



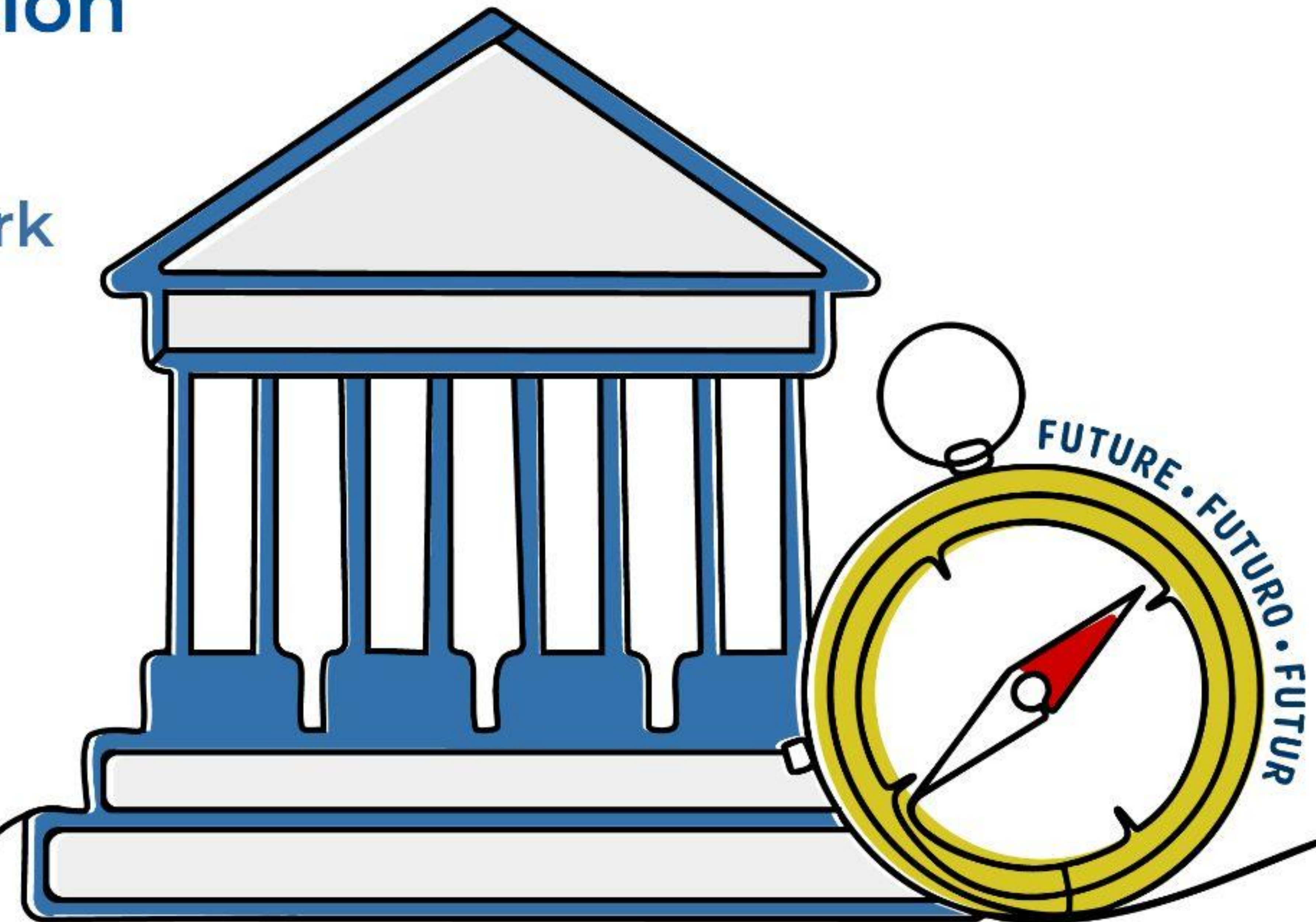
# Legislating for the Future: Harnessing Anticipatory Governance in Parliamentary Action

21<sup>st</sup> ParlAmericas Plenary Assembly &  
9<sup>th</sup> Gathering of Open Parliament Network

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May 27-29, 2025

Montevideo, Uruguay



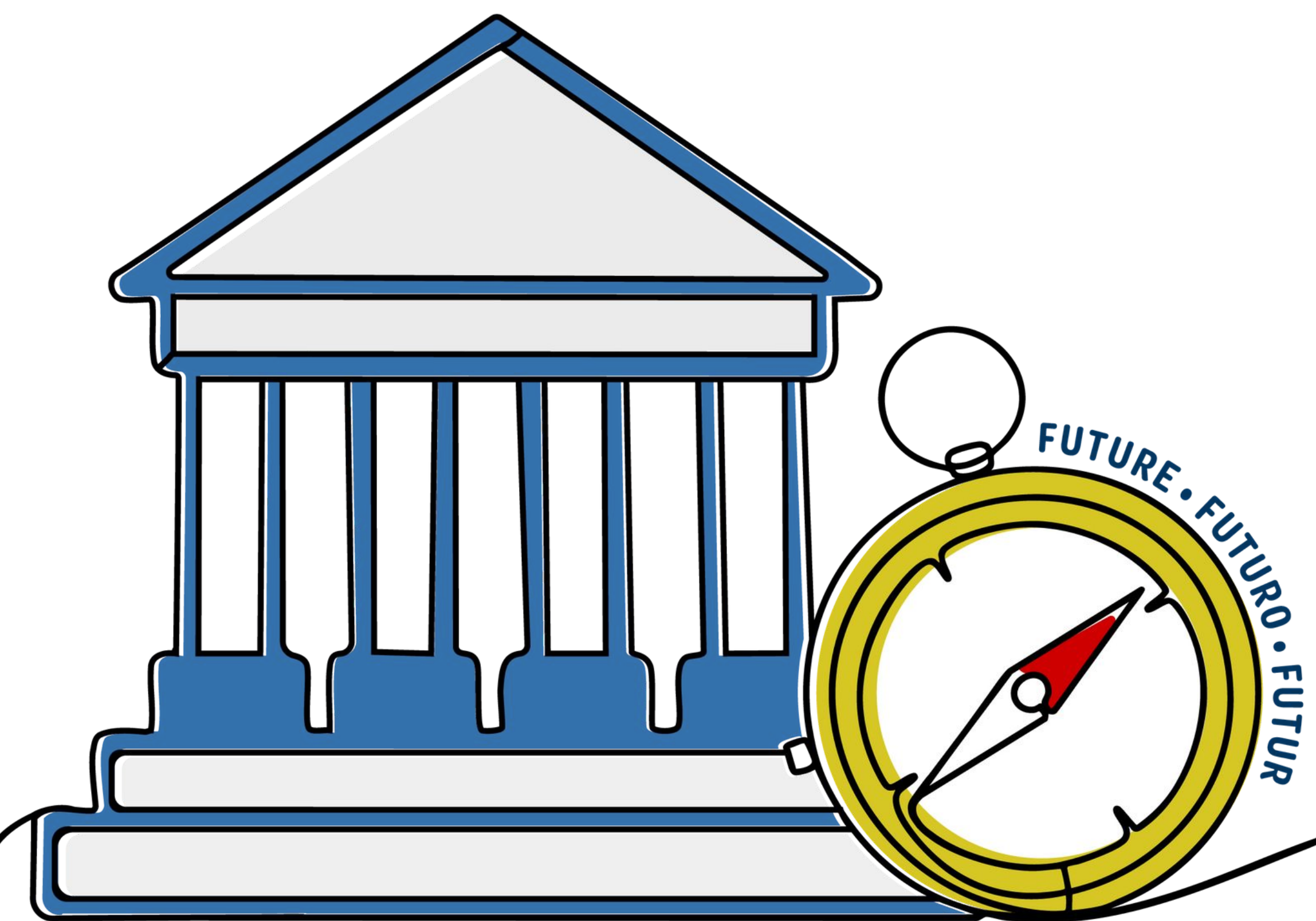


Working Session

# Using Strategic Foresight in Parliaments

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Session 2



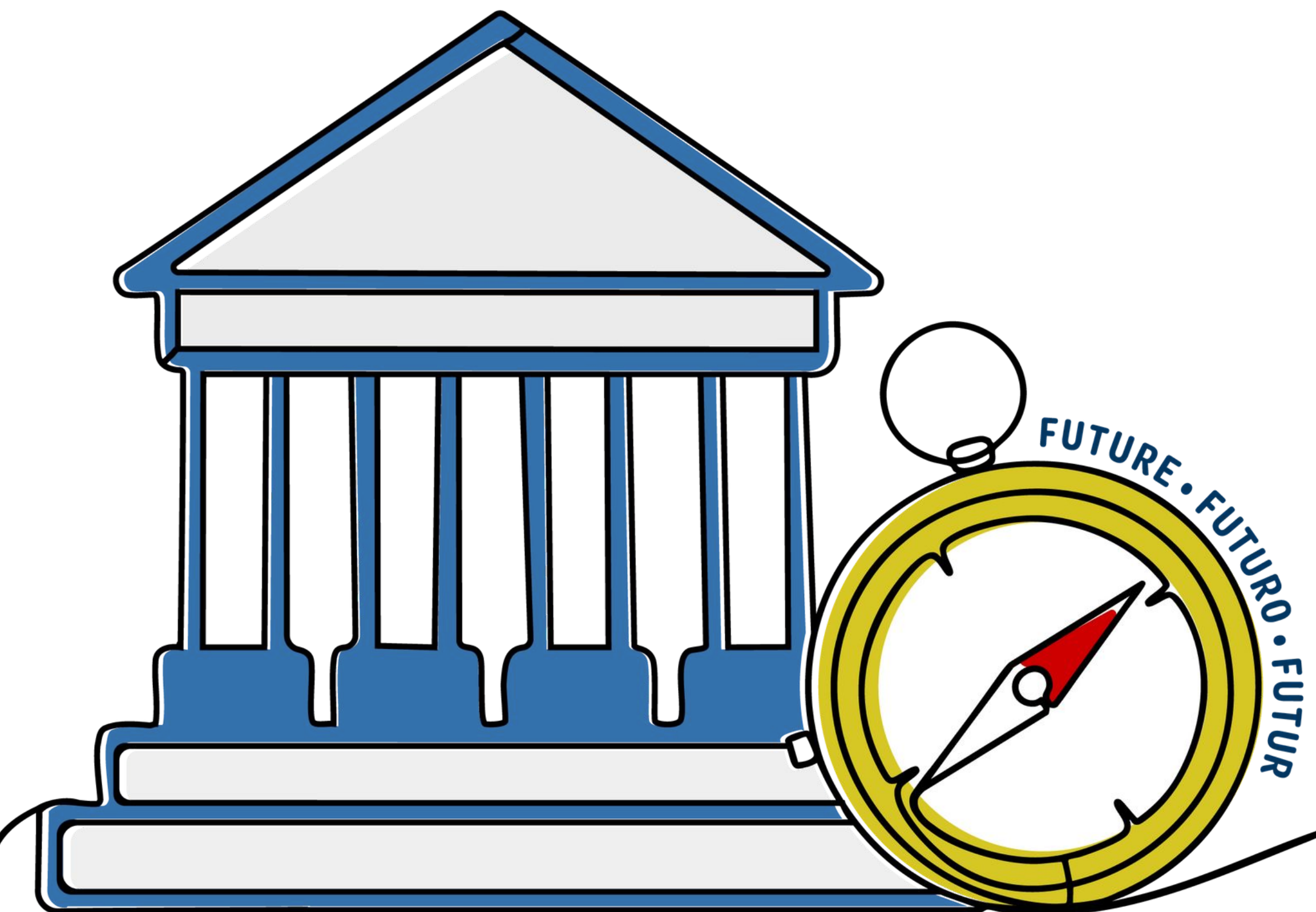


# Javier Enrique Medina Vásquez

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Deputy Executive Secretary

ECLAC



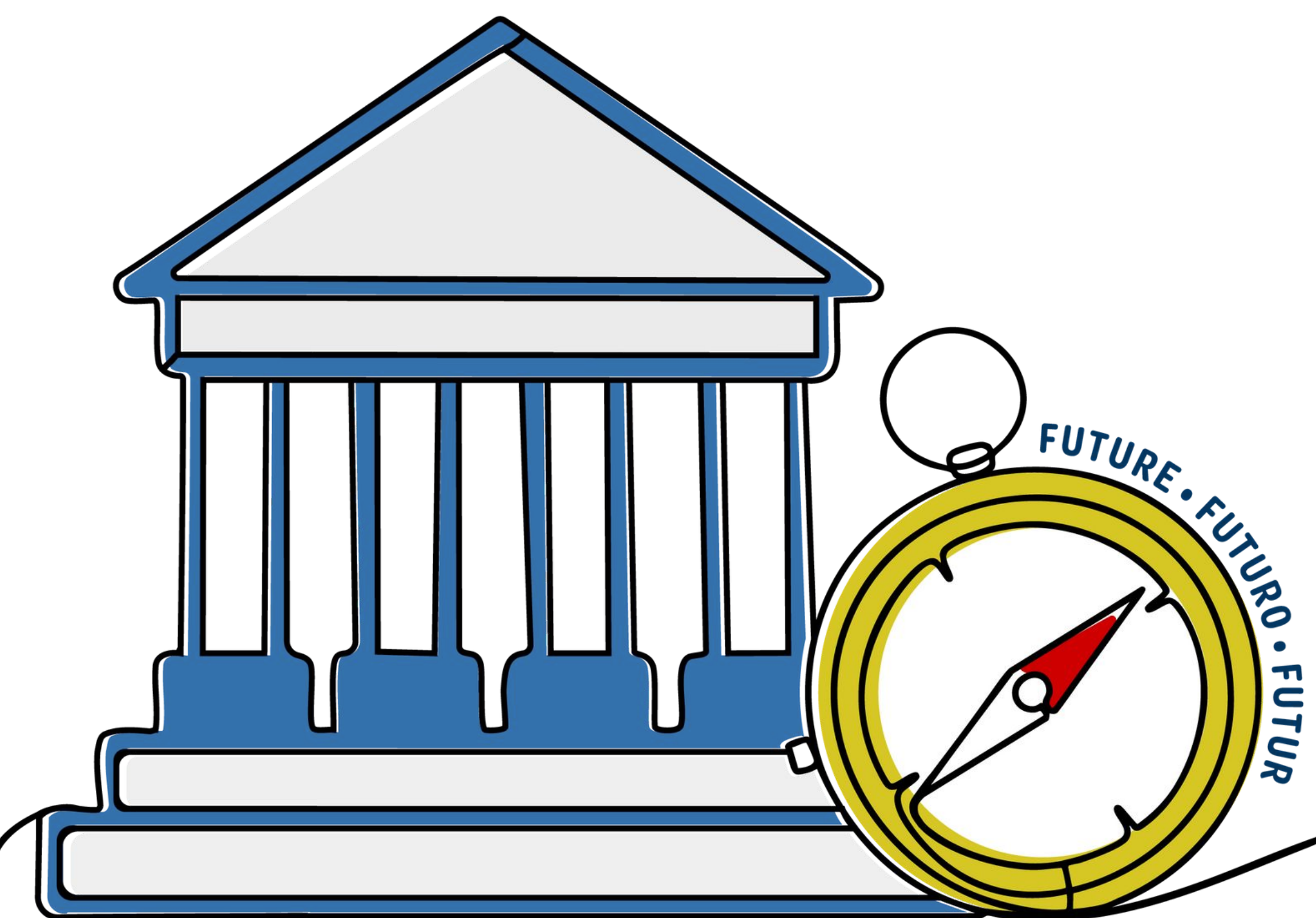


# Strategic Foresight: Leading in Uncertainty, Building the Future of the Americas from within Parliament

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## Agenda

1. What is strategic foresight and why is it needed?
2. Who does it: Case studies and its specific use for parliaments
3. How it is done: Participatory methods and collective intelligence
4. Conclusions





## 1. Why Are We Here? The need to anticipate, not thinking about the next election, but about the next generation! (Pact for the Future, Pact for New Generations)

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**Current context:** Our countries are facing an unprecedented pace of change, generating significant uncertainty and complexity. Pandemics, artificial intelligence, climate change, and shifting geopolitical conditions.

**The parliamentary challenge:** To ensure that our laws are robust, timely, and relevant for the decades ahead.

- Daily urgencies vs. long-term vision.
- If we're only "putting out fires," who is building the future?
- We must not miss the opportunities of development.

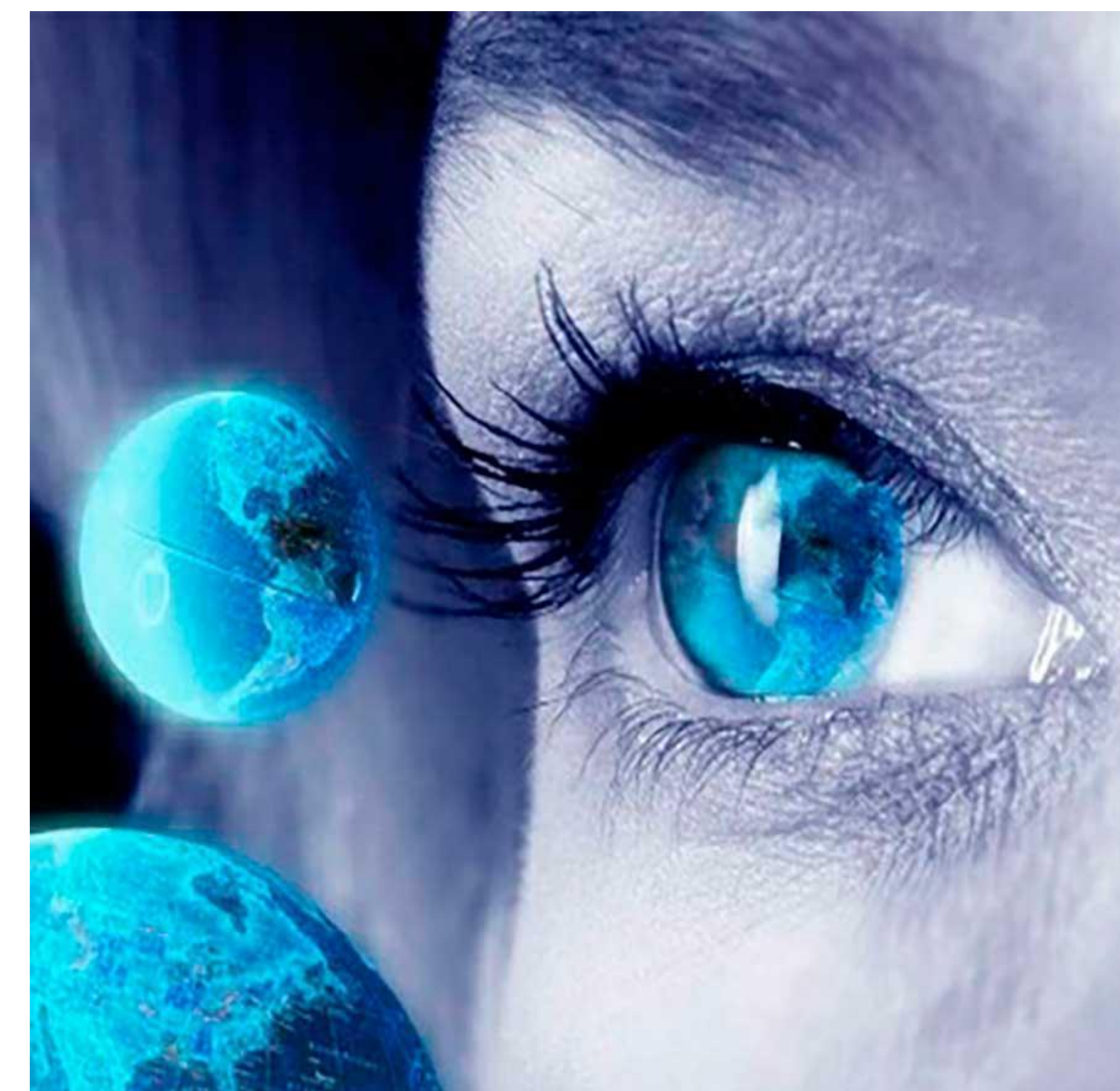
**Our Purpose:** To build a "**parliament of the future**"—one that navigates uncertainty and legislates with foresight.



## What Is Strategic Foresight?

It is the discipline that enables us to **imagine possible futures, identify trends, and anticipate long-term challenges and opportunities.**

- **It's not a crystal ball:** it relies on methods, processes, and systems that provide analytical rigor and quality.
- **The future is not written;** it is malleable and can be shaped.
- **Explore Multiple Futures:** Understand which scenarios are possible (not just the one we “hope for”).
- **Build a Desired Future:** Define what kind of country we want to be in 10 or 20 years.
- **Identify Levers of Change:** Determine which laws, policies, and investments to advance today.



- **In summary:** Strategic foresight aims to apply foresight to the analysis and drafting of laws, as well as the design of regulatory frameworks aligned with future challenges.



**The Parliamentary Role:** Today, it is fundamentally strategic to understand and address society's most pressing and complex challenges. It now requires:

**1. “Future-Proofing” Legislation:**

- Evaluate how current or proposed laws will perform across **different future scenarios**.
- Ensure their **relevance, sustainability, and resilience** over the next 10, 20, or even 50 years.

**2. Anticipating Challenges and Opportunities:**

- Detect **megatrends** (e.g., aging, automation) before they escalate into crises.
- Identify **emerging trends and weak signals** that may point to future problems or new areas of growth.

**3. Strengthening Oversight and Accountability:**

- Assess **the long-term vision** embedded in government policies.
- Ensure that executive strategies are sustainable and relevant with the country's future needs.





## 2. Notable Cases: The World Is Already Doing It!

### Europe and Asia

#### Parliament of Finland (Committee for the Future):

- A global pioneer. Responds to the government's "Future Report" with its own vision.
- Integrates foresight directly into the **legislative process**.

#### Parliament of Germany (Office of Technology Assessment – TAB):

- Anticipates the social impacts of **technologies** such as AI and biotechnology.

#### Parliament of South Korea (National Assembly Futures Institute):

- Conducts **foresight research** to inform the legislative process.

### Latin America

#### Chile (Senate Committee on the Future):

- **Regional leader:** A permanent space for analyzing global trends (technology, climate, society).
- Organizes the influential "**Congress of the Future**"

#### Uruguay (Parliamentary Special Committee on the Future):

- Builds institutional capacity and works on topics such as **artificial intelligence and democracy**.

#### Initiatives in Other Parliaments:

- Growing interest in research units and foresight workshops.
- **ParlAmericas and ECLAC** are promoting the creation of networks of parliamentary committees on the future and the exchange of experiences.
- **UNDP and UNESCO** are developing knowledge and training resources.



# Why is this crucial for you? (The Parliamentary Role)

## Your Power: Architects of the Future, Not Just Legislators of the Present



- **Robust and Future-Proof Legislation:** Laws that remain relevant beyond the current legislative term. (e.g., Water Law 2040, “future-proof” education and AI policies)
- ✓ **Global Example:** Singapore uses strategic foresight to design its infrastructure and urban policies decades in advance, anticipating population density and sustainability needs.
- ✓ **Regional Example:** CEPLAN in Peru has employed foresight to guide national strategic planning, influencing long-term development laws and policies.



# Why is this crucial for you? (The Parliamentary Role)

## Your Power: Architects of the Future, Not Just Legislators of the Present



- **Anticipating risks and opportunities:** Identify threats (e.g., cybersecurity, unsafe migration) and opportunities (e.g., new industries, green technologies) before they become evident.
- ✓ **Global Example:** The **European Union** uses foresight to detect emerging risks in areas such as cybersecurity, public health, and technological disruption, enabling proactive legislation.
- ✓ **Regional Example:** Institutions such as CONACYT in Mexico and academic actors in Chile (through initiatives like Chile Crea Futuro) use foresight to identify opportunities in research, development and innovation (R&D&I) and their regulatory implications.



# Why is this crucial for you? (The Parliamentary Role)

## Your Power: Architects of the Future, Not Just Legislators of the Present



- **Building State-Level Consensus:** Developing long-term national agreements that transcend polarization and foster shared visions for the future.
- ✓ **Global Example:** The Finland Futures Research Centre has facilitated multisectoral dialogues that have led to enduring national agreements on education and innovation.
- ✓ **Regional Example:** Foresight-based dialogue processes in Colombia have supported the construction of territorial development visions involving diverse stakeholders, resulting in more durable consensus.
- **Efficient Use of Resources:** A strategic lens for better prioritizing and investing public budgets in initiatives that will truly transform society in the future.



### 3. How it is done: Participatory methods and collective intelligence

#### Parliaments Need



#### 1. Robust and High-Quality Decisions:

- Ensure robustness and support through **diverse and in-depth information**.

#### 2. Promote Public Debate and Citizen Participation:

- Encourage social dialogues about the desired futures we envision for our countries.
- **Involve society** in building shared visions and long-term policies.

#### 3. Innovation in Public Policy:

- Encourage **creative thinking** to generate novel solutions to complex problems.
- Break away from inertia and “**political short-sightedness**”.

#### 4. Development of Shared National Visions:

- Build **consensus** around the future we want for our countries.
- Align current political decisions with **long-term strategies**.



# Two powerful approaches

## Participatory methods and collective intelligence

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### Tools for visionary legislation

- **Participatory Methods:** Engage multiple actors (citizens, experts, and academia) in the co-creation of visions and solutions for the future. Foster **legitimacy** and **build consensus**.
- **Collective Intelligence:** Leverage distributed knowledge and the wisdom of people (often through technology) to generate innovative insights and detect emerging trends. Seek **diversity of ideas** and **analytical efficiency**.





# Participatory methods

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## Building the future together

- **Scenario Workshops:** Imagine possible futures and how they might affect us.
  - **Public Consultations (in-person and online):** Gather citizens' input on key issues.
  - **Citizen Assemblies:** Spaces for deep deliberation on complex challenges.
  - **Special Parliamentary Committees:** Dedicated to analyzing and proposing strategic issues with a long-term perspective.
- **Chile: Senate Committee on Future Challenges**
    - **Methods:** Permanent committee with a legislative role; Congress of the Future (large-scale public event).
    - **Impact:** Leadership in the institutionalization of foresight.





# Collective Intelligence: How Can We Harness It?

## Exploring the Wisdom of the Crowd: Collective Intelligence




- **Legislative Crowdsourcing:** Online platforms that enable citizens to propose ideas and comment on draft legislation.
- **Online Delphi Method:** Expert surveys designed to converge on forecasts and proposed solutions.
- **Big Data and Social Media Analysis:** Identifying trends, public concerns, and sentiments.
- **Prediction Markets:** Models that “leverage” the wisdom of the crowd to forecast future events.
- **Colombia: Open Parliament Initiatives**
  - **Methods:** Citizen participation platforms (Congreso Virtual), innovation labs.
  - **Impact:** Increased participation and transparency in the legislative process.





## Benefits for the Region

### Towards a More Visionary Parliament: Next Steps

- 
- **Strategic foresight** helps address the lack of continuity and long-term consistency in public policy.
  - It enhances the quality and sustainability of legislation.
  - It enables better analysis of the future impacts of current laws, while introducing flexibility and adaptability.
  - It strengthens long-term thinking on strategic issues.

**It is not a luxury or an option — it is an urgent necessity:**

- To foster **anticipatory governance** that is more effective and less reactive.
- To build **more resilient countries**, prepared for the 21st century.
- To incorporate a **strategic perspective** into our legislative work.



## Call to Action

### The Time Is Now: Let's Be the Architects of the Future Our Nations Deserve!

- **Our Opportunity as a Region:**
  - **Learn** from global best practices and adapt them to our own realities.
  - Strengthen **intraregional collaboration** on future-oriented issues and legislative harmonization.
  - Lead the building of societies with vision for a solid and structured vision for the future.
  - **Build a legacy of leadership that rises to the demands of this historic moment.**
- **Challenges**
  - Institutionalization: Establish committees, offices, or budgets dedicated to foresight.
  - Capacity Building: Invest in skill development for parliamentarians and their advisors.
  - Partnerships: Collaborate with universities, research centers, and international organizations.
  - Design: Set clear objectives, transparent rules, and mechanisms for integrating results.



# Curso

# Gobernanza anticipatoria y Prospectiva legislativa

Una contribución al desarrollo productivo  
verde e inclusivo en América Latina y el Caribe

**Duración: Tres semanas**

**Curso auto instruccional a distancia  
con certificación de asistencia**

**Formación sin costo**



**José Manuel  
Salazar-Xirinachs**

Secretario Ejecutivo - CEPAL



**Javier Enrique  
Medina Vásquez**

Secretario Ejecutivo Adjunto - CEPAL



**Sergio Bitar**

Presidente del Consejo Chileno de  
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**Daniel Zovatto**

Investigador senior CEIUC  
Global Fellow, Wilson Center



**Rodrigo Goñi**

Presidente de la Comisión de Futuro  
de la Cámara de Diputados del  
Congreso del Uruguay.



Más información e inscripciones:  
**[gobernanza-anticipatoria.cepal.org](https://gobernanza-anticipatoria.cepal.org)**



Con el apoyo de:



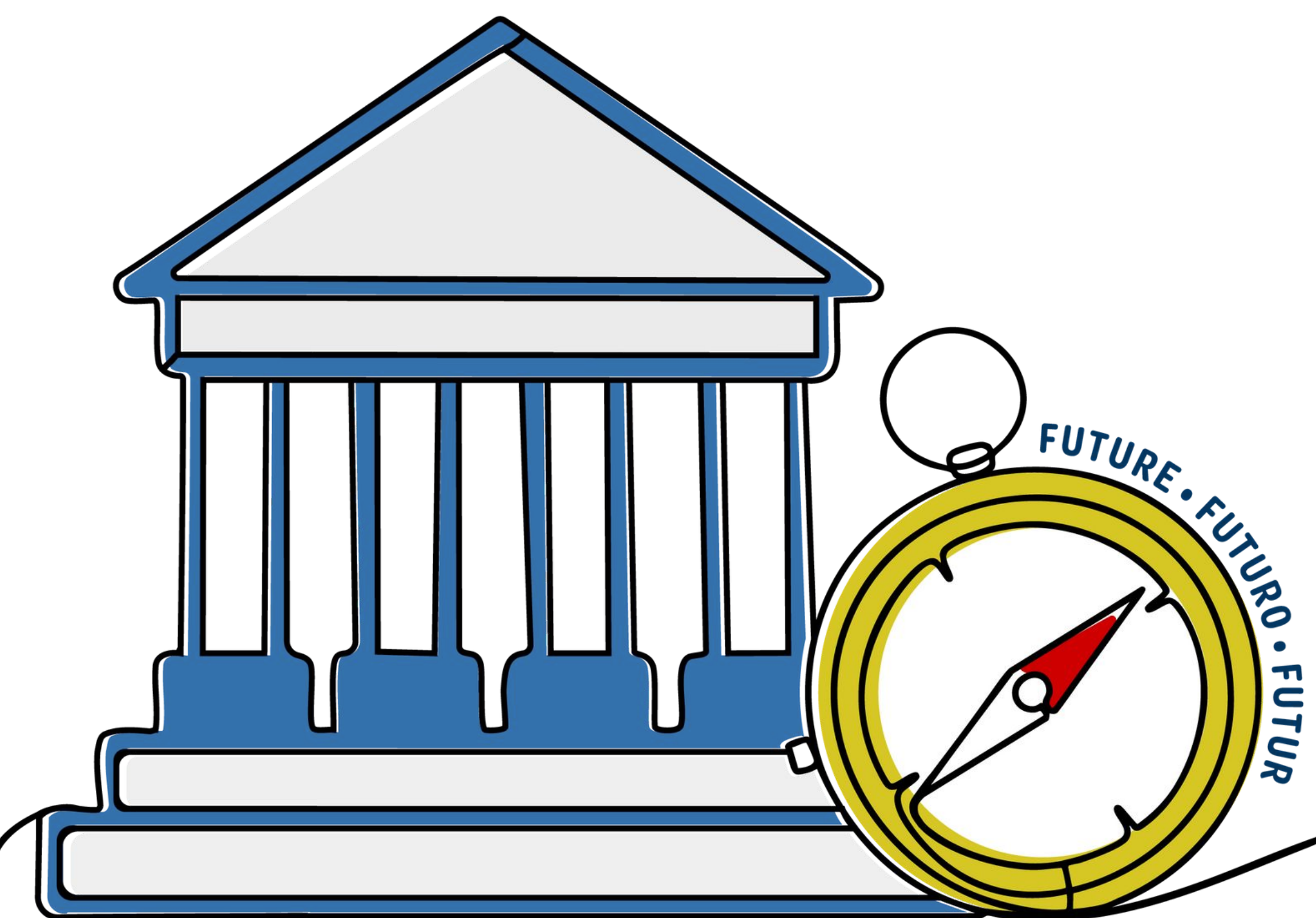


# Thank you!

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**Javier Enrique Medina Vásquez**  
Deputy Executive Secretary

**ECLAC**

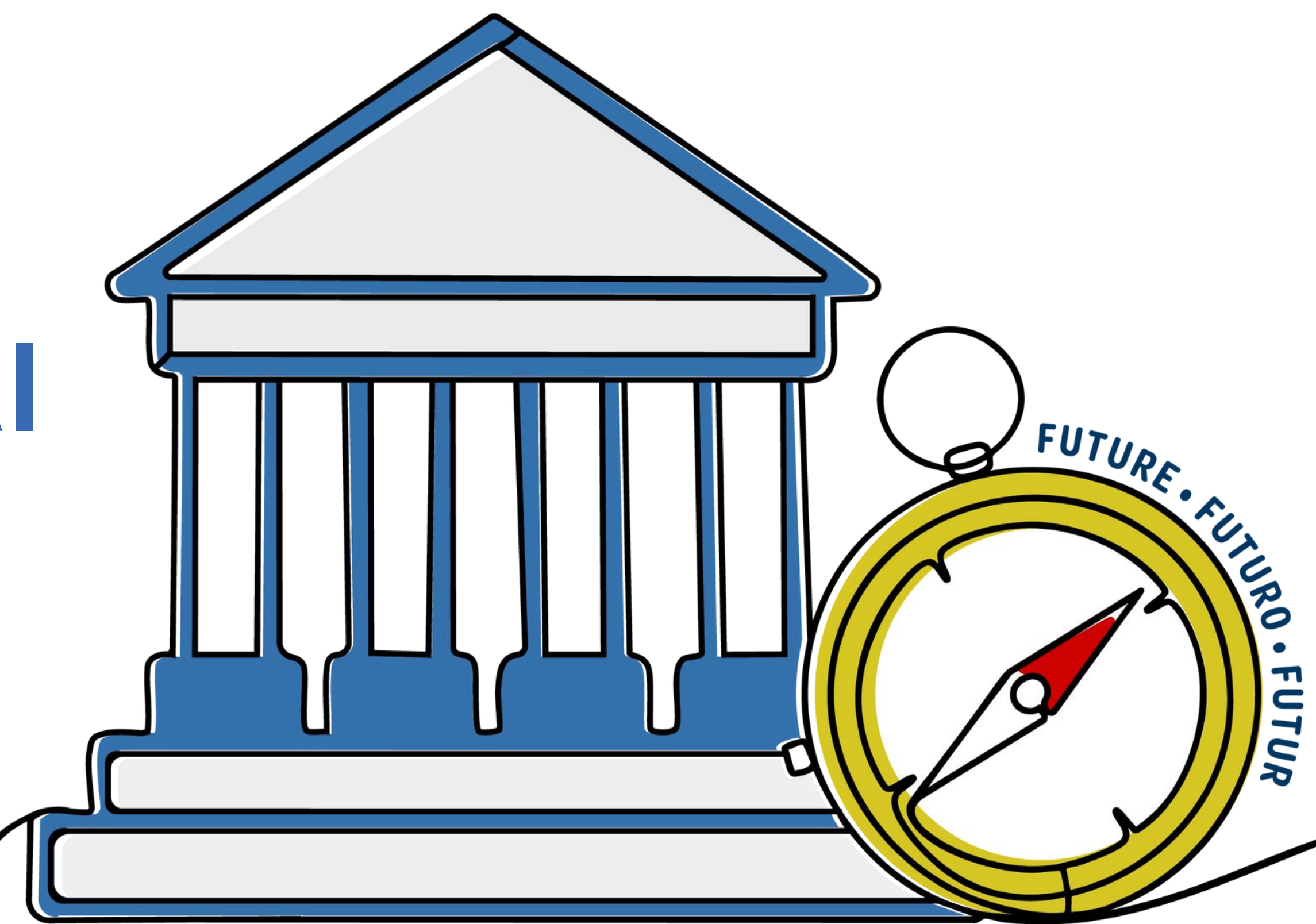




# Lydia Garrido

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**Senior Advisor of the Futures Committee  
of the Parliament of Uruguay  
Director of the UNESCO Chair in Sociocultural  
Anticipation and Resilience**







# **The future as a living practice: Some key elements to Anticipatory Governance**

**Lydia Garrido Luzardo**

Methodological Advisor on Futures and Collective Intelligence  
Futures Special Committee





# WHAT IF...?







# PARLIAMENTS ARE 'INTENSIVE' IN 'USING THE FUTURE' IN THE PRESENT





# THE FUTURE IN PARLIAMENTARY FUNCTIONS

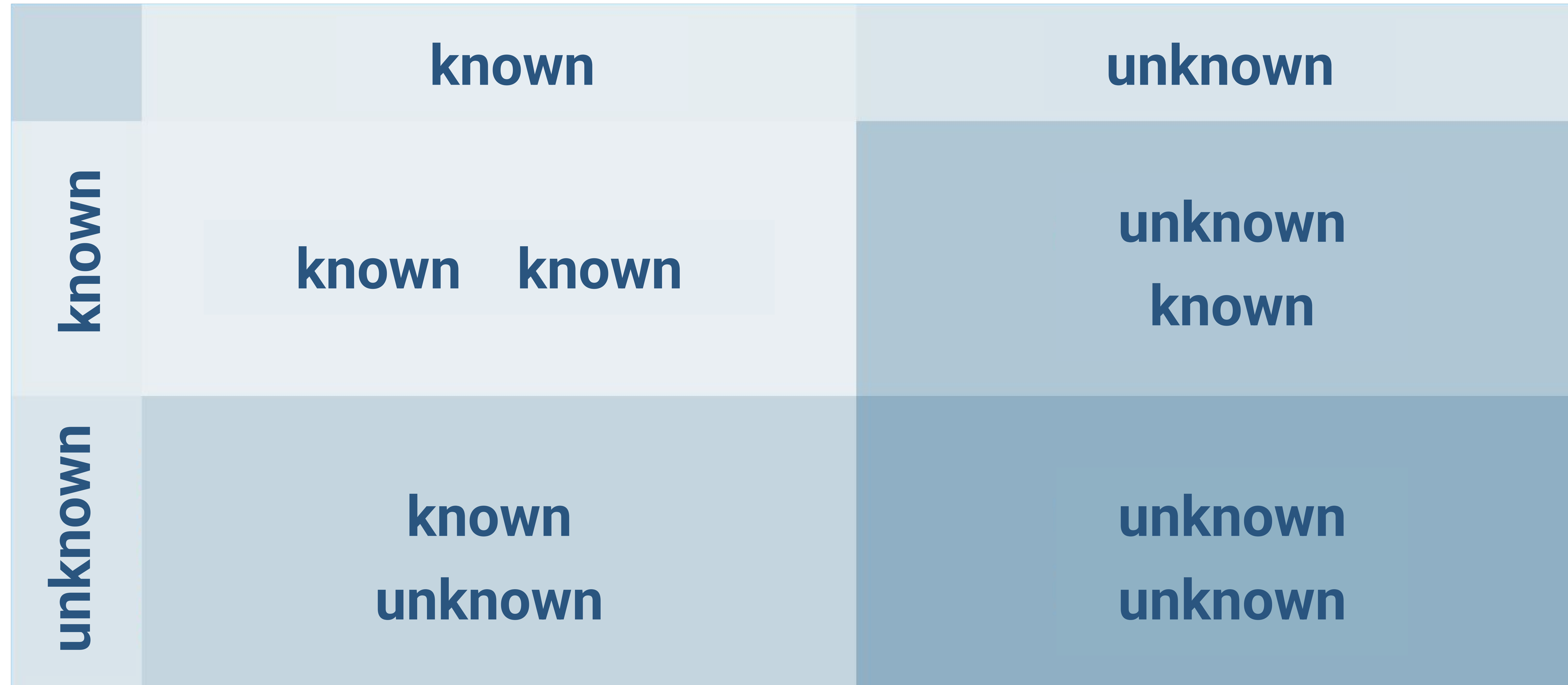
**In parliamentary activities, the future is used intensively in its three main functions:**

**ACCOUNTABILITY & OVERSIGHT  
LEGISLATION  
REPRESENTATION**





# INTEGRATING THE UNKNOWN





# CHANGE

- **Acceleration**  
**Depth**  
**Breadth**  
**Interconnectedness**
- **Complexity**



# WE NEED A PARADIGM CHANGE

- Complexity
- Anticipatory, guided by and for the Future  
Adaptability and Resilience  
Systemic and Relational
- Collective Intelligence, Plurality and Diversity  
Lifelong Learning  
Ethics and Equity, Responsible Foresight



A REFLECTIVE-DELIBERATIVE SHIFT BASED  
ON COLLECTIVE INTELLIGENCE

INNOVATIVE  
ANTICIPATORY  
GOVERNANCE  
ECOSYSTEM

ANTICIPATORY  
SHIFT

PARADIGM SHIFT





# ANTICIPATORY GOVERNANCE

**Anticipatory governance is a proactive and participatory practice that 'brings the future' into the present to better inform decision-making and management in a dynamic and complex world.**







# CONCRETE ACTIONS AND RESULTS



# METHODOLOGICAL INNOVATION

- FUTURE-ORIENTED APPROACH
- COLLECTIVE INTELLIGENCE
- SCIENTIFIC EVIDENCE



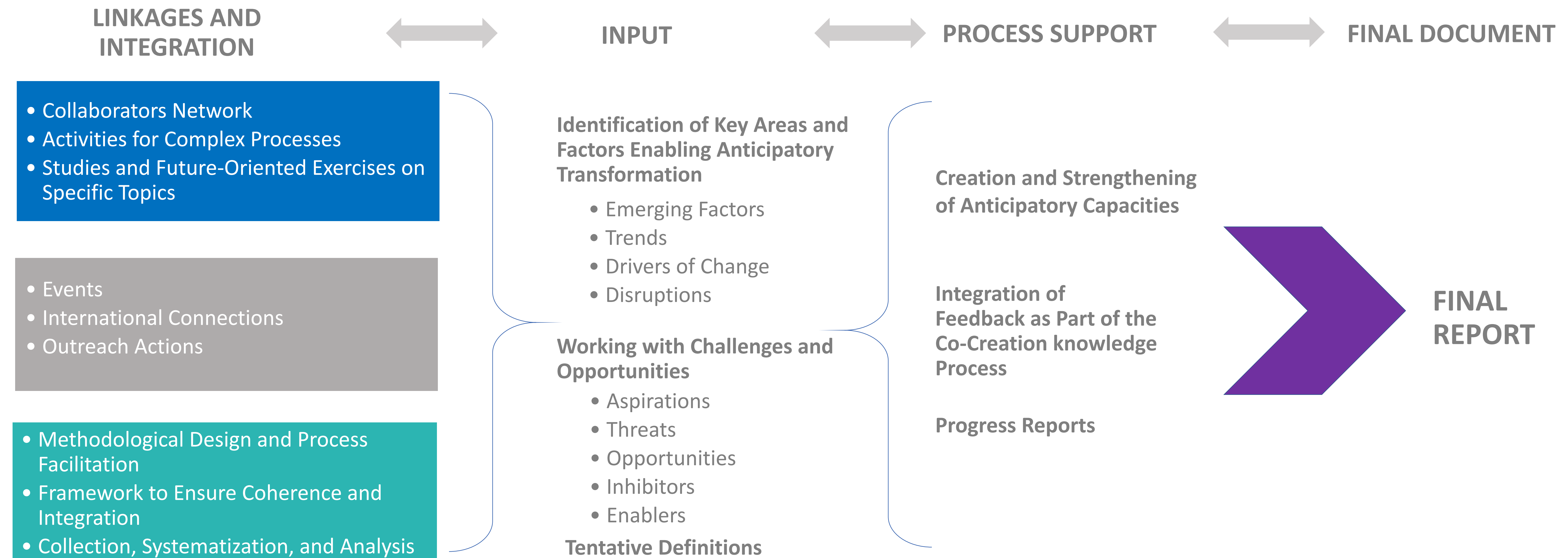


Garrido, 2021

# FLOW CHART OF ACTIVITIES. A FLEXIBLE AND ARTICULATED PLAN



## COMPONENTS OF A COLLECTIVE INTELLIGENCE PROCESS THROUGH A FUTURISTIC LENS

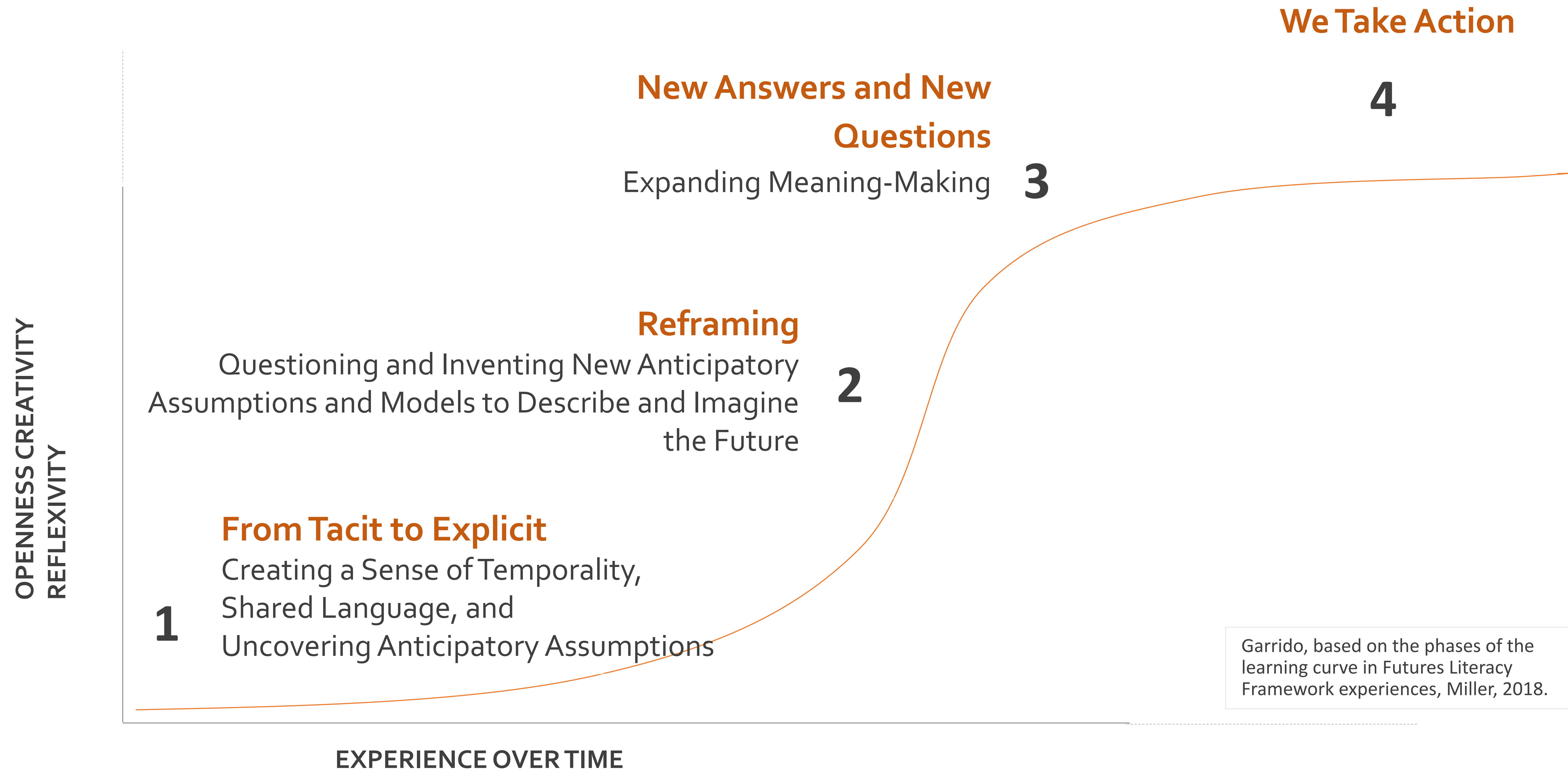




# FUTURES LITERACY LABS CO-CREATION KNOWLEDGE PROCESSES

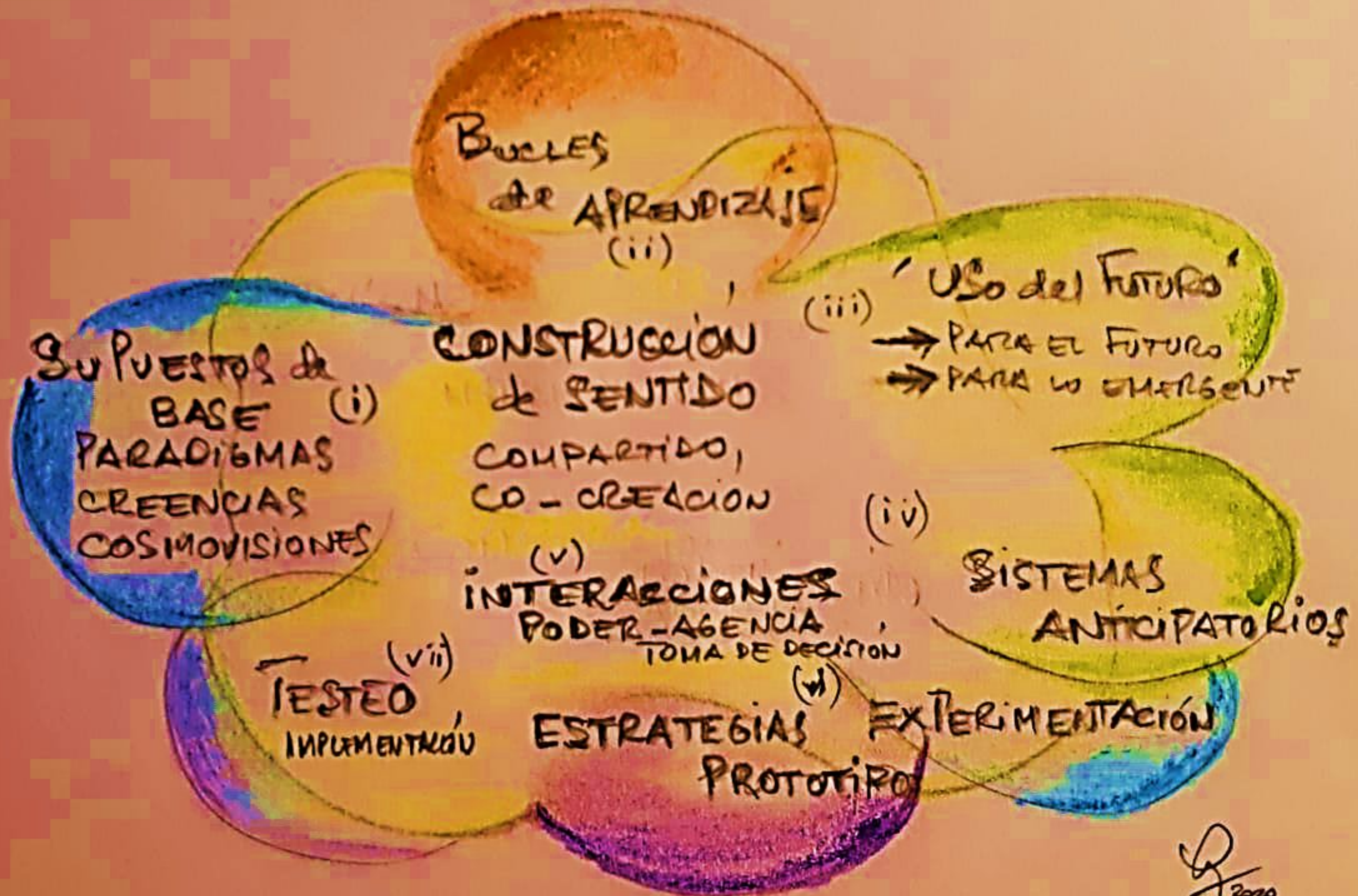
‘Making sense’ and ‘creating meaning’ while navigating the learning curve

Futures Literacy Laboratories for Novelty, FLL-N





# GESTANDO TRANSFORMACIÓN DESDE LA CONSTRUCCIÓN DE SENTIDO



Q  
2020



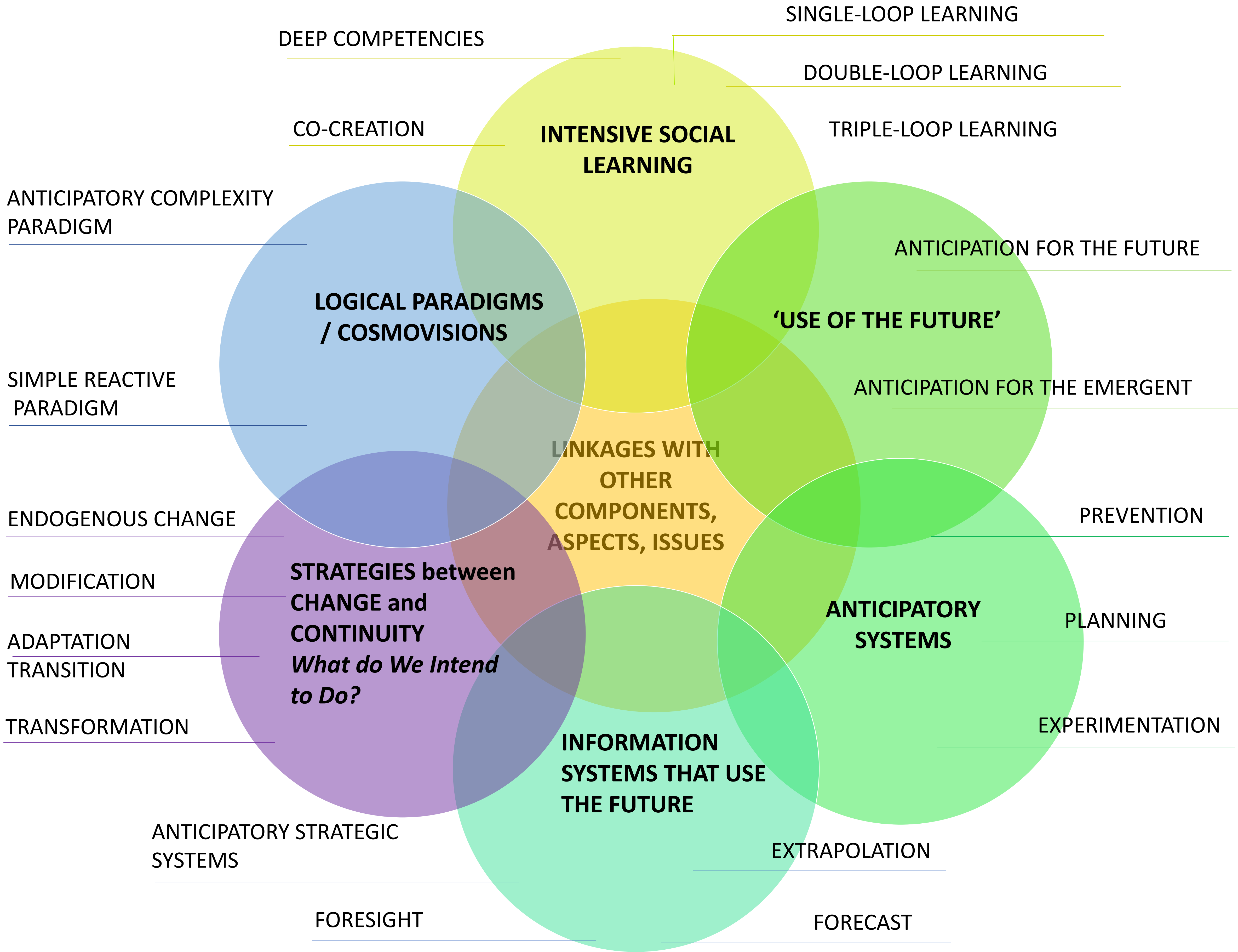
# ANTICIPATORY COMPONENT

## Graph of Recognition of Different Dimensions and Descriptors

MaCHT

CONCEPTUAL AND HEURISTIC  
FRAMEWORK

to work with ANTICIPATORY  
CAPACITIES AND COMPETENCIES





COGNITIVE PARADIGMS		SIMPLE REACTIVES	COMPLEX ANTICIPATIONS
	<i>cause-effect relationship</i>	linear	non-linear
	<i>action</i>	ex-post	ex-ante
	<i>focus</i>	continuity seek optimized solutions	discontinuity / emergent explores new questions
	<i>problem-solving approach</i>	fragmentation reduction	holistic - integral systemic - relational, multiple
	<i>relationship with uncertainty</i>	rejects seeks prediction and control	accepts/integrates explores the unknown experiences
	<i>vulnerability and risk</i>	perception from a weakness, deficiency, threat based on past experience	pre and proactive attitude, challenge to transform

ATTRIBUTE CONDITIONS REFERRING TO PARADIGMS, COSMOVISIONS AND LOGICS THAT FAVOUR APPLIED ANTICIPATORY CAPABILITIES AND ACTIONS

- P1 Multiple causality (diverse causes) and multiple causality (diverse 'types' of causality: linear, non-linear) are recognized.
- P2 There is a predisposition to reflect/act ex-ante, pre- and pro-actively, accompanying - understanding - change 'in the terms of change' and generating new conditions for change in a systematic way (in a systematic way). of change' and generating new conditions for change in a systematic way (including spontaneity and 'rigorous improvisation').
- P3 Focus on discontinuities, emergence, exploration of new questions. Openness to the new/different.
- P4 Holistic, integral, systemic, relational, multiple approach (articulates multiple logics, paradigms, 'difference').
- P5 Accepts, integrates indeterminacy as an opportunity for the creation of novelty. Explores the unknown, experiments, invents.
- P6 Vulnerability and risk are understood from a pre- and pro-active attitude oriented to transform (as much as possible before or together with the contingent that emerges). It uses past information but also experiments changing systemic parameters to expand the space of possibilities of the problem, i.e., creating other conditions.



LEARNING		SINGLE-LOOP	DOUBLE-LOOP	TRIPLE-LOOP
	<i>reflection on underlying assumptions*</i>	not explicit, not questioned	made explicit, they are questioned	they are questioned and changed; entry into specific values
	<i>type of change in learning</i>	Improved additive	substitution novelty	disruption transformation
	<i>applied learning</i>	repetition of known solutions	questioning and broadening of alternatives to the problem	the problem is thought of differently, new questions
	<i>changes in frames of reference (paradigms, values)</i>	the same frameworks	new systemic parameters are introduced	new frameworks/ paradigm shift
	<i>understanding and knowledge</i>	fragmented / based on past knowledge	amplified/ more information and knowledge	building of a shared sense Co-Creation
	<i>focus on knowledge creation*</i>	Instrumental	innovation	transformation
	<i>diversity of knowledge</i>	predominates a discipline or a knowledge ‘expert’	interdisciplinary co-creation	transdisciplinary co-creation
	<i>deep competencies*</i>	they are not noticed	creativity, reflexivity, collaboration	reflexivity, creativity, empathy, collaboration, conscious anticipation, resiliency
	<i>social learning*</i>	weak and isolated	collective interaction	intensive and permanent

ATTRIBUTE CONDITIONS RELATED TO SOCIAL INTENSIVE LEARNING THAT ENHANCE ANTICIPATORY CAPACITIES AND APPLIED ACTIONS

A1 Identifies and questions underlying assumptions and succeeds in changing them. Values, beliefs, and emotions that influence are recognized.

A2 Novelty, expansion, and transformation in and through learning.

A3 Applies knowledge and learning to rethink problem and broaden the range of solutions. Reframes and transforms them.

A4 Expands systemic parameters and may lead to paradigm shifts by accompanying change on its own terms.

A5 shared co-creation of knowledge and meaning.  
An expanded and qualitatively different understanding emerges.

A6 Focus on transformation (supported by innovation).

A7 Embraces and integrates diverse types of knowledge and ways of knowing.

Shared language. Inter- and transdisciplinarity.

A8 Broad range of deep competencies (creativity, empathy, collaboration, reflexivity, resilience, etc.) that combine in virtuous synergies.

A9 Intensive social learning (ongoing).



USE of the FUTURE	ANTICIPATION for the FUTURE		ANTICIPATION for the EMERGING
	<i>ontological assumptions</i>	past determines the future	the past does not determine the future
	<i>temporality and causality</i>	sequential - linear	nonlinear, multiple
	<i>rules, resources and goals</i>	given/known	are being generated/ not fully known
	<i>main purpose</i>	optimization/ prevention/ targeting	creation/ strategic anticipatory orientation/ transformation
	<i>purpose</i>	a certain end -target or objective-, whose reference is a certain imagined future	making sense of the emerging novelty; differentiating continuity from permanence; broadening the range of present choices.

ATTRIBUTE CONDITIONS REFERRING TO 'USES OF THE FUTURE' THAT FAVOR APPLIED  
ANTICIPATORY CAPABILITIES AND ACTIONS

UF1 The future is not fully determined by the past. Emergent complexity 'creates' new futures not foreseen, not imagined, not previously known. Indeterminacy is possibility to create something new and different.

UF2 There are multiple ways of understanding and using temporality, beyond the sequential, linear. The generative aspect of the future in the present is understood and exploited.

UF3 Rules, resources and goals are generated; they are not totally known or given a priori. Experimentation and learning take place in the process.

UF4 Experimentation and rigorous improvisation as an intensive learning process to make sense of the emerging novelty, orients from a strategic anticipation other uses of the future (preparation, prevention, planning, optimization).

UF5 The general purpose is the generation of meaning between the known and the unknown, to expand the alternatives of possibilities in the present to imagine and experiment with the future.





# CONCRETE ACTIONS AND OUTPUTS





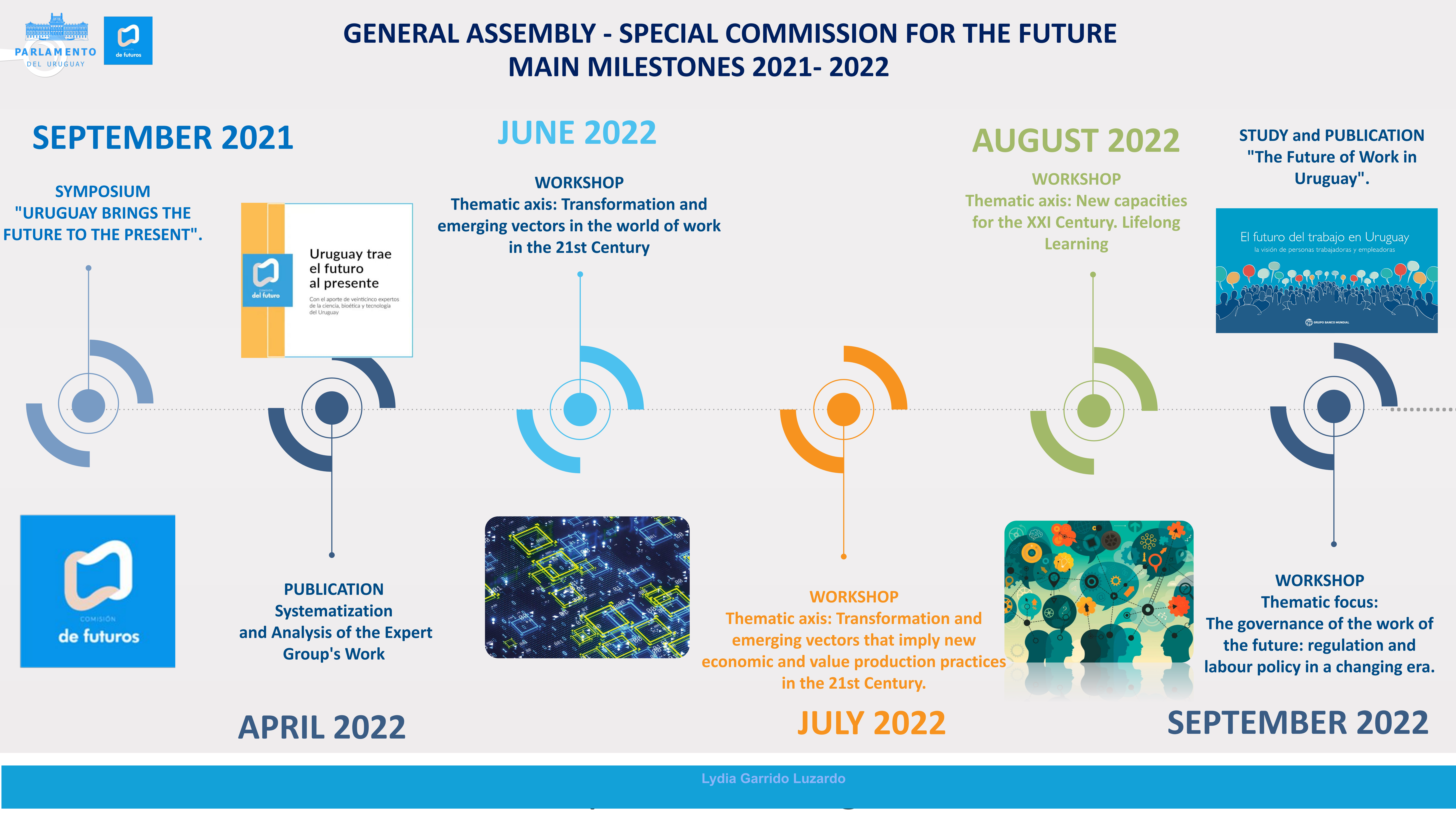
**2ND WORLD SUMMIT  
OF THE COMMITTEES  
OF THE FUTURE 2023**

**SEPTEMBER  
2023**

**2da CUMBRE MUNDIAL  
DE COMISIONES  
DE FUTURO 2023**

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**2da CUMBRE MUNDIAL  
DE COMISIONES  
DE FUTURO 2023**

**2ND WORLD SUMMIT  
OF THE COMMITTEES  
OF THE FUTURE 2023**

# **WE ACHIEVED:**

- + 300 Parliamentarians and experts**
- + 600 Participants to side events**
- + 70 Parliaments/Countries**
- Academy actively participating**
- Engaged AI Companies**
- World-class futures experts**
- Social Organizations and Broad Social Dissemination**
- Secondary and Tertiary students participating**
- Multilateral Organizations actively supporting**



**2da CUMBRE MUNDIAL  
DE COMISIONES  
DE FUTURO 2023**

**2ND WORLD SUMMIT  
OF THE COMMITTEES  
OF THE FUTURE 2023**







GROUP 1	NANE Silvia	INNERARITY, Daniel
	LOUREIRO, Leonardo	
	LAMM, Eleonora	
	VILLARREAL, Nelson	
GROUP 2	SIERRA, Miguel	MARTI, José Luis
	PARDO, Virginia	
	DANTE, Ninoschka	
	BIANCHI, Laura	



Amalia Sobera de Del Pino High School - José Pedro Varela -  
Lavalleja



AUIC High School - Rosario - Colonia  
Students of the AI Science Club,



School of Administration and Services - Salto





Linking the topic ‘evolutionary artificial intelligence’ with the Summit’s working areas under the theme of "Jobs of the Future and the Future of Work", which are being developed in the Special Committee on the Future as a process of collective intelligence for the period 2021-2024

<b>IA</b>	<b>In the emerging and evolutionary context</b>
	What are their intertwined scopes and implications? What does its evolution imply? Phases of 'frontier' AI, the AGI how does it impact the 'known world'? Anticipatory AI Governance. Global Anticipatory Governance
<b>IA</b>	<b>And ethical aspects: what do we want to preserve?</b>
	Responsible AI. Transparency, safety, inclusivity, ethical values, human-centeredness Various gaps: accessibility, gender, generations, etc.
<b>IA</b>	<b>and participatory democracy</b>
	New alternatives for participation using AI Guarantees for participatory democracy. Deepfakes Cybersecurity
<b>IA</b>	<b>challenges and opportunities in the labor of the future' today</b>
	New opportunities for innovation and development - what opportunities does it open up? New labour relations? Labour and workers. Automation Long-lived Societies. AI in health Economic aspects of AI for development and productivity in key futures. Transportation. Agricultural production. Communications. Metaverse
<b>IA</b>	<b>in education for a new era</b>
	Human-technology complementarity. AI literacy New needs for capacity, skills and knowledge Transformations in education systems, learning and knowledge generation. New environments. Virtual and immersive reality. Avatars
<b>IA</b>	<b>in parliamentary work</b>
	Regulations and their challenge: agile, adaptive to the evolution - of AIs and the context - and anticipatory Comparative legislation Codification, interoperability, transparency
<b>IA</b>	<b>and climate change</b>
	Contributions in the field of climate and ecological sciences.





# FINAL REPORT

## THE FUTURE OF WORK AND THE WORK OF THE FUTURE FOR A LEARNING-INTENSIVE SOCIETY



# PURPOSE OF THE REPORT

- Exploring the challenges and opportunities of the future of work in Uruguay
- Provide strategic inputs for parliamentary decision-making
- Strengthening anticipatory capacities in public governance





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# The Future of Labour and Labour of the Future

## Main Thematic Areas

- 1. Global challenges and their local impact**
- 2. New skills for the 21st century**
- 3. Long-lived societies**
- 4. Governance of the Future of Labour**
- 5. Climate change and the sustainable digital economy**
- 6. AI and human-machine coevolution**
- 7. Transformative synergies in the economy of the future**





# THREE PROPOSALS FOR A CHANGE OF ERA

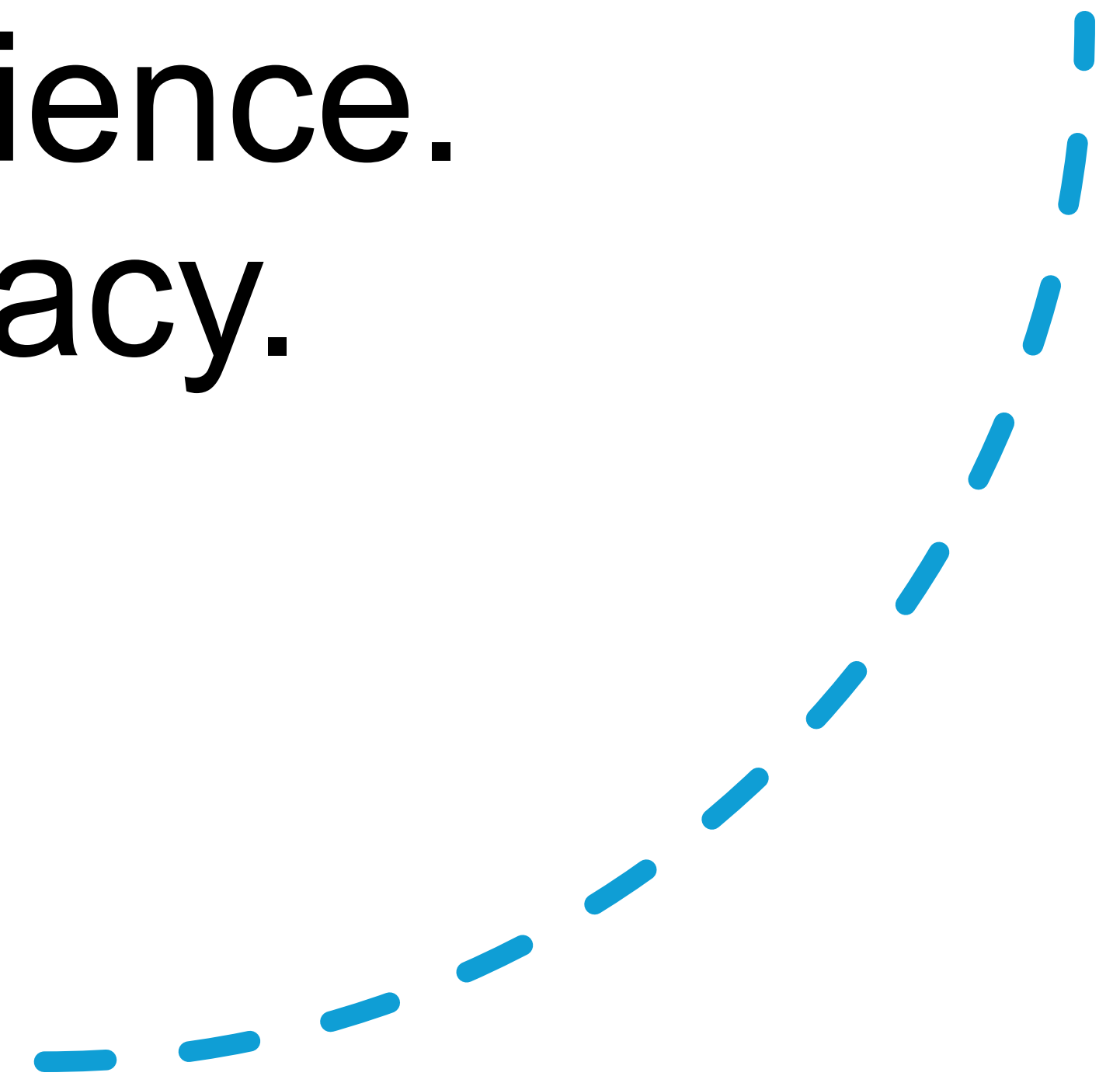
- 1. National Strategy for Generative AI Literacy**
- 2. Anticipatory Interdisciplinary Advisory Council (CAIA)**
- 3. Parliament's Futures Office**





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# What are the specific benefits?

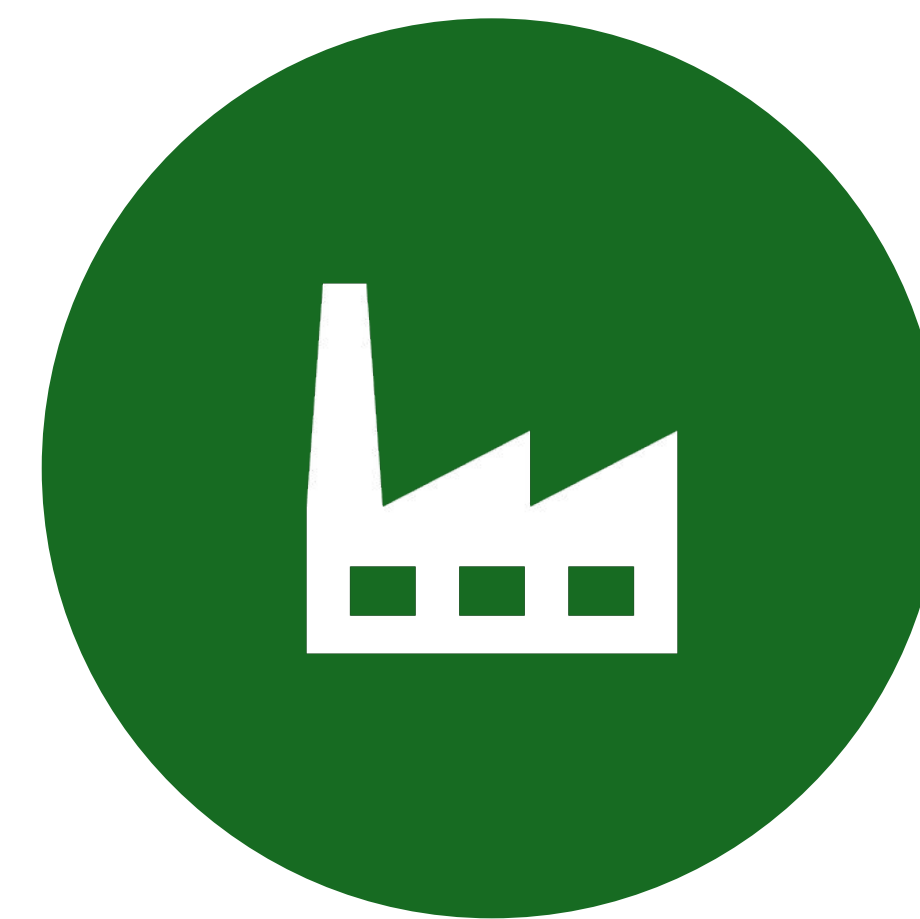
- **Anticipatory governance improves:**  
Legislation, with flexible and adaptive frameworks.  
Control, with ex-ante monitoring capacity.  
Representation, with intergenerational and multiple listening.
  - **And also:**  
It strengthens democratic resilience.  
It improves institutional legitimacy.  
It renews political culture.
- 
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# How can we work together?



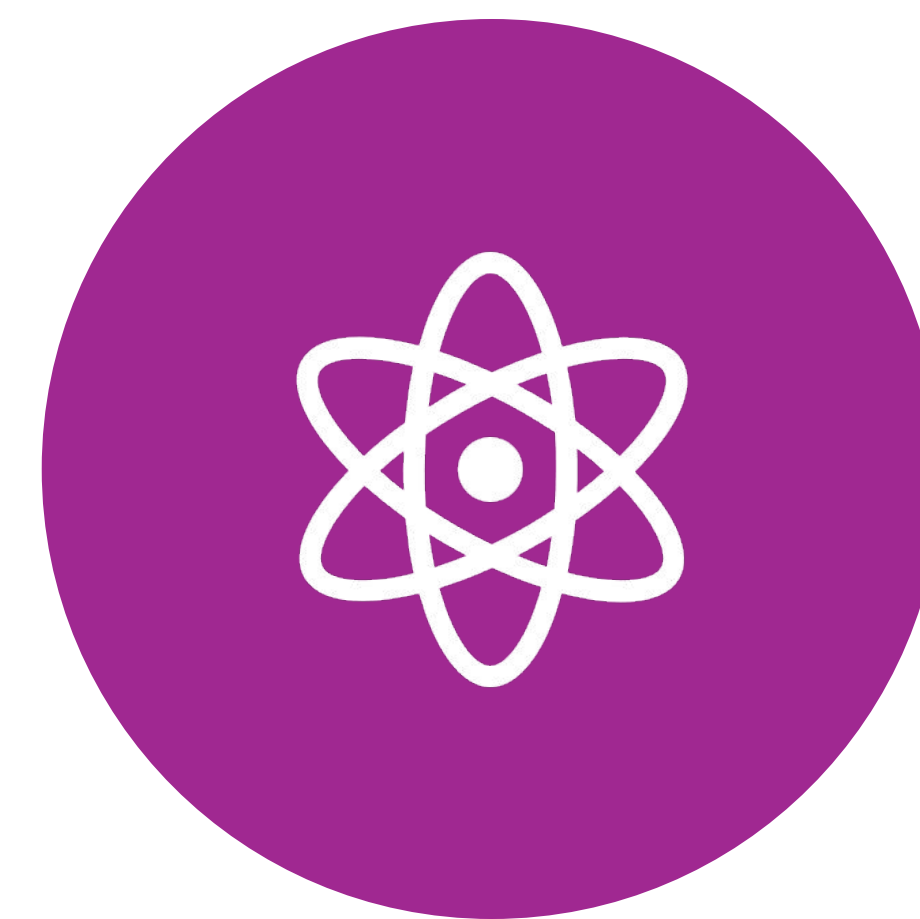
Design of tailor-made strategies for parliamentary committees.



Training in literate anticipatory skills.



Methodological support for the institutionalization of Offices for the Future or Units.



Legislative laboratories on specific topics (AI, longevity, future of work, democracy).





# THANK YOU!

## DRA. LYDIA GARRIDO LUZARDO

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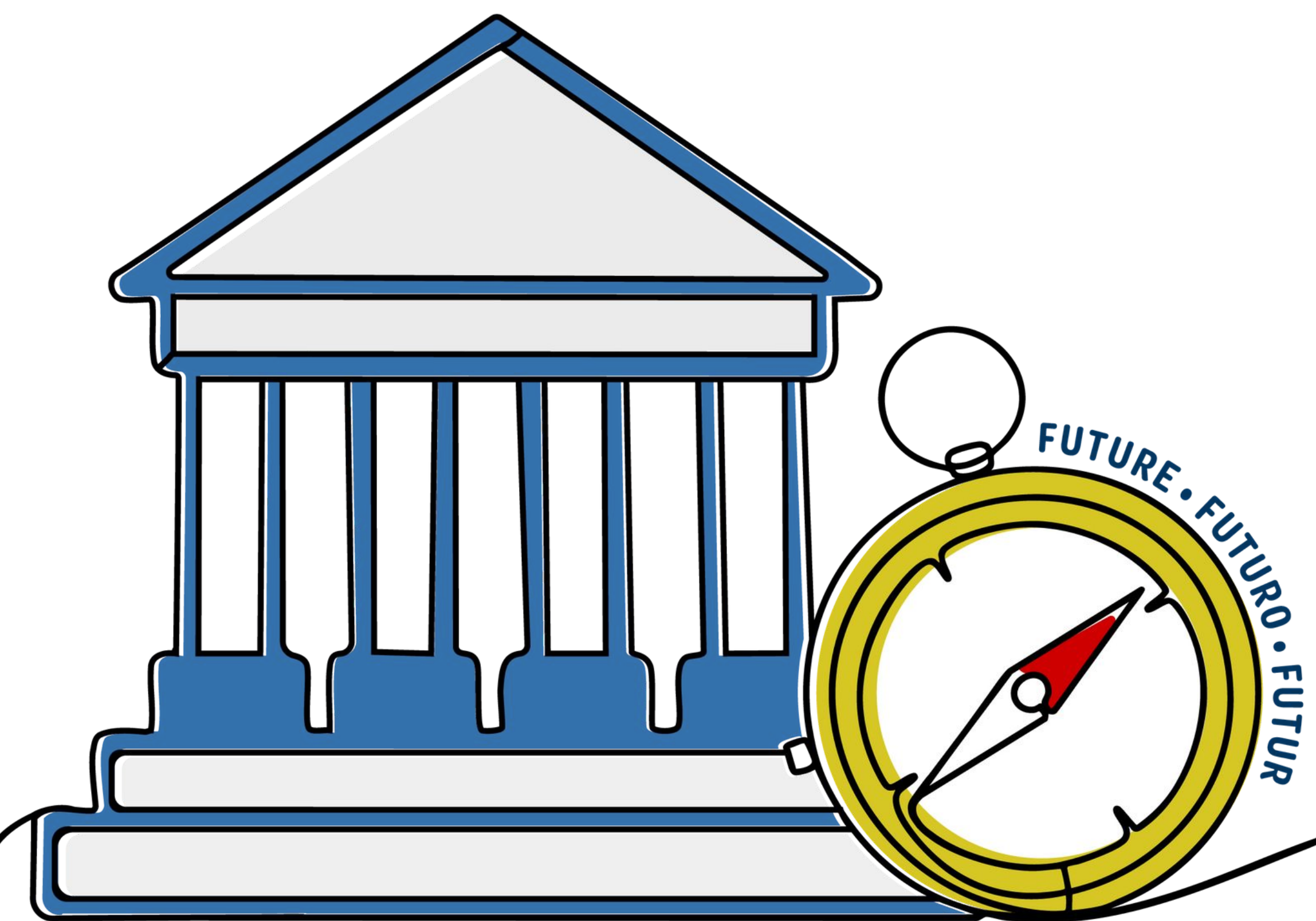


Working Session

# Using Strategic Foresight in Parliaments

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Session 2





# Thank you!

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