LAP
Leadership
Academy
Programme

Stage 3 – LEADERSHIP FOR CAPACITY BUILDING

Module 22– CROSS-BORDER COOPERATION (CBC): INITIATING THE PROCESS

The Leadership Academy is a learning and action programme for mayors, senior officials and elected representatives of local government.

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1 MODULE OVERVIEW

1.1 BACKGROUND

- Cross-Border Cooperation (CBC) is, above all, a tool that contributes to overcoming problems and issues of communities, caused by the presence of a national border.
- Often, such criticalities are determined by the peripheral positioning of a border area, which goes from geographical to social, economic, institutional and infrastructural levels.
- Cross-border cooperation is a heterogeneous process, which can involve a plurality of relations, actors, institutional settings, legal frameworks and financial tools. Such are also the border-related issues and problems, and the impact on the communities they involve.
- This is why there are no standardized and universal solutions in dealing with cross-border cooperation. However, solutions are always related to the development of cooperative processes between actors across the border area (i.e. not only institutional but also informal).
- This module draws upon the knowledge, experience and materials of the Council of Europe on Cross-Border Cooperation (see section 6. References).

- The module aims to introduce the topic of CBC to Local Authorities that have little or no experience with this type of cooperation, so to illustrate the potentialities of CBC for good local governance, as well as for local development. A thorough LAP on CBC will, however, be based on the "Toolkit for Cross-Border Champions" (see section 7. Annex).

1.2 LEARNING OBJECTIVES

- To understand the relevance of Cross-Border Cooperation for a better service delivery, that ensures the improvement of the overall delivery of good local governance in a border area.
- To gain an-in-depth understanding of the key-elements, mechanisms, success factors at the basis of CBC.

1.3 LEARNING OUTCOMES

- Participants understand the relevance of CBC for implementing good governance in a border area.
- Participants are able to plan initial phases of CBC processes.

1.4 DURATION

- 180 minutes

2 MODULE STRUCTURE

2.1 INTERACTIVE INTRODUCTION

- Participants are introduced to the key elements of CBC, according to the CoE Toolkits;
- Participants engage in to a facilitated discussion on CBC, based on the received inputs and on their own experience/perceptions on the field.

2.2 GROUP EXERCISE 1 – ROLE PLAY – IMAGINE A CBC SCENARIO

- Participants are divided into groups and invited to brainstorm so to elaborate a detailed description of a cross -border scenario in which they will implement a case of cooperation;
- Participants are invited to read the given scenario (see Section 5.1.) and to work in groups (3-4 persons for each group) so to identify main challenges to IMC, for the case-study at stake. Each group will have to present the results in a plenary session.

2.3 GROUP EXERCISE 2 – ROLE PLAY – DEFINE THE CBC PROBLEM

- Participants are invited to identify areas that might cause problems for the development of the "fictional" CBC case.

2.4 GROUP EXERCISE 3 – ROLE PLAY – SIMULATION OF A FIRST MEETING BETWEEN CBC STAKEHOLDERS

- Participants are invited to simulate a first meeting between CBC stakeholders of the identified CBC scenario. To this end, each member of a group is invited to choose a "stakeholder" he/she would like to impersonate during the meeting.

2.5 PLENARY FEEDBACK

- Participants are invited to present their cooperation case (i.e. criticalities and possible solutions) to the other groups;
- In this exchange the debate is facilitated by the trainers.

3 WORKING DEFINITIONS

3.1 (CROSS) BORDER AREA

Cross-border areas expand beyond national borders (i.e. across two or more States) and find their rationale for cohesion in the functional characteristics and challenges that local communities share.

3.2 LOCAL AUTHORITY

For the purpose of LAP 'Local Authority' is interpreted as a public governing body, (directly or indirectly elected), possessing, within a given territory, as defined by law, a degree of autonomy from the central government and a set of competences to deliver public goods and services to citizens. Moreover, for the purpose of this module, Local Authority defines the first tier of local self-government.

3.3 CROSS-BORDER COOPERATION (CBC)

Cross-Border Cooperation (CBC) is a concerted process of building neighbourly relationships between local stakeholders and Local Authorities on both sides of national borders.

CBC differs from City-to-City Cooperation (ref. Module 23 – which interests Local Authorities from different states at the international level) and from Inter-Municipal Cooperation (ref. Module 21 – which interests Local Authorities from the same national context) as interests Local Authorities from different bordering countries.

3.4 CROSS-BORDER COOPERATION CHAMPION

Cross-border Cooperation Champions are CBC promoters (e.g. senior officers of Local Authorities, mayors, representatives of CSOs, representatives of already configured CBC structures), that act as "leaders" within their organizations and communities, so to stimulate and/or to reinforce the "culture of cooperation" at CBC level. In order to achieve long-term efficiency and sustainability, CBC not only needs to ensure local communities' engagement, but also to stimulate a wide-spread bottom-up commitment to the "CBC shared cause/ideal/goal".

In this context, CBC champions are individuals able to combine thorough knowledge (i.e. on their communities, the border context) with technical know-how (i.e. on the CBC process) and motivational skills (i.e. becoming a Leader of CBC within their communities and institutions).

Such champions should be able to enact CBC processes that:

- are highly context-based;
- demonstrate an "aware" civic engagement (i.e. engaging communities by activating relevant stakeholders, according to specific CBC stage, topic and activity);
- generate commitment of the communities to its goals.

4 KEY CONCEPTS

4.1 THE CHARACTERISTICS AND OBJECTIVES OF CBC PROCESSES

Cross-border cooperation is about jointly finding mechanisms for a better exercise of powers and for a better implementation of joint actions, in order to improve the living of the communities divided by a national border, so to:

- Promote the socio-economic development of the border area;
  E.g. attracting new financial resources; efficiently using local capital (natural, financial, cultural, organizational, social, etc.); improving employment opportunities, etc.
- Develop economies of scale to provide better services;
  E.g. providing high-quality health-care and education; efficiently managing natural resources (e.g. cross-border rivers), upgrading transport infrastructures, etc.
- Widen cultural perspectives.
  E.g. promoting bilingualism and minority groups rights; promoting cultural diversity within educational curricula; promoting a non-ideological interpretation of history and mutual knowledge and trust, etc.

CBC is not intended to convey additional powers to border communities or authorities but CBC arrangements make it possible to improve their capacity to carry out their tasks more effectively.

CBC is a cooperative process recognised as indispensable to reach given objectives more effectively. This implies that cooperation is sought when it is fully acknowledged that the solution to a given issue cannot be found in responses elaborated independently by stakeholders on either side of the border.

Experience shows that communities often engage in CBC within the following domains:

- Mobility and (public) transport
- Health care
- Education and Training
- Labour market
- Crisis and Disaster/Emergency Management
- Crime prevention and Criminal Investigation
- Environment
- Finance

4.2 REASONS TO START A CBC PROCESS

CBC processes allow the engaged Local Authorities to:

- Address (locally) joint border problems
- Improve opportunities for border municipalities to perform their functions
- Make the best of available Legal frameworks and tools
- Make the best of available funds

Moreover, indirectly, CBC contributes to:

- Stimulate cross-border peer-to-peer and on-the-job learning
- Encourage co-operative culture.
- Promote partnership working
- Strengthen accountability and transparency
- Increase solidarity
- Foster European citizenship
- Foster citizens' sense of ownership of democratic institutions
- Stimulate IMC
- Stimulate PPP

4.3 BENEFITS OF CBC

Successful CBC processes ensure benefits to a broad range of border stakeholders. Ultimately, CBC contributes to the "wellbeing" of both border municipalities and communities, as well as to the local development.

The following paragraphs illustrate possible sectors in which CBC processes may bring benefits:

4.3.1 Border municipalities

CBC processes support border municipalities (among others) in:

1. Overcoming peripheral positioning

2. Sharing resources in addressing common problems

3. Improving the management of common assets

4. Achieving economies of scale

5. Improving the access to external funding and expertise

4.3.2 Border communities

CBC processes support border communities (among others) in:

6. Developing a better accessibility through cross-border infrastructures and services

7. Increasing opportunities for a stronger civic participation (i.e. beyond the local level)

8. Improving socio-cultural relations and networks across borders (i.e. a very important aspect of the CBC, as in some cases, border areas bare a "historical baggage" of conflict)

4.3.3 Local development

CBC processes may contribute as well to the strengthening of local development. Below some examples of sectors are illustrated:

1. Economy - CBC facilitates:

   o Employment growth
   o Increasing investments
   o Development of incubators
   o Development of territorial Marketing

2. Environment – CBC may contribute to:

   o The development of strategies for natural heritage preservation, in line with the "borders" of the natural setting/resources
   o Improving the overall system of crisis management

3. Tourism – CBC may contribute to:

   o Improving the tourism strategy

4. Culture - CBC may contribute to:

   o Increase heritage promotion
   o Enrich the Education sector
   o Encourage/promote CSOs

5. Infrastructure – CBC may contribute to:

   o Improve Utilities/Services
   o Develop the transport sector

4.4 SUCCESSFUL FACTORS FOR CBC

Successful CBC is based on concrete issues and has concrete goals. A successful cooperative approach should clearly demonstrate to be *effective* (in achieving the set goal), *efficient* (in the use of resources as compared to the level otherwise needed) and *coherent* with the overall CBC strategy of the border area (not producing any undesirable externality – e.g. reinforcing national administrative borders with neighbouring LAs).

The factors that mostly influence the successful development of a CBC project are:

- Willingness - of all involved actors – at political, institutional and community level
- Knowledge of the context - of CBC partners, the resources and the challenges at stake.
- Knowledge of the tools – both legal and financial tools.
- Knowledge of the stakeholders – of their good will and capacity to be part of a CBC project.
- Strategies - drafted at CBC level that must be context-based.
- Creativity - of the CBC partners, needed for:
  o Identifying the strategies and actions to overcome the problems that arise from the presence of the border;
  o Identifying solutions to overcome the obstacles that arise in the implementation of the CBC process.

4.5 RISKS OF CBC

CBC processes are, however, exposed to many risks, due to the nature of the relation in itself.

The following list illustrates the main risks of CBC:

- Less dynamic decision-making (i.e. especially in advanced forms of cooperation)
- Over-elaborated CBC bodies
- Democratic deficit
- Harden (national) administrative borders
- Weaken relations with national authorities
- Political costs (i.e. sharing prestige)
- Subject to politicisation

4.6 THE PHASES OF A CBC PROCESS

4.6.1 PHASE I - Initiating CBC

The initial process of CBC consists of the following steps:

- Identify needs and opportunities

  o Is there a clear border effect?
  o Do people see a need for improvement?
  o What are the most evident shortcomings implied by the border effect?

- Identify potential partners and possible areas of cooperation
  o Is there, in neighbouring LAs across the border, a feeling of dissatisfaction over performance of some services or over specific opportunities that are not being fully exploited?
  o Do the stakeholders in these communities agree that joining forces in a CBC setting would be a reasonable way forward dealing with (at least some of) the identified shortcomings?
  o Are there any non-public actors already involved in/have expertise on CBC?
  o Would respective regional/State authorities be in favour of a CBC project (and ready to assist)?
  o Are there any best practices examples that could be studied?
  o Are there any CBC setting already in place along the same border?
- Analyse the legal and economic environment

  o What is the legal framework (legislation and regulations) applicable to the possible areas of cooperation?
  o What are the legal options (advantages and disadvantages of each one) and constraints in these areas?
  o Do regional/State authorities operate CBC backing schemes that would be relevant in the present case?
  o Did the respective State enter any International agreement (bi-/multi-lateral) which would be relevant to the present case?
  o What is the appropriate geographical size of the CBC are to achieve effectively the set objectives?
  o What are the financial aspects and what would be the economic impact (both in terms of costs and benefits) of CBC in the various areas considered?
  o All in all, what would be both convenient and affordable for the concerned LAs (both in legal and economic terms)?

- Decide on entering into CBC and set up the negotiating platform
  o Which LAs / representatives could be brought together?
  o Which region/state/international institution representatives could be involved?
  o What is the expertise required within the Joint Task Force?
  o Who may lead the process?
- Build awareness and support

  - What information and messages should be communicated to citizens (e.g. rationale for CBC and follow up processes)?
  - How should the messages be presented in a clear and convincing way?

4.6.2 PHASE II - Establishing CBC

Establishing CBC processes usually imply the following steps:

1. Identify CBC scope
- Based on the legal and economic analysis, and on partners' interests and availability, what are the functions that could be covered by CBC?

2. Choose the legal form
- What is the proper legal form, given the scope and nature of functions to be covered by CBC?

3. Determine the financial arrangements
- What should be the key financial resources of the CBC (both revenues and costs)?
- How to share costs between the constituent municipalities?
- What are the budget rules for the CBC?

4. Define institutional arrangements
- In case of private entities: what are the decision-making bodies (and their powers) according to private law? How will representation of partner municipalities be ensured?
- In case of public entities: how representation of constituent municipalities will be ensured within the CBC council? Is the deliberative body constituted (only) by elected representatives or (also) by appointed members? How is the executive body appointed?
- Are there any procedures necessary to acquire clearance from central authorities? Were they respected?

5. Finalise agreement / Statute

- What are the additional clauses that are needed (required by law or necessary to ensure smooth operation)?

4.6.3 PHASE III - Implementing and Evaluating CBC

Implementing and evaluating a CBC process usually implies the following steps:

1. Establish management and representative structures
- Are all partners LAs satisfied with their representation? Does the CBC council have sufficient authority to ensure efficient and informed decision-making?
- Is the chosen legal setting efficient? Are decisions jointly implemented?
- Is there a smooth communication and partnership culture with competent central authorities?
- Are the procedures clear for resolving conflicts? Are the links between the CBC council and the partner municipalities clear?
- Do the staff have the necessary experience, expertise and commitment to manage the CBC to high standards? Do they have sufficient authority to avoid bureaucratic delays? Are the links between the management and partner municipalities clear?

2. Develop cooperation mechanisms
- Is cooperation across partner administrations encouraged?
- Are there appropriate CBC Council and management meetings to ensure coordination and cooperation between administrations concerned?

3. Ensure continuous monitoring and self-assessment
- Are there clear procedures for monthly and annual reporting between the CBC management and Council, and between the CBC Council and partners?
- Do stakeholders (staff, businesses, service users...) have a chance to give their views on CBC performance?
- Is there at least an annual meeting in which the CBC can present its report and plans to the public?
- Are the objectives, targets and performance indicators clear and straightforward?
- Can an internal audit process be established?

4. Ensure continuous effective communications
- Is responsibility for communications clear?
- Are the CBC Council and staff clear about the targeted audiences, messages, and communication vehicles? Is sufficient money invested in communications?
- Does the communications strategy ensure stakeholders are well informed?
- Do people have confidence in the CBC leadership?

5. Conduct regular evaluation
- Are citizens (both beneficiaries and potential beneficiaries) happy with the service/performance of the CBC?

4.7 LEADERSHIP (CHALLENGES) AND CBC

Interest for CBC usually develops proportionally to the level of decentralisation. In contexts with a high level of decentralisation, local authorities may encounter a growing pressure from communities/citizens for strong local development policies/strategies. Often, this is the case where local authorities are willing to see/search for opportunities provided by CBC, rather than turning to the Central level.

CBC is about horizontal, non-hierarchical relations among local authorities. A key stimulus to CBC is competent local authority leadership that can see the opportunities that CBC provides and will use influence, conviction and commitment to bring on-side other local authorities from both sides of the border.

However, in order to be successful, CBC requires a process of "awareness raising" on the culture and benefits of cooperation, among communities and stakeholders. Such process has to be guided by a strong CBC leadership, that:

- Explains the benefits of CBC.
- Acknowledges the different interests of potential partners.
- Seeks a 'win-win' solution to challenges faced or opportunities to be exploited.

- Prepares staff and elected representatives to welcome and sustain cooperation.
- Mobilises all efforts in a common purpose.

The CBC leadership starts from a challenge. The way that the challenge is faced depends entirely on the CBC champion's strategic choice.

There is no "secret recipe" for dealing with the challenge, and even more, not all challenges should be tackled in the same way, as they vary often in terms of context (i.e. area of intervention), level/domain (i.e. technical, economic, stakeholder -related, etc.) and intensity.

Challenges should be analysed each time they appear: knowing their characteristics and triggering factors, allows for the identification of solutions. In a CBC context, they are most often related to the obstacles encountered in the implementation of a CBC process.

The CBC champion must strengthen the CBC structure, so that actions needed to overcome challenge/obstacles come naturally from within the "team" (i.e. the local CBC committee), thus not depending only on the stimulus/directions of the CBC champion.

Moreover, even more so than in the case of local government, leadership in a CBC context must rely on the contributions of its stakeholders, such as Civil Society Organizations (i.e. CSOs, NGOs, etc.). Often, such actors have a high level of expertise, not only within their own field, but also related to dynamics and mechanisms of the cooperation with similar organizations from the border area (i.e. empirical evidence shows that these actors are more incline to cooperate than local and regional authorities, for example under European Programmes coordinating direct funds).

4.8 INITIATING A CBC PROCESS IN 6 STEPS

4.8.1 STEP 1 - Setting the basis for CBC
The triggering factor of CBC is the awareness of a shared problem that cannot be solved by responses elaborated independently by stakeholders on either side of the border.

CBC is as much about willingness of the actors to cooperate, as it is about the knowledge the actors have on the overall context/arena in which they intend to act.

When considering entering a CBC process, local authorities have to evaluate the advantages and the risks of future CBC actions, thus assessing the following aspects:

- Needs and opportunities for CBC

- Potential partners and potential areas for the cooperation

- Cross-border socio-economic context

- Legal framework

4.8.2   STEP 2 - Setting the pace of CBC
Once defined a clearer picture of the context in which one intends to enact a CBC process, there is the need for evaluating the relations and practices already in use between the involved actors.

Having an accurate picture of relations and practices, allows for the identification of the degree of institutionalization of the current/future CBC process. Moreover, the involved local authorities should assess current practices based on the following ladder:

- ↓   No relations

- Initial phase. Inward looking border area characterised by stereotypes and diffidence.

- ↓   Info Exchange

- Parallel identification of border as common generator of problems and resources.

- ↓   Consultation

- The cross-border interdependency is understood. Actions separately carried out but envisaging joint actions.

- ↓   Cooperation

- Common goal is set and actions are carried out according to a shared agenda

(and within the limits of each actor's competencies and authority).

- ↓   Harmonisation

- Policies are designed taking into consideration the cross-border nature of the area.

- ↓   Integration

- Borders are virtual. CBC is fully integrated in the policy making process.

4.8.3   STEP 3 - Setting the goals for Cooperation
CBC is about overcoming border problems which are cross-sectorial in causes and effects. To set appropriate goals it is necessary to identify the problem, by defining causes and effects.

Once the problem is identified, clear common goals for the CBC process must be set.

When setting goals, consideration must be given to CBC future opportunities, desired impact and the future monitoring process.

To this end, it is advised to use management key performance indicators such as SMART criteria, which set out CBC goals that are:

- Specific -
- Measurable
- Attainable
- Relevant
- Time-Bound

4.8.4   STEP 4 - Identifying actors, competencies and legal provisions
The actors that usually are involved into CBC processes are:

- Local Authorities

Local authorities are key players in cooperative processes across borders. They are the closest institutional actor to border communities. Although no mayor is elected to perform cross-border cooperation, a positive attitude towards cross-border cooperation may lead to policies providing services more efficiently.

- State/Regional Actors

The interest and support to CBC by State/regional actors varies greatly across Europe.

The synergies developed by local and state actors play a key role favouring the necessary exchange of information for the elaboration of joint strategies facilitating the development of a cross-border context.

State/regional actors are responsible for creating the necessary legal framework that enable LAs participation in CBC to various extents; providing financial support; responding to training needs; advocating for the local context at inter-governmental meetings and negotiations.

- Civil Society

The majority of citizens are not familiar with CBC. On the other hand, border areas can often count on civil society organisations (i.e. social, cultural, economic actors) promoting CBC actions and engaging in CBC projects.
They successfully act as aggregators and facilitate participation to CBC. They work as pioneers towards the removal of long standing (cultural) obstacles and set up cooperative networks expanding beyond regional and national borders

The CBC process implies that activities, aimed to overcome shared border-related problems, are jointly elaborated and implemented by the relevant local partners on both sides of the border.

To this end, when entering a CBC process, consideration must be given to the competences and powers of CBC partners.

When identifying the powers and competencies, the following aspects should be considered:

- Who performs regulatory functions in:
  o urban planning?
  o environmental protection?
  o health regulations?
  o trade regulations?
  o traffic management?
- Who provides
  o health services?
  o social services?
  o housing?

  o ...
- Who manages
  o water plants?
  o hospitals?
  o power supply?
- Who is responsible for
  o waste management?
  o urban heating?
  o sewerage?

4.8.5 STEP 5 - Identifying the legal framework
However, the CBC process is not related only to the powers and competencies of its partners, but also to existing domestic and international legal frameworks.

Once the relevant actors and their competencies are identified it is necessary to consider the legal framework within which cross-border cooperation may develop.

Legal provisions for CBC processes (Del Bianco & Jackson, 202) are determined both by domestic law and international legal settings. When entering in a CBC process, the Local Authorities act according to their powers and competences, while subscribing to the international outlines to which their States comply to.

The main institutional actors contributing to the definition of the international legal framework for CBC are the Council of Europe and the European Union.

The paragraph below highlights the main legal frameworks and provisions developed and fostered by CoE and EU, are:

- Council of Europe:
  o European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (1980).
- Additional Protocol to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (1995).
  o Protocol No. 2 to the European Outline Convention on Transfrontier Co-operation between Territorial

Communities or Authorities concerning interterritorial co-operation (1998).
- o Protocol No. 3 to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities concerning Euroregional Co-operation Groupings (ECGs) (2009).
- European Union:
  - o Regulation (EC) No 1082/2006 of the European Parliament and of the Council of 5 July 2006 on a European grouping of territorial cooperation (EGTC) (2006).
  - o The Regulation (EU) No 1302/2013 of the European Parliament and of the Council amending Regulation (EC) No 1082/2006 on a European grouping of territorial cooperation (EGTC) as regards the clarification, simplification and improvement of the establishment and functioning of such groupings was adopted on 17 December 2013 and applies from 22 June 2014.

4.8.6 STEP 6 - CBC structures

Within the above mentioned frameworks, the CBC structures may vary according to several factors, such as: willingness to cooperate, purpose of the cooperation, etc.

CBC relations often begin as an (informal) exchange of information. In a more advanced phase, the development of CBC relies on the formulation of operational cross-border strategies and implementation of specific projects.

There are many possible CBC that range from simple joint meetings of existing structures in each partner organisation to "joint committees" composed of an equal number of representatives of the partners, or actual management entities, separated from the participating institutions.

Some examples of such CBC settings and structures follow:

- Informal CBC arrangements

CBC relations are often informal. They do not entail any binding legal decision and therefore they do not need a precise legal basis. They rely on political commitment and partnership working.

- CBC agreement

Cross-border cooperation relations may develop into cross-border cooperation agreements. They represent the simplest and less formalised instrument for cross-border cooperation. They may evolve as a result of a specific issue or they may be framework agreements where the willingness to cooperate with bordering counterparts is stated. They may be drawn up under national law (i.e. based on both private and public law) or international inter-State agreements but the provisions of the agreement are implemented under the sole responsibility of each signatory.

- CBC bodies governed by private law

These settings are often not-for-profit structures governed by the (private) law of the country where headquarters are located. Two main types of such CBC bodies exist: Associations (or foundations) acting as "operators" or "project managers" on behalf of local communities and authorities in cross-border projects; Co-operation bodies for political consultation made up of local communities or authorities, or other local or regional partners.

- CBC bodies governed by public law

Local communities or authorities may establish CBC bodies governed by public law when bi- or multi-lateral agreements between the States they belong to allow for it. According to their Statutes, such bodies may perform all tasks of interest to their members including cross-border governance, the cross-border provision of public services, the cross-border management of public facilities, etc. They are governed by the law of the country where their headquarters are officially registered.

Moreover, the Regulation n.1082/2006 of the European Parliament and Council (5/07/2006) on the establishment of a European Grouping of Territorial Cooperation (EGTC) (European

Parliament and of the Council, 2006), offers to EU local communities and authorities a Community legal instrument representing the legal basis for the creation of CBC entities with a legal personality.

5 EXERCISES

5.1 EXERCISE 1 – GROUP EXERCISE 1 – IMAGINE A CBC FICTIONAL SCENARIO

- Brainstorm in your group in order to elaborate a detailed description of the cross- border scenario in which you will implement a case of cooperation.
- The defined scenario must include:
  o Geographical indications (e.g. is the CB area situated by the sea, in the mountains, how many countries are included in the border area, etc.)
  o Cultural indications (e.g. how many communities inhabit the area? Are there minorities, etc.)
  o Socio-economic indications (e.g. what is the demography of the CB area? What are the main economic activities in the area? etc.)
  o Cross-border Cooperation Process indications (e.g. is there a CBC process undergoing in the area? Is the CBC formal or informal? etc.)
- OUTPUT – cardboard with all characteristics of the CBC scenario

5.2 EXERCISE 2 - GROUP EXERCISE 2 –SOLUTIONS FOR OVERCOMING IMC OBSTACLES

- What is the problem area in the identified cross-border scenario?
- Define the problem area in which you will develop your cross-border cooperation case, by debating within the group. When debating, keep in mind the following "traditional" cross-border areas in which problems may occur:
  o Mobility and (public) transport, Health care, Education and Training, Labour market, Crisis and Disaster/Emergency Management, Crime prevention and Criminal Investigation, Environment, Finance.
  o Try to define a specific sector, such as:
    ▪ Public transport in the cross-border area
    ▪ Coordination of rescue services of the 2 countries in case of natural or man-made disaster in the CB area
    ▪ Communication in the CB area related to the language barrier between the 2 countries
    ▪ Mobile phone signal in the CB area – phones intercepting and automatically connecting the other country's operator at a higher cost for the consumer
- Once identified, debate further on the problem, trying to answer to the following questions:

1. WHAT IS THE CORE PROBLEM

- What is the problem that requires immediate action?
- Why is it a priority? To whom?
- Is something being done already? By whom? How?
- Is it necessary to deploy cross-border actions?

2. WHAT ARE ITS CAUSES

- Why did this problem arise now?
- Where does it come from? What is causing it?
- Is it linked to social/economic/environmental/institutional/administrative characteristics of the border area?

3. WHAT ARE ITS EFFECTS

- Who is most affected? How? How much?
- What would happen if no solution is found?
- What implication would there be on the social/economic/environmental/institutional/administrative levels?

- OUTPUT – the scenario is completed by a short description of the problem area

5.3 EXERCISE 3 - GROUP EXERCISE 3 – ROLE PLAY – SIMULATION OF A FIRST MEETING BETWEEN CBC STAKEHOLDERS

- Simulate within the group a first meeting between the stakeholders of your CBC scenario.
- Identify an organiser of the meeting (e.g. Mayor A)
- Each group member should choose to impersonate stakeholders from one of the following categories (i.e. 2 or more participants may choose the same category, but only one stakeholder per Country/CB area is allowed)
  - o Local authorities' representatives,
  - o Economic private actors,
  - o Consumers associations,
  - o Volunteers associations,
  - o Civil Protection/rescue services,
  - o Police/law enforcement bodies,
  - o Environmental associations,
  - o Citizens, Schools/universities,
- Experts (in a specific field).
- Each stakeholder is now sitting around the table. Each is entitled to briefly introduce him/herself and explain (3 minutes each) to the rest of the group what his/her perspective of the problem is.
- Then the organizer of the meeting asks everyone to write on the post it the main components they see to the problem. This has to be done in silence, each stakeholder on his/her own. One post it = one idea. It is important that each idea is stated clearly and with max 5 words.
- Each participant (still in silence) sticks post it on one of the poster-size paper sheets pasted on the wall.
- Still in silence, post it are grouped in thematic clusters. Once the clusters are defined stakeholders start talking again to discuss together the title to be given to each cluster.
- Stakeholders than go back to their seat and are asked to write on post it (in silence) potential solutions they see to the problem, ranging from the local to the EU level, both as strategies or single actions.
- Meeting organizer posts on the wall the third sheet of poster-size paper, with the following graph on:
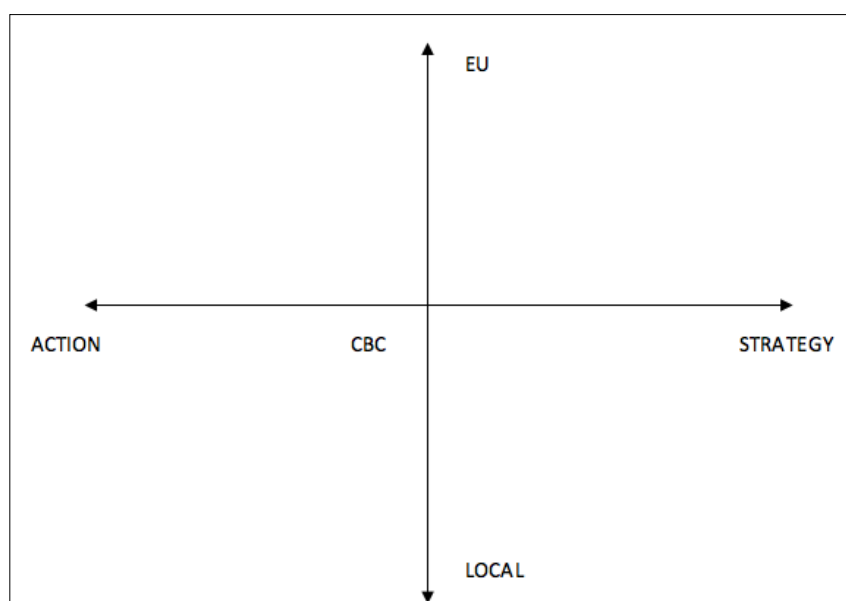
Where the horizontal axis represents the typology of solution (more action – oriented or more strategy – oriented?) and the vertical axis the level at which solution could be applied (from local to EU, passing through CBC).

- Stakeholders are now asked to paste their post it (still in silence) on the poster, according to the level and typology of each solution identified.
- Once the map is complete with all posters, the organizers summarizes what he sees to all participants and asks for comments/feedbacks.

6 REFERENCES

Del Bianco, D., & Jackson, J. (2012). Cross-Border Cooperation Toolkit. Council of Europe. Strasbourg

ISIG. (2014). Manual on removing obstacles to CBC. Council of Europe. Strasbourg

ISIG. (2016). Toolkit for Cross-Border Champions. Council of Europe. Strasbourg

7 ANNEX

Structure of a 2-days LAP Stage on Cross-border Cooperation:

Selection procedures and criteria	Ideally, participants to the CBC training courses should be involved in a selection/assessment procedure, aimed at supporting the trainer in: • Assessing the level of interest of participants to the course; • Assessing the level of knowledge of the participants on CBC processes; • Assessing the level of engagement of participants in CBC processes; • Assessing the level of familiarity with participatory methods and tools (e.g. brainstorming, focus group, etc.). Such information may be gathered by the trainer by means of a Form/questionnaire, as a condition for subscription to the training course. The purpose of the assessment is to adapt/design the training course based on the potentialities/expectations of the trainees.
Participants distribution	Ideally, the working group should have an even distribution of participants with reference to: • Gender • Nationality • Position • Stakeholder category (i.e. representatives of Local Authorities, Civil Society Organizations, Cross-border bodies/structures, etc.)
Number of participants	Ideally, the working group for one training course should not exceed 20 participants.
Number of trainers	Ideally each course should be implemented by 2 trainers, or 1 trainer 1 facilitator.
Working materials	For each working day, participants should be provided with: • Post-it (i.e. different colours and/or shapes) • Markers (i.e. black) • Coloured paper (i.e. minimum 6 colours)
Setting	• Room for plenary sessions • At least 3 different rooms/environments that allow for the development of group activities • Movable chairs so to allow for different settings • Video-projector • Flip chart
Total duration	Preparation - 5 working days (8 hours each) Implementation – 5 working days (8 hours each)

Module	Activity	Duration
Preparatory activity for trainers	0.1. Research on the CBC context in which the course is developed 0.2. Research on trainees – needs and expectations (i.e. by means of form/questionnaire) 0.3. Preparation of materials 0.4. Preliminary contacts with participants	5 w/days
Module 1 – HOW TO BECOME A CBC CHAMPION (Becoming a CBC Champion: How Leadership Skills Can Improve the CBC Process)	1.1. Presentation/lecture on: • WHAT IS LEADERSHIP (i.e. Key concepts, Leadership in CBC Structures); • CBC Champions Dos and DON'Ts.	2 hours
	1.2. Workshop (i.e. working groups activity) • Self-assessment (p. 35) • Role models for Leadership skills (p.37)	2 hours
	1.3. Bibliographical material: • New Leadership Academy Toolkit –CoE 2016 • Modern Leadership for Modern Local Government Manual (CoE, 2013 and 2015)	
Module 2 – UNDERSTAND THE PROCESS (Understanding the process: CBC)	2.1. Presentation/lecture on: • WHAT IS CBC (i.e. Theoretical and Legal framework); • HOW TO INITIATE CBC – 6 STEPS (i.e. Setting the basis, Setting the pace, Setting the goals, Identifying actors, competences and legal provisions, Identifying the legal framework, Identifying CBC structures).	2 hours
	2.2. Workshop (i.e. working groups activity) • Fictional CBC scenario (p. 55) • "Stakeholder's mouth" (p.55) • Identification of problems (p.57) • Identification and systematization of solutions (p.59)	2 hours
Module 3 – KNOW YOUR CBC CONTEXT (Mapping obstacles to find solutions)	3.1. Presentation/lecture on: • WHAT DOES MAPPING OBSTACLES MEAN (i.e. theoretical framework, peer-to-peer approach, identification of context-related solutions to CBC obstacles); • HOW TO MAP OBSTACLES TO CBC – 6 STEPS (i.e. Identifying the problem, Identifying the operational area, Identifying factors of obstacle persistence, Identifying the level of clearance, Overcoming the obstacle).	1 hours

	3.2. Workshop (i.e. working groups activity): • Identification of obstacles and solution by means of EDEN Database (p. 75); • Identifying the context-based solutions for the fictional scenarios (i.e. Module 3 exercises, p. 75).	2 hours
Module 4 – KNOW YOUR STAKEHOLDERS (A participatory approach to implementing CBC)	4.1. Presentation/lecture on: • WHAT IS CIVIC ENGAGEMENT (i.e. theoretical framework, citizens' engagement at cross-border level); • HOW TO IDENTIFY STAKEHOLDERS IN CBC - 3 STEPS (i.e. Preliminary stakeholder mapping, Assessing interest and capacities, Identifying engagement relevance))	1 hours
	4.2. Workshop (i.e. working groups activity): • Focus group simulation on Need Assessment (i.e. given scenarios or Eden Database data, p. 89)	2 hours
Module 5 – PARTICIPATORY MONITORING • *Lecture*	5.1. Presentation/lecture on: • WHAT IS PARTICIPATORY MONITORING (i.e. Theoretical framework, Principles, Participatory monitoring in CBC); • HOW TO IMPLEMNT PARTICPATORY MONITORING – 3 STEPS (i.e. Define objectives, Strategies and settings, Operational tools).	1 hours
• *Evaluation*	Simulation of a monitoring activity of a CBC initiative.	1 hours