

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

issues are more fully addressed in a forthcoming article 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 article 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 and discussions with 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 article 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

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 members 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 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 article 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.

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 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" (Kolb, 1984, p.38), 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" (Batty, 2013, p.365). 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" (Batty, 2013, p. 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 can be 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.138-139):

- More educated, demanding and vocal electorates;
- Peer group influence directing deeper changes about financial, environmental, social, technological decisions;
- Government leaders, engaging more directly with their electorates;
- The rediscovery of the value of the public sphere as larger crises loom (e.g. climate change).

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 can be 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 (Bussey, 2014, p.56).

The application of CLA in engagements could embrace deep administrative/political agreement about how local collaborative processes can be 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” (Eversole, 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 concepts¹.

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.

2030 SEQ City Metaphors: double variables of engagement and STEEPF

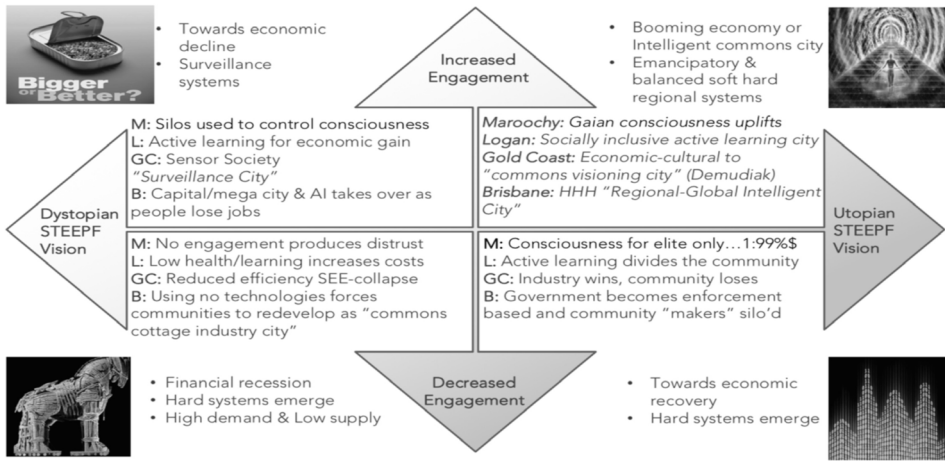


Figure 1. 2030 SEQ City Metaphors: bivariate analysis of engagement and STEEPF factors across four cities

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 is patently about hidden sensors, devices and sentinels helping to ubiquitously manage city systems.

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, p.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 foresight (futures frameworks of CLA and STEEPLEF) driving two-way engagement (community consultation synthesizing SURF – a demand and supply model emphasizing futures of resources) for planning of alternative systems (urban operating systems, urban metabolism and urban technium modelling) flowing together to create an engaging futures governance model.

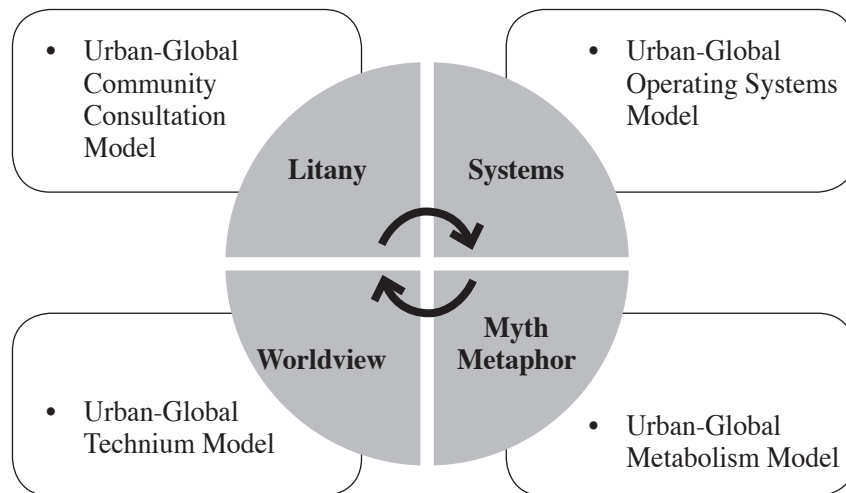


Figure 2. Model of Engagement Futures Governance

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”².

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 respected leaders who can be invested in to produce topical reports for city to global leaders. 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 that can be solved via face-to-face futures studies methods and tools. At the worldview 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.

Conclusions

A metaphor for all cities - Global 'engagement city' approaches

If south east Queensland cities were to borrow from the best of each metaphor emerging from the above CLA, the region would be led by inclusiveness of multicultural realities, providing for a new-world 'start-up city' objective within our 'sub-tropical setting'. Secondly, an engaging futures governance model would bring the adaptability and resilience that cities need in order to understand multiple sectors and cultural systems to better shape preferred futures. A global appreciation of cultures brings a strength of knowledge to glo-cal connectivity. Various engagement approaches are possible here, 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 political democracy. The global interactive shaping of public opinion is discussed in the third metaphor above. Here the preferred futures are about social connectivity being improved via authentic discussions based on

the majority of the region's citizenry understanding what 'the greater good of society' currently means in the face of future challenges and opportunities. Monitory democracy and mediation of discussions must be premised on inclusion, 'good-hearted' values and cultivation of democratic and sustainable principles if the region is to reach its full potential by being seen as 'responsive' and foresighted. The fourth metaphor builds understanding of the need for global patrons, poly-participative networks, co-production and co-learning as a means of strengthening STEEP values.

Each of the four metaphors can help the region to strive for more than the traditional commonwealth or euro-centrism by complementing existing approaches with 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, pp.4863-4922).

Rather than the old project of City Regional Development Programs (CRDP) that only focused 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 (Etherington, 2013, p.64). Thus, while contemporary strategies for city building focus on current roads, rates, rubbish and redesign of buildings and spaces, a focus of East-West relations would prepare scenarios and preferred futures for our cities as being neighbours to other cities of the global region.

While current foci are on cities in the USA, Spain and Canada an emerging East-West strategy could be the production of strategies that see cities sponsoring or contributing to developments in Eastern 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.

Notes

1. For details visit <http://www.text-tubefutures.com>
2. <http://www.newworldencyclopedia.org/entry/Democracy>

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