

# GUIDEBOOK

## Multilevel Governance for Talent Attraction and Retention



# FOREWORD

---

The concept of talent retention is no stranger to the world of business. Companies with enough forethought almost always have a set of practices and policies (often organized into a systematic approach) to ensure that their above-average professionals remain with them as long as possible, giving them a competitive edge on the market.

But companies are not the only ones these days straining to keep people from leaving them: cities have also become a battleground with a fierce competition for talent.

The main objective of **TalentMagnet** (TM) is to strengthen multilevel governance and improve institutional capacities to reduce the outmigration of a talented young workforce. In order to achieve this, the project brings together relevant actors from academia, business, politics/administration and civil society, supporting their mutual transnational, intersectoral and multilevel learning and cooperation.



**WELL-GOVERNED  
DANUBE REGION**



**15 ERDF, 2 IPA, 1 ENI-UA &  
11 ASSOCIATED PARTNERS**



**JULY 1, 2020 – DECEMBER 31, 2022**



**2 541 875 €**

The hypothesis of the partners is that without tackling specific governance bottlenecks, a city cannot implement an effective talent attraction and retention (TAR) strategy. Fortunately, the partnership has a plan:

- They collected relevant scientific literature and good practices, supplemented them with primary research on local level and then summarized everything they have learned in a Baseline Study.
  - They are tailoring their findings to the needs of smaller cities, supporting them in:
    - Establishing a functional multilevel governance system, and therefore, a talent-friendly ecosystem
- This guide is connected to this step by describing the model and guiding the readers through embedding it into how their city operates.**
- Designing a talent attraction and retention plan, including the implementation of pilot actions
  - The gathered information and experience will enable the identification of multilevel policy proposals, dissemination and capitalization.

# FOREWORD

There are a few sections in this document recognizable by distinct icons which should be explained before diving into the topic – a quick guide for the guide, so to speak.



INSERT USEFUL  
LINK HERE...

When you see a **treasure chest** with a coloured text box, it will contain **links for more resources, tools and reading materials**.

These notes will be very short, only included on the given page to redirect you to places where you can learn more about the topic.

The TalentMagnet project partners worked diligently together to provide as many tools as possible – a so-called **TalentMagnet Toolkit** – which can be adapted to local use in cities inside and outside the partnership. When one of these tools is especially important to the discussed subject, you will see either a coloured text box with a **toolkit** icon or – if the given tool is discussed in more detail – a whole page marked the same way. Note, that those TalentMagnet outputs which are NOT part of the Toolkit will be marked with the treasure chest icon instead!



This is supposed to be a practical guide with real-life examples to demonstrate the major points, so there will be sections for **relevant good practices** – again, some of these can be presented in only one paragraph, but sometimes you will see a whole page with a **star** icon on it.

Every resource and link mentioned in these sections can also be found in one place on the **last page** of the guide.



GOOD PRACTICE MANIFESTING IN 3..., 2..., 1...

*Editor's note: We ask every reader to study this document carefully – there will be a test on it later... This is only partly a joke, since the project partners must participate in a training on multilevel governance in TAR which ends with an exam – all based on this Guidebook. The training materials (Deliverable T2.2.1) and the e-learning curriculum (Deliverable T2.3.1) will be made available during and after the project, so any city can use them to organize their own local training in the topic for the relevant – and interested – stakeholders. Most of the documents are prepared only in English except the latter which will be translated to every language of the partner cities.*

# TABLE OF CONTENTS

---

## 1

### Background and context

- ❖ **Introducing the challenge**  
*The brain drain problem and why it can't be adequately solved*
- ❖ **The mission**  
*Using multilevel governance (MLG) in TAR*
- ❖ **The framework**  
*Elements of a functional governance system*
- ❖ **Rationale**  
*Justifying MLG through its benefits*

## 2

### The concept

- ❖ **The model**  
*Defining the multilevel governance model*
- ❖ **The levels**  
*The structure of the vertical and horizontal dimensions*
- ❖ **The actors**  
*The Quadruple Helix model: roles and real-life examples*

## 3

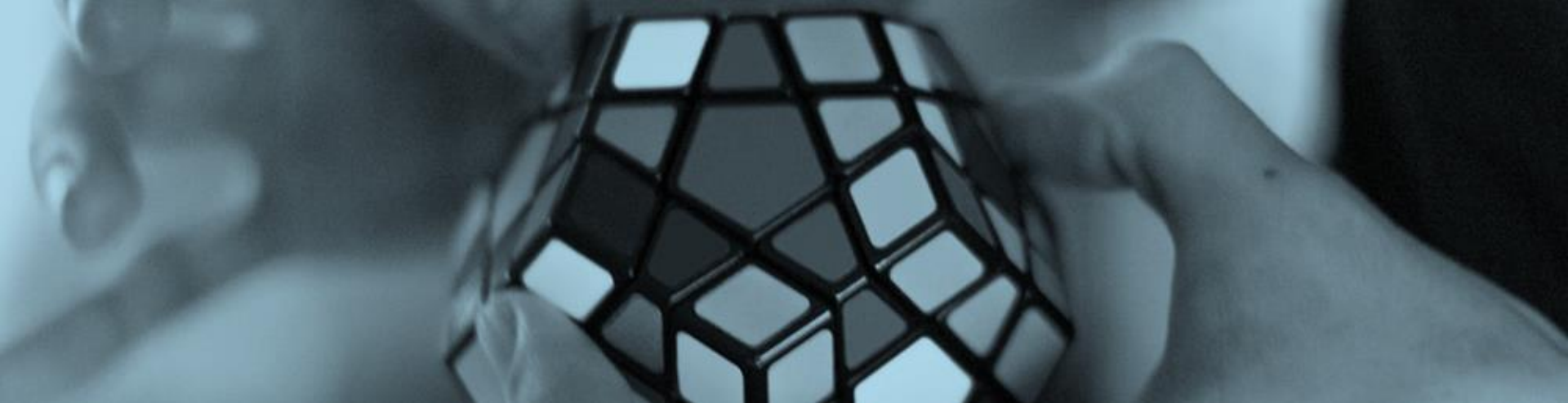
### Roadmap

- ❖ **Process overview**  
*Steps to establish an efficient system*
- ❖ **Understanding stakeholders**  
*Identifying and analysing the key actors*
- ❖ **Engaging stakeholders**  
*Knowledge exchange & strategizing*
- ❖ **Working with stakeholders**  
*Implementation mechanisms*

## 4

### Monitoring & evaluation

- ❖ **Definitions**  
*The difference between monitoring and evaluation*
- ❖ **Indicators**  
*Types and key qualities*
- ❖ **Monitoring framework**  
*Establishing the methodology*
- ❖ **Evaluation process**  
*Framework, evaluation report*



# 1 BACKGROUND AND CONTEXT

From the challenge to its solution

*The complexity and interdependency of the factors behind the brain drain phenomenon mean that ad hoc actions won't be enough – for any long-term achievement in TAR, a functional governance system must be established first, based on the multilevel governance model.*

---

## INTRODUCING THE CHALLENGE

"Freedom of movement for workers shall be secured within the Union." **Article 45** of the Treaty on the Functioning of the European Union guarantees one of four fundamental rights to EU citizens (the other three are the free movement of goods, services and capital). Leading to many advantages, this freedom also created – or rather exacerbated – a phenomena called **brain drain** which is

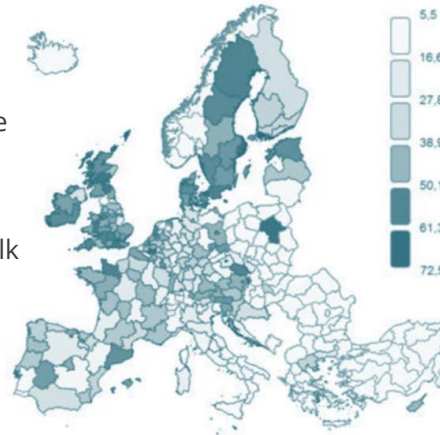
*"a region's loss of individuals with high skills and/or competencies... due to permanent emigration".*

Among the EU citizens of working age (20-64), 3.3% resided in a Member State other than their own in 2020, ranging from 0.8% in Germany to 18.6% in Romania (see the figure on the far right). As the definition states, however, we talk about brain drain in the specific case of **highly educated people** leaving a region – their share among the overall number of movers varies between Member States, but they obviously

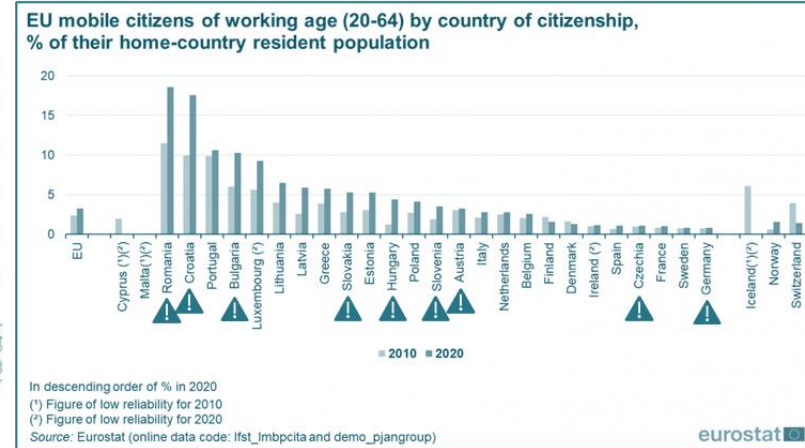
**favour the northern parts of the EU** (Sweden, Ireland, Estonia, Denmark) **and urban centres** (see the figure on the left).

Several motivations can be at play when someone decides to leave her/his home country to live and work elsewhere: **push factors** (escaping unemployment or a poor living environment, for example) and **pull factors** (they are attracted by the idea of learning a new language, studying abroad, etc.). The aspiration for better opportunities is common in both cases.

*The exclamation marks highlight the countries from the TM partnership.*



Share of highly educated EU28 movers NUTS2, 2017



In descending order of % in 2020

(\*) Figure of low reliability for 2010

(\*) Figure of low reliability for 2020

Source: Eurostat (online data code: Ifst\_Imbpcita and demo\_pjangroup)

eurostat

## INTRODUCING THE CHALLENGE


International migration is a national – and transnational – issue, but even if moving between countries in the EU wouldn't be free, people would still travel *within* their country, chasing after better opportunities and/or adventure. Whether the vector of migration is from one country to another or from a smaller city to the capital of the same country, it is a challenge we must face. Its socioeconomic consequences include **labour/skill shortages, limited innovation capacities, a reduction of tax income and higher costs of public goods/services.**

Tailor-made responses are needed that may differ considerably from one country, region or city to another. On a local level, we want to **retain the talent the city already has, convincing people to stay** by providing the necessary opportunities close by. Sometimes this is impossible: a small city will never be able to offer the same variety of university majors (or even a university) for prospective students, for example. Moreover, experiencing life in another city or country can be beneficial to people both personally and professionally. The goal in these cases is not keeping them in the city at any cost, but **motivating them to return** after they finished their studies.

By creating favourable conditions, we will hopefully **attract talented people from other cities**, too. Here, the best-case scenario is a balanced situation in which **a healthy brain circulation** takes place: a continuous gain-loss of high skills/competencies.

Whatever level the problem is manifesting at, resolving it usually runs into the same barriers:

- **Supportive framework conditions** (legislation, funding, support organizations, mechanisms) on local, national and transnational level **are missing**, and this lack of an ecosystem means **poor conditions for the necessary changes**;
- Leading to a **lack of harmonized approaches** (or none) to effectively address the issue.



This and the previous page give only a brief overview about the topic, but if you would like to see more statistics regarding youth migration, you should look up the TM Baseline Study (pages 12-16) [HERE](#).



SOURCE

# THE MISSION *If you choose to accept it*

The holistic approach of TalentMagnet is based on a **talent-friendly city concept** with four main elements: Place, Work, Life and Attraction – each of these include different aspects of urban development.

## PLACE

- Sustainable transport within the city (open to cycling and walking) and good external transport links (e.g. motorway, railway)
- Pleasant urban environment
  - High-quality green spaces
  - Attractive city architecture and public spaces

## ATTRACTION

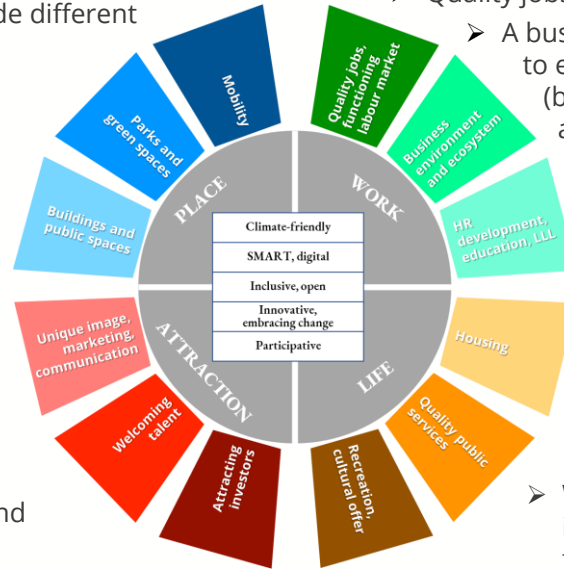
- A strong city brand, a positive image
- Open, inclusive social environment and a definitive plan for talent attraction and management (*see the next page*)
- Clear direction and vision for further local developments and incentives for new investments

## WORK

- Quality jobs with competitive wages
- A business environment conducive to entrepreneurship and innovation (both for multinational companies and local SMEs)
- Opportunities to study a wide variety of subjects and professions (including LLL – life-long learning)

## LIFE

- Good quality, affordable housing
- European level public services (pre-school and nursery care, health services, efficient and digitally available government administration)
- Wide selection of “third places” (cultural institutions, restaurants, pubs, sports facilities, etc.)

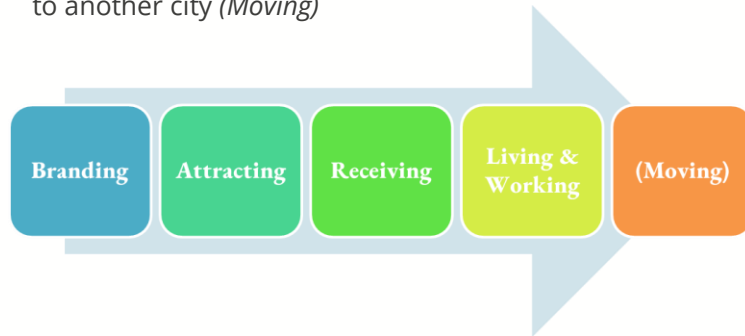


These topics involve almost all areas of urban development; however, **TAR means more than just creating an integrated urban development strategy** covering the above.



**Talent attraction and management** – which is part of the talent-friendly city concept as the *Welcoming talent* factor from the *Attraction* quarter (but also covers somewhat more than that) – means that a city can:

- Distinguish itself from its competitors by creating a **unique city brand** (*Branding*)
- **Convince** talents to move there (*Attracting*)
- Make a **positive first impression** as well as assist newcomers in finding information and settling in smoothly (*Receiving*)
- Create **optimal conditions** for talents **to stay** in the city (*Living & Working*)
- Change them into **"ambassadors"** if they choose to move to another city (*Moving*)



## THE MISSION *If you choose to accept it*

These steps are complementary to the typical **"customer journey"** of a young talent and also connected to several other aspects of the talent-friendly city concept on the previous page.

1. First, they learn about the existence of a city which is only possible if the city has a clear and recognizable brand (see *Unique image...* in the *Attraction* quarter).
2. Based on the information they get, they consider their options (*Quality jobs...*, *Housing*, etc. are all important factors here), hopefully coming away with a positive opinion.
3. Decision-time: this is the part where they actually make a move.
4. In an ideal situation, the city makes first contact during the relocation in some way, supporting the process.
5. Proving that the city provides a satisfying life creates loyalty and an emotional connection to the city and its community.
6. This attachment can become so great, that they share their positive experiences with other people, recommending the city.

The complexity and interdependency of these steps and the talent-friendly city concept factors mean that ad hoc actions in one or two areas will only be drops in the ocean – for any long-term achievement in TAR, **a functional governance system must be established** first, **based on the multilevel governance model**.



## THE MISSION *If you choose to accept it*

As we mentioned on the previous page, a few NGOs deciding to beautify a city park by organizing a community gardening weekend will result in a nicer-looking public space, but in and of itself won't solve the problem of people leaving the city – the urban environment is only one factor of that equation. Achieving meaningful, systematic change requires the joint commitment and efforts of a *lot* of local stakeholders and **a functional governance framework provides the supporting – and motivating – background** for that.

How does this framework look? There can be many different classifications. One of them is the so-called 5P, originating from the world of business development: People (teams), Proficiency (skills, toolkit), Promotion (communication, branding), Payoff (benefits) and Programme (plan). We will use a more extensive categorisation which takes into account the fact that a city has a lot more "moving parts" than a company.

The following pages will describe **six components** that are necessary for effective governance – three of them (Dedicated organization, Intellectual capital and Shared vision & strategy) are similar to the 5P model's People, Proficiency and Programme elements.



**Strong commitment of the local leadership** (the mayor, for example) is easily one of the most challenging components to "acquire". Even a single project concept will only move toward actual development if there's **political backing** behind it and the decision-makers are willing **to give priority** to the given policy area. More complex approaches (like talent attraction and management) require **clearly and publicly expressed** political commitment even more.

## THE FRAMEWORK

### KEYWORDS

Clear and public statements of support  
Priority given to TAR  
Targeting top advisors  
Awareness of risks and how to manage them with confidence  
Political neutrality

Why is this so hard to achieve? First, **they are busy** – the amount of time they can devote to understanding the challenge, the importance of dealing with it and the solution is *very* limited. In some cases, it's a better idea to **reach out to their top advisors first** who will be in a position later to give them recommendations. **Political officials are also averse to risk with their key constituencies** so we have to be prepared to give them the necessary **confidence to follow through** on implementation even if some of the actions anger people at first.

Political commitment does NOT mean that TAR should be associated with a political party – we shouldn't depend this much on someone who might be leaving after the next election.

When Nyíregyháza was involved in two URBACT projects (TechTown & TechRevolution) dealing with business support and digital innovation (very important and practical topics), the leaders of the city were mostly uninterested at first. It took a **personal visit** from the Lead Partner to "turn the tide". The experts responsible for the good practices targeted by the partnership showed up with **actual statistics about the changes** they managed to achieve in *their* city which was quite inspiring and motivated the mayor to take a firm stand beside the initiative. You can read about the projects [HERE](#) and [HERE](#).



Political commitment doesn't mean that there are **people who will actually do the work** – as we established, political leaders are very busy and they cannot be expected to work on the process day by day (even if they have the necessary professional qualifications). A municipality needs either **a dedicated organization or an internal group of people** to keep TAR alive – the already overworked local staff simply won't be able to take on this extra responsibility.

## THE FRAMEWORK

### KEYWORDS

People who will actually do the work

Can be "only" an internal team at first

Capacity & motivation

Empowerment based on mutual trust

Clear tasks

Whoever will be the coordinator of TAR, they must have not just the **capacity** (the available time and knowledge), but also an **internal motivation** to succeed, complementing any external pressure. It's also important for them to be **able to make** some **decisions** without continuously asking for permission – this power will probably be limited, but without **mutual trust**, nothing will get done on time. The charter of the organization and/or the job descriptions of the team members should be **clear**, with **tasks** delineated from other municipality responsibilities to avoid double work. The **internal relationships and hierarchy** must also be **straightforward**, so everyone always knows where to turn to in case of urgent issues and emerging problems.

After convincing the mayor to support the TechRevolution project, it quickly became clear that a separate team is needed within Nyíregyháza to shoulder every responsibility related to the local economic environment. **At first**, this meant only **one person** (the assigned project manager), but **later** the city created **an organization** dedicated to coordinating all investment incentive activities and gave them a place in a newly renovated building called Technology Transfer Centre. Now, a few years later, the team has four experts led by the former project manager (who's currently the managing director of the company). You can read more about the organization [HERE](#).





## KEYWORDS

Staff costs, utilities, organizing events...

EU funding, using related thematic calls

Other options: municipality budget, donations from sponsors  
A diverse composition of sources

The setup and maintenance of a functional governance system require **financial resources**:

- An internal team will have **staff costs**;
- A dedicated organization will involve paying the salaries of the members, but also **other expenditures** (renting an office, utilities...);
- The participative approach (see [this page](#)) implies the existence of events where the stakeholders can meet – these have their own costs (catering, inviting experts...); etc.

13

# THE FRAMEWORK

Potential interventions related to the talent-friendly city concept – like urban mobility initiatives or social housing projects – can be easily connected to available (**direct or nationally distributed**) **EU funding sources** most of the time but funding the *governance* of TAR is a different issue. However, it is possible to include the establishment of a thematic institution or organization in a related application which can kickstart the process. What's important to remember is that there are other possible funding sources that can be utilized, too: **reallocated money from the city budget** or even **sponsorship through donations from businesses**. It's better to have more legs to stand on, but the exact composition of sources depends on the local situation.

The “Ruse – Free Spirit City” Municipal Foundation was established in 2012 to support and stimulate activities that regenerate the city’s creative spirit. They provide financial assistance to talented young people in various fields of science, education, art and culture and involved almost 500 of them between 2014 and 2019 in international competitions, science and music festivals and summer schools. Their relevance to our topic here is in their funding scheme: it consists of **public funds** from the Municipality of Ruse, but also **donations** from companies, NGOs and private citizens. **THIS** is their website.

*This organization was also included in the TalentMagnet Good Practice Catalogue on page 41 which can be found [HERE](#).*

Having the right people is also an important criteria – and by “right”, we mean people who can:

- **Communicate effectively** – implementing a holistic vision like this is only possible if there are clear communication guidelines between the actors involved;
- **Negotiate** – managing resources, dealing with conflicts, etc. are all parts of the process and must be dealt with;
- **Manage time well** (theirs and others’) – scheduling activities and anticipating delays before they actually happen are useful skills to have;
- **Solve problems** as they occur – this is a key aspect of delivering results on time and within budget limits; and
- **Be dedicated, passionate and motivated** – it’s easier to work with people who believe in the goals of TAR and are invested in achieving them.

In addition to these **soft skills**, having **relevant knowledge/expertise and experience** within your team in one or more of the fields related to the talent-friendly city concept and/or urban development in general won’t hurt, either.

# THE FRAMEWORK

## KEYWORDS

**SOFT SKILLS**

- Communication
- Negotiation
- Time management
- Problem-solving
- Dedication, passion

Relevant knowledge/  
expertise and experience

Continuous learning



Bringing in people like this from the beginning is only the first step – we have to make sure that they **keep learning** which can be accomplished through working together with other cities/organizations, attending relevant training courses, studying good (and bad) practices and participating actively in transnational cooperation projects that can be relevant to TAR. These efforts won’t go to waste – they will make the **intellectual capital** of the local governance framework increase.

A functional governance system relies on **participation** from as many stakeholders as possible: not just public institutions, but the business community, civil society, etc. (see [Chapter 2](#)).

**Why?** There are many **challenges** related to TAR that **cannot be addressed by a municipality alone**. If the local economy doesn't provide enough jobs that require highly educated professionals so young people leave for better pastures, these jobs can't be just manifested from thin air by the city. The municipality *can* create a business environment that is conducive to entrepreneurship and inviting for investors – the actors who actually create the *jobs* will be the companies who come to the city and the young talents who start their own business due to the changed circumstances. However, creating this environment is not possible if **the municipality doesn't know the demands of the stakeholders** (the possible investors, the talents, the local businesses who can also expand, creating more jobs in the process, etc.).

To summarize, the municipality must work together with various actors to have enough – accurate – information about the necessary changes and to involve everyone without whom the actual implementation would fail anyway.

# THE FRAMEWORK

## KEYWORDS

From the beginning through the later phases

Getting accurate information

Tools: surveys, workshops, thematic focus groups...

Implementing solutions together



Depending on the country, this approach might already be familiar – many cities strive for **asking their citizens and stakeholders about their needs through surveys, workshops and thematic focus groups before designing a development strategy** (in some cases in the EU, this is actually mandatory). In a functional governance framework, this involvement should also start at the very beginning – the planning – of the process, but **it must continue through the implementation and monitoring phases, too**.

Last but not least, the final ingredient of a functional governance framework is a **clear vision** of the change you want to achieve and a **roadmap** (a strategy) that leads to your planned destination step by step. This vision and strategy must be **shared with the stakeholders** which necessitates their active involvement in its development process (see [Chapter 3](#) for details).

Why is this important? Partly because it's **more efficient** to work in a coordinated way for the same goals, but another crucial factor of this is actually psychological: **people like to belong** to a community (even if they don't get material benefits out of it which is not true in this case) **and love to be in the loop** – having insider knowledge about (and a say in) the workings of the city (future projects, for example).

## THE FRAMEWORK

### KEYWORDS

A clear vision and a roadmap to reach it

Stakeholders must be aware of (and share) it

Efficiency

Sense of belonging

Insider knowledge and an impact on future developments





The **smart service platform** of Île-de-France is a good example of both this and the previous framework component. This platform **collects data** generated by the region (from both the public and the private sector) and **uses them for the design of new services** (Rush Hour Metering, Ecological Participatory Budgeting, Local on My Plate, etc.) to make the residents' lives easier and more sustainable. In order for these services to meet the needs of the users, the region has developed a **participatory planning and collaboration model** – representatives of the residents, companies, associations, local authorities and the region all take part in the **workshops** to design the platform and its services. You can find more information about the process [HERE](#).





Why should we use this framework? Several compelling reasons – related to specific components – were mentioned on the previous pages, but if the system is properly implemented, it has the following overall benefits:

 **Transparency:** The internal mechanisms of communication and dissemination are geared towards sharing as much with as many stakeholders as possible – **information becomes easily accessible** and understandable to its recipients.

 **Coherence:** Due to the participative approach, the goals and methodology of TAR are shared between the people involved – motivated by the **same vision and** knowing the **strategy**, they will pull the cart in the same direction, so to speak, always coordinating with each other.

 **Participation:** The involvement of stakeholders in both the planning stage and the implementation creates a **sense of responsibility** towards the tasks and a **feeling of ownership** towards the results. Creating an attractive city to live, work and play in is the main goal of sustainable urban development and since this framework

## RATIONALE

includes as many actors as possible in the process, the changes are not done *to* them, but *by* them (and *for* them).



**Effectiveness:** With projects which encompass several policy areas, phrases like *“this is out of our hands”* or *“not my department”* are often in use – people do not always know where to turn to and sometimes only get relevant information when it’s already too late to finish something on time. If **everyone who’s needed** to implement the planned changes **is there** already from the beginning, this won’t become an issue.



**Accountability:** Although the feelings of responsibility and ownership are present in everyone involved, there are also **clear roles** and attached responsibilities which make **monitoring** possible.

All in all, functional governance is the best way to plan, implement, monitor and evaluate complex changes in urban development – realizing the talent-friendly city concept is an integrated approach where **the largely interdependent factors can only be efficiently shaped to the overall vision if there’s a strong supporting framework** behind it.

Before talking about the concept of multilevel governance through which a functional governance framework can be established (this is the topic of the next chapter), it would be worth covering – and dismantling – the two most commonly mentioned **barriers** of implementing the model: a lack of tradition of decentralization and a lack of resources.

## LACK OF TRADITION

Depending on the recent **history and** current **political climate** of a country, participatory methods are either part of urban development already or just very recent additions to policy-making. The latter situation often manifests in a **lack of trust from the invited stakeholders** since they are not sure that their opinion will be truly heard so they might think that the process is just an exercise in futility (only organized because it is mandatory for an EU fund, for example). It might also be harder for a municipality to affect areas where the national/regional government is the responsible authority – their hands might be tied due to **red tape and constricting regulations**. We cannot change these overnight, but this document includes **a step-by-step guide with easy-to-adapt tools**, keeping in mind those that might find the principles of MLG harder to follow.

# RATIONALE

## LACK OF RESOURCES

Regardless of the nature of a project which is supposed to serve TAR, it will always involve some resources which is true for establishing and maintaining the governance framework, too.

- *HUMAN resources* – Coordinating the activities and the process of multilevel governance will require **people** from inside (and possibly outside) the municipality.
- *INTELLECTUAL resources* – Some kind of a **relationship with the stakeholders** already exists most of the time, but often not utilized properly.
- *PHYSICAL resources* – This would consist of at least **a place** where the stakeholders can meet and work together.
- *FINANCIAL resources* – See [this page](#).

We offer **low/no-cost tools** which should be sufficient as a start (and can be expanded upon later).



SOURCE

## CLIFFNOTES VERSION

- **Brain drain** is “a region’s loss of individuals with high skills and/or competencies... due to permanent emigration”.
  - Supportive framework conditions are missing, and this **lack of an ecosystem** means poor conditions for the necessary changes, leading to a **lack of harmonized approaches** to effectively address the issue.
  - The holistic approach of TM is based on a **talent-friendly city concept** with 4 main elements: **Place** (mobility, greenery, public spaces); **Work** (jobs, business support, education); **Life** (housing, public services, recreation) and **Attraction** (branding, welcoming talent, investors).
  - **Welcoming talent** means distinguishing the city from its competitors (*Branding*), convincing talents to move there (*Attracting*), making a positive first impression (*Receiving*), creating optimal conditions for them to stay (*Living & Working*) and changing them into “ambassadors” (*Moving*).
  - The complexity and interdependency of the factors above mean that ad hoc actions in one or two areas won’t be enough – for any long-term achievement, **a functional governance system must be established first, based on the multilevel governance model.**
  - A functional governance framework has **6 key components.**
1. A concept will only move toward actual development if there’s **political backing** behind it and the decision-makers are willing to give priority to the given policy area.
  2. A municipality needs either **a dedicated organization or an internal group of people** to keep TAR going.
  3. The necessary **financial resources** can come from direct or nationally distributed EU funding, the city budget or even donations from businesses, NGOs and/or private citizens.
  4. The **intellectual capital** means soft skills (e.g. in time management, problem-solving, etc.), relevant expertise and the ability to keep learning.
  5. A functional governance system relies on **participation** from as many stakeholders as possible.
  6. The final ingredient is a **clear vision** of the change you want to achieve and a **roadmap** that leads to your planned destination.
    - **Benefits: transparency** of information, **coherent actions** due to goal alignment between the coordinating members, **effective implementation** by involving every relevant party early on, a **sense of responsibility** regarding the results and **accountability**
    - The ongoing **tradition** of centralization in some countries and the **lack of resources** can be *barriers*.

---

Based on the quadruple helix model, multilevel governance requires the involvement of several actors from the same level – within a city – to create a talent-friendly ecosystem and governing framework: academia (education & research), industry (production & commerce), government (policy-making & regulation) and the public (civil society & media).

# THE CONCEPT 2

The multilevel governance model concept and its actors



The importance of governance is often overlooked when talking about urban challenges and meaningful changes, but every transition process will fail without it.

### What does governance mean?

**Governance** is “the act or process of governing or overseeing the control and direction of something (such as a country or an organization)” – the word comes from the Latin ‘gubernare’ which means ‘to steer’.

A more **detailed explanation** might be that it’s

*“the system by which entities are directed and controlled. It is concerned with structure and processes for decision-making, accountability, control and behaviour... influences how... objectives are set and achieved, how risk is monitored and addressed and how performance is optimized.”*

As both a system and a process, good governance strengthens stakeholder confidence, provides a foundation (a framework) for high performance and ensures a flexible adaptation to internal and external changes.

# THE MODEL

The term ‘multilevel governance’ (MLG) originated in the early 1990s to capture the nature of the EU as a political system. At first, it meant “a system of continuous negotiation amongst nested governments”, but since this definition was too restrictive by leaving out non-state actors (notedly using the word ‘government’ instead of ‘governance’), a more fitting one has been formulated by **Schmitter** in 2004:

*“an arrangement for making binding decisions which engages a multiplicity of politically independent but otherwise interdependent actors – private and public – at different levels of territorial aggregation in... continuous negotiation/deliberation/implementation”.*

In short, **multilevel governance is defined as the “vertical (multiple levels) and horizontal (multiple actors) dispersion of central government authority”**, fostering the participation of a wide range of stakeholders (public, private and civic) in policy-making and implementation through formal and informal means.

MLG has both a **vertical** and a horizontal **dimension**, but we must distinguish between their original definitions and the way this document will use the terms – narrowing down the focus to an urban context.

Vertically, multilevel governance means **coordination between the higher and lower levels of government (and other actors) – transnational, national, regional and local**. In the EU, for example, this leads to *“coordinated action by the European Union, the Member States and local and regional authorities, based on partnership and aimed at drawing up and implementing EU policies”*. The European Union created participative mechanisms of consultation which ensures that their policy-making is always based on shared understanding and incorporates objectives from all levels of government in the European community.

In terms of the TalentMagnet project, we strive for implementing and maintaining the multilevel governance model mainly within a city (and the guide will also concentrate on the urban scale), but this does not mean that other levels cannot be involved in the discussion about talent management.

# THE LEVELS

It is possible that a mid-sized city has a crucial role in the development of its surrounding region which would probably necessitate the invitation of regional authorities to the stakeholder group (see **Chapter 3** for more on this topic). Even if this is not the case, **it’s important for a city to lobby for higher level policy changes**, too, especially if they identify challenges that can only be solved satisfactorily on a regional or national level, not by municipality level initiatives (e.g. legislative barriers).

**TalentMagnet** also highlights the importance of cooperation between multiple governance levels by dedicating a whole activity (A.T3.3) to preparing policy proposals: **the partners will initiate policy changes on national and transnational level** during the last semester of the project, using their learnings from the partnership. These proposals will be addressed to the relevant ministries of national governments and the European Commission – the partner cities will even organize interactive workshops for policy-makers on several government levels to “win them over”.

If you’d like to find out more about this aspect of MLG and its role in EU policy-making, you should look up the Committee of the Regions’ White Paper on Multilevel Governance **HERE**.



The **horizontal dimension** of MLG covers **cooperation arrangements between regions, municipalities and other actors who are operating on the same level of governance**. One good example is the **Covenant of Mayors** which was launched in 2008 to connect local authorities who are committed to achieve – and exceed – the EU climate and energy targets. The movement now counts more than 9,000 local and regional authorities across 57 countries among its members who are continuously supported by NGOs and thematic agencies.

Since the goal of this document is to help cities attracting and retaining talent with the support of MLG, cooperation between them in this regard can sometimes be counterproductive if the problem is exactly the fact that the citizens of one leave to live in the other permanently. Therefore, we will use a slightly different definition than the above: **the involvement of several actors from the same level – within a city – to create a talent-friendly ecosystem and governing framework**.

However, this does not mean that multiple cities cannot work together in TAR in some cases (as the example on the right side of the page shows).

## THE LEVELS



**Greater Copenhagen** is a **collaborative organisation** including 85 municipalities (4 regions overall) and 4.4 million inhabitants from Southern Sweden and Eastern Denmark. Their aim is to be the leading metropolis of Northern Europe in terms of **attracting and retaining international investments, companies, tourists and talent**.

The region provides Scandinavia's largest amount of highly skilled workforce which is not surprising with its world-class research facilities and creative business environment.

The **mayors and regional presidents** lead the cooperation – they are **in close dialogue with business and other actors**, continuously launching strategic initiatives to foster economic growth and development.

They focus on the following key areas:

- ❖ Green transition
- ❖ Labour market
- ❖ Infrastructure (mobility and accessibility via sustainable transportation)
- ❖ Digitalization
- ❖ Life Sciences (health and stable welfare)

You can read more about the activities of the organization **HERE**.



Identifying the actors of MLG is based on the triple helix model of innovation and its extensions (*see the figure on the right*). This model describes the interactions between different institutions in the pursuit of economic and social development – it's a comprehensive and holistic approach. However, it doesn't just define the ways in which these areas interact, but also explains the transformative effect one can have on the other, resulting in such hybrid organizations as technology transfer centres, for example.

### TRIPLE HELIX MODEL

In this three-way relationship, **academia** (universities) is involved in education and research, **industry** is engaged in business (production and commerce) and the **government** provides the framework: policies and regulation.

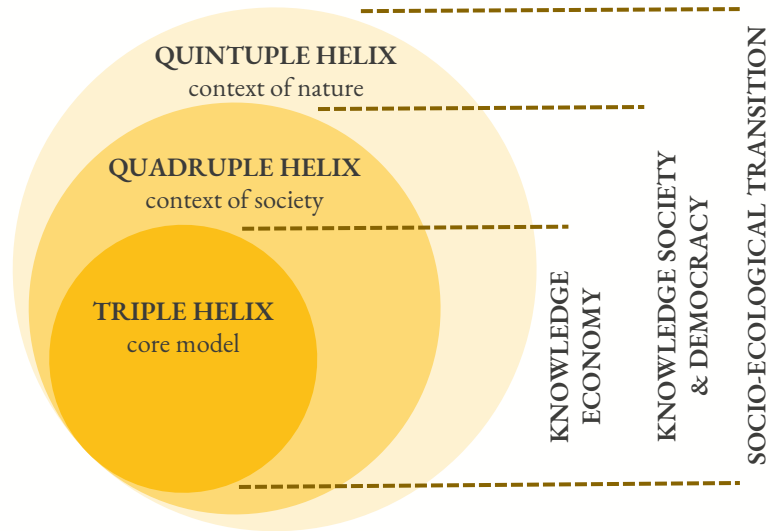
### QUADRUPLE HELIX MODEL

This model adds a 4<sup>th</sup> component: the **public** (civil society & media). The reason for this addition is that **if innovations don't match the demands and needs of people, their potential impact will be limited**. By involving civil society – using the media for communication and dissemination –, the situation above can be mitigated (or avoided altogether).

# THE ACTORS

### QUINTUPLE HELIX MODEL

The **natural environment** becomes the 5<sup>th</sup> helix in this model, highlighting the role of **sustainable development** (considering factors like climate change). Although this factor *should* be kept in mind, we will focus on the quadruple helix model in this guide.





The next few pages will introduce the main actors (four helices) of the quadruple helix model: **academia** (education & research), **industry** (production & commerce), **government** (policy-making & regulation) and the **public** (civil society & media). These pages will follow the same general structure with the content described below:

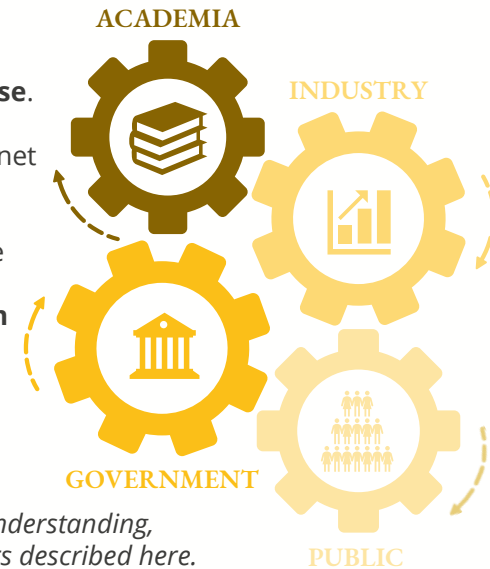
- **Who are they?** This section will be a brief identification of the specific actor and **what kind of organizations** it could mean in an urban context. In some cases, this should be easy to pinpoint (i.e. academia), but there are terms that can be more open to interpretation (like 'the public').
- **Relevance:** Why is it important to involve them from the point of view of talent attraction and retention? How do they connect to the field? This part will focus on **their role in both the talent-friendly city concept and the functional governance framework** – specifically the areas they have the most influence on.
- **Why would they participate?** Multilevel governance and TAR are parts of a long, continuous process, therefore, they take significant time and effort from the ones who participate. **We have to convince them** by

# THE ACTORS

identifying a **value proposition** tailored to their needs. This should include **clear personal benefits and incentives**, answering the question of what they will get in return for their support and active involvement.

- **Good practices:** Their role and potential impact will be demonstrated by **at least one practical example in every case**. Some of these were already reviewed during the TalentMagnet project and even included in deliverables (like the Good Practice Catalogue which will be mentioned later), but most of them are new additions **from all over the world**, not just the partnership.

*Just a reminder: this is the last (mostly) theoretical section of the document – the next chapter will contain the necessary steps of understanding, engaging and working with the actors described here.*



### Who are they?

Academia is defined as

*"the environment or community concerned with the pursuit of research, education, and scholarship"*

so it's not surprising that most of the time we equate it with **universities** where – at least traditionally – knowledge is produced. **Research centres** can also belong to this category due to their interdisciplinary R&D activities.

### Relevance

Their direct role in the *talent-friendly city concept* is **Work**-related: they are connected to the **HR development, education, LLL** aspect of urban life and to a **Functioning labour market** (by offering quality jobs and a well-trained labour force). However, since they provide education and career/alumni centres and conduct research in many subjects that are relevant to urban development, they can also be the **source of Intellectual capital** in a *functional governance framework*. **Their experience should be useful when involving them in other fields** – for example, IT and programming expertise can come in handy in designing online urban mobility platforms or digital public services.

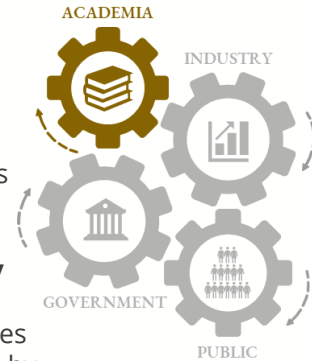
# THE ACTORS

### Why would they participate?

The most obvious selling point is related to another helix of the model: stepping out of their "ivory tower", universities can become more **intertwined with industry** by joining the process of multilevel governance in TAR. Hybrid solutions (technology transfer centres, science parks, etc.) make it possible for them to link up with **industry actors** who then **can build upon their research to produce goods and services** (or the universities themselves can join in these commercial activities by patenting their innovations).

From their point of view, **cooperating with companies and integrating industry methods into their curriculum** will elevate the quality of their education offer, **providing their students with practical knowledge and experience** which they will need later in life.

Looking at the long term goals of TAR in general, if a city becomes a more attractive place to live, it stands to reason that it will also attract **more students and researchers who can enrich the local academic life** – and vice versa.



**STARTUP\*EHV** is the **business incubator of the University of Eindhoven** in the Netherlands and demonstrates perfectly academia's role in TAR and what a university can gain from cooperating with businesses (among others).

The institution works together with:

- Other universities (the Fontys University of Applied Sciences and Summa College);
- The Brabant Development Agency (BOM) which supports entrepreneurs to create economic growth; and
- Actors of the regional startup ecosystem.

First and foremost, Startup Eindhoven **provides knowledge and opportunities for students at the university who want to start their careers as entrepreneurs.**

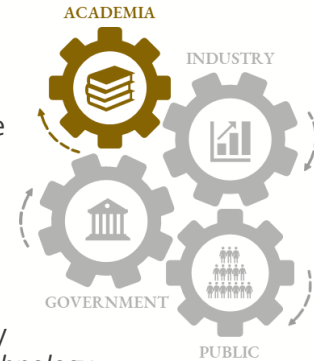
- They can **discover what they are best at** through related events and **get support** to do "the rest": they might be good at engineering, for example, and have valuable ideas, but that doesn't mean that they know how to create a pitch to get funding or a business plan.
- They can even be delegated to small and medium-sized enterprises in the technology and innovation sectors to try out a **real business environment.**

# THE ACTORS

- The initiative also connects **students across borders** – for them to gain an **international perspective** – through strategic partnerships with universities like the Swiss Federal Institute of Technology in Lausanne, the Technical University of Munich and the Technion Israel Institute of Technology.

The **Gate programme** – which is the "parent" organization of Startup Eindhoven – also helps researchers to take their ideas to the next level by marketing them in the framework of *Thematic Technology Transfer* – this service is currently offered in two areas: Circular Technology and Smart Industry.

This good practice showcases that **focusing on innovation and entrepreneurship** works well in a partnership between businesses and universities – it carries benefits for every stakeholder, maybe the students most of all. Offering an **educational experience** like this, it is not that hard to **convince talented young people to stay in the city after their studies** are over, to work in business or R&D.



The TM partnership has created a Good Practice Catalogue which offers several examples of academia working together with businesses, the government and/or the public **HERE** (pages 25, 65, 76, etc.).



### Who are they?

Industry covers the stakeholders whose main activity is related to **economic pursuits**. Their classification can be **sectoral**: primary (extracting, harvesting and processing raw materials), secondary (manufacturing), tertiary (the service industry), quaternary (intellectual activities associated with technological innovation) or quinary (culture and research). They can also be **identified by their main product**, like the power manufacturing, software or cultural industry. This wide range of definitions means that stakeholders from the category can be involved in many areas of TAR.

### Relevance

Although the most direct connection they have is with the **Work-related Quality jobs, functioning labour market** aspect of the *talent-friendly city concept*, depending on their main activity, they should be involved in any area on which they have an impact – a business working in tourism is very relevant in the Recreation, cultural offer of the city while a construction company might be close to projects related to Housing. As for the *functional governance framework*, they often provide **Financial resources** through donations or other funding schemes in MLG and TAR.

# THE ACTORS

### Why would they participate?

The value proposition of academia on the previous two pages highlights some of the benefits of MLG and TAR for the industry: **direct access to new research and "new blood"** (a highly educated and -qualified workforce) in the form of **talented students** – companies are only as innovative as the people working for them after all. We shouldn't forget that many companies also have their own **R&D divisions** or departments – same as the government (public research organisations) – and coordination between them creates **synergy and** opportunities for **capitalisation**.

There are also several aspects in the talent-friendly city concept which have an effect on local businesses:

- Establishing a supporting business environment benefits them, too, and new investors are crucial in a healthy economy (even if they become competitors).
- Providing high-quality public (digital) services is a convenience which makes business administration easier.

By joining the MLG process, businesses can have a **direct say in the developments** they would like to see in the city.



Europe is not the only continent to embrace multilevel governance: this good practice highlights the problem of **people leaving rural areas** for larger cities in Zambia and the subsequent **labour shortage in agriculture**.

In October 2019, African startups created an association called **Africa Goes Digital** with the aim of providing digital services in agriculture, the energy sector, GIS, engineering, construction, disaster risk management, humanitarian works and research – its members use **digital technologies to deliver high-end products and services** in these fields, but when meeting at a conference, they realized how **diverse** their **experiences** are and that they should work together to **capitalize on them**.

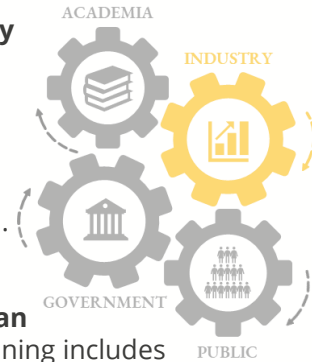
One of these startups was **iDrone Services Limited**, a Zambian company established in 2016. They utilize drone technology to monitor and analyse farms and gather information – using multi-spectral sensors (ortho-, scouting- and heat maps) – to help making decisions for improved crop yields.

What brings them to our attention is that they created an initiative, the **iDrone4Ag Youth Project**, which has

# THE ACTORS

the core goal of **creating green collar jobs locally** by convincing young people to stay instead of looking for white collar jobs in larger cities. “Green collar” is a misnomer, however – they **teach young talents from farming communities** about the commercial operation of drones through a practical, hands-on approach. They hope that this knowledge will **give them a future in their home city** without having to leave their families behind – eventually, **they can become trained agricultural workers**. Their training includes the use of drones for community welfare surveys which brings them regular income outside the crop season, too.

Although the company implements this programme from their own resources alone, they work in **coordination with government-run education programs** in agriculture, complementing that training with theirs. This is also a good example of a **horizontal cooperation** between actors who are operating on the same level of governance (even if they “only” represent one helix of the model).



### Who are they?

Government is the basic system of managing political units – a country, a county, a city, etc. In the context of TAR, the most important actor here is the **municipal government**, but – as stated on [page 23](#) – higher levels can also be involved if needed: the **county government office**, for example, or even key **national/state institutions**.

### Relevance

**Every element** of the *functional governance framework* is connected to the government since they serve as both a catalyst and an actuator of TAR activities, but they have a **direct responsibility** to ensure **Political commitment** and even a **Dedicated organization**.

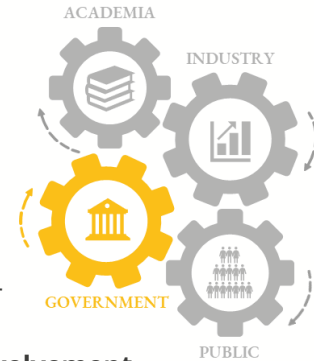
Moreover, since every development in a city – and life in general – “happens” within the framework of the municipal government – the institutions and departments which **regulate, maintain and support** them in direct or sometimes indirect ways –, they are connected to **every aspect** of the *talent-friendly city concept*, but more directly to some: Mobility (e.g. the local public transportation system), Parks and green spaces, Quality public services and the Attraction-related aspects most of all.

# THE ACTORS

### Why would they participate?

City officials have a vested interest in attracting and keeping young talents since these people are the key to the continued existence of the city, providing a **steady labour force and income** (taxes and other revenues): the more educated they are, the more purchasing power they have which creates a multiplier effect. It's also obvious that **they have to govern somehow** – this is their whole purpose after all.

But **why should they do it this way, with the involvement of so many “outsiders”**? [Page 17](#) mentions a few compelling reasons (e.g. increased effectiveness), but the true dealbreaker is the fact that **stakeholders respond positively to a government which asks for their expert opinion** and the **local citizens** also deserve (and demand) a say in the future of their city – and they **have a right to be involved** in it in a democratic society. This might sound a tall order – especially in a country with a more autocratic history –, but if we observe the cities and countries in Europe attracting the most people, **multilevel governance and cooperation have become the norm** in recent years, driving various successful urban developments.





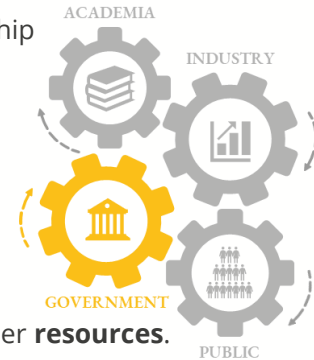
The **Barcelona Activa Development Agency** is a highly demonstrative example of a city acting directly to drive – and not just regulate – the local economy: the municipality created **a dedicated organization** for this (an important element of a functional governance framework) in 1986. In their own words, their goal was (and is) to *“foster **quality employment** for all, facilitate access to **professional training, technical training and certifications**, and **support Barcelona entrepreneurs and business growth** in general”*.

To achieve these aims, they offer advice, training, support and networking for companies and individuals through several initiatives:

- The Resource Centre for Entrepreneurs is a **knowledge hub** for aspiring entrepreneurs with related documents, interactive media and experienced professionals to help them start their own business.
- Their website offers various **online trainings** for creating a business plan, finding financing, filling out forms, etc.
- The Barcelona Equal Entrepreneurship Programme helps housewives, immigrants and unemployed or disadvantaged people **to become self-employed through entrepreneurship**.

# THE ACTORS

- The ODAME School for Women Entrepreneurship focuses specifically on **women** who are – or want to be – **entrepreneurs**.
- The *“What you need to know to be an entrepreneur”* programme organizes 3-hour **seminars** on current topics of interest to entrepreneurs.
- *“It’s easy to do business with Barcelona Activa”* keeps the local business community informed about available **funding** opportunities and other **resources**.



Beside the above, they also have a separate programme to **attract talent to the city**: *“Do it in Barcelona”* offers personalized plans for individuals to help them (1) create a new **business** or develop an existing one, (2) explore the local **career** opportunities, (3) start and/or develop **research** activities locally, (4) find master's and postgraduate **courses** relevant for their interests and (5) support their **settlement** in the city (searching for housing, finding schools, etc.).

Since its inception, the agency has helped to create more than 7,000 businesses – during 2020, they worked with more than 55,500 people and 22,000 companies.

### Who are they?

The four helices of the quadruple helix model can also be called science, industry, policy and society. Whether we call it society or the public, the fourth helix is a bit harder to define compared to the others. One **definition** calls it

*"a collective entity formed by individual users living on a territory and interacting with university, industry and government as **customers, citizens or members of a community**".*

Despite the colloquial terms for it and the sentence above, the 4<sup>th</sup> helix does not solely mean the local citizens as individuals (although they *should* be involved in governance as much as possible) – it covers a broader group of people and organizations: **civil society and the media**, to be exact (including civil organizations). Within a city, this can encompass the local newspaper, non-profits working in various thematic areas, civil communities (e.g. the alumni club of the university) and – last but not least – the citizens themselves (irrespective of any "official" affiliation).

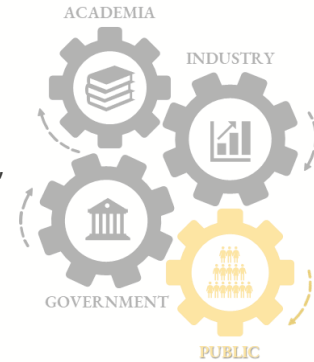
# THE ACTORS

### Relevance

**The citizens are obviously affected by every aspect** of the *talent-friendly city concept*, but if we concentrate on the media, for example, they have a more definitive role in the Recreation, cultural offer and Unique image, marketing, communication (city branding) elements. The involvement of citizens in general ensures the **Participative approach** of the *functional governance framework*.

### Why would they participate?

**Page 24** already mentioned that if innovations don't match the **demands and needs** of people, their potential impact will be limited. A shift from technical to social innovation is a must which means that any urban development must be designed for, with and by the users themselves – this helix completes the circle of the necessary stakeholders by including basically every citizen. If they are involved in the process, it is more likely that **they will be satisfied with the results while providing a unique perspective** on living in the city. Consequently, they benefit from the **insider knowledge of urban planning** and can **affect future developments**.





The **NDSM-wharf** in Amsterdam – established in 1922 – was one of the largest shipyards in the world before it was abandoned due to the decline of Dutch shipbuilding in the 1980s. Due to the efforts of the local municipality, a non-profit organization (the Kinetisch Noord Foundation) and several creative industry and media companies, the 38-hectare area was turned into a **24/7 cultural metropolitan square and residential urban district**.

The first step was an architectural intervention: a basic structural and environmental rehabilitation which resulted in **a multi-storey mini-city built of containers and other metal structures**. After finishing the renovation, the municipality entered into an agreement with the foundation mentioned above to coordinate the activities of the harbour buildings and provide legal representation for the tenants who were – at first – mostly from the cultural and creative industries (workshops for 400 artists, designers, architects and set designers; bases of international companies like HEMA, MTV Europe, Red Bull, IdTV; etc.).

The model aimed to create not just **a viable, self-sustaining cultural and creative entrepreneurial zone**, but also a **living space with minimal rent** – a university dormitory

## THE ACTORS

campus with small apartments was built there. The district also includes an indoor skateboarding track, a former canteen has become a café and restaurant for the companies operating locally (and the people living in the buildings) and the area hosts festivals and major events regularly. Photo shoots and video recordings are commonplace due to the unique and picturesque backdrop of the crane tracks. Organized tours about the history of the area are available for locals and tourists alike.

All of the developments above were based on the demands of the citizens, molding the district into **a recreational and shopping area which is attractive to live in and/or visit**.



# CLIFFNOTES VERSION

- **Multilevel governance** is the “vertical (multiple levels) and horizontal (multiple actors) dispersion of central government authority”.
  - **Vertical dimension:** coordination between transnational, national, regional and local levels of government
  - **Horizontal dimension:** the involvement of several actors from the same (e.g. city) level
- Identifying the actors of MLG is based on the **quadruple helix model: academia** engaging in education and research; **industry** engaging in business (production and commerce); **government** engaging in policy-making and regulation; the **public** (i.e. civil society, media)
- 1. The **universities** and **research centres** are a source of **intellectual capital** – other actors can build upon their research to produce goods/services, while they benefit from the increasing number of talents coming to the city who enrich the local academic life.  
*Example: STARTUP\*EHV, the business incubator of the University of Eindhoven (academia-industry)*
- 2. By joining the MLG process, **businesses** will have a **direct say in future developments** in the field of business

support and digital public services, for example, access to new research, creating **synergies** by coordinating their R&D activities with the other stakeholders involved, and a **highly educated workforce** (the talents).

*Example: iDrone Services Limited, a company teaching drone technology to rural youth (industry-government)*

3. Young talents provide a **steady labour force and income** (taxes and other revenues) for the **government** so it's important to attract and retain them.  
Moreover, citizens and stakeholders respond positively if they are asked for their opinion, strengthening the **position and governing power** of the municipality.  
*Example: Barcelona Activa Development Agency, a dedicated organization for business growth (government-industry)*
4. The public – **civil society** and the **media** (which also includes individuals as customers, citizens and/or members of a community) – provides a **unique perspective** on living in the city. While they benefit from the insider knowledge of urban planning, they can communicate their **demands and needs** to affect future developments.  
*Example: NDSM-wharf, a 24/7 cultural and residential urban district (public-government)*



# 3 ROADMAP

Key steps toward a talent-friendly governance system

*The main phases of implementing multilevel governance are:*

- (1) Understanding the stakeholders by identifying and analysing them and finding local champions*
  - (2) Engaging stakeholders by gathering knowledge, providing training and jointly developing a strategy*
  - (3) Working with stakeholders by setting up implementation and evaluation processes*
-

# PROCESS OVERVIEW

*"Strategy without tactics is the slowest route to victory. Tactics without strategy is the noise before defeat."*  
(Sun Tzu)

## ENGAGING STAKEHOLDERS



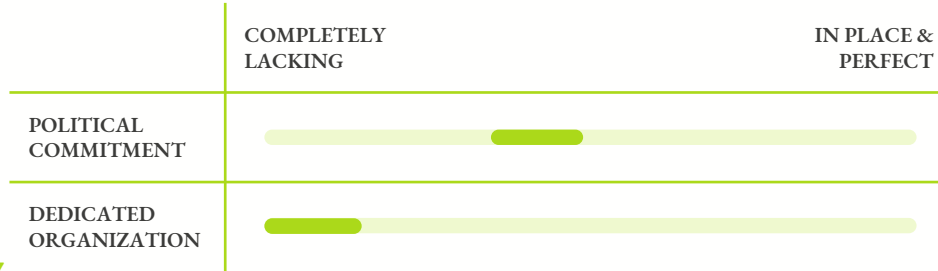
*A visual guide of the main steps of implementing multilevel governance in TAR*

*By clicking on the numbers of the figure above, you will be directed to the relevant page of this document.  
Note that the number of the discussed steps will also be highlighted on the right side of the page from now on.*

## UNDERSTANDING STAKEHOLDERS

The most important **goal** of a city – from this guide’s point of view – is the **establishment of a functional governance framework** (detailed in **Chapter 1**) and **MLG** and support TAR through this new system. To do this, **they must have a baseline first** – an overview of the current situation. *(Note that the assessment of the city based on the **talent-friendly city concept** and **talent attraction and management** comes later, after most of the stakeholders have been identified and invited to participate in the process – this baseline is about the local way of governance.)*

The easiest way to determine a baseline at the beginning is a **self-assessment**, done by the municipality – the city officials whose work might be relevant to TAR and therefore are in the best position to start coordinating in the topic: this step can be facilitated by organizing a **kick-off workshop**.



There are **three questions** they must answer during this assessment of every functional governance framework component (*see the figure on the right*):

1. What do they already have in place?  
E.g. an enthusiastic mayor
2. What are the things that are there but need improvement? E.g. more active involvement of stakeholders
3. What are the things that are still missing?  
E.g. dedicated financial resources



The workshop itself should also consist of 3 parts: an **explanation** about the six components under review, time for individual **assessments** and a **discussion** about the results. A simple **visual slider tool** can be used (*see the figure on the left*),

but it’s important to be specific and make notes on why the sliders are where they are currently.

As a last step, it might be useful to create a **vision** – a dream state that **the city wants to reach in every category**. This initial draft based on the team’s expectations can be evaluated and evolved several times later – other stakeholders besides the original team can be involved, too.

0  
1  
2  
3  
4  
5  
6

## UNDERSTANDING STAKEHOLDERS

As already discussed in **Chapter 2**, a functional multilevel governance framework should be based on involving stakeholders from the helices of the Quadruple Helix Model: academia, industry, government and the public. Why? Some of the reasons were mentioned on **page 17**, but three must be reiterated here:

- People working together from several fields and with different expertise creates a **diverse intellectual capital** which ensures high quality decisions.
- One important aspect of any cooperation is finding **common ground** – if this is achieved successfully, it **reduces the risk of opposition**, conflicts and controversies later.
- If the stakeholders – especially the public – see that decisions are not authoritative, but based on consensus, their **confidence in the decision-makers** will increase.

Although the 4 types were examined previously, the specific stakeholders – and their importance – depend on the city. Therefore, **Step 1** of establishing a talent-friendly governance system (the self-assessment being Step 0) is **identifying** the various **stakeholders** that need to be involved.

We can differentiate between them by the following logic:

**Primary stakeholders** are directly or indirectly **affected by the issue** – this means organizations and people who will feel the effects of the changes and measures implemented through this new system (local talents, businesses, etc.).

**Key actors have power and/or expertise** – they have political responsibility, financial resources, authority to make the necessary decisions and knowledge and experience to devise a sound strategy (public administration, universities, etc.)

**Intermediaries have an influence on the implementation or a stake** in the issue – they carry out policies, represent interest groups and report on and disseminate the results (local community organisations, the media, etc.).

The **influence-interest matrix** (*see below*) is a common way to determine the relationship between the identified actors and TAR.

	LOW INFLUENCE	HIGH INFLUENCE
LOW STAKE/INTEREST	<i>Least priority</i>	<i>Useful for decision-making and lobbying</i>
HIGH STAKE/INTEREST	<i>Important, but needs empowerment</i>	<b>CRITICAL!</b>

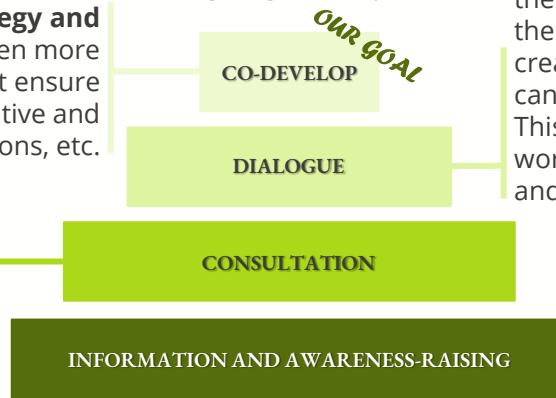
0  
1  
2  
3  
4  
5  
6

## UNDERSTANDING STAKEHOLDERS

**Not** every stakeholder will participate **in the same way** and at every stage of the process – they must be involved **at the right time** which is the most conducive to a value-added contribution from their part.

Participation at this level should be open to anyone without discrimination or gatekeeping, but there is a limit of how many people can be involved and still make progress at the same time. This is why it's important to identify **representatives for every major stakeholder group**, so they can be invited to **jointly develop a strategy and implement it** – this latter can be an even more "restrictive" category. The methods must ensure that everyone has an equal say: collaborative and design-thinking workshops, hackathons, etc.

For better results, the next level is **consulting** with the stakeholders – mostly for gathering **input** (their needs and demands) and a realistic view of the current situation. This is "only" **one-sided** at this point: a survey which any citizen and/or organization can fill out, for example, can serve this purpose very well – more people are likely to engage when the level of required commitment is low.



This is the level where the actual cooperation and **discussion** starts: the stakeholders **debate** with each other the merits of the different suggestions, creating the **foundations of a plan** that can be elaborated later on. This can happen during consultative workshops and/or forums for the citizens and relevant organizations.

The absolute **minimum level** of participation is connected to the city's basic responsibility to **inform** the stakeholders about the developments and **convince** them of their importance and usefulness. Dissemination must be as **widespread** as possible.

*Generally, the higher you go up the pyramid, the engagement methods become more complex while the number of people involved becomes lower.*

0  
1  
2  
3  
4  
5  
6

## UNDERSTANDING STAKEHOLDERS

After identifying the specific stakeholders, **Step 2** involves **analysing** them based on a selected list of criteria – this page will explain them through a practical demonstration.

- **What is the role and/or mission of the stakeholder in the city's life and TAR, specifically?**  
→ The *University of Example City* strives for **attracting** as many **students** (and researchers) as possible from the city and beyond. By providing a **diverse educational offer**, they can be instrumental in keeping young people close for the duration of their studies. ←
- **What is their relationship with other stakeholders?**  
→ The university has a joint programme with several SMEs and a multinational company with a local branch facility – their agenda is to provide the students with experience and connect them with possible employers in their field of study. Their research department is also known for innovative collaboration with **companies**, mostly in the field of digital technology. They also have a very active **alumni organization** and a **student government**. ←
- **What competencies and added value can they offer?**  
This can cover a range of areas: technical expertise, financial capacity, communication and dissemination, support to other stakeholders/target groups, etc.

→ In *Example City*, the university has a very tight funding situation, but it can provide **dedicated and experienced experts**: they have a renowned master's programme in computer programming, for example, which should be useful in designing digital platforms and softwares to many necessary urban services tailored to talents. ←

- **Can they influence their environment and if so, how?**  
→ Through them, many **students** can be involved in the co-development of the TAR plan as primary stakeholders – any **communication** with them becomes more likely to reach its target if it comes through university channels. ←
- **Are they available and willing to become involved?**  
→ **Yes**, they are open to work together and also have experience in various collaborative methods. ←
- **What are their expectations and/or requirements?**  
This is just guesswork at this stage without their input, so these remarks will likely change when the cooperation process starts and the stakeholders actually meet.  
→ They don't have financial resources to support the TAR efforts and the joint work – they might appreciate **opportunities for funding** through mutual cooperation, sponsorship and future projects. ←



## UNDERSTANDING STAKEHOLDERS

Inviting organizations and citizen groups as stakeholders is important, but any reform needs at least a handful of **committed and passionate people to drive the process** a.k.a. ambassadors of the cause or **local champions**. They must have a strong connection to the city and a healthy dose of ambition. Anyone can fill this role: a politician, a staff member of the municipality, a university professor, a student, a journalist, etc. This might sound promising, but the “vague” nature of the description is exactly the reason why it’s so hard to find people like this.

Although we are discussing the topic here, local champions might only be identified in the next stage when the actual meeting with the stakeholders takes place. However, until then we can create a fictional profile (one or more) to better understand them which we will call the **TalentMagnet Champion Persona profile**. This describes what we are looking for in a local TAR champion and might even shed some light on a few people in the starting team who might be capable to step into this role. The practice comes from the so-called “buyer persona” which is used frequently in marketing and design. Just like in those cases, our persona should be **a representation of our ideal local champion**.

**Name:** To start thinking creatively, we should endow our champion with a **descriptive** name reflecting them the most, like *Ivy, the Ingenious Innovator*.

**Portrait:** This can be a picture from the internet or a drawing – it only serves to imagine the character better.

**General description:** Their **background, age, job title, related organization, main attributes and attitude** are included here. Our Ivy is a 35+ *Ivy League* (pun intended) *graduate* who came back to her hometown after her studies and now works as an *investor* and *entrepreneur*. She has a *solution-oriented mindset* and approaches everything like it’s a puzzle – including the challenges her city faces.

**Motivations and goals:** Ivy is motivated by *discovering* new things/ methods that can *help people*, but also make – at least a moderate amount of – *profit* to live on and invest.

**Pain points, problems:** She’s truly worried about the *increasing number of people who leave* and never come back, creating a *desolate atmosphere* in her beloved city (this might be a bit too convenient, but this is just a thought exercise).

**Quotes:** These make the persona even more realistic, like *“Just because something works doesn’t mean that it cannot be improved.”*

SOURCE



0  
1  
2  
3  
4  
5  
6



## ENGAGING STAKEHOLDERS

We have our stakeholders now, but some background information about why they were contacted would certainly be appreciated by them. They might be experts in their own field, but probably need more knowledge about TAR – and MLG – to be able to work effectively in a group with the same guiding concept and principles in mind.

Therefore, **providing knowledge** in the form of a **training**, for example, to prepare them for the next tasks is **Step 3** of our roadmap. But what should they learn about?

### ➤ BACKGROUND DATA

It might be enlightening for them to learn about their city in terms of **numbers**. The length of bicycle lanes, the internal and external migration balance, the number of enterprises, the crime rate and real estate prices are all important data points in **determining the city's level of attractiveness**. (A few stakeholders might even offer their own data or information about areas of TAR – they just need to know what the city is looking for).

### ➤ DEFINITION OF TALENT

This sounds more theoretical than it is – it basically means that the stakeholders need to know about the **main target group** of the TAR Plan: the talents themselves.

Understanding the term, they might think of other people who can be involved in the process, creating a snowball effect.

### ➤ TALENT-FRIENDLY CITY CONCEPT (including talent attraction and management)

These 12 factors within the 4 main elements – but with a clear focus on *Welcoming talents* – encompass **the areas the partnership will have to be active in**, suggesting and/or implementing initiatives which develop the city into a more attractive living space for young talents.

### ➤ FUNCTIONAL GOVERNANCE FRAMEWORK

Informing the stakeholders about where they can turn to with questions and ideas and them knowing the inner workings of the **support system** creates **transparency**.

This training can happen in the form of an *actual* training – a face-to-face or online **workshop**, for example –, but it can also be a sort of "info dump": **a short and concise document** containing the information above so the stakeholders can peruse it in their own time.

The TalentMagnet project outputs include training materials (Deliverable T1.2.2) based on Deliverable T1.2.1: the Practical Guide on Preparing and Governing a Talent Attraction and Retention Plan. This Guidebook was also the basis for training materials (Deliverable T2.2.1) and an e-learning curriculum (Deliverable T2.3.1) which any city can use to organize their own local training – contact the project coordinators about them **HERE**.



## ENGAGING STAKEHOLDERS

Now that the stakeholders are more or less up-to-date on the concepts of TAR and MLG, it's time to turn the table on them and **ask about their knowledge and opinion** of the talent-friendly city concept and talent attraction and management. The question we need an answer to is this:

*What are their needs and how can they contribute to TAR in the framework of the MLG model?*

Compared to the previous page where we talked about a frontal method of disseminating information, our goal here is to be as **interactive** as possible, creating **honest dialogue** about the situation in the city and what the stakeholder groups can suggest – and do – to change it for the better.

Keeping in mind the adage that *"a user will tell you anything you ask, but nothing more"*, we must be thorough and think ahead to gather all necessary information in the most effective way. Not everyone can be invited to the same meeting if we want to involve many stakeholders, but we can create **thematic groups** around selected topics (Branding, Working, Living, etc.) and/or build a foundation of knowledge by designing an **online questionnaire** for the relevant organizations and stakeholder groups in advance.

We can ask them to do the same **assessment** about the *functional governance framework* the core team did in Step 0, and **rate the city** in the 12 factors the *talent-friendly city concept* contains on a 1-4 scale, etc. Based on the accumulated data from this survey, we can organize face-to-face or online meetings where we aren't confined to use "only" numbers.

During the meetings, the participants can be split into groups and determine **what the city has** in a particular area (learning or job opportunities, for example) and **what is still missing**, creating **problem statements**. For example, they might come to the conclusion that the city is pretty advanced in terms of higher education due to its famous university with renowned experts in several fields, but the data still shows that a large percentage of the students leave after they get their diploma. Based on these problem statements, the participants can also create **mission statements** for every area, defining what they want to see in the future in that particular topic to drive TAR. The format of the statements can be the following:

*"For young students **who** want to study from the best experts while actively preparing to build their careers, **our city offers** a university with diverse internship possibilities in several multinational companies, SMEs and NGOs."*

0  
1  
2  
3  
4  
5  
6

## ENGAGING STAKEHOLDERS

The TM Toolkit includes a **Local TalentMagnet Forum Operational Guide** which can be read [HERE](#). The Forum can be used to bring together the various stakeholders and identify their needs/problems regarding TAR and also possible actions that can address/solve them.

The guide for the Forum describes the Quadruple Helix Model similarly to this document, identifying the actors who should be invited to this **flexible and open space for discussion**: educational institutions, labour market organisations, major employers, businesses, governmental institutions, NGOs representing the civil society, etc. *Note that the Forum is not simply a series of events (although it can operate through workshops) – it must become a sustainable body in which the stakeholders can meet, share their knowledge and cooperate.*

Besides the similarity of the participants, some of the **potential topics** of Forum meetings mentioned in the guide also support the idea to use a few of them for Step 3:

- **Co-creation events** to jointly design the local talent attraction and retention strategy; and
- Practical **knowledge-sharing training courses** for decision makers and other stakeholders.

The Guide suggests two exercises that can be utilized:

### ➤ **START-STOP-CONTINUE (& IMPROVE)**

This is more of a retrospective tool, but there's no reason not to use it in this case as a descriptive method. The task starts with individual work where the participants list **things they want to see** in the city ("start"), **things that don't seem to work well** and/or they don't agree with ("stop") and **things that should stay the same or be developed more** ("continue & improve"). These can be done in every category of the talent-friendly city concept and the talent attraction and management steps, then the notes can be grouped together during a discussion to identify the main problems and opportunities.

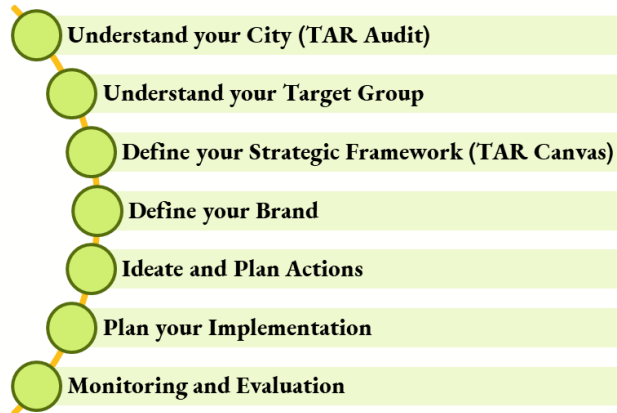
### ➤ **HOW MIGHT WE...?**

This can come after making the problem statements mentioned before. The goal is **to set up a brainstorming session** – which will be a crucial part of Step 4 – by turning the problems into opportunities for solutions: the problem statement on the previous page can be turned into a question like *"How might we convince/motivate students to stay to work and live in the city after they graduate?"* (or how we could scare them away, if we want to engage in some reverse brainstorming).



# ENGAGING STAKEHOLDERS

At this point, we have a list of stakeholders and they have already met with each other to better understand the TAR process with its governance and to formulate problem and mission statements regarding talent attraction and management in the city. On this foundation, an actual written **strategy** can be developed jointly in **Step 4** which the TM project supports by one of its deliverables: the Practical Guide on Preparing and Governing a TAR Plan. This document defines the following steps to prepare a complete strategy:



All of these can be accomplished with the help of the stakeholders – some more than others.

1. Surveys among and Forum discussions with the stakeholders **generate** more **data for the TAR Audit**.
2. To understand the target groups, **creating a fictional persona** is a good start, but not enough – we must talk to them and **collect real information**. The *Local Talent Club* from the TM Toolkit is good for both this and community building (*see the next page*).
3. Branding is often about perception, so the **impressions and opinion of the stakeholders** about the city which have come to light in Step 3 will be useful here.
4. Filling in the **TAR Canvas** (which is based on the Business Model Canvas) can – and should – be done with a diverse group of participants, too.
5. Brainstorming – **finding innovative solutions** to the identified challenges – is a natural continuation of forming problem statements. *Urban Hackathons* are very practical and effective tools for this (*see page 47*).
6. Planning the implementation, monitoring and evaluation activities is covered in **Step 5** and **Step 6**.

0  
1  
2  
3  
4  
5  
6

The Practical Guide on Preparing and Governing a TAR Plan can be downloaded from [HERE](#).



## ENGAGING STAKEHOLDERS

We tried to involve a wide range of stakeholders in the previous steps, but since it's easier to reach organizations than individuals, it's possible that private citizens – i.e. talents – have only participated in the process mostly through impersonal surveys so far. A **Local Talent Club** is

*„an excellent framework for building connections... and actively involving them in improving our city, thus gradually building their strong attachment to the place.“*

One of the tools of the TM project is an operational guide for managing these clubs which can be found **HERE**.

A Local Talent Club is NOT a project, a formal group, a physical place or a random series of events – it is a **flexible community** which facilitates the direct involvement of the most important target group of any TAR effort: young talents. Its purpose is three-fold:

1. Providing a meeting point and **informal networking** opportunity for the target group
2. Facilitating **constant dialogue** between the target group and the stakeholders to better understand their needs and incorporate their ideas into future plans

3. Delivering the **brand** values of the city to the target group

Its second goal is in line with both the *Understand your Target Group* and the *Ideate and Plan Actions* steps from the previous page, therefore, it can be the basis for **interactive workshops** about the joint strategy **to gather the input of the talents** themselves.

There are two important tasks when setting it up:

- **Selecting a “Youth Champion”** – Note that this is NOT the same as the local champions among the stakeholders (although it *can* come from that group): this should be **a local politician** with influence who has a responsibility (and ambition) for youth issues. This will show the talents that their opinion will be taken seriously.
- **Creating a Talent Database** – We have established that it's harder to reach individuals and motivate them to participate. The stakeholder organizations can be very useful for communicating our messages to the targets but they can also help by creating a database with the **contact information** of students and young professionals. The **snowball effect** can come in play here later, too, if the participants decide to bring more of their peers with them.

0  
1  
2  
3  
4  
5  
6



# ENGAGING STAKEHOLDERS

There are several ways to **brainstorm solutions** to the identified problems participatively, but if we want to be *really* specific, organizing **Urban Hackathons** (and even presenting them as friendly competitions) can be a good idea. We will summarize a few key ingredients from the TM Toolkit guide on this page – the whole document can be found [HERE](#).

The term comes from the world of tech: the goal is getting together with other experts in the field for **a very short, but highly intensive session to solve a specific problem**. This method is well-known globally: hackathons are regularly organized with the participation of thousands of citizens across the globe by NASA since 2012 to find innovative solutions to challenges we face on Earth and in space, for example.

The process is based on **teamwork** and the result(s) usually manifests within 24-72 hours – since TAR and its social issues cannot be dealt with by “simply” writing code for a computer programme, the length suggested by the TalentMagnet project is **8-12 hours**. It can be **face-to-face** (this is the most preferable), fully **virtual/online** or even **hybrid** with an online ideation and an offline “prototype building” session.

The work itself should revolve around one or a few questions related to TAR: the **HOW MIGHT WE...? questions** created from the problem statements during the Local TalentMagnet Forum should come in handy here. The participants (who can be the stakeholders, the talents and any citizen) will be sorted into teams and get assigned to (or select) a question/topic and then try to **find a detailed solution by following the design-thinking process**:

*EMPHATIZE* – **Understanding** the people who are affected by the problem

*DEFINE* – Expressing the **core problem**; it can even be turned into a HOW MIGHT WE...? question again

*IDEATE* – Exploring a wide variety of possible **solutions**

*PROTOTYPE* – Giving the idea a **physical form** (a wall of post its, a drawing, an object, an interface, a storyboard, etc.)

*TEST* – Getting **feedback** and refining the solution

The main deliverable at the end of the hackathon should be a **pitch** of the solution to convince the “jury” of its potential success. **The ideas** gathered here **should be capitalized on** by including the best (or their variations) in the local TAR strategy.

0  
1  
2  
3  
4  
5  
6



## WORKING WITH STAKEHOLDERS

The 7th chapter of the **Local TAR Plan** (and the 6th step mentioned on **page 45**) is **planning the implementation process**, therefore, its guide contains suggestions on how to do that. We don't want to repeat ourselves here, so in this section about **Step 5** of our roadmap, we aim to:

- Expand upon the information and knowledge gathered in the other guide already, and
- Focus more on how to implement and maintain multilevel governance instead of "just" the LTARP itself.

4 of the 6 components from our **governance framework** should already be in working order at this point:

1. We secured *political commitment* by involving local politicians – and even finding one who can serve as a Youth Champion in our Talent Club.
2. We used a *participative approach* (and continue to do so) by inviting stakeholders based on the Quadruple Helix Model and working together with them to...
3. ... Create a *shared vision and strategy* based on their needs and ideas. Therefore, this document has come from...
4. ... A diverse *intellectual capital*, since we strived to look for passionate and talented people with different qualifications and relevance to TAR.

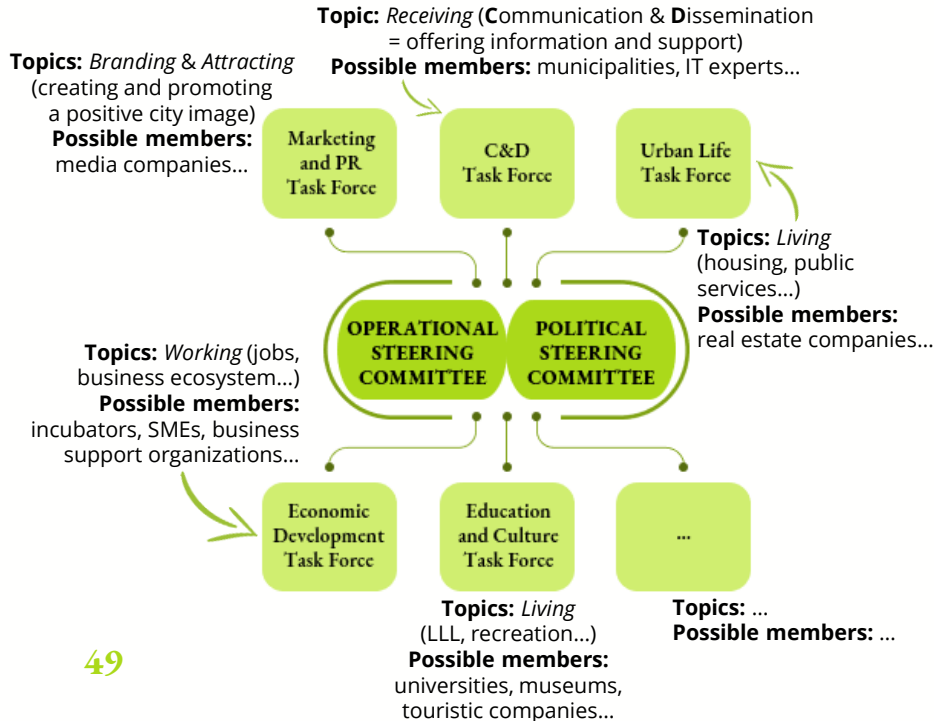
However, the two crucial components we still need are a **dedicated organization** (or an internal group of people assigned to this task) and **financial resources** allocated to not just the TAR "projects", but to the maintenance of MLG. Maybe at the beginning we are not at a stage in which the city can create a completely new institution with a stable monthly budget for this purpose, but we *have* to create a basis for the stakeholders to continue working together.

- **Operational Steering Committee:** Representatives from the local government and other key actors should form a **supervising team** which ensures effectively monitored and clear objectives, coordinates interactions between the MLG levels (by facilitating meetings, for example) and delegates responsibilities and verifies their fulfilment (making reports, etc.).
- **Political Steering Committee:** This group must consist of members of the government with **decision-making power**.
- **Thematic Working Groups:** These mostly serve the implementation of the TAR initiatives, but people working on **specific areas** should work together as a team for efficiency's sake.



## WORKING WITH STAKEHOLDERS

The stakeholders should be involved in the implementation process, too, therefore, the governance structure must be simple and clear to them from the beginning.



Here are a few additional tips on how to implement MLG (and the planned TAR initiatives) successfully:

- It might be a good idea – especially at the first stages – to **use/adapt existing governance structures** (meetings, committees, networks) already in place instead of creating new ones, taking advantage of their momentum.
- Making a **formalized commitment** (i.e. signing a declaration or a – non-binding – contract) is not necessary, but it could help making the cooperation more real.
- **Decision-making** is a frequent critical failure point: it must be clear who has the final word and how the process works – establishing a short **manual** might be useful.
- Every participant should know their **tasks** and the inner workings of the framework must be transparent to all. Unclear **responsibilities** (and too many committees) demand too much time for coordination – we have to find a balance.
- A failure to **communicate clearly and regularly** is another pitfall – setting up a section with a few rules about this in the manual mentioned above is a good start.

## WORKING WITH STAKEHOLDERS

The three main categories of implementation tasks are:

➤ **Keeping to the timeline and objectives of the LTARP**

The functional governance system we have set up is responsible for both designing the strategy, but also for implementing it. The **Action Sheets** of the planned TAR initiatives (the template can be found on page 76 of the **LTARP Guide**) include the "owner" (responsible party) of the action, the cooperating stakeholders, the expected results and the deadlines. Implementing them is the task of the Thematic Working Groups, while **the Operational Steering Committee oversees the whole process**. They must also **monitor the available resources – financing** can come from EU funds, sponsors or from the city's own budget.

➤ **Communicating with the stakeholders**

It's better to use multiple methods.

**Personal meetings** for discussing progress shouldn't be more than 1.5-2 hours, based on their frequency.

The Thematic Working Groups might meet more (i.e. monthly), but the whole group should sit down together **at least 3 times a year**. Every meeting must be **followed by a summary e-mail with notes** in bullet points, including the agreed-upon future tasks.

Contact with the stakeholders can also happen through **e-mails** (a concise monthly newsletter might not be a bad idea) and also other means (phone, online meetings, etc.) on a case-by-case basis, if necessary.

Communication should be **regular and meaningful** to mitigate the risk of the stakeholders "dropping out".

➤ **Dissemination**

**Informing the target group(s)** about the results **and working together with them** continuously is crucial.

Therefore, besides the operative support of the implementation (i.e. committee and group meetings), the operation of the **Local TalentMagnet Forum** and the **Talent Club** must also be maintained. The project partners also developed a **mobile app** (see the next page) as a part of the TM Toolkit in order to have a comprehensive platform for young talents to learn about the city and its developments related to their interests.

As Sun Tzu once wrote, "*Opportunities multiply as they are seized.*" We should be prepared to **attract and incorporate new stakeholders** beyond the ones already involved during the previous steps (e.g. the strategy might have identified other organizations that are important, but needs can arise during the implementation, too).

## WORKING WITH STAKEHOLDERS

The **TalentMagnet App** serves as a powerful tool for **disseminating information** *about* talents and *for* talents with the following functions:

### ➤ TALENTIZER

- A **questionnaire** with a list of the talent-friendly city concept **factors** which the users can (1) rank based on their importance, (2) evaluate and (3) make suggestions about by answering a final open-ended question
- **10 appealing facts** about the city that can also be ranked by the talents

### ➤ INFODESK

- **Job opportunities** (i.e. links for job offers)
- Local **scholarships/internships**, credit programmes, etc.
- Information about **entrepreneurship** (e.g. legal issues, business incubator services)
- Up-to-date information about **housing** (renting and buying)
- A database of **third places** (restaurants, pubs, museums, theatres, cinemas, etc.)

### ➤ QUIZZES

- A questionnaire to find out the user's **strengths**
- A **psychological test** with recommendations on how to develop their talents
- A **self-assessment questionnaire** which groups them into categories like junior specialist, specialist or senior specialist

### ➤ MOTIVATIONAL MATERIAL

Video and blog collections from motivational speakers, mentors, etc. that can help the talents in self-development

### ➤ START YOUR GAME

A simple role-playing game where the users can **solve real work situations** from pre-set cases, selecting different actions which lead to an assessment of their entrepreneurial abilities and development advice for the future

### ➤ CHATBOT QUIZ

A separate element of the TalentMagnet project which has become a part of the app, too

The application can be downloaded from [HERE](#).

0  
1  
2  
3  
4  
5  
6



## CLIFFNOTES VERSION

- Main phases of implementing multilevel governance:
  - (1) **Understanding** the stakeholders by identifying and analysing them and finding local champions
  - (2) **Engaging** stakeholders by gathering knowledge, providing training and jointly developing a strategy
  - (3) **Working with** stakeholders by setting up implementation and evaluation processes
- **STEP 0:** A **baseline** – an overview of what they have and what they are missing – is needed in advance which can be obtained through a **self-assessment** done by individuals from the municipality.
- **STEP 1:** We must **identify** primary **stakeholders** who are affected by the issue, key actors who have power and/or expertise and intermediaries with a(n) influence on/stake in the field – the **influence-interest matrix** can be used to determine the relationship between them and TAR. They must be involved at the right time and the right way: information and awareness-raising, consultation, dialogue and **co-development**.
- **STEP 2: Analysing** the **stakeholders** means that we determine their (1) role and/or mission in the city's life and TAR, (2) relationship with and (3) influence on the other stakeholders, (4) competencies and added value, (5) availability and (6) expectations. Potential **local champions** – committed and passionate people to drive the TAR process – must also be identified among the stakeholders.
- **STEP 3:** First contact with the stakeholders must be about **providing knowledge** (about the city, talents in general, TAR and governance) for them to acquire a common understanding of the situation and **gathering information about their needs** through online surveys and interactive workshops, resulting in problem and mission statements.  
*Possible tool: Local TalentMagnet Forum*
- **STEP 4:** A **strategy** must be developed which includes a TAR Audit, understanding the target group, filling in a TAR Canvas, branding, brainstorming ideas and planning the implementation, monitoring and evaluation activities (Steps 5 & 6).  
*Possible tools: Local Talent Club, Urban Hackathon*
- **STEP 5:** Setting up the **implementation processes** means outlining a decision-making mechanism (i.e. committees), defining clear responsibilities and communicating with and motivating the stakeholders and the target group.  
*Possible tool: TalentMagnet App (for communication with and dissemination to the talents)*

---

*Setting up a monitoring and an evaluation framework have the same basic steps: defining the subject, summarizing the intervention logic, identifying SMART indicators, analysing risks, appointing responsible parties, selecting the format/methods and determining the frequency.*

# MONITORING & EVALUATION

Definitions, indicators, methods

4



We arrived at **Step 6** of our roadmap (although both are integral components of Step 5, implementation): **monitoring and evaluation**. There are **conceptual and practical differences** between the two which should be cleared up before discussing the specifics related to TAR and MLG.

**MONITORING** – the word itself – comes from the Latin verb “monere” which means “to warn, admonish or remind”. This is quite apt: connected to any planning activity, we use it for **overseeing and checking the activities** undertaken in order **to ascertain whether the project is capable of achieving the expected results** or not – if it’s the latter, monitoring effectively becomes a warning system. In short:

- It is an **ongoing process** to see if everything’s on track, checking whether the project did what it said it would do.
- Monitoring starts **from the initial stage** and occurs **regularly** after that.
- The responsibility of monitoring activities lies on **internal** members of the project team.
- It provides an accurate view of the current status and suggests **immediate corrections**, if there are delays.
- Monitoring focuses on the planned **activities** and the specific **outputs**.

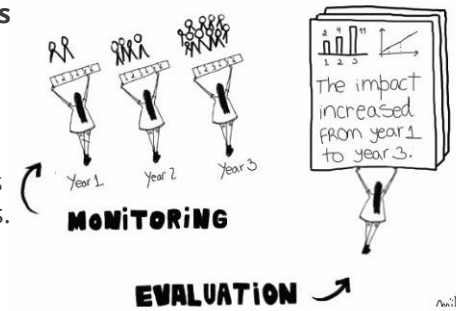
# DEFINITIONS

**EVALUATION** originates from the French noun of action “évaluer” – “to find the value of”. It is a scientific process which **examines the success of a project** – whether it has met the objectives/indicators. In short:

- It is a **periodic in-depth assessment**, checking whether the project had the impact foreseen.
- Evaluation can only **occur after a certain time** (at the middle or end of the project, for example).
- Evaluation activities can (and should) be both **internal and external** for true objectivity.
- It results in **recommendations for the long term**.
- Evaluation focuses on the planned **outcomes**, the project **impacts** and the overall **goal**.

Both frameworks must specify their subjects, the responsible parties, the measured indicators, the timing (timeline), the methods used and the necessary resources.

But first, we should answer this: **WHY** do we need monitoring and evaluation?



0  
1  
2  
3  
4  
5  
6

## WHY do we need monitoring and evaluation?

- **Staying organized** in general is a very useful quality, especially if we have to manage and connect several stakeholders and activities in many different fields at the same time – which is exactly the case here.
- Helmuth von Moltke once said that *“no battle plan survives first contact with the enemy”*. This is also true for project planning – things *will* go sideways at some point and regular monitoring will **catch the problems early** and help us either **correct them** promptly **or learn** from the mistakes. In the long term, these lessons will also support the possibility of **replicating the project** in a better way.
- Regular reporting leads to **transparency**: everyone has **timely input** on the different projects and knows about both the successes and the challenges that need to be addressed. Looking for people to blame is not conducive to effective problem-solving, but monitoring also helps in identifying where things went wrong and who is in the best position to intervene – this **makes the stakeholders** (including the municipality) **more accountable** for their actions which drives home the importance of the issue.

# DEFINITIONS

- If there’s no monitoring, resources (human, financial, etc.) might be wasted on areas which do not lead to applicable results. **Using resources efficiently** throughout a project is only possible if there is oversight – this way, they can be **reallocated/restructured** from time to time, if needed.
- If every stakeholder – including the decision-makers – is updated regularly, **making decisions** becomes easier due to the always available information to back them up. The decisions will also more likely be **the right ones**, since they are **based on accurate information**.

## WHAT are we monitoring and evaluating?

MLG for TAR requires monitoring two things at the same time: **the activities of talent attraction and retention** (described in the [LTAR Plan](#)) and **the effectiveness of multilevel governance**. Monitoring TAR has already been mentioned in the [Planning Guide](#) – this section is simply extending those remarks to MLG.

If you need more information and advice, the Handbook on Planning, Monitoring and Evaluating for Development Results by the United Nations can be read [HERE](#).



Our basis of monitoring will be an indicator framework. **Indicators describe the situation in either a quantitative or qualitative way** (or in some cases, both – qualitative statements can be turned into a numbered scale).

If we think in terms of TAR, one of our “projects” can be providing more affordable housing, so we might decide to compare the (hopefully) changing real estate prices and average monthly apartment rents locally – this would be a **quantitative** indicator. Most of the **12 aspects** of the talent-friendly city concept can be described by at least one **number-based statistical indicator** (like the above). In the case of MLG, we have **six factors** to look at – some can be measured quantitatively (e.g. the *Participative approach* might be monitored by examining the number of organizations/people involved in the process), but some (i.e. *Political commitment*) cannot – or not as easily. In the latter case, **one of our baselines can be the self-assessment** made in Step 0 – the same people recreating that assessment regularly should provide **qualitative information for a progress report** (the slider tool is a scale between *Completely lacking* and *In place & perfect*).

In either case, **the chosen indicators must be SMART.**

## INDICATORS



The indicators must be **specific** – their nature and connection to the topic understandable – and also **sensitive** to the actions the stakeholders envisioned.



They should be **measurable** quantitatively and appreciable qualitatively, but also **meaningful**, describing the change in a useful way (in line with the goals of the stakeholders).



They need to be **achievable** within the timeframe, **attributable** to the specific intervention and/or objective and the method of measurement should be as **accurate** as possible.



The indicators have to be **robust** (consistently measured), **realistic** and especially **relevant** – closely linked to the topic at hand and the planned actions.



They must be **time-bound** and **trackable** over the specified time – e.g. we can say that we want to reach a number until 2025, but we also have to be able to monitor it until then by its monthly, yearly, etc. changes.

0  
1  
2  
3  
4  
5  
6



# INDICATORS

Every indicator has a **baseline** and a **target value** – and usually a few **milestones** in between (depending on the length of the timeframe) **to** allow comparison and **reveal under- or overperformance** during monitoring.

The indicators can be **result or output indicators** – the former capture the change/impact we make with reaching our objectives, while the latter are the direct results of our actions (and therefore often have a baseline of zero).

If our *objective* is **increasing the popularity of housing programmes** among young people in the city and at least one of our actions is related to this (e.g. changing the conditions favourably and promoting them), the **number of young people applying for support** can be measured during and after and compared to data from before, serving as a *result indicator*.

When our *action* is **establishing a regular TalentMagnet Forum**, the **number of yearly events** can be our *output indicator* with a baseline value of zero – we might decide that we want 3 events in the first year, but 4 from the 2<sup>nd</sup>.

Our **source of information** can be local, regional or national statistics and/or our own surveys, interviews, focus groups, etc. with the stakeholders and the target groups.

The MLG self-assessment and any input from the planning phase (statistics from our TAR Audit, questionnaire results, etc.) can be used to identify baseline values and then provide the methodology of measuring them later.

Based on this, here are other examples for MLG/TAR indicators:

- *Action:* Establishing a taskforce for TAR within the city  
*Output indicator:* Number of people working on TAR directly  
*Baseline value:* 0 (2021) → *Target value:* 3 (until 2024)  
*Milestones:* 1 part-time (50%) in 2022; 1 full-time and 1 part-time (50%) in 2023; 1 full-time and 2 part-time (50%) in 2024  
*Source of information:* employment contracts, job descriptions  
 (**Dedicated organization** – functional governance framework)
- *Objective:* Increasing the availability of information about the city  
*Result indicator:* people interacting online with the municipality (% of the whole population)  
*Baseline value:* 22% (2021) → *Target value:* 42% (until 2024)  
*Milestones:* 27% in 2022; 32% in 2023; 42% in 2024  
*Source of information:* website and app traffic (account) data
  - *Related action:* Designing user-friendly tools  
*Output indicator:* Number of new digital tools  
*Baseline value:* 0 (2021) → *Target value:* 2 (until 2023)  
*Milestones:* a website in 2022, a mobile app in 2023  
 (Receiving – **talent attraction and management**)

0  
1  
2  
3  
4  
5  
6

# MONITORING FRAMEWORK

Now that we've established definitions for the terms we'll use, it's time to set up our monitoring framework. What do we need?

- **Clear intervention logic:** This is more like a pre-condition and we probably have it at this point if we successfully analysed the **current situation**, defined our **endgame/ vision** and identified **the way to get there** – these all happened in **Step 3** and **Step 4** of the roadmap.
- **Indicators** (*see the previous two pages*): We need **result** indicators for the specific objectives and **output** indicators for the planned actions – this is true for the *talent-friendly city concept, talent attraction and management* and the *functional governance framework*.
- **Risk analysis** (*see the figure below*): The sooner you think about the potential problems, the more time you'll have to mitigate or even counter them. We must discuss and summarize in advance the **types of risks** we might face (financial, legal, etc.), the **probability** and **impact** of their occurrence and possible **actions** as a reply to them.

- **People involved:** The **stakeholders should be active** in this process, too – but even if there are several teams of them working on the different areas, there should still be one appointed person – a member of the Operational Steering Committee – as the **main coordinator** who organizes their input into periodic reports. The setup might be something like this:

1. The "leaders" of the Task Forces fill out a **short template with key information** about their progress (X indicators reached, Y money spent, etc.).
2. They send this to the **Operational Steering Committee** member who **compiles** the reports into a form that can be sent to every key stakeholder.
3. The main bullet points (problem areas, outstanding successes, topics requiring a decision, etc.) should be **summarized** even further **for the Political Steering Committee** separately.

*The possible format and frequency of these reports are discussed on the next page.*

RISK	PROBABILITY	IMPACT	MITIGATION
Lack of money for the planned actions and the supporting activities <i>(financial risk)</i>	high/ <b>medium</b> /low	<b>high</b> /medium/low	1. Allocating a % of the city budget to TAR 2. Identifying direct EU and national funds in advance for the intervention areas

# MONITORING FRAMEWORK

- **Format** – Monitoring is easier if there are clear outlines and templates for it, so everyone knows what is needed from them. We can establish **different levels**:
  - By setting up a virtual collaboration and working space on Google Drive, MURAL, etc., we can ask the responsible stakeholders (the Task Force "leaders") to **fill out a short table quickly every month with a few specifics, using visuals** (see *the traffic light system on the right*). Interventions can be planned this way in time in case of problems, but even if everything's fine, this shouldn't be a too hard and time-consuming task.
  - In addition, a longer and more **detailed template** can be filled out **in every** pre-determined **period** (see *the next main bullet point*).
  - Before the Operational Steering Committee finishes the final report, **the stakeholders can meet on- or offline** to discuss the finer details and their personal observations. This way, monitoring will be based on not just numbers, but also **qualitative factors** (the perceived effectiveness of the cooperation, for example).

- **Frequency**: *"The effort required to correct a project that is off course increases geometrically with time. A.k.a. the longer you wait, the harder it gets."* Therefore, it is best not to let monitoring become too infrequent – most of the EU-funded projects include **at least two reporting periods in a year** so that should be a good start.


Similarly to the implementation process, it's a smart idea to **link** monitoring TAR and MLG to already **existing** monitoring **systems** in the city – their schedules, working templates, etc. The most important challenge is **keeping it simple**, but still accomplishing what we want: a regular accurate review of our joint work with the involvement of the stakeholders.

Local TalentMagnet Forum	 On track	 Issues	 Attention
<b>SCHEDULE</b>	 We organized the first Forum event successfully. 😊		
<b>RESOURCES</b>	 The location was not satisfactory for this purpose – we propose to find another one before the next event.		
<b>INDICATORS</b>	 The number of participants was higher than expected, but not as diverse – we need to reach out to local employers.		

0  
1  
2  
3  
4  
5  
6

# MONITORING FRAMEWORK

## INTERVENTION LOGIC & INDICATORS

<b>SITUATION</b> What is the main challenge? Why is it a problem?		<b>CHANGE</b> What is the expected result? Positive change!
		<b>SPECIFIC OBJECTIVE</b> (usually rephrases the result)
<i>This Monitoring Canvas summarizes the process described on the previous pages.</i>		<b>RESULT INDICATOR</b>
<b>BASELINE VALUE</b> (including its date)	<b>SOURCE OF INFORMATION</b>	<b>TARGET VALUE</b> (including its date)

### OUTPUT INDICATORS

ACTION	OUTPUT INDICATOR	BASELINE (usually 0)	TARGET	SOURCE OF INFORMATION
--------	------------------	----------------------	--------	-----------------------

## MONITORING FRAMEWORK

RESPONSIBILITIES	REPORTING	FOLLOW-UP ACTIONS
Coordinating, collecting data/information, reporting	Frequency, format/content, recipient	What's the intervention process if there are problems?

0  
1  
2  
3  
4  
5  
6

# EVALUATION PROCESS

To reiterate: evaluation

*examines the success of a project – whether it has met the objectives/indicators and had the impact foreseen.*

This process should be similarly **collaborative** like the monitoring activities, but besides an **in-house evaluation with the stakeholders**, we have to consider the potential benefits and possibility of an **external, independent review** – if nothing else is available, the task forces can be involved in a peer review to evaluate each others' overall progress. Moreover, evaluation should also **include both the TAR activities and** the effectiveness of **the multilevel governance framework** behind it.

Since TAR and establishing a functional governance framework is a process, not a typical project with a definitive closing date, the **frequency** of evaluating it is a matter of preference and also **depends on the monitoring framework**: if we have a short monitoring report in every 3 or 4 months and yearly milestones for most of our indicators, an **annual evaluation report** might be a good idea. We can also decide to do it **internally one year** and then organize an **external evaluation in the next**.

Overall, the evaluation framework corresponds to the monitoring framework in many ways:

- It has the same subjects: TAR and MLG.
- The responsible parties are more likely the same also, although they (hopefully) involve external evaluators, too.
- Examining the indicators – especially the result indicators connected to the specific objectives – is an important point of reference in determining the success of the activities.
- Reporting must be regular but rarer than in the case of monitoring.

As for the format and **content** of the evaluation, **drawing from multiple sources** is crucial here, too. One part of **the report must be connected to our intervention logic and the indicators** – reviewing whether we reached our goals until that point (whether we involved the required number of people, whether we exceeded the foreseen drop-out rate of the stakeholders, etc.). However, another part must be **a direct assessment from the stakeholders and the target groups** – this is not mandatory during monitoring (although it is encouraged), but at this point it becomes a necessity.

0  
1  
2  
3  
4  
5  
6

# EVALUATION PROCESS

An evaluation report should include at least the following:

➤ **Compliance with the indicators**

This section clarifies whether the objectives and actions led to the corresponding quantitative results foreseen (see the previous page).

➤ **Internal assessment from the stakeholders**

There are two ways we can do this:

1. If we create a **template** with qualitative, but quantified questions, we can send it to the stakeholders and ask them to fill it out.

Example question:

*„React to the statements using a 1(worst)-to-4(best) scale.*

- *The budget was proportional to the activities and the funding sources were sufficient.*
- *The time plan was realistic (with contingencies).*
- *The stakeholders had several opportunities to work together on TAR during this year...*”

2. An evaluation **workshop** can be organized for the stakeholders where a facilitator can guide them through several exercises and a discussion of the year – **START-STOP-CONTINUE** should work here as a retrospective tool, but the setup on the right can also be used.

➤ **External assessment from the target groups**

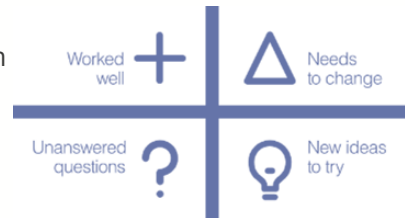
The easiest way to include this is a **survey**: we can **repeat** the same one which we have used at the beginning of the “project” when describing the situation in the city – we can **compare the results and infer the impact** of our activities.

➤ **Findings, conclusions**

These will be **statements of facts based on our analysis** of the data we gathered for the previous sections (what was asked, what was found). Deviations from the original plan must be explained, highlighting the strengths, weaknesses and outcomes of our efforts.

➤ **Lessons learned & recommendations**

Any **new knowledge gained** from the interventions should be summarized here, leading to **practical and feasible suggestions** addressing the problems encountered so far.



0  
1  
2  
3  
4  
5  
6

# CLIFFNOTES VERSION

- *Step 6: Monitoring* is the ongoing overseeing and checking process of a project, finding out whether it did what it said it would do, while **evaluation** is a periodic in-depth assessment, verifying whether the project had the impact foreseen. Both frameworks must include a description of their subjects, the responsible parties, the timing (timeline), the methods used and the necessary resources.
- *Benefits:* staying organized; catching problems early to correct them or learn from the mistakes → possibility of better replication; transparency and accountability; resource efficiency; improved decision-making
- **Indicators** can be either **quantitative** or **qualitative**, but they must always be **SMART**: Specific, Measurable, Achievable, Relevant and Time-bound.
- **Result indicators** capture the change/impact we make with reaching our objectives, while **output indicators** are the direct results of our actions. Both must have **baseline and target values** – and preferably **milestones** in between to reveal under- or overperformance – and also **a reliable way of getting them** (regular statistics, surveys, self-assessments, etc.).
- A **monitoring framework** includes the following:
  - Clear **intervention logic** – analysis of the current situation, defined endgame, objectives and actions
  - **Indicators** – result indicators for the objectives and output indicators for the planned actions
  - **Risk analysis** – types of risks, their probability and impact & possible actions to mitigate them
  - **People** involved – main coordinator (i.e. from the Operational Steering Committee)
  - **Format** – easy-to-use and visual templates (e.g. a traffic light system for quick reporting) with a possibility for sharing qualitative observations
  - **Frequency** – at least two times in a year
- **Evaluation** has the same subjects (TAR and MLG), the same responsible people (with the addition of external evaluators) and the same regular occurrence (but rarer). An **evaluation report** should include at least the following: compliance with the indicators; internal assessment from the stakeholders (through a template and/or a workshop); external assessment from the target groups (e.g. a survey); findings, conclusions; and lessons learned & recommendations.

# RESOURCE BOX

---

## CHAPTER 1

TalentMagnet Baseline Study [HERE](#)

URBACT projects: [TechTown](#) & [TechRevolution](#)

Nyíregyháza Industrial Park Ltd. website [HERE](#)

Ruse – Free Spirit City Municipal Foundation website [HERE](#)

Île-de-France smart service platform [HERE](#)

## CHAPTER 2

Committee of the Regions' White Paper on Multilevel Governance [HERE](#)

Greater Copenhagen website [HERE](#)

STARTUP\*EHV website [HERE](#)

TalentMagnet Good Practice Catalogue [HERE](#)

iDrone Services Limited website [HERE](#)

Barcelona Activa Development Agency website [HERE](#)

NDSM-wharf website [HERE](#)

## CHAPTER 3

TalentMagnet Practical Guide on Preparing and Governing a TAR Plan [HERE](#)

TalentMagnet training materials (contact) [HERE](#)

TM Toolkit: Local TalentMagnet Forum Operational Guide (library) [HERE](#)

TM Toolkit: Talent Club Guide [HERE](#)

TM Toolkit: Urban Hackathon Guide (library) [HERE](#)

TM Toolkit: TalentMagnet App [DOWNLOAD](#)

## CHAPTER 4

Handbook on Planning, Monitoring and Evaluating for Development Results [HERE](#)

### FREQUENTLY USED ACRONYMS

**TM** = TalentMagnet

**TAR** = talent attraction and retention

**MLG** = multilevel governance

**LTARP** = Local Talent Attraction and Retention Plan