
- Engage software developers and network designers in social justice driven futures.
- Link-in the South East Queensland Futurists who can network internationally.
- Create a ‘a futures research agenda’ in open license with communities.

This chapter explores the value of long-term outcomes in city council initiatives in light of projections in Australian long-term reports and in futurist theory. Then, it recommends administrative changes. Considerations for how cities imagine their futures, as both utopian dreams and dystopian disowned selves, are discussed as silhouetted alternatives. Sets of metaphors are used for this purpose. Emerging issues and cities’ grand challenges, and the sets of myth metaphors, emphasise the context that is needed for cities to ultimately transform city management models and outlooks.

What are the failings identified by the CLAs?

- Silos are accepted inside the city, which lowers the guard against ‘garrisoned futures’; cities that fall into a lock -step arrangement, emulating larger cities in currently diverse regions, can end up losing what they came to enjoy; beautiful and rich environmental systems.
- Cities that ‘make do’ with only social values can fall behind. It is important to highlight the value of multiple cultures, health and activity, and learning as key assets.
- In economic cities community empowerment is trending – citizens want a deep and meaningful say and participatory frameworks established. They want to create their preferred futures. They want this to be organised by cities, or they won’t see how the city is adding any real value to what they can already do on social media. Cities cannot act unilaterally in wishing for new major projects to emerge; they need the blessings of locals; they need democracy to work.

- Regional development across all STEEPLEF values is partly the responsibility of the stronger cities. Exchange systems can help citizens, start-up businesses, non-profits and industries alike to meet and accelerate deeper research and development activities that make use of STEEPLEF efficacies.

The final metaphor for Brisbane, imagines the multilayered (head, hearts, hands) intelligent and futures oriented city. The desire is that cities are able to develop a futures consciousness within a social-environmental-economic-intelligent sub-tropical region and global futures context. This means that all of the outcomes of the inner and outer city combine to meet grand challenges, thus humanising it as they attempt to prioritise effective STEEPLEF Outcomes. Futures frameworks, such as the six pillars will be welcome tools and methods to maintain sustainable cities. As a “regional city”, South East Queensland cities benefit from networking together state-wide, nationally and globally, to achieve preferred futures. The question for distant regional futures becomes: ‘is brain-computer superintelligence the only future that should be planned for, or should contributions and sponsorships be considered for other futures types, e.g. the aerotropilis cities, multi-planetary civilisations, ocean cities, overnight mega-city developments (such as. the proposed Asian \$40bn Forest City), and Artificial Intelligence futures?’

“There's always another storm. It's the way the world works. Snowstorms, rainstorms, windstorms, sandstorms, and firestorms. Some are fierce and others are small. You have to deal with each one separately, but you need to keep an eye on what's brewing for tomorrow.”

— *Maria V. Snyder, Fire Study.*

Chapter 6

Conclusion

Conclusion for Engaging Futures Transforming Governance

The primary research question being addressed is, how do futures studies tools and methods help to transform governance? Multiple perspectives have emerged that respond to this objective, through the use of Futures methods including CLA, the futures triangle, the six futures questions, scenarios, backcasting and bivariate modelling.

Cities have traditionally operated through the use of legislation and formal structures and by servicing individuals, and complying with local, state and federal government requirements. Contemporary cities are now having to adapt and interact more at the global level and need to expand their processes of foresight, engagement, outcomes and governance frameworks beyond the delivery of long-term plans. They need to introduce fuller futures frameworks and practices.

Respective chapters and research areas

Chapter one identifies existing challenges of population growth (as an example of the need for improved systems in cities to help face rapid changes and growing environmental, social and economic challenges) and existing systems that are key to planning ahead of rapid change in cities. A conclusion from chapter one, is that the critical successes and failures of city futures initiatives—as understood through: analyses of phases of pre-planning, planning, engagement, outcomes and governance; and of the shaping of desired futures—are better understood after applying futures frameworks, including the six pillars – mapping, anticipation, timing, deepening, creation and

transformation of futures. Each pillar has its own futures tools and methods that broaden and deepen issues, sometimes temporally, and often toward the preferred future. With action learning strengthening internal practices and engagement opening pathways to interested communities and stakeholders, sustainable futures become possible and democratic pathways more feasible. Futures frameworks, once connected in cities, create the vision, processes and empowered communities who can connect the methods flowing around cities currently (e.g. community consultation, information provision, capacity building, advocacy) into a broader context that considers long-term futures of cities.

Chapter two responds to the question of ‘what are the critical factors that help cities explore alternative futures and shape desired futures’, and focuses on the role of the futures initiatives in achieving this. It maps the critical framework and factors that impact significantly on the success and failure of the initiatives in cities.

The truly important matters concluded from chapter two are summarised in four areas here.

Firstly, the conditions for successful futures in cities begins (albeit initially driven by State legislation), with connection of futures tools, engagement and governance city systems.

Secondly, during the planning of long-term initiatives, robust networking (models, practices, inclusiveness) that combines stakeholder and expert views with those of the community representatives (e.g. Mayors, CEOs, industry leaders, NGOs) in a multi-layered (deep, wide and synthesised) co-creation planning framework is best at empowering, updating and gaining agreement from stakeholders about the phases of delivery and outcomes produced, thus reducing potential for adverse reactions later.

Thirdly, during the engagement process of major initiatives, wide reaching stakeholder, expert and community consultation that employs local and international champions generates multiple perspectives and creates support from those who will also be most likely to integrate outcomes from the initiative into their own worldviews, policies and practices.

Outcomes that are developed from major initiatives that are created, selected and integrated into governance frameworks will last longer and have more credibility if they have been evaluated by city executives and politicians in transparent meetings with community stakeholders. Communication (media, advertising) updates (throughout the process) and reports of how outcomes are used in the planning processes the city uses, will give most uplift and awareness about the effect the outcomes are having in the city. Then, a further factor is possible – development of STEEP futures, and also Leadership, Engagement and Futures systems. The latter are the processes needed to sustain foresight in cities. Given the challenge that foresight brings to politicians, continuity of the approval and use of foresight outcomes across electoral cycles is a major conclusion leading to a recommendation, to strengthen and balance decision-making for a local area between tiers of powerholders before, during and after city futures visioning by including foresight in an Act. For example, in the UK, The Cities and Local Government Devolution Act 2016 states that “power to provide for election of mayor”, be created whereby “A mayor for the area of a combined authority is by virtue of that office a member of, and the chair of, the combined authority”. Where some city futures initiatives are conducted across electoral timelines, which may lose their Mayor if unelected, representatives at other levels of government can sustain continuity of outcomes where community majorities clearly want those outcomes. This is important where a City administration’s visioning process is supported by a majority of community members, yet is overturned. Currently, a newly elected Mayor who receives about 35% of the vote to be elected can remove links to a long-term vision that was agreed to by 70% of the population of a city. New Mayors are less likely to take on board suggestions of predecessors, which is a floor in city democracy that should be amended.

The chapter creates a temporal or spatial scale of critical effectiveness to help list and map key steps delivered (and their issues) by the four city futures initiatives. The scale maps steps at the litany level of analysis. The use of CLA in chapter two helped deepen three implicit questions. These ask how the purpose of futures initiatives—which is to create alternative futures and shape desired futures—fulfills systems at the level of the organisation, the city and the State.

A conclusion is that all phases of planning, engagement and delivery of futures initiatives,

and after in the continual updating of city foresight practices should be stakeholder inclusive:

Given the exponential rate of change making any particular view subject to blindness - i.e. high degree of uncertainty - it is crucial that all stakeholders be included in foresight workshops and processes. This can reduce worldview blindness²².

The continued dialogue with stakeholders about futures possibilities opens pathways for those stakeholders to also transform their own systems at various levels inside and outside of organisations and cities.

Chapter three responds to the research objective of ‘how to create alternative futures and shape desired futures’ in a different manner to chapter two, as it clarifies the phases of the initiatives and builds on the analysis in chapter 1, by structuring recommendations for gaps that remain submerged at the theoretical level between governance futures, STEEP futures, leadership futures, engagement futures and foresight for futures studies in cities (STEEPLEF). It theorises that individual engagement methods are linked and customised to help meet one or more mind-sets, cultures or systems areas that may be present in cities. For example, conclusions are provided that support ‘*environmental city*’ engagements, in the following ways:

Firstly, the initial City Vision is critical, as it provides a creative context, followed by a rational and scientific context, for discussing and grouping particular engagement approaches, which is used for a given situation. Considering that cities are currently in the digital age and are experiencing diverse perspectives and devolution of power to local areas about climate change and other ‘green city’ issues, new approaches using apps and online engagement could help build community participation in eco-practices of measurement, caring and restoration of inner city green-belts or marine systems.

Secondly, Action Learning creates methods for undertaking such projects in a manner that could link systemically to local area visioning and desired sustainability outcomes, providing local industry solutions and customised innovations.

Thirdly, reflective monitoring to restore alignment between the city vision and the local

²² Professor Sohail Inayatullah, email correspondence, 15 April 2016.

area enables the transparency and accountability needed to prevent environmental degradation.

Fourthly, critical intertextuality communicates awareness through layers of the city stakeholders, experts, developers, non-government groups and others.

Conclusions for futures tools and methods that support '*social city*' engagements:

Firstly, empower citizens to advocate for and use multi-purpose spaces to reactivate disused spaces and under-used spaces, and to generate transcendence in disenfranchised sectors, including the arts, migrant, disabled and unemployed groups, as well as for new business start-ups/fledgling groups.

Secondly, integrate worldviews, lived practices and experiences to generate real sharing and empathy, and deep understanding of problems as a first step in creating solutions.

Thirdly, increase audiences from just citizens to communities of interest, who can help via sharing the global market, commons and consciousness.

Futures tools and methods that support '*engagement city*' engagements.

Firstly, new engagement methods, adopted more frequently in partnered approaches, bring connectivity, ideas and the refreshment of the cultures of engagement in cities.

Secondly, online household community reference panels brings accumulated learning and ideas from an independently selected 'control group'.

Thirdly, engagement strategies that are responsive to linguistically diverse groups brings a range of opportunities to and from those who may be experiencing limited access to creative processes.

Conclusions for futures tools and methods that support '*economic city*' engagements:

Firstly, an understanding of the phases of economies, dualities and contexts creates critical and foresighted approaches to cities that are linked across STEEP areas.

Secondly, balancing quantitative and qualitative feedback and STEEPLF foresight connects

project manager worldviews to the deeper worldviews that interest communities.

Thirdly, urban engagement metabolism—a model of engagement stakeholder groups, purposes, flows, costs, wastes and consequences in cities—can help cities to understand the context their city is part of, e.g. population size, number of stakeholder groups, visibility of those groups and potential benefits of engagement.

Conclusions for Futures tools and methods that support ‘*global city*’ engagements:

Firstly, Mayoral exchanges, cultural event partner programs and personal awareness builds partnerships internationally to widen networks and enable exchanges.

Secondly, East-West strategies are essential, particularly as global boundaries and opportunities shift and create more possibilities online.

Thirdly, global strategies require the development of research and relationships with international partners equipped to co-create preferred futures.

Fourthly, global engagements provide an outstanding opportunity for cities to combine foresight and engagement with trust building and marketing of cities.

The third part of chapter three is a CLA of the planning and engagement approaches. It concludes as follows:

- **Litany:** create a futures learning strategy and lifestyle to ensure that foresight helps shape the futures of cities.
- **Systems:** shape collective group decisions while connected to the knowledge society, aligning contemporary futures systems with preferred futures.
- **Worldview:** emerging global technologies are bringing deep shifts in decision making practices, outcomes and contexts for the public realm, requiring strategic uses of foresight to improve outcomes for the circumstances the city has.
- **Myth metaphors:** reinterpreting planning, engagement and outcomes through multi-perspectival myth metaphors creates alternative strategies. The myths identified include:
 - *Utopian Third Space City*
 - *A Model Society: Engaging Futures Governance*

- *The Responsive City*
- *Waves of Global Democracy*

Chapter four responds to both questions of ‘how cities create and explore alternative futures and shape desired futures’ and ‘how futures tools and methods help to achieve this’. Chapter four exemplifies the use of futures methods and explores, from a 2030 perspective, how futures of engagement can improve foresight and governance in organisations, and across city systems.

The general recommendation for what policymakers can do to overcome these barriers for the future of futures planning and engagement is concluded here as a Foresight Policy, Strategy, Actions and Innovations Program for local governments.

1. Futures Planning and Engagement Policy.

- a. Establish a City Futures Policy.
- b. Establish City futures team.
- c. Establish Branch sub-Policies.
- d. Establish City Futures Policy guidance in an Act e.g. the Local Government Act or a Local Government Foresight Act.
- e. Establish connections with futurists and universities to help create futures policy.

2. Futures Planning and Engagement Strategy.

- a. Create a new city futures alternatives strategy that not only focuses on economic development, but also incentivises social and environmental growth and public-private partnerships and strategies. An array of long-term branch futures strategies would build on technology, cultural, educational and other futures in the city and in the region. The city would be an actor seeking answers to questions about emerging futures. The city would engage locally to help create the products or services that it needs to fully understand the future in its branch areas. The city would undertake regional to global collaboration with cities and other stakeholders, to build systems that help achieve this

strategy. More should be done with city and urban data to create preferred futures.

- b. Profile community's expectations for the long-term future and identify corresponding communication opportunities to install futures messages into the community, e.g. sustainability practices leading to stronger futures.
- c. Identify consultation opportunities to develop futures strategy with business and government stakeholders. This would be a bridge to a regional futures strategy, allowing shared resources of mobile futures forums facilitated collaboratively by cities and other levels of government, industry and community representatives. Online satellite forums would enable regional collaboration.
- d. Build community education about futures in schools, local conferences and tertiary organisations.
- e. Build capacity and futures vocabulary/strategy of local businesses and larger organisations.
- f. Advocate for longer-term futures strategies at other levels of government that affect cities. Advocate for federal funding to create a national city futures portal.

3. Futures Planning and Engagement Actions.

- a. Work with qualified futurists to recognise new global learning opportunities and integrate futurist practices into engagement strategies, e.g.: include anticipatory Action Learning into research and workshop methods.
- b. Conduct environmental scanning, research and reporting across all emerging and corporate plan areas and focus on scanning emerging issues of importance; globally, nationally, regionally, locally.
- c. Build linkages with planning, social, economic and other teams to ensure integration.
- d. Continue regional staff networking about futures and engagement issues.
- e. Conduct independent engagement and futures studies.
- f. Develop futures partnerships with local groups, organisations and global (sister cities) peers, and develop a stakeholder futures reference group.

4. Futures Planning and Engagement Innovations – working with city groups to co-inspire long term futures.

- a. Actions would include emerging issues analysis at the global level, working with branches to co-inspire and facilitate long-term views across alternative areas. With this work done, the team would turn to community to help check values and work with futurists to identify unmet opportunities in terms of process and content.
- b. Political arm of government conducts their own alternative futures exercises to ground their prospective capacity for continued affirmative and purposeful decision-making about the collective futures of the city. Stakeholders and businesses would also produce their own strategies but would integrate them with the city vision. An awards program would recognise long-term sustainable business thinking.
- c. Work with local groups to help build regular and transparent community discussions about the future, and how to integrate business and lifestyle practices through ‘transformer groups’ who have the close ear of government.
- d. Staff conduct bi-annual community summits to build bridges across council directorates. Formally debate at the internal summits the value to the future of items in the corporate plan.
- e. External Micro City Futures initiatives are combined with ongoing conferences. Results of these are scheduled every four years with larger city futures refresh initiatives, and are aligned to the first year of political terms. They are scaled to allow representative democratic involvement of sample groups with the motto that ‘practice makes perfect’. Every 12 years long-term city futures initiatives are conducted again.

Given the need to substantiate planning practices at the corporate level, for cascading down to all Branches of councils, the following general recommendation is critical for engaging futures governance in cities: The inclusion of foresight in state legislation for the purpose of empowering changes to strategic foresight practices in the city at the corporate and other operational levels.

Former CEO of Maroochy, Kelvin Spiller's comments support this recommendation:

Foresight is required to be put in place by legislation. This is to encourage managers when councils are involved in shortfalls and then capital raisings because the sophistication of systems in Councils aren't already in place e.g. infrastructure renewal gaps of as much as \$12 million or more can require preventative systems. These systems are needed to counter electoral short termism of 4 year terms²³.

According to Kelvin Spiller, the following steps are needed to be cascaded down through management teams, "particularly when \$30-\$40 million service implications or infrastructure replacement is necessary:

- Step 1 Visioning with stakeholders
- Step 2 Service planning
- Step 3 Asset Strategy planning for the future
- Step 4 Encouragement of leaders and managers via legislation and a strategic assets plan"²⁴.

Chapter five. Chapter five responds to the research question of 'what are the challenges that the cities face in creating lasting visions? The following italicized text provides important conclusions to this question from the author:

One reason is the lack of legislative support for city visioning, particularly through the development of community consultation plans for significant projects in cities. For example, the Local Government Act only sets out minimum requirements for consultations, leaving room for disparity of standards of service delivery between cities and from one project to the next. Without additional guidelines in legislation, cities would not be able to appropriately plan resources for the engagement of communities for each band of projects e.g. city plans, corporate plans, key strategies and actions. Community visioning is difficult to organise if local area plans and Visioning is not specifically called for by legislation. Part of the struggle for communities is caused by a lack of specific requirements to engage with marginalised communities e.g. youth, remote urban and

²³ Kelvin Spiller, former CEO Maroochy Shire, telephone correspondence, 7 April 2016

²⁴ *ibid.*

overseas residents, indigenous persons and disabled persons. There is also a lack of focus for stakeholder engagement which is currently selectively legislated for, rather than being properly prepared in a representative manner inclusive of champions, local professionals and academics. There is no requirement for executive leader engagement of community members throughout the year. New urban areas are growing quickly and this is changing the character of neighbourhoods. Organised cities are able to develop local community group discussions, however these often dissipate after an initial report is delivered.

Many other examples of 'challenges in creating lasting visions', were found by analysing differences between the Four City Futures initiatives' long term plans and corporate plans. Examples were found of long-term plans calling for a united regional approach to breaking down silos between cities; alternative strategies; balancing human needs with the environment; and protecting for today and improving for tomorrow; and many other examples identified in chapter five. As I was mainly researching flagship examples, I presuppose that there are further examples of actions covered by long-term plans that are not covered by short-term plans. The results were extraordinary, in that there are clear differences between the two types of planning processes suggesting a need to permanently link short-term plans to long-term plans and yet links from corporate to long-term plans were cursory and would only link, in some instances, to narrowly developed Visions. The other feature of long-term plans is that they routinely prioritised 'softer' community and environmental outcomes as flagship or higher level outcomes than did corporate plans.

Reasons for why cities are not already greener and healthier, include misunderstanding of the complexity existing in cities.

Foresight

- Focusing on the important issues affecting cities today, while reacting slowly and/or reactively to emerging issues. Cities with futurists who focus on the long-term issues and work with leaders to report on the cities' futures.
- A focus on grand challenges and local issues can provide for better strategies and actions today than a focus that ignores one or the other or both.

- Mini-lateral engagement processes do not appreciate local-regional-national-global examples causing a loss of sight, resilience and innovation in cities. An approach exploring alternative (possible, plausible, preferred and engaging) futures and multiple scenario sets presents more resilience over economic cycles and for demographics and lifestyles in cities. Further, an approach that integrates past cultural and historical preferences, with present issues and hopes, and future challenges and opportunities illustrates the complexity in cities. I present such a model here, that helps grapple with the difficulties cities are facing. CLA is a feature of this model, as is the futures triangle. The pulls, pushes and weights of the past, present and futures, creates an opportunity to identify what past preferences are valued today, e.g. the ‘yester-year’ metaphor is making a resurgence in cities that are looking ‘within’ for models that worked previously and include all of the cultural values that are relevant today. Spirituality, caring in the home and across urban areas, slower economies, respect for seniors, exploration of the ‘great outdoors’ and life-long learning from people in workshops are all aspects of older cities that fit well in current cities with sustainability aims. Working across four sides of the model below, and through the temporal levels, allows for integration of four scenarios. The model is a ‘vinculum’ model that ties connections across CLA, futures triangle and temporality perspectives and scenarios.

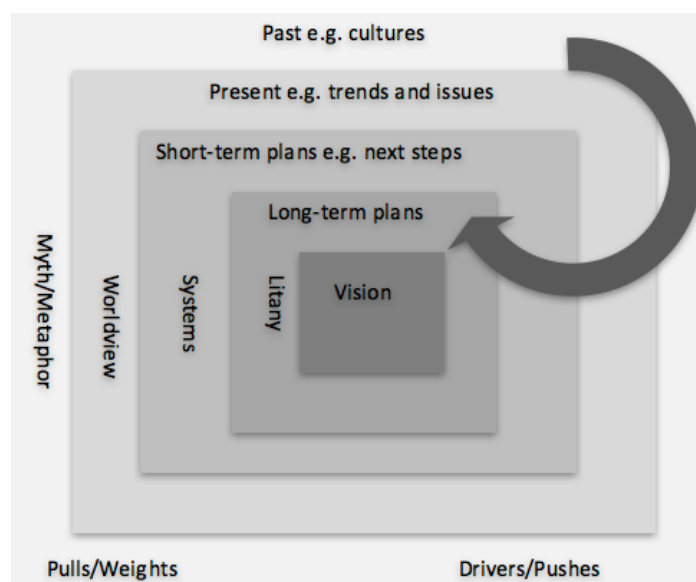


Figure 6.1: Temporal vinculum model

Engagement

- A deeper systems analysis that brings worldviews into consideration provides trust, versatility, variety, and credibility into engagement processes. Without depth, cities miss embracing cultural values, systemic connections across STEEP areas and connection to learning processes linked across cities via intermedia and intertextual methods. CLA brings clarity to engagements for this purpose of in-depth and thinking across horizontal perspectives.
- Thinking horizontally across multiple perspectives can lift the innovations in cities, bringing leaps of quality from one generation of thinking to the next. Without embracing competing perspectives, cities are lulled into thinking that their view is the only view that matters.
- The challenge of online engagement for the future includes the commercial drive to market technology that meets community needs. The community sees the social opportunities in social media but not necessarily the impact on democratic information flow and decision-making. In terms of community engagement, better decision making can only result if resources are available to monitor, influence and representatively evaluate community feedback within a system that is prepared to wait for a democratic outcome by official decision makers. Perhaps social media and widespread awareness that participation in open networks brings makes consumers impatient for outcomes. The ultimate solution(s) are about engagement efficiency (smart/efficient use of methods) as well as resourcing Council/city capacity to manage online. But how long into the future can this cycle continue? There is no doubt at this stage, that social media proliferation has not stopped. Cities that do not participate online will lose the race for information meritocracy and the physical rewards that it precipitates, e.g. online advocacy leads to commercial results.

Governance

- Alignment of systems is critically important to cities. New learning and strategic integration of foresight must be supported by the frameworks that validate and structure the alignment of inner and outer, older and newer, present and future foci, products and behaviours. Local, state and federal approaches all offer

insights into how cities can connect through multiple tiers of operation and forethought. Without a multi tiered approach, cities are prone to silo'd thinking which can result in a misbalance between human, environmental and economic interests. Too great a focus on knowledge can result in sub-optimisation of outcomes and conversely, a failure to deliver a program that is informed by new knowledge triggers dominance of the 'yester-year' paradigm.

- Governance must also include policies that focus on key reasons for environmental degradation including the issue of population growth and how to manage for 'slow growth' that sustains a level of abundance in cities. Without such an approach, cities may face future burdens of more frequent 'boom-bust' cycles and/or other more permanent hardships and degradations.

Solutions include changes to the methods for selecting corporate plan priorities. Six solutions are clarified next:

Firstly it is of critical importance that legislation help direct a policy framework that bridges existing futures community-developed Vision frameworks across new political cycles – where it is shown that a majority of community members desire the vision outcomes.

Second, such policy would anticipate trends and challenges by integrating scans into short-term corporate plans, or better, the release of annual long-term outcomes reports – either within the Annual Report or in a stand alone document and website. This site should be operational all year.

Third, policy would incorporate better STEEPLEF models that would help cities to balance and integrate their visions with alternatives as circumstances and political cycles change – these policies or strategies would bridge across silos and would provide worldview statements and myth metaphor narratives.

Fourth, changes to existing Visions and Outcomes in future documents, would reflect acknowledgement of current trends and global challenges. Current global challenges include scarcity, climate change, demographic change, longer life, global power shifts and new connectivity. There is the potential for robotics and AI to challenge cities also.

Overall, as resources become scarce towards 2040, global interest in Australian resources will increase – involvement of professional futurists in this activity would help to create global innovations and consistencies.

Fifth, short-term Corporate Plans and projects must link to the City Vision and long-term plans – cities must show at all times that they are being guided by a robust and visionary Vision statement linked to long-term plans inclusive of all STEEP areas in the city.

Sixth, new models are required for the selection and presentation of long-term and short-term outcomes. They should not be created as ad-hoc and poorly thought out frameworks. Their frameworks should be celebrated as holistic, functional models that correlate with a larger city Visioning process and Engaging Futures Governance Model.

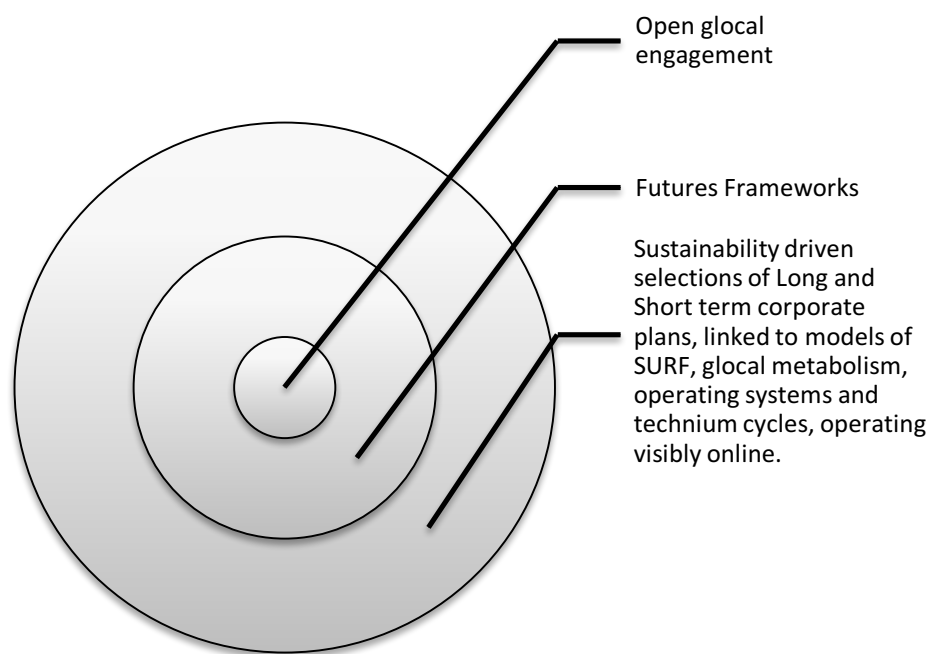


Figure 6.2: Synthesised Engaging Futures Governance Model

Chapter 6. Chapter six summarises and concludes the thesis. The following conclusions are provided in three parts: a questioning model/method, ‘Causal Layered Analysis Questioning Method (CQM)’; a conclusion about ‘commons’ values connecting cities across regions; and a conclusory recommendation about engaging futures governance in cities. This final discussion concludes with levels of analysis that build toward a greater

understanding of issues and contexts locally to globally. It then provides a regional commons approach, to support an ethos of regional collaboration in south east Queensland and in other regional areas.

Causal Layered Analysis Questioning Method (CQM)²⁵

Multiple methods are needed in delivering foresight in cities. For example, the use of causal layered analysis as epistemological layers and questioning provides insights into corporate and/or community problems and solutions which are used in a variety of projects including visioning initiatives. The CLA Questioning Methodology (CQM) could benefit community consultations where Action Learning approaches are normally used i.e. in the development of survey, interview questions and other methods of inquiry.

CQM would be used to develop and deepen community perspectives by clarifying systems, worldviews and myth metaphors that resemble more closely the reality of the community and their hopes for preferred futures. Community consultation has many purposes, and input is not always accurately reflected in the process of consultation or in its outcomes, giving merely the *appearance* of democracy. CQM should be used in community consultation projects to give citizens a meta perspective about what and how they have learned and about their hopes for preferred futures.

Experience with others brings new information, whether from the questioner or within the framework of a project. Schutz argues that it is only with the input of others that the construction of reality and meaning is made possible²⁶. Meltzer, Petras and Reynolds²⁷ tell us that in the interactionist image human beings are defined as self-reflective beings. Human beings are organisms with selves, and behaviour in society is often directed by the self. The behaviour of individuals is 'caused' not so much by forces within themselves (instincts, drives, needs, for example), or by external forces impinging upon them (social forces and the like), but by what lies in between: a reflective and socially derived interpretation of the internal and external stimuli that are present. This is the duality of human nature to develop personal perspectives and human experience of interaction with

²⁵ Revised from Russo, C. (2004). The CLA Questioning Methodology. In Inayatullah, S. (Ed.), *The Causal Layered Analysis (CLA) Reader: Theory and Case Studies of an Integrative and Transformative Methodology*. Tamsui, Taiwan: Tamkang University Press.

²⁶ Schutz, A. (1972). *The Phenomenology of the Social World*, London: Heineman Educational.

²⁷ Meltzer, B. N., Petras, J. W. & Reynolds, L. T. (1975). *Symbolic Interactionism, Genesis, Varieties and Criticism*. London: Routledge and Kegan Paul, p. 2.

others and their environment. This interaction results in community members forming cultural values about the services, products, structures and facilities that they interact with. CQM can help community members to provide a fuller understanding of this interaction as it relates to their experience of reality through the lens of CLA.

CLA's epistemological principles

Epistemology addresses the categories from which we have knowledge and includes changing the way we know²⁸. As creator of CLA, Inayatullah uses the macroscopic lenses of historical trends to focus on a range of futures typologies. Inayatullah maps many macrohistorical trends in works such as *Understanding Sarkar* (2002) and *Macrohistory and Macrohistorians* (1997), and weaves these with CLA to provide an enriched fabric of vertical and lateral layers/knowledge categories; these are CLA's layers of litany, systems, worldview and myth metaphor (illustrated in the Figure below). The CLA questioning method uses Inayatullah's representation of CLA and analyses this epistemology to question layered perspectives. It does this to gain vertical depth and horizontal breadth, by questioning and gathering research. For example, when using 'futures wheels', participants of workshops should question a range of economics futures and outcomes of those futures, with additional CLAs. Alternatively, when using CLA, create topics for each layer and identify their impacts without applying futures wheels. Then, add local to global perspectives for each CLA layer.

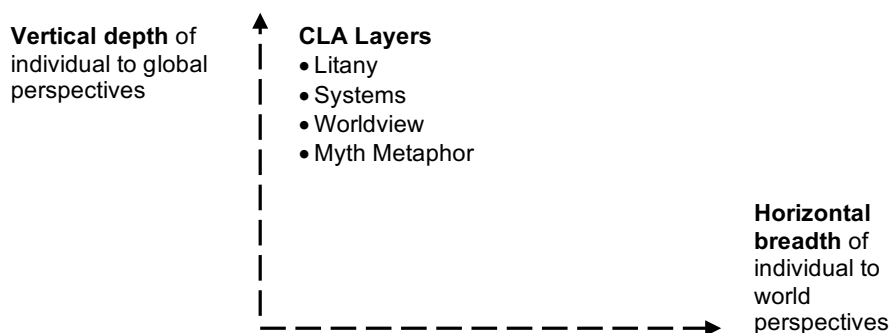


Figure 6.3: Vertical Layers and Horizontal Perspectives

²⁸ Inayatullah, S. (1997). *Global Transformation*, London: Sage Publications.

Researching the individual to global perspectives within CLA's layers

CLA's litany, system, worldview and mythology layers guides research into community perspectives. Within the layers, perspectives act as filters to modify the type of information that can be researched and provides alternative options for action. Fisher argues, "clearly, a concept that is trivial or irrelevant or even ignored in one perspective, may suddenly leap into importance when one applies an alternative perspective"²⁹.

Global perspective

The global perspective is the personal and/or collective perspective of our self's/community's/state's/nation's relationship to the world. The perception might be political, economic, environmental or social. It also might be linked to our mythology, via perhaps sporting or pioneering heroes, and global myths/legends. It includes our perception of the significant influences on the world's creation, existence and/or continuation.

The Global perspective links with global challenges, thresholds, issues and trends.

State perspective

Perceptions of economic, environmental, social and political issues (and so forth) across a large collection of localities form part of the state perspective. Particular values might be encouraged by a state government. In Queensland, for example, communication of the slogan "Queensland the Smart State" is used to encourage the development of a particular set of values within the State. In some countries, nation-states are formed officially and are comprised of many regions (groups of localities).

The State perspective links with State legislation, guidelines and other regulations.

Local perspective

The local perspective grows from the individual perspective to include interactions with local community: work interactions, hobby and/or sporting communities, arts,

²⁹ Fisher, B. A. (1978). *Perspectives on Human Communication*, New York: Macmillan.

professional and/or trade affiliations, and interactions where we seek entertainment, religion and sense of social identity. Local perspective entails the core philosophies and values that are embraced by the local community and are reflected by a city Vision. The number, quality and intensity of issues held by people and groups who hold similar perspectives can act to reinforce beliefs about a perspective. The Local perspective links to the city Vision and stakeholders organisation's visions.

Individual perspective

The perspective of the individual is one of self, memories, career, social and recreational aspirations, and is connected to family. Friends, role models, their influences, and the culture that we individually subscribe to, equally play a role in forming our individual perspective. Our perspective is our outlook on others and what we think others' perspectives might be. An understanding of our own perspective assists our ability to benchmark to others' perspectives. Careful deconstruction of issues may be required to make comparisons between perspectives. The Individual perspective links to individual behaviours that contribute to the success or failure of city life – through contributions to society and use of resources.

The table below shows an example of a CLA with individual to global SEQ perspectives

Table 6.1 CLA / CQM of Progressive Perspectives – Individual to Global SEQ futures

	INDIVIDUAL	LOCAL	REGION/STATE	GLOBAL
LITANY	Opportunity	Roads rates rights	Differences	Challenges
SYSTEMS	Education/skills	Local governance	Agencies	STEEPLEF
WORLDVIEW	Gross happiness	Neoliberal	Liberal/Labour	Rich/Poor
MYTH METAPHOR	Growth	People power	Equal at the polls	Gaian view

The following table connects past, present, short-term and long-term futures.

Table 6.2 CLA / CQM Vinculum Method – identifying areas of possible transformation in SEQ futures

	PAST	PRESENT	SHORT TERM	LONG TERM
LITANY	From colloquial to open community	From pollution to renewables and social inclusion	From inclusion and use of renewables to their creation	From creation of renewables to full embodiment
SYSTEMS	From Westminster to advanced Westminster	From advanced Westminster to multicultural planning	From LAMP to global contributions	From global to glo-cal
WORLDVIEW	From guarding to sharing power	From isolated cities to networking cities	From short term to a connected LT view	From science led to social/spiritual plus technology
MYTH METAPHOR	From urban villages to regional cities	From 'now generation' to 'sharing/caring generation'	From 'smart cities' to deep thinking	Deep thinking to deep actioning

The figure below provides context for individual to global transformation.

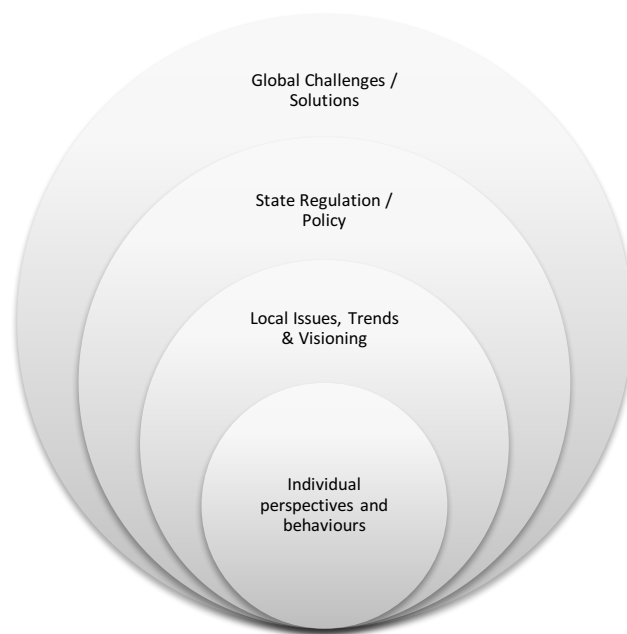


Figure 6.4: Perspectives in Context – global challenges and solutions as the preferred aim

CLA customised questions in community consultation projects

CLA customised questions should be applied to community consultation project stages. A community consultation model of the planning, implementation and evaluation stage of the consultation process is given below.

Planning

The CLA questioning method should be used to generate questions to assist inquiry regarding the project's vision, aims and objectives. Futures visioning and backcasting methods effectively enrich and deepen the consultation planning process.

Engagement

Implementation of the research process often includes focus groups, interviews and other research techniques that would benefit from CLA questioning. Interviews might be conducted with key stakeholders who have strong interest in the outcomes of the project.

Outcomes Evaluation

CLA should be used in community consultation and other projects to assist the process of evaluative inquiry. Questions should be generated to facilitate participant observations about a project, either in a general way or more specifically regarding targeted aspects of the project. Questions would be applied in the context of community consultation to ensure that principles and guidelines were followed and that the community was satisfied that they had the opportunity to be involved.

To summarise, CQM works in light of the development of personal perspectives and interactions with communities across CLA's epistemological layers of litany, system, worldview and mythology. These are each connected to individual, local, state and world perspectives, which may be questioned and broadened. The layers and perspectives place the learner at the center of attention. CLA provides questioners with an opportunity to de-layer or layer existing issues or future actions. The CLA questioning model (CQM) may be applied to futures scenarios and techniques within planning processes to prepare plans, engagements and outcomes.

Commons values connecting cities across regions

This thesis by publication has been written within a context of how to help create an improved world for future generations to inhabit. For that objective to be imagined and implemented, the planet's finite resources and sustainability alternatives require connection with geo-physical communities, communities of interest and futuristic artificial intelligence systems that help to regulate and automate ideas and resource exchanges. Preferred futures studies must be researched collectively through an awareness-raising drive about population growth and global thresholds and what everyone in the West and East can do to negotiate resolutions, in alignment with current practices. An important approach to co-creation that draws on innovation and opens visioning up to contributions from anyone, is the commons approach. In South East Queensland it is possible for all community members to create an active learning ethos about preferred futures, for cascading into all areas of city and regional life.

Why imagine The City as a Regional Commons³⁰?

The Regional City shares significant functions, activities and exchanges with neighbouring cities. It may include one or more administrations, central business districts, and major facilities that members of other cities share, such as large scale pools, stadia, universities, hospitals, airports and churches.

A Regional Commons City is identified by its extraordinary contributions to the creation, facilitation and support of commons activities within the city and region. Alternatively, when a commons ethos is not widely distributed or built up, a regional city commons network should be established with similar outcomes, less visibility, involvement or accesses, but with support for the commons ethos within a regional city.

The commons ethos includes having an equal financial or 'in kind' interest in an activity, service, business or group of services or businesses. Generally, commons activities create exchanges or shared uses where desired, but they are not controlled directly by governments, although they should be facilitated by them, based on a pervasive

³⁰ Russo, C. (2016). The City as Regional Commons. In Ramos, J., (Ed.). *The City as Commons: A Policy Reader* (p. 109-133). Melbourne: Commons Transition Coalition.

agreement, guidelines, policies and practices. Cities that are not part of the significant activity of regions miss out on the benefits of peer-to-peer developments, co-location possibilities, network building, skilling and educational opportunities. In the same manner, commons groups can also miss out on activities and other benefits if they are isolated outside of city regions.

Classically, regional commons include shared airsheds, bays, water catchments and land/forest ecosystems, and other green corridors that are shared by communities. Collaboration across social, environmental, economic and governance sectors creates a “centrally pooled resource” which appeals to the humanisation of regional interactions³¹ (also Ostrom, 2009, p. 419). The UK Government defines a Commons as being “under specific ownership but with a ‘right to roam’ – including walking, picnicking, and running – granted to anyone who wishes to do so”³². For uses across regions, Commons are also defined by multiple examples of contested political, cultural and circumstantial perspectives. Commons should be limited to formal agreements whereby “a resource cannot be considered to be held in common unless there is a statute, a license or an agreement establishing it as part of the commons”³³ (also Tims, p. 19).

Benefits of Commons for Participants

What practical benefits would this have for Regional Commons users?

Mutually beneficial exchanges and collaborations arise from assisting city administrations and city inhabitants with direct and indirect goals of establishing a commons ethos. Investments integrate groups, sectors and other levels of government. Apart from business goals, cities share in common issues of communication and technology, population and liveability goals and communities of interest. Global changes such as economic and climate fluctuations are also shared and each requires its own considerations and broad scale solutions that can reach across city boundaries and help

³¹ http://www.nobelprize.org/nobel_prizes/economic-sciences/laureates/2009/ostrom_lecture.pdf

³² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/498858/future-of-cities-urban-commons.pdf

³³ <https://blog.p2pfoundation.net/book-of-the-day-build-the-city-perspectives-on-commons-and-culture/2015/10/14>

other cities to become empowered, less isolated and less of a contributor to problems that affect the some or the whole of the region. The objective is for the regional city commons to correspond with neighbouring cities to create more, better, faster, cheaper alternatives, using a commons ethos, than are generally available in a single traditional city.

Businesses and Citizens should benefit from uses of spaces that are used for multiple purposes, peer-to-peer citizenship and co-production. Today cities contribute to other cities' politics, events, communities of interest and crucial crime and security data. There are many other areas of co-production to be explored from one region to the next.

Key methods for Regional Commons cities

One key to new foresight about Creative Commons approaches is how to build regionally coordinated public funding mechanisms and policy to help contribute to what has been traditionally seen as a state and federal government role, e.g. policy development for regional economics, by the people and for the people, plus future generations. Cities engage well, technologists create technology well, and in the age of ubiquitous cheap fifteen dollar computers, sensory technology will record many of our preferences helping industry to be increasingly co-designers of futures. Accelerated regional city commons thinking will be a beneficiary. We know the past to be about innovation hubs in local areas and engaging across single cities. But as cities regionalise more, offering better active and mobile transport and transit oriented developments, people are experiencing more of their regions and are able to discuss and learn more about their experiences online. Local experience and knowledge as regional citizens, visitors and communities of interest extend the innovation and ownership of city commons outcomes. Regions around capital cities can invite in collaboration from other regions across their State. Further, sister city concepts, which cities often use, press for exploration and localisation of international experiences: thus the stage has been set for creative commons cities across international boundaries.

Specific policy recommendations

Regional collaboration is required across cities, where “many services extend across the region—such as transportation, land use planning, and economic development—and need to be coordinated on a regional basis”³⁴.

Cities are seeing many forms of innovation hubs, learning centres and networks around cities. Cities need to work with smart futures by integrating new practices and by creating alternatives. Examples follow:

- *City administrators* - Engaging across regional and international boundaries during key projects designed to create the preferred futures of cities 20 to 30 years from now. Developing city Visions, STEEPLEF strategies and actions.
- *Futures workshops* - Workshops provide for full details and group awareness and examples. Facilitator’s guide attendees and provide instruction, and respond to participant questions in a process that empowers and educates attendees.
- *Events* – Deliver group activities that extend from libraries into local parks (for climate change discussions and community gardens and i-tree programs), makers hubs, business centres and online community spaces.
- *City planning and City engagement Branches* – create apps for the commons networks to provide feedback about to best participate in particular cities. Strengths and weaknesses of particular cities should be mapped and used along with neighbourhood development apps for city planning processes – these apps should go beyond the identification and reporting of problems with potholes and live crime, into what people like and dislike about their city and what they want for the future. They should supply the independent sources of information they communities need to make informed decisions. Trained researchers should provide this information. Scenario choices should be available to them, to help create a high-level form of analysis prior to deciding specific outcomes.
- *Software Developers* - Development of software under a commons license with Councils and other stakeholders could lift process of local real time desired

³⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/360420/14-810-urban-governance.pdf, p. 9.

futures data-streams with regional knowledge, clustering of innovation hubs and city-scale 3D modelling to produce creative commons spatial, representative metropolitan, city and city-regional planning.

- *State Government and Capital or Larger Cities* - By working across STEEPLEF issues, each region drives technology and economies of Commons by developing a regional committee to coordinate each city in that region. The aim would be to advance creative Commons to contribute to better forms of public/private/commons planning, design and delivery of traditional public services, with less expense through wider forms of feedback.

Futurists can assist in this scenario in many ways e.g. (a) see beyond waves of advances and developments in technical innovation – by seeing the bigger picture to create economies of scale for city commons (b) humanise the process by advocating for face to face and digital innovation and to balance this across each STEEPLEF area for whole regions (c) write about creative commons policy across these innovations to open them to the future to prevent the tragedy of the commons – a metaphor for over-use of an area that is achieved by scheduling the use of resources, around a wider regional area.

Additional recommendations for future areas of research.

1. *Whole-of-city futures visioning connected at the regional and global levels.* A comprehensive *Engaging Futures Governance* model is proposed to create neuroplasticity (futures pathways) to preferred futures, and to align futures thinking with current operations and actions regionally and globally.
2. *Superintelligent city thinking.* A hybrid form of customised and automated systems thinking.

“We are told we live in transitional times, a ‘Big Shift’ powered by the technologies of the Internet, social media, 3D printing, genetic and stem cell therapies, ‘big data’ and nanotechnology – which in turn unleash engines of democratization, personalization and mass participation. For some, this heralds a brave new world as human innovation takes an unprecedented leap forward, one where we come together to solve our grand challenges. Others see a dystopia of digital mob-rule, democratized access to weapons and ubiquitous surveillance, and that’s only if we can survive economic and ecological meltdown.”

— *Stevenson, 2014, 1.830*

Visions of hope or fear are best influenced by imagining engaging futures – alternatives that include likeable, agreeable and actionable visions for long-term futures. If we are to avoid situations where populations feel disenfranchised from preferred futures, we must engage consistently, widely, deeply and with knowledge of unique, universal and unmet needs. We must understand the deep paradigms that our cities exist in and renew approaches such as the City as Regional Commons to collaborate with neighbouring cities – while adapting to our challenges and desires for sustainable futures. Futures initiatives should be supported by legislation, ensuring that all cities continue to improve on their Visions and align short and long term plans.

Futures Studies offers frameworks for helping transform governance in possible, feasible, preferred and engaging futures. Futures Studies offers systems that move beyond STEEP into STEEPLEF (adding leadership, engagement and futures to city Visions, policy, strategy and actions). It is inclusive of worldviews that are local, global and newly imagined. It creates transformational metaphors that help to deepen and connect narrative with strategy. It uplifts harmful futures and returns knowledge to help hearts, and minds unite in a balanced approach to leading engaging futures. Futures of cities will not be complete until they have taken on board a model such as the Engaging Futures Governance model (Chapter 3) increasing knowledge from urban-global community consultations, virtual and adaptable operating systems, urban metabolism, and the concept of the technium. Cities should create a continual process of adaptation to changing futures and continue to deliver futures workshops to help lead preferred futures - helping groups to share and reimagine their social and other worldviews while linking them to preferred and engaging futures.

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Appendices

Appendix 1

Publication 1 – A Critical Analysis of Four South East Queensland City Futures Initiatives

A R T I C L E

.29

A Critical Analysis of Four South East Queensland City Futures Initiatives

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Abstract

The four initiatives being studied in this article are large and influential City Futures initiatives and involve some of the largest community engagements the cities have ever conducted. Several city visioning initiatives conducted in South East Queensland (SEQ) have been written about in various reports but this is the first time detailed comparative analysis of methods and outcomes of the four major SEQ Cities has been conducted. This article applies Causal Layered Analysis (CLA) to help identify critical factors of four major City Futures initiatives in SEQ. The Cities are Maroochy, Logan, Gold Coast and Brisbane.

Keywords: futures, city futures, community engagement

Introduction

By the middle of the 21st century, the urban population will almost double, according to The World Health Organisation's Global Health Observatory. It states that by 2030, 6 out of every 10 people will live in a city, and by 2050, this proportion will increase to 7 out of 10 people with around half of all urban dwellers currently living in cities of between 100 000 and 500 000 people. This represents an increase from approximately 3.4 billion in 2009 to 6.4 billion in 2050 (World Health Organisation, 2014). This makes the global issue of understanding the futures of cities of critical importance to sustainability. South East Queensland (SEQ) includes ten Cities whose populations are expected to double in the next 40 years. They are projected to grow from 4.6 million to 6.6 million by 2031 and to 9.1 million by 2056. The ten Cities are Brisbane, Ipswich, Logan, Moreton Bay, Redland, Gold Coast, Sunshine Coast, Lockyer, Scenic Rim, and Somerset. In an attempt to grapple with this rapid population growth, SEQ cities have begun to explore if strategic foresight methods and tools can help to create alternative and preferred futures in balancing city planning issues.

City Futures Initiatives help cities explore and shape alternative futures through visioning and planning and this article seeks to identify critical factors of four major City Futures initiatives in SEQ: Maroochy Shire's Maroochy 2025 – A Visioning Journey, Logan City's

Journal of Futures Studies, March 2015, 19(3): 29-48

Appendix 2

Publication 2 – Mapping The Planning and Engagement Systems Applied by Four City Futures Initiatives

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A R T I C L E

.1

Mapping Planning and Engagement Systems Applied by Four Queensland City Futures Initiatives: How City Futures Tools and Methods Engage Across Multiple Contexts

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Abstract

This article maps critical factors of four influential South East Queensland City visioning and foresight initiatives conducted by the Cities of Maroochy, Logan, Gold Coast and Brisbane. A previous article in the March 2015 issue of Journal of Futures Studies gave a prima facie litany of the phases of the initiatives (including the Visions and Governance phases) – the current article deepens the analyses of the planning and community engagement phases. Conclusions drawn from the mapping and comparative analysis that are unique to this article include the value of applying futures methods and theory to explore phases of futures initiatives, the systems they operate within and their contexts.

Keywords: Futures studies, scenarios, CLA, community engagement, governance, city futures

Introduction

This article maps the processes of four Southeast Queensland city futures visioning initiatives. It identifies learnings and contributes to knowledge by focusing on the four cities' projects and initiatives, and discussion about contemporary theory as it relates to futures tools and methods.

Four South East Queensland councils in this study were responding to perceived challenges posed by rapid growth. The initiatives aimed to deliver, explore and shape the multiple opportunities anticipated from this growth and to protect against potential threats that unrestrained growth implied. These city futures initiatives explore imaginative city visions and themes, which, when implemented, would guide the popular development of city policy and strategies for issues such as cultural, transportation and sustainable economic development. The city futures initiatives were more about constructive longer-term topics and were less about particular city plans of issues in the business-as-usual scenario.

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Appendix 3

Publication 3 – An Analysis of Queensland City Futures Initiatives: Using CLA to Analyse Processes of Planning and Engagement

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A R T I C L E

35

An Analysis of Queensland City Futures Initiatives: Using CLA to Analyse Processes of Planning and Engagement

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Abstract

This article applies Causal Layered Analysis (CLA) to analyse critical factors of four influential South East Queensland City visioning and foresight initiatives conducted by the Cities of Maroochy, Logan, Gold Coast and Brisbane. Previous articles in the March 2015 issue and the September 2016 of Journal of Futures Studies gave a prima facie litany of the phases of the initiatives (including the Visions and Governance phases) – and mapped their processes respectively. Conclusions drawn from the analysis in this article are unique as they apply futures methods and specifically CLA as a multi-methodology to create, unpack and explore phases of futures initiatives and the context they operate within.

Introduction

This article maps critical processes of four Southeast Queensland city futures visioning initiatives. It identifies learnings and contributes to knowledge by focusing on the cities' projects and initiatives, and discussion about contemporary theory as it relates to futures tools and methods. It then applies CLA to map the initiative's processes in order to explore how city futures methods and tools are transforming governance in South East Queensland cities.

Four South East Queensland councils in this study were responding to perceived challenges posed by rapid growth. The initiatives aimed to deliver, explore and shape the multiple opportunities anticipated from this growth and to protect against potential threats that unrestrained growth implied. These city futures initiatives explore imaginative city visions and themes, which, when implemented, would guide the popular development of city policy and strategies for issues such as cultural, transportation and sustainable economic development. The city futures initiatives were more about constructive longer-term topics and were less about particular city plans of issues in the business-as-usual scenario.

Three phases in this study represent firstly, the reason, problem or opportunity that the initiatives found, secondly, how the cities planned to respond and thirdly, how they engaged their communities. Each phase has its own characteristics and rationale. Content issues such as sustainability are visited in this article, but content

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Appendix 4

Publication 4 – Engaging Futures 2030: Futures Methods Transforming Governance

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A R T I C L E

35

Engaging Futures 2030: Futures Methods Transforming Governance

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Abstract

During 2000-2015, Queensland Councils emerged from the darkness of 'tokenistic' community consultation processes articulated by Arnstein (1969). The work of community engagement professionals to update Council methods in line with advancing technology and in designing new business models and strategies for the governance of consultations is arguably still in its 'teens'. One way forward is to continue a linear projected future, with a short-term view focused just ahead, which is still the norm. However, in an environment of rapid change, this approach is far too reactive, restrictive, shortsighted and un-consultative, resulting in the loss of possibilities. This article uses Inayatullah's (2008) six futures questions to create alternative community engagement futures to 2030.

Keywords: Futures Studies, Six futures questions, Community engagement, Alternative futures, Governance, Futures Triangle.

Introduction

Today Councils across Australia encourage communities to have their say and participate in city activities through a wide range of mediums. Councils inform, consult, collaborate and partner with communities in creating better city futures. A core problem for our cities is that increasing populations¹, new technologies and demand for community engagements are pressuring Councils to deliver more consultations while maintaining quality and control of outcomes. Staff who run these democratic processes are pressured to change strategies, methods and tools to sustain the number of innovations they bring.

In response to accelerant change in the field of community engagement, administrators are now beginning to reimagine feedback mechanisms by creating alternative and engaging futures to 2030. This article is inspired by a Futures workshop delivered by Sohail Inayatullah. He expertly facilitated responses to preferred futures of engagement using six futures questions: How did we get here? What do you think the future will be like to 2030? What are the assumptions you have made? What are your alternative futures to 2030? What is your preferred

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Appendix 5

Publication 5 – Mapping outcomes of four Queensland city futures initiatives

Mapping outcomes of four Queensland city futures initiatives

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Abstract

Purpose – The purpose of this paper is to map the outcomes of four influential South East Queensland city visioning and foresight initiatives conducted by the cities of Maroochy, Logan, Gold Coast and Brisbane.

Design/methodology/approach – This paper applies causal layered analysis to map the outcomes of four city visioning and foresight initiatives.

Findings – It is averred in this paper that cities need to map their experiences of past futures initiatives for what worked and what has resulted today, and for recommendations of futures actions and innovations.

Originality/value – This paper deepens the discussion about the critical features of the four initiatives by focusing on their outcomes and alternatives they could produce to influence the futures of their cities.

Keywords Engagement, Outcomes, CLA, Futures initiatives

Paper type Conceptual paper

Introduction

This article provides a critical analysis about the foresight methods and processes that help shape and design city futures in South East Queensland. The article compares the visioning outcomes of four South East Queensland city futures initiatives. The four South East Queensland councils in this study were responding to the perceived challenges posed by rapid growth. The initiatives aimed first to deliver, explore and shape the multiple opportunities anticipated from this growth, and second, to protect against potential threats that unrestrained growth implied. These city futures initiatives were then about imaginative city visions and themes that, when implemented, could guide the popular development of whole-of-city strategies such as cultural precincts, art and music; transport planning; and sustainable economic development. The city futures initiatives were dedicated to constructive longer-term topics, evinced through city visions and key outcome areas. Outcomes outline the priority areas and "outcomes describe what we hope to see, feel and hear around us if the vision is to be achieved" (Logan City, 2013; Corporate Plan 2013-2018). Leading up to the causal layered analysis (CLA), clarifications of how the cities managed show that although global urgencies may have been similar, and the cities have responded differently according to local conditions, the outcomes remain relevant and transformational today. The CLA will be applied to the outcomes of the four city futures initiatives of the four South East Queensland city councils as they attempted to prepare for and manage the opportunities and risks inherent to rapid growth.

Context: the four city councils

While the initiatives have achieved great outcomes for the cities, they have also contributed to the personal experiences of the council staff and the community that led or that took part.

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