LEADERSHIP FOR CROSS-BORDER COOPERATION

Toolkit for practitioners in cross-border cooperation

Delivering Good Governance

LEADERSHIP FOR CROSS-BORDER COOPERATION Toolkit for practitioners in cross-border cooperation	The Toolkit is intended as an easy-to-use companion for both CBC actors (i.e. competent regional and local authorities) and CBC trainers, targeting CBC practitioners within border areas	**CENTRE OF EXPERTISE FOR LOCAL GOVERNMENT REFORM** *in cooperation with* I S I G Institute of International Sociology of Gorizia	June 2017

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LAP CBC
Leadership for Cross-Border Cooperation

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COUNCIL OF EUROPE
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LEADERSHIP FOR CROSS-BORDER COOPERATION

Toolkit for practitioners in cross-border cooperation

Authors

CENTRE OF EXPERTISE

FOR LOCAL GOVERNMENT REFORM

in cooperation with

I S I G - Institute of International Sociology of Gorizia

FOREWORD

Since its establishment in 1949, the Council of Europe, the first political Organisation of the European continent and the only truly pan-European one with its 47 member states (at November 2013), has consistently worked for the development of a "Europe without dividing lines", in the spheres of human rights, rule of law and democracy.

One of its fields of activity has been the local and regional governance, with special attention being paid to the principles of local government, the promotion of effective local democracy and citizens' participation and the facilitation of forms of cooperation between local and regional authorities across political boundaries.

The Toolkit is intended as an easy-to-use companion for both CBC actors (i.e. competent regional and local authorities) and CBC trainers, targeting CBC practitioners within border areas.

The Toolkit was developed within the Leadership Academy Programme (LAP) as a specific training tool, providing trainers and trainees with knowledge, case-studies and exercises focusing on CBC.

The Leadership Academy Programme (LAP) is a learning and action course targeting senior officials and elected representatives of public organisation.

International and local experts on behalf of the Council of Europe, Centre of Expertise for Local Government Reform, deliver the LAP course. It is an interactive programme, applying collaborative methodologies to the learning process. It is delivered, over a period of six months, in three separate sessions (one for each stage) lasting four days, to groups of up to 25 participants. LAP is adjusted to national/regional/local training needs by trainers in collaboration with local implementing partner-institutions, with the aim to focus on learning areas relevant to specific contexts whilst ensuring the widespread achievement of CoE training objectives.

The Council of Europe is confident that this Manual will prove useful to all those trainers involved in cross-border cooperation, for the engagement in successful CBC processes of its member states.

CENTRE OF EXPERTISE FOR LOCAL GOVERNMENT REFORM

The Centre of Expertise for Local Government Reform is the Council of Europe operational arm in the field of multi-level governance. Its ultimate aim is to promote the 12 Principles of Good Democratic Governance, based on benchmarks and innovative methodologies ("tools") inspired by the guidelines of the European Committee on Democracy and Governance (CDDG) and the recommendations of the Committee of Ministers of the Council of Europe.

The practical and impact-oriented "specific projects" are implemented in cooperation with local, regional, national and international stakeholders and are aimed both at improving the legislation and at strengthening the institutional capacity of all tiers of government.

ISIG – Institute of International Sociology of Gorizia

ISIG is an independent research institute recognized by the Italian Ministry of Education and Research and has status as a special adviser to the Economic and Social Council of the United Nations (ECOSOC). It combines a rigorous scientific commitment to research with the engagement in international cooperation, sustainable development and social cohesion.

Founded 1968, in Gorizia (Italy), ISIG soon became an international centre of excellence for research and a laboratory for the production of original responses to the needs of the local, national and international communities contributing to the scientific development of new methods and theories. Today, the originality of ISIG develops through its research, consulting and planning activities as well as conferences and training.

ISIG focus on CBC targets the key structural and relational dynamics that determine the effectiveness and efficiency of cross-border cooperation, as well as the CBC institutional design and their evaluation.

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ACRONYMS

CBC - Cross-Border Cooperation

COE - Council of Europe

EGTC - European Grouping of Territorial Cooperation

LAP - Leadership Academy Programme

INTRODUCTION

Rationale

Cross-border cooperation (CBC) is a process, which arises from the willingness to jointly address problems shared by communities and local authorities on different sides of a national border, to overcome their "peripheral" positioning within the government and governance systems to which they belong.

Empirical evidence shows that cooperative approaches to border-related problems are one of the most efficient solutions to reduce the intensity of the so-called border-effects. Based on this evidence, for the past decades, international actors such as the Council of Europe and the European Union developed (legal and financial) reference frameworks and tools in order to facilitate such processes between border communities.

However, initiating a CBC process is often difficult due to both non-existent or, worst, conflictual relations encompassing border areas (i.e. historical and cultural factors often determine the lack of willingness to cooperate of border communities and their representing local authorities). Even when such processes are initiated, it is often difficult to ensure their long-term efficiency and sustainability.

Paradoxically the provision of new legal frameworks and tools facilitating CBC, has sometimes resulted in the creation of "empty boxes", meaning that actors choose to enter in to CBC as a strategy for attracting extra-funds for local (but not cross-border) development (i.e. funds dedicated to the territorial cooperation).

The mere existence of CBC relations, agreements or structures, does not account *per se* for efficient CBC processes, as often is not foreseen active engagement of key local stakeholders (i.e. the cross-border communities).

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".

This is why cross-border processes are in need of CBC promoters who are 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 actors 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.

The Toolkit

The Toolkit is based on the long-established experience of research and training of the Council of Europe (CoE) in the field of cross-border cooperation.

For the past decades the CoE has engaged in data collection and analysis which contributed to the design of:

- Legal provisions - for Member states (so to the improve both international and domestic legal frameworks)

- Toolkits - for practitioners (so to provide them with knowledge, tools and guidelines)

aimed to promoting and strengthening cooperative approaches towards the overcoming of border-related problems and thus directly contributing to the well-being of cross-border communities.

The Toolkit is intended as an easy-to-use companion for both CBC actors (i.e. competent regional and local authorities) and CBC trainers, targeting CBC practitioners within border areas.

The toolkit offers an overview of existing tools and frameworks, while enriching them with new methods and instruments with a specific focus on training. The toolkit structure allows practitioners to better "decode" existing materials and stimulates them to increase their leadership skills in order to ensure efficient and sustainable CBC processes.

Each chapter of the toolkit is structured according to the following scheme:

WHY/RATIONALE - setting the goal of the chapter;

WHAT - providing relevant theoretical frameworks and key concepts for the topic at stake;

HOW - providing concrete STEPS on how to implement the theory (methods and tools);

EXERCISE - stimulating CBC promoters' creativity, while promoting scenarios for "rehearsal".

The underpinning concept of the toolkit is depicted by its structure:

- Chapter 1 - Becoming a CBC promoter: How leadership skills can improve the CBC process
    - o The chapter stresses the importance of leadership skills for CBC promoters that allow for the engagement and commitment of both institutions and communities. Just like leadership, CBC is about relations. Independently of the existence of legal framework, methods and tools that allow for initiating and implementing CBC processes, actors (practitioners and citizens of the border areas) must be committed to CBC in order for it to become an efficient and sustainable process. But how do we convince individuals that CBC is in their advantage? This is where leadership principles and skills enter the scene. The chapter provides theoretical and practical solutions for increasing leadership skills and applying them to CBC.

- Chapter 2 - Understanding the process: Cross-border Cooperation
    - o The chapter provides essential knowledge and tools needed when considering entering in a CBC process.

- Chapter 3 - Know your CBC context: Mapping obstacles to find solutions
    - o The chapter provides knowledge and tools for identifying solutions to the obstacles encountered in CBC implementation. The chapter promotes a peer-to-peer approach, by information and know-how exchanges between different CBC actors on similar obstacles and relevant solutions. Moreover, the chapter provides guidelines on how to ensure that solutions identified in a specific border context are replicable in others.

- Chapter 4 - Know your stakeholders: A participatory approach to CBC implementation

o   The chapter gives detailed guidelines on how to map and categorize stakeholders of a community, in order to allow for sustainable civic engagement, based on the stakeholders' interest and capacities within a specific CBC area of intervention/-project.

- Chapter 5 - Engage your community: participatory monitoring in CBC implementation
  o   The chapter provides guidelines on how to engage progressively and efficiently communities in CBC implementation in all phases of a CBC process/project.

How to use the Toolkit

The Toolkit is addressed to two different target groups:

- Cross-border practitioners (i.e. operational CBC actors within Local Authorities, CBC bodies/structures, CSOs active in CBC activities, etc. - actors that embody CBC attitudes in their communities)
- Trainers and external experts engaged in training courses and activities of support to Cross-border practitioners (i.e. Leadership Academies for CBC, activities promoting and supporting the launching and/or implementing CBC processes, etc.).

The Toolkit represents a compendium of theoretical concepts coupled with practical sections.

Each chapter, dedicated to a specific phase/stage of the CBC process is organized in two theoretical sections (i.e. ▤ WHY/RATIONALE and ↻ WHAT) and in two practical sections (i.e. ⦀ HOW and ⚙ EXERCISE).

The theoretical sections aim to:

- Frame the specific focus of the chapter in to the overall CBC process;
- Provide the main concepts related to specific stages/phases, mechanism and tools under focus.

The practical sections aim to:

- Allow for a better understanding of the processes and mechanisms in terms of implementation in specific contexts (i.e. HOW sections - concrete steps on how to implement theory by means of methods and tools);
- Allow for a rehearsal on tools and techniques, preparing stakeholders for future activities in CBC processes (i.e. Exercises).

The highly applicative characteristic of the Toolkit's structure allows for its use by both of the target groups. In order to facilitate the double "reading" of the Toolkit, each Exercise section ⚙ is structured in two different parts:

⚒ *If you are a practitioner* - guiding first hand practitioners on how to organize group activities for their team, without the support of an external expert.

♟⌁[1] *If you are a trainer* - guiding trainers on how to perform the exercises with trainees, within courses dedicated to CBC and CBC Promoters.

The following paragraphs illustrate the way the Toolkit may be used by each of the above mentioned target groups.

a. 🔧 If you are a practitioner

The Toolkit may be used as an individual tool for practitioners of different levels of "acquaintance" with CBC processes.

The Toolkit sums-up the main stages/phases and mechanisms, and brokers them to CBC operators in a "non-academic approach".

The Toolkit allows CBC practitioners to decode the existing Tools and Toolkits on CBC (i.e. by means of the theoretical sections) and to link concepts to their specific contexts (i.e. by means of the HOW sections).

Moreover, the EXERCISE sections allow CBC practitioner:

- to simulate/rehearse different stages/phases, when applied in a "fictional" scenario (e.g. organizing a "rehearsal" meeting with their staff, prior to the realization of a "real" CBC meeting with the CBC counterparts).
- Organise concrete CBC activities/stages/phases, when applying the Exercises in relation to their own/specific CBC contexts.

b. ♟⌁ If you are a trainer

The Toolkit represents the basic structure for Training courses aimed to promote and/or stimulate CBC processes among practitioners (i.e. the Toolkit synthesises all existing materials on CBC and puts them in a perspective of interconnection and continuity).

Each chapter of the Toolkit may be used as the basis for a specific Module of the Course.

The theoretical sections may be used as a basis for Lectures/Presentations - aimed at introducing participants to the main concepts. The contents may be used for the elaboration of PPT slides as well as handouts. All theoretical parts are linked to the existing CoE materials and toolkits - which can be considered the broader/ comprehensive bibliography of the course.

For each chapter of the Toolkit, the trainer can find a set of exercises that can be used in the interactive part of the course. Based on the foreseen duration of the course, as well as on the background of the target group, the trainer will select the most appropriate exercises.

The exercises vary from self-assessing tools (i.e. questionnaires, guiding questions, etc.) to more dynamic and group engaging activities such as complex "role-playing" (e.g. simulation of real CBC meetings between stakeholders implying prior preparation on specific or "fictional" CBC scenarios).

The added value

a. 🔧 If you are a practitioner

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[1] Icons created by Freepik http://www.flaticon.com/authors/freepik

When used by practitioners, the Toolkit can bring an added value, not only for the CBC context and activities, but also for the organization itself (i.e. Local Authority, CBC body/structure, CSOs, etc.). Both the theoretical sections, as the performance of the group exercises, will contribute to the development and/or strengthening of skills and capacities of the practitioners and her/his colleagues/staff members, in terms of:

- Leadership skills;
- Problem solving skills;
- Project management skills;
- Capacity building.

b. If you are a trainer

The Toolkit is a very "interactive" and "alive" material. It may be used by trainers as an additional informative material for CBC courses (e.g. it may be used as a summary of the main CoE Cross-border Cooperation tools), or it may help trainers to design specific training modules.

The following paragraphs provide a brief description of a possible training course structured by means of the Toolkit.

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 PROMOTER (Becoming a CBC Promoter: 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 Promoters DOs and DON'Ts.	1.5 hours
	1.2. Workshop (i.e. working groups activity) • Self-assessment • Role models for Leadership skills	2.5 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).	4 hours
	2.2. Workshop (i.e. working groups activity) • Fictional CBC scenario • "Stakeholder's mouth" • Identification of problems • Identification and systematization of solutions.	4 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).	4 hours
	3.2. Workshop (i.e. working groups activity): • Identification of obstacles and solution by means of EDEN Database; • Identifying the context-based solutions for the fictional scenarios (i.e. Module 3 exercises).	4 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).	4 hours
	4.2. Workshop (i.e. working groups activity): • Focus group simulation on Need Assessment (i.e. given scenarios or Eden Database data).	4 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 IMPLEMENT PARTICPATORY MONITORING - 3 STEPS (i.e. Define objectives, Strategies and settings, Operational tools).	4 hours
• *Evaluation*	Simulation of a monitoring activity of a CBC initiative.	4 hours

CHAPTER 1 - BECOMING A CBC PROMOTER: HOW LEADERSHIP SKILLS CAN IMPROVE THE CBC PROCESS

1.1. WHY/RATIONALE

Cross-border cooperation is a complex process based on both objective and subjective factors. The success of a CBC process depends as much on the existence of legal preconditions (i.e. frameworks facilitating the process) and the accuracy of the implementation of the process (i.e. expertise of the involved actors on the mechanism and dynamics of CBC), as on the willingness to engage and commit of the involved communities.

When objective conditions have been assessed as favourable, it is time to concentrate on the subjective factors, such as stimulating interest and building trust, in order to motivate communities towards a sustainable commitment to CBC.

This is why a CBC promoter must demonstrate both technical expertise and leadership skills.

The chapter guides future CBC promoters in developing and strengthening leadership skills, according to the principles set by the CoE Modern Leadership for Modern Local Government Manual (CoE, 2013 and 2015).

Rather than focusing on a direct expertise transfer approach, the chapter aims to stimulate the reflection around the concept of "good cross-border leadership" by adapting the principles of "good local government leadership" to the cross-border context.

Moreover, the chapter stresses the importance of both personal and organizational capacities of a CBC promoter. Just as for the case of Modern Local Government Leaders, a CBC promoter must be able to stimulate and negotiate the commitment of both organization (i.e. CBC structure, the team involved in the CBC process, etc.) and community (i.e. citizens and relevant stakeholders such as economic actors, civil society organizations, institutions, etc.).

1.2. WHAT IS LEADERSHIP

1.2.1. Theoretical framework and key concepts

"Leadership" currently lacks from a shared standard definition, being more easily related to direct experiences, rather than theoretical frameworks.

Leadership is a multidimensional concept, which relates, simultaneously to:

- The position held - by a leader
- The capacity - to lead
- The act or an instance of leading

What leadership is about

Leadership is about relationships - with other persons/actors - all dimensions of the concept relate to relationships:

- o Position - the "leader" occupies a position with different characteristics than the one of the others in the group.
- o Capacity - the "leader" stands-out from the group he/she "leads", thanks to his/her skills.

o   Act - the act of "leading" refers to a specific group of persons, not to oneself.

FIGURE 1 - WHAT A LEADER SHOULD FOCUS ON

Generating
• The right environment where others choose to follow

Choosing
• How to respond to challenges

Generating
• Engagement
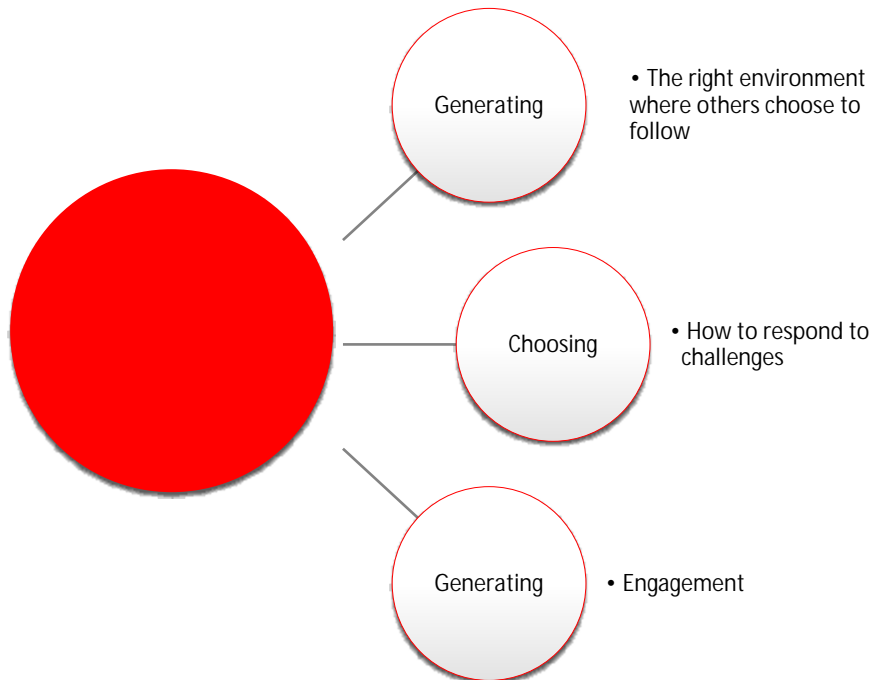
Leadership is about experiencing rather than learning specific skills, which need to be constantly strengthened by means of:

- Experience - tackling challenges and learning from the past;
- Exercise - in different situations, thus building expertise and confidence;
- Exceed- going beyond set parameters, so to face the challenge.

1.2.2. Leadership in the CBC structures

Just as leader of an organization, a CBC promoter is more than a mere manager of a CBC process: the CBC promoter must demonstrate creativity and the propensity towards taking risks in order to engage the CBC actors.

Leadership vs Management

Leadership - delivers and tackles change by giving purpose. Leadership is about taking risks and crossing boundaries - both organizational and personal

Management - coordination of available resources so to achieve set goals and objectives. Management is about following a schedule of known tasks, minimizing risks, pursuing efficiency and effectiveness.
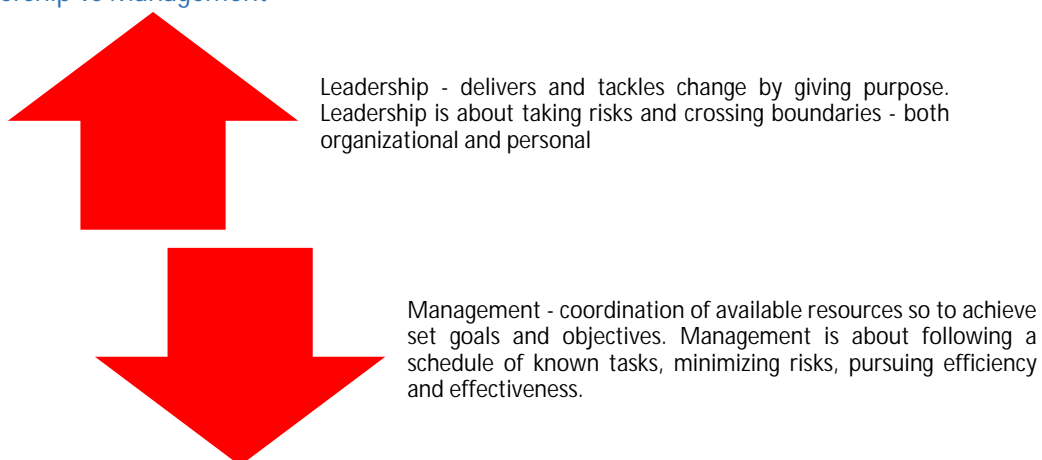
Just as in any organization, cross-border leadership is not linked to authority. Set goals can be achieved by means of an authoritarian perspective, but the involved actors within the structure will not commit staff to do the best of their potential.

Leadership vs Authority

Leadership - relates to the "living" mechanisms of an organization. It is about stimulating the "informal" elements in the organizations, such as staff motivation and commitment.

Authority - relates to the formal mechanism of power. It is about giving directions on how to achieve set objectives and deadlines, thus relating to formal mechanisms in an organization.
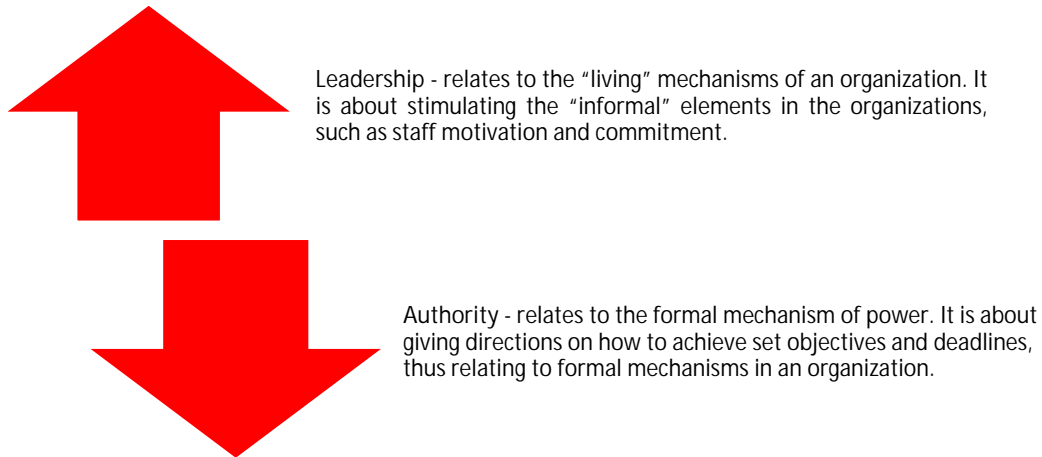
1.3. HOW TO BECOME A CBC PROMOTER?
1.3.1. CBC promoters: DOs and DON'Ts

Leadership can be defined and/or interpreted also by means of 4 different aspects: the person, the results, the process, the position.

Good leadership can be achieved only by means of a situational-based balance of such aspects.

The person

Leadership is often related to the charisma and to the ability of one person to convince others in voluntarily following his/her leadership.

In this perspective, a CBC promoter/promoter:

FIGURE 2 - THE PERSON: DOS AND DON'TS

SHOULD
- appeal to charisma in order to stimulate commitment to CBC among staff and communities.

SHOULDN'T
- put popularity above competence, as the CBC process wouldn't be sustainable on a long term perspective - becoming weaker once the CBC promoter role is taken over by another person (e.g. local elections if the CBC promoter is the Mayor).
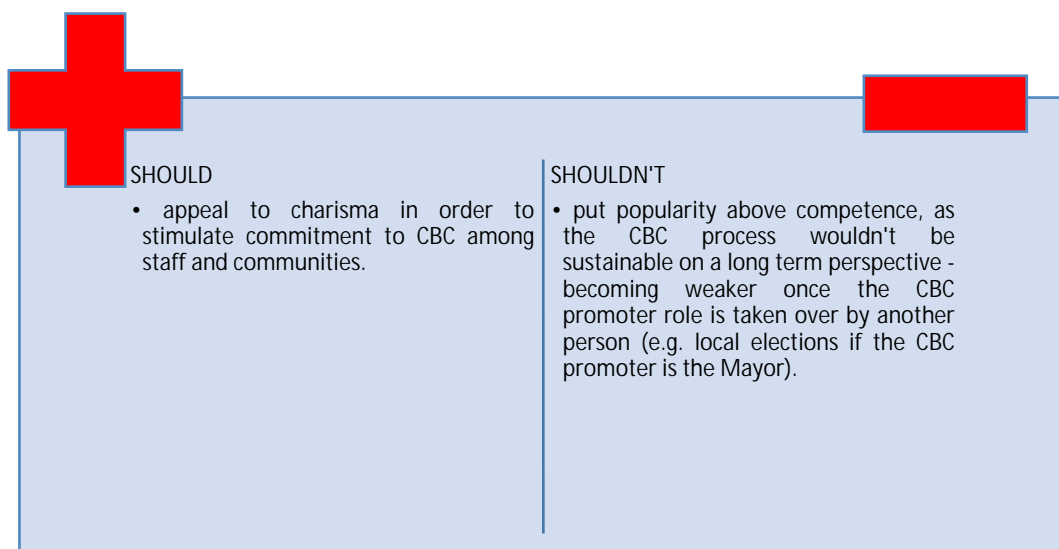
Achieved results

Leadership may be interpreted in terms of achievement.

FIGURE 3 - ACHIEVED RESULTS: DOS AND DON'TS

SHOULD	SHOULDN'T
• engage in a communication actions promoting achievements of the CBC - increase the commitment of both staff and communities to CBC.	• stress only the results, but rather the process in itself -sometimes, results may fail to appear on a short-term- communities need to be reassured on the process, so not to lose interest in the long-term.
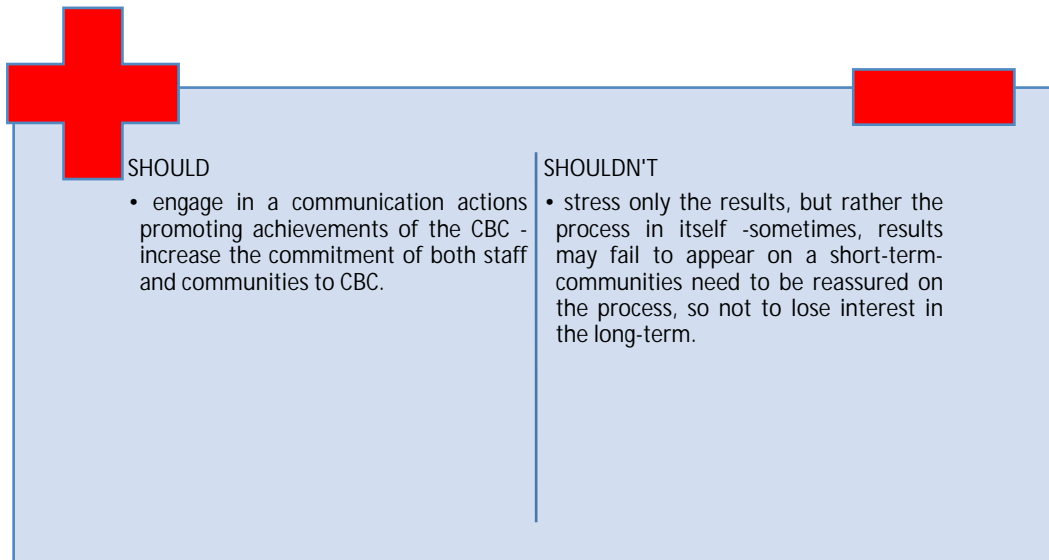
The right process

Leadership may be related to the implementation of the right organization process (i.e. following written and unwritten rules of the organization).

FIGURE 4 - THE RIGHT PROCESS: DOS AND DON'TS

SHOULD	SHOULDN'T
• have a thorough knowledge on the CBC process and mechanisms.	• limit his/her action to remain within the "safety margins" of the manuals - a CBC promoter must combine stability with creativity (i.e. thinking outside of the box).
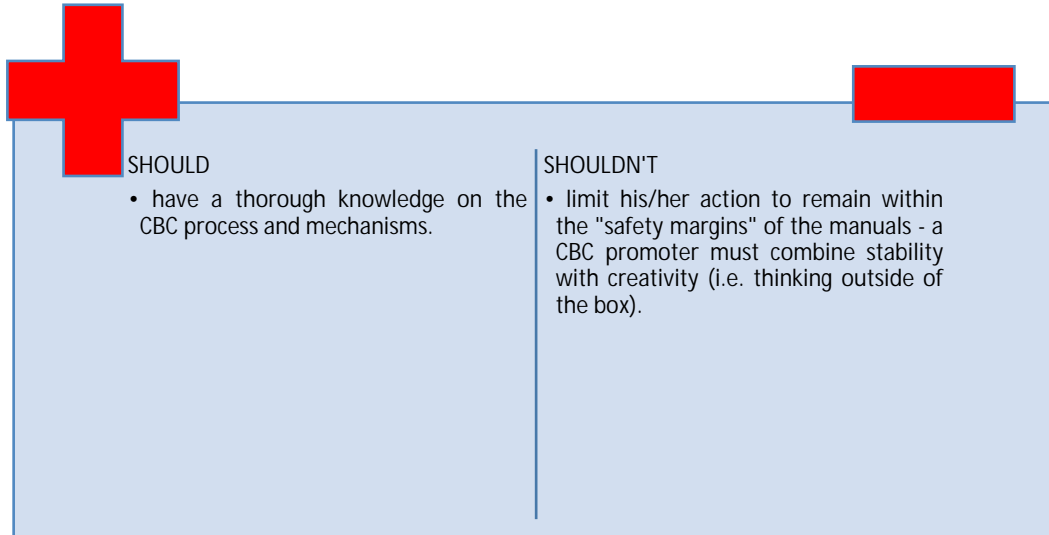
Position held

Leadership may be interpreted by the power that "comes" with a specific position.

FIGURE 5 - POSITION HELD: DOs AND DON'Ts

SHOULD

- decentralize power (e.g. to staff), so to strengthen the CBC system - staff will feel empowered and thus more likely to commit to CBC on a long term perspective.

SHOULDN'T

- impose CBC to the community and institutions on account of the position (e.g. the promoter is the Mayor) - people will feel forced to enter the CBC, thus harming a future prospective towards commitment.

1.3.2. Personal and institutional capacity of a CBC promoter - principles inspired by leadership

Just as for local authority leadership, the CBC leadership starts from a challenge. The way that the challenge is faced depends entirely on the CBC promoter'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.

Often, the triangle of dynamics which stand at the basis of good leadership (i.e. both for what concerns local authorities and CBC promoters), is:

FIGURE 6 - GOOD LEADERSHIP: THE TRIANGLE OF DYNAMICS

Challenge - faced by the local authority/ CBC Promoter

The institution - local authority/ CBC structure

Personal leadership skills, attitudes, practices - of the Mayor/CBC
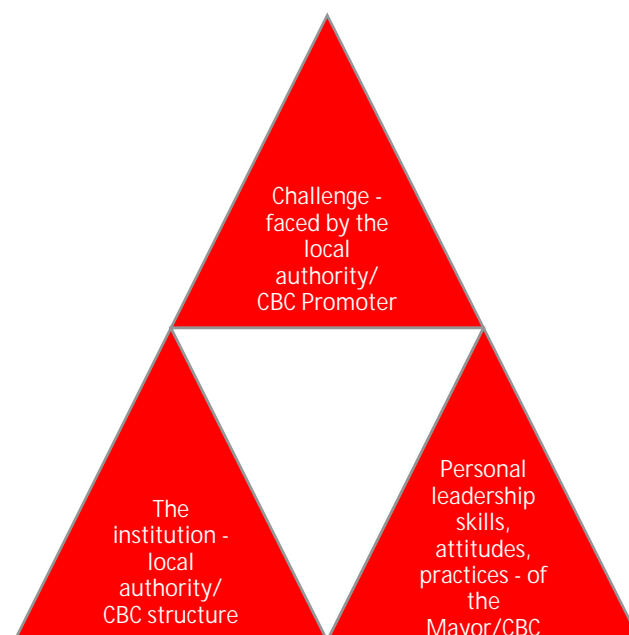
Challenge - faced by the local authority/CBC promoter

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 (Ref. Chapter 2 and 3).

The institution - local authority/ CBC structure

For what concerns the institutional aspects, when considering the case of local authorities strong leadership relies on the strengthening of the organization. Just as well, in the CBC context, the CBC promoter 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 promoter.

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).

Personal leadership skills, attitudes, practices - of the Mayor/CBC promoter

In order to engage efficiently in partnerships, not only at local level (i.e. with relevant stakeholders), but, indeed, at a cross-border level (i.e. with "fellow" CBC promoters), a CBC promoter must put to use personal skills and practices, which allow for:

1) An accurate understanding of the interests of its stakeholders (i.e. active listening - understanding and acting upon stakeholders' priorities)
2) Managing relations that are not in the direct control (i.e. move beyond the "authority" sphere and get "exposed" to relations that cannot be controlled but rather negotiated)
3) An efficient communication (i.e. That works towards "influencing" rather than directing).

The principles that stand at the basis of a good local authority leadership (i.e. as illustrated in the CoE "Modern Leadership for Modern Local Government Manual", 2013 and 2015), the figure bellow stress the essential concepts for the development of good cross-border leadership.

FIGURE 7 - THE KEY PRINCIPLES OF CBC LEADERSHIP

Small steps approach
• change occurs when you undertake small initiatives and achieve specific objectives

Organisation iceberg
• give motivation to the actors engaged in CBC, do not concentrate only on the "tip of the iceberg". Stress the importance of CBC for the community's development – do not approach CBC by tasks

Listening
• a CBC promoter is required to perform active listening

Team-working
• CBC is about team-work, a CBC promoter must inspire and coordinate, but the process is developed by the team as a whole

Strategic thinking
• a CBC actor should share the priorities with his/her team

Managing criticism
• a CBC promoter should take responsibility of his/her actions

Managing risk
• a CBC promoter does not avoid risk, but exercise caution

1.4. EXERCISES
1.4.1. If you are a practitioner

1.4.1.1. Exercise 1
It is important to perform an assessment on leadership skills in order to know which areas need improvement.

Start practicing this assessment from yourself, by answering to the following guiding questions on leadership-related skills. Please note that there are no 'right' or 'wrong' answers. By answering these questions, you simply have a chance to see analytically how you behave in certain contexts/circumstances and decide if there are areas that you would like to work on if you desire to improve some of your leadership skills.

Active listening skills

Think about the last time a friend has talked to you about a problem he/she is facing or about something interesting or new in his/her life.

1) For how long did you listen without interrupting?

2) When you intervened, was it to:
   a) Ask a question
   b) Suggest a solution
   c) Share your experience
   d) Show understanding/compassion
   e) Comment on his/her behaviour, saying what you would done being in his/her shoes

3) Think about the times when you talk to a friend about a problem you have or about something interesting/new in your life. When do you feel most listened to?
   a) When he/she asks questions
   b) When he/she suggests solutions
   c) When he/she shares his/her own experience
   d) When he/she shows understanding/compassion
   e) When he/she comments on your behaviour, saying what he/she would have done in your shoes

4) What were the times when you felt you understood better what a friend or a person you were talking to was saying?
   a) When I asked questions to get more details on parts that were not clear to me
   b) When I tried suggesting solutions
   c) When I shared my own experience with him/her on the subject
   d) When I showed understanding towards the thing he/she was talking about
   e) When I made comments, saying what I would have done in his/her shoes

Motivational skills

Think about the last time you had the initiative to organize a group activity (be it work-related, or simply the organization of a meal with friends).

1) Did you succeed?
   a) Yes
   b) No

2) If yes, did you manage to involve the people that the initiative was targeted to?

3) If yes, how did you manage to do so?
   a) I talked to them until I persuaded them about the importance to participate as means of strengthening group ties
   b) I stressed the fun component of the activity!
   c) I imagined an incentive towards participation for each person – fun for some, opportunity to stare for others, skills or relations improvement for others, and so on

4) If not, what do you think was lacking in your proposal to participate?
   a) Enthusiasm
   b) Determination
   c) Courage to face criticisms
   d) Time to dedicate to each person
   e) Understanding of each person's potential 'incentive card'

Group coordination skills

Think now about a time when you succeeded to or were demanded to organize such group activity and, being the organizer, you were in charge of making things happen and coordinate others towards the goal (be it a deliverable for work or the preparation of a good meal to share among friends).

1) How did you feel?
   a) At ease
   b) Powerful
   c) Overwhelmed by responsibility
   d) Stressed
   e) In control

2) What was the most difficult thing for you to do?
   a) Giving clear instructions
   b) Dealing with disagreements among people in the group
   c) Dealing with disagreement towards my plan from members of the group
   d) Creating a 'group feeling' among the people
   e) Motivating all towards the goal
   f) Making a decision about controversial issues
   g) Making sure everybody was involved
   h) Distributing responsibilities among the group members
   i) Making sure to reach the goal

1.4.1.2. Exercise 2

After asking yourself about how you usually behave in the scenarios presented, you should have identified if there areas/aspects that you would like to change/improve.

In order to do so, it is important to have models, i.e. people we know are good at doing something we are not so good at. We can observe them and learn from them.

Active listening skills

1) Who is the person that you know that to you is most gifted in active listening?

2) Now think about this person when he/she is listening to someone:
   a) How is his/her expression?
   b) How does he/she act? What is the position of his/her body?
   c) What is the balance between the time he/she speaks and the time he/she lets the other person speak?
   d) When he/she talks, how does he/she do it? To say what?

If you identified this area as that on which you would like to improve, compare your answers in exercise on with those related to the person you chose as 'model'. What does he/she do differently? Observe him/her and try doing some of the things he/she does.

Motivational skills

1) Who is the person that you know that to you is most gifted in motivational skills?

2) What does he/she do to motivate people? Observe gestures, tone of the voice, words he/she uses, actions, incentives he/she proposes.

3) How does he/she keep people motivated in the long-run? How does he/she related to group members? Observe all of the above as long as the frequency on which he/she talks to groups members or dedicates specific time to each.

If you identified this area as that on which you would like to improve, compare your answers in exercise on with those related to the person you chose as 'model'. What does he/she do differently? Observe him/her and try doing some of the things he/she does.

Group coordination skills

1) Who is the person that you know that to you is most gifted in coordinating a group?

2) What is the way he/she does it? Think of tone of voice, words used, gestures.

3) Does he/she keep most work and responsibilities for him/herself of does he/she distribute them among group members?

4) If challenged by group members on his/her own plan, what does he/she do?

5) If there are problems among the group that hinder the possibility to reach the goal, what does he/she do?

If you identified this area as that on which you would like to improve, compare your answers in exercise on with those related to the person you chose as 'model'. What does he/she do differently? Observe him/her and try doing some of the things he/she does.

1.4.2. If you are a trainer

1.4.2.1. Exercise 1
Explain to your trainees the importance of leadership skills for successfully initiating and/or implementing CBC processes. Use concrete examples from daily routine, hinting to Active listening

skills, Motivational skills, Group coordination skills. Moreover, highlight the importance of performing an assessment on leadership skills in order to know which areas need improvement.

Invite your trainees to develop a self-assessment relative to their own leadership-skills, using the guiding questions bellow. Join the trainees in the self-assessment exercise, focusing on your leadership skills as a trainer.

Discuss the results in a plenary session and share as well your results to the group.

GUIDING QUESTIONS

Active listening skills

Think about the last time a friend has talked to you about a problem he/she is facing or about something interesting or new in his/her life.

1) For how long did you listen without interrupting?

2) When you intervened, was it to:
    a) Ask a question
    b) Suggest a solution
    c) Share your experience
    d) Show understanding/compassion
    e) Comment on his/her behaviour, saying what you would done being in his/her shoes

3) Think about the times when you talk to a friend about a problem you have or about something interesting/new in your life. When do you feel most listened to?
    a) When he/she asks questions
    b) When he/she suggests solutions
    c) When he/she shares his/her own experience
    d) When he/she shows understanding/compassion
    e) When he/she comments on your behaviour, saying what he/she would have done in your shoes

4) What were the times when you felt you understood better what a friend or a person you were talking to was saying?
    a) When I asked questions to get more details on parts that were not clear to me
    b) When I tried suggesting solutions
    c) When I shared my own experience with him/her on the subject
    d) When I showed understanding towards the thing he/she was talking about
    e) When I made comments, saying what I would have done in his/her shoes

Motivational skills

Think about the last time you had the initiative to organize a group activity (be it work-related, or simply the organization of a meal with friends).

1) Did you succeed?
    a) Yes
    b) No

2) If yes, did you manage to involve the people that the initiative was targeted to?

3) If yes, how did you manage to do so?
   a) I talked to them until I persuaded them about the importance to participate as means of strengthening group ties
   b) I stressed the fun component of the activity!
   c) I imagined an incentive towards participation for each person - fun for some, opportunity to stare for others, skills or relations improvement for others, and so on

4) If not, what do you think was lacking in your proposal to participate?
   a) Enthusiasm
   b) Determination
   c) Courage to face criticisms
   d) Time to dedicate to each person
   e) Understanding of each person's potential 'incentive card'

Group coordination skills

Think now about a time when you succeeded to or were demanded to organize such group activity and, being the organizer, you were in charge of making things happen and coordinate others towards the goal (be it a deliverable for work or the preparation of a good meal to share among friends).

1) How did you feel?
   a) At ease
   b) Powerful
   c) Overwhelmed by responsibility
   d) Stressed
   e) In control

2) What was the most difficult thing for you to do?
   a) Giving clear instructions
   b) Dealing with disagreements among people in the group
   c) Dealing with disagreement towards my plan from members of the group
   d) Creating a 'group feeling' among the people
   e) Motivating all towards the goal
   f) Making a decision about controversial issues
   g) Making sure everybody was involved
   h) Distributing responsibilities among the group members
   i) Making sure to reach the goal

1.4.2.2. Exercise 2
The exercise focuses on the identification of "role-models" of leadership skills that can promote a peer-to-peer learning experience.

After the presentation of the results of Exercise 1, invite trainees to discuss in pairs, around strengths and weaknesses in terms of leadership skills.

Each member of a "team" must share "insights" on how he/she "masters" a specific leadership skill, while expressing the "needs" he/she perceives in improving other leadership skills.

Each member of the pair becomes a "role-model" for the other, in terms of specific leadership skills.

CHAPTER 2 - UNDERSTANDING THE PROCESS: CROSS-BORDER COOPERATION

2.1. WHY/RATIONALE

The chapter provides essential knowledge and tools needed when considering entering in a CBC process.

2.2. WHAT IS CROSS-BORDER COOPERATION

2.2.1. Theoretical framework and key concepts

CBC is, above all, a tool that contributes to the overcoming of 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, empirical evidence highlights that solutions are always related to the development of cooperative processes between actors across the border area (i.e. not only institutional but also informal).

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

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.

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

Case studies:

Mobility and (public) transport

Public transport eg. 1 [B-D-NL] (ISIG, Manual on removing obstacles to CBC, 2014)

Public Transport Platform Euregio Meuse-Rhine: the area benefits from an integrated ticketing system (Daypass) developed jointly by the local authorities/municipalities and provinces (Flemish Region, Walloon Region, Flemish, Walloon and Dutch), the Belgian and Dutch Railways and Belgian, Dutch and German bus companies.

Healthcare

Mobility of patients eg. 1 [CH-D] (ISIG, Manual on removing obstacles to CBC, 2014)

A working group on cross-border health care issues, "Sante", has been established in 1996. One of its projects was focused on encouraging the free movement of patients between Switzerland and Germany (www.gruez.de).

Education and Training

Mobility of students eg. 1 [ES-P] (ISIG, Manual on removing obstacles to CBC, 2014)

Exchange of contacts between Universities and Companies, in Galicia and Northern Portugal, resulting in the creation of partnerships and projects that promote education and business on both sides of the border, as well as the exchange of knowledge and experiences.

Labour market

Job matching eg. 1 [SL-HR] (ISIG, Manual on removing obstacles to CBC, 2014)

Job posting in the neighbouring country: the Republic of Slovenia and the Republic of Croatia concluded a bilateral agreement on social security (Convention on Social Security between Republic of Slovenia and Republic of Croatia, Official Gazette RS-International agreements, no. 21/1997) that amongst other things provides postings of workers to the other country. Based on the Convention, workers are taking place on regular basis.

Crisis and disaster management

Crisis legal frameworks eg. 1 [HR-SL-HU-BiH] (ISIG, Manual on removing obstacles to CBC, 2014)

Bilateral agreements among the Republic of Slovenia, the Republic of Hungary, Bosnia and Herzegovina and Montenegro, with provisions on:

1. facilitation for international assistance in case of disasters;
2. exchange of scientific data and expert meetings organization;
3. exchange of information on threats and damages;
4. exchange of information of established measurement values;
5. joint training and exercises for rescue services;

6. education and training;
7. enabling Croatian aerial firefighting forces to intervene in the case of wildfires in BiH and CG) [p. 67-68].

Crime prevention and criminal investigation

Exchange of information eg. 1 [D-PL] (ISIG, Manual on removing obstacles to CBC, 2014)

Specialist conferences and work conferences aimed at operators are conducted at regular intervals. In 2010, the second specialist conference on border criminality was attended also by representatives of the Polish police force, representatives of the Federal Criminal Police Office and representatives of the public prosecutor's office in Frankfurt (Oder).

Environment

Environment institutional frameworks eg. 1 [DK] (ISIG, Manual on removing obstacles to CBC, 2014)

The Top-level Research Initiative (TRI) Project

[i.e. an effort on the part of the Nordic countries to find solutions to global climate challenges. The Top-level Research Initiative is supported by national institutions and agencies, in particular those financing research and innovation. They have financed a common for funding projects under the initiative].

Studies and analysis of relevant cases of cross-border activities (Del Bianco & Jackson, 2012) highlight several success factors for initiating and implementing CBC:

FIGURE 8 - SUCCESS FACTORS FOR INITIATING AND IMPLEMENTING CBC

Willingness - of all involved actors
- political level
- institutional level
- community level

Knowledge of the context - of CBC partners
- resources
- challenges

Knowledge of the tools - of CBC partners
- legal tools
- financial tools

Knowledge of the stakeholders - of CBC partners
- stakeholders good will
- stakeholders capacity

Strategies - drafted at CBC level
- context-based

Creativity - of the CBC partners
- in identifying the strategies and actions to overcome the problems that arise from the presence of the border
- in identifying solutions to overcome the obstacles. that arise in the implementation of the CBC process

2.2.2. Legal framework

Legal provisions for CBC processes (Del Bianco & Jackson, 2012) are determined both by domestic law and by 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 figure bellow shows the juridical *iter* and the contributions of these two main actors:

FIGURE 9 - LEGAL FRAMEWORKS AND TOOLS BY THE EU AND CoE

2.2.2. Legal framework

1980	• COUNCIL OF EUROPE • European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities
1995	• COUNCIL OF EUROPE • Additional Protocol to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities
1998	• COUNCIL OF EUROPE • Protocol No. 2 to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities concerning interterritorial co-operation
2006	• EUROPEAN UNION • 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).
2009	• COUNCIL OF EUROPE • Protocol No. 3 to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities concerning Euroregional Co-operation Groupings (EGTCs)

2.3. HOW TO INITIATE A CBC PROCESS: A 6 STEPS APPROACH

2.3.1. 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
    - o Is the current problem a direct effect of the border?
- Potential partners and potential areas for the cooperation
    - o Is this problem also burdening my border counterparts and are they willing to join forces in finding a solution?
- Cross-border socio-economic context
    - o Is our border area geographically and socio-demographically clearly defined?
    - o Do we have enough resources to implement a joint solution to our shared problems?
- Legal framework
    - o What are the domestic and international relevant legal frameworks on this topic and how do they influence our future CBC actions?

2.3.2. 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 you to establish the degree of the institutionalization of the current/future CBC process. Moreover, the involved local authorities should assess current practices based on the following ladder:

FIGURE 10 - PHASES OF CBC (DEL BIANCO & JACKSON, 2012)

- 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 separatedly 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.

2.3.3. 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:

FIGURE 11 - SMART CRITERIA

Specific	• They respond to: • What do we want to do? • Why do we choose this action? • Who is involved in the action? • Where do we implement the action? • Which are our limits and constrains?
Measurable	• How do I know when I accomplished my goal? • What are my interim progress indicators?
Attainable	• Is this a realistic goal?
Relevant	• Will the achievement of this goal solve my problem?
Time-Bound	• What is the time frame for achieving the goal?

2.3.4. STEP 4: Identifying actors, competencies and legal provisions

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 actors and competencies, the following aspects should be considered:

FIGURE 12 - IDENTIFYING POWERS AND COMPETENCIES ACROSS BORDERS
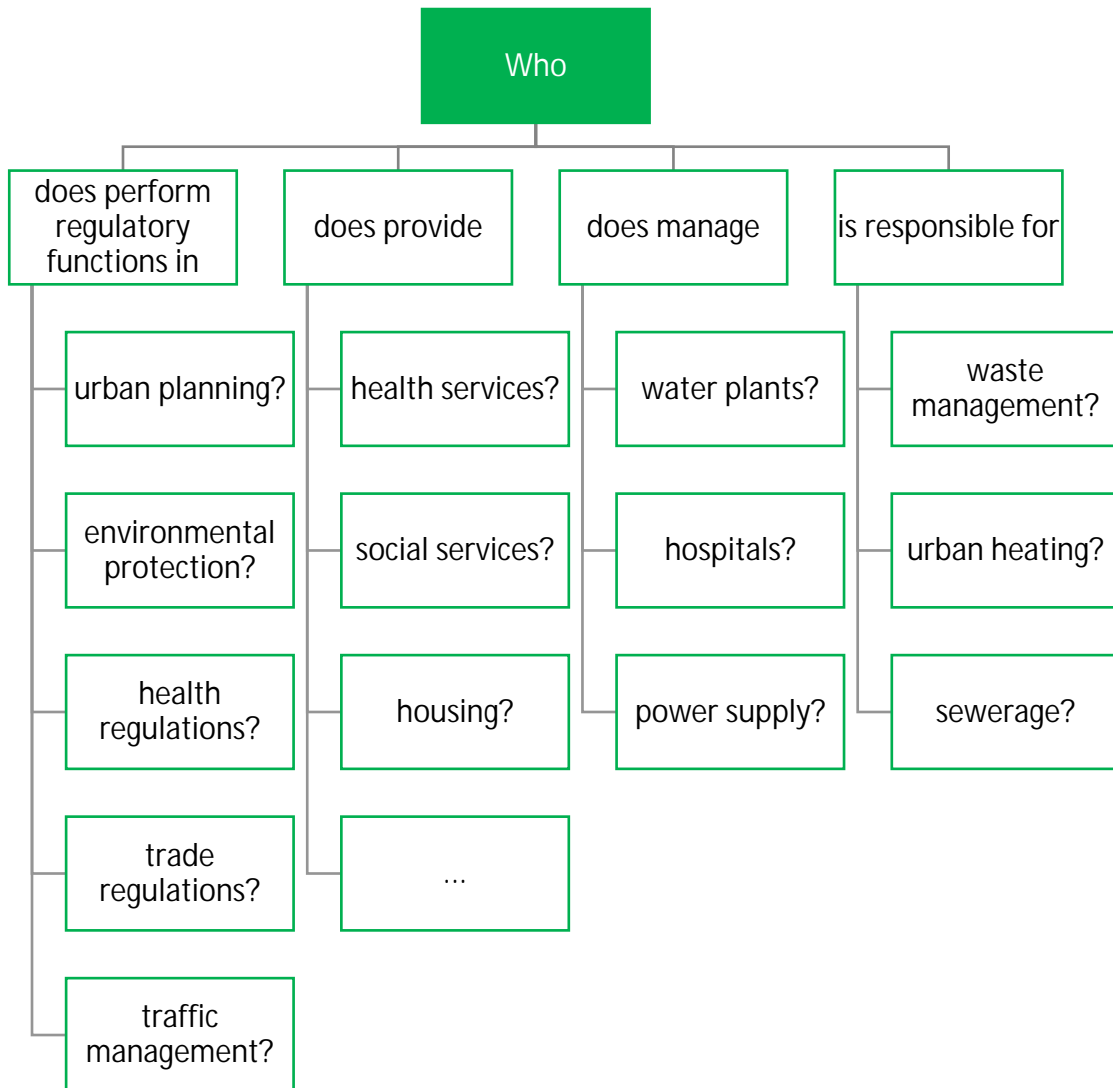
2.3.5. STEP 5: Identifying the legal framework

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.

The specific provisions of the CBC must be analysed, by following the aspects:
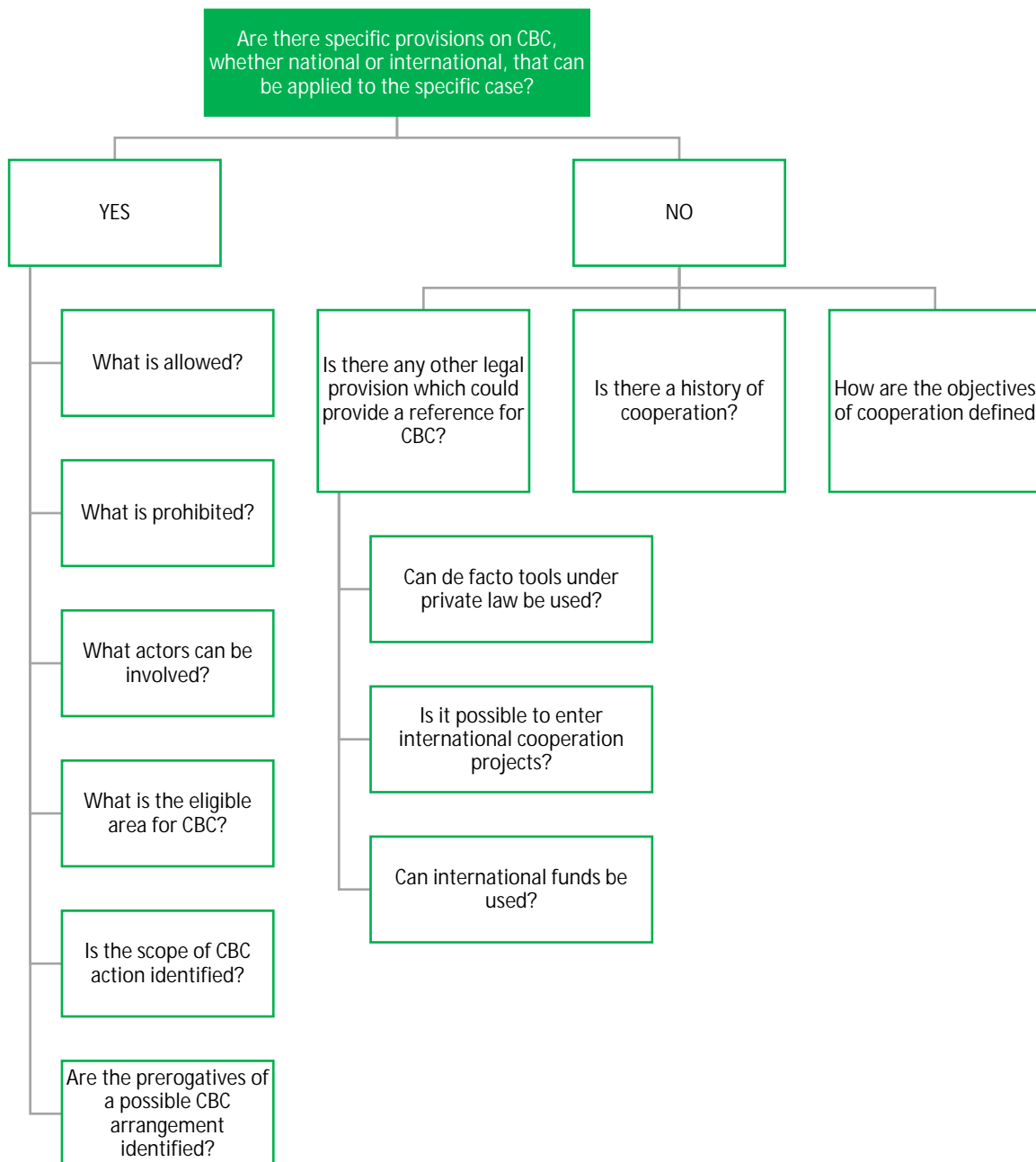
2.3.6. STEP 6: Identifying CBC structures

As already mentioned, there is no standardized or universal way to initiate and implement CBC.

CBC most often starts as an informal exchange of information and may develop, during the process, towards structured forms of cooperation, implying the formulation of long-term cross-border strategies.

There is a variety of CBC structures: informal CBC arrangements, CBC agreements, CBC structures under private law, CBC structures under public law.

Informal CBC arrangements

They do not entail any binding legal decision and therefore they do not foresee a specific legal framework of reference.

They rely on political commitment and partnership collaboration.

CBC 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.

CBC structures under private law

These settings are often not-for-profit structures governed by the (private) law of the country where headquarters are located.

These setting can either be Associations (or foundations) acting as "operators" or "project managers" on behalf of local communities and authorities in cross-border projects; or Co-operation bodies for political consultation made up of local communities or authorities, or other local or regional partners.

CBC structures under public law

Bodies governed by public law - when bi- or multilateral agreements between the states they belong to allow for it.

Governed by the law of the country where their headquarters are officially registered (e.g. EGTCs – European Groups for Territorial Cooperation).

The choice of the legal form of CBC is a strategic decision. It expresses not only the political compromise that allowed developing the CBC process but also the lines of development of the CBC itself.

The following diagram represents a logical systematic process to follow when choosing an appropriate legal form for a CBC body.

FIGURE 14 - SYSTEMATIC PROCESS TO CHOOSE AN APPROPRIATE LEGAL FORM FOR A CBC BODY.
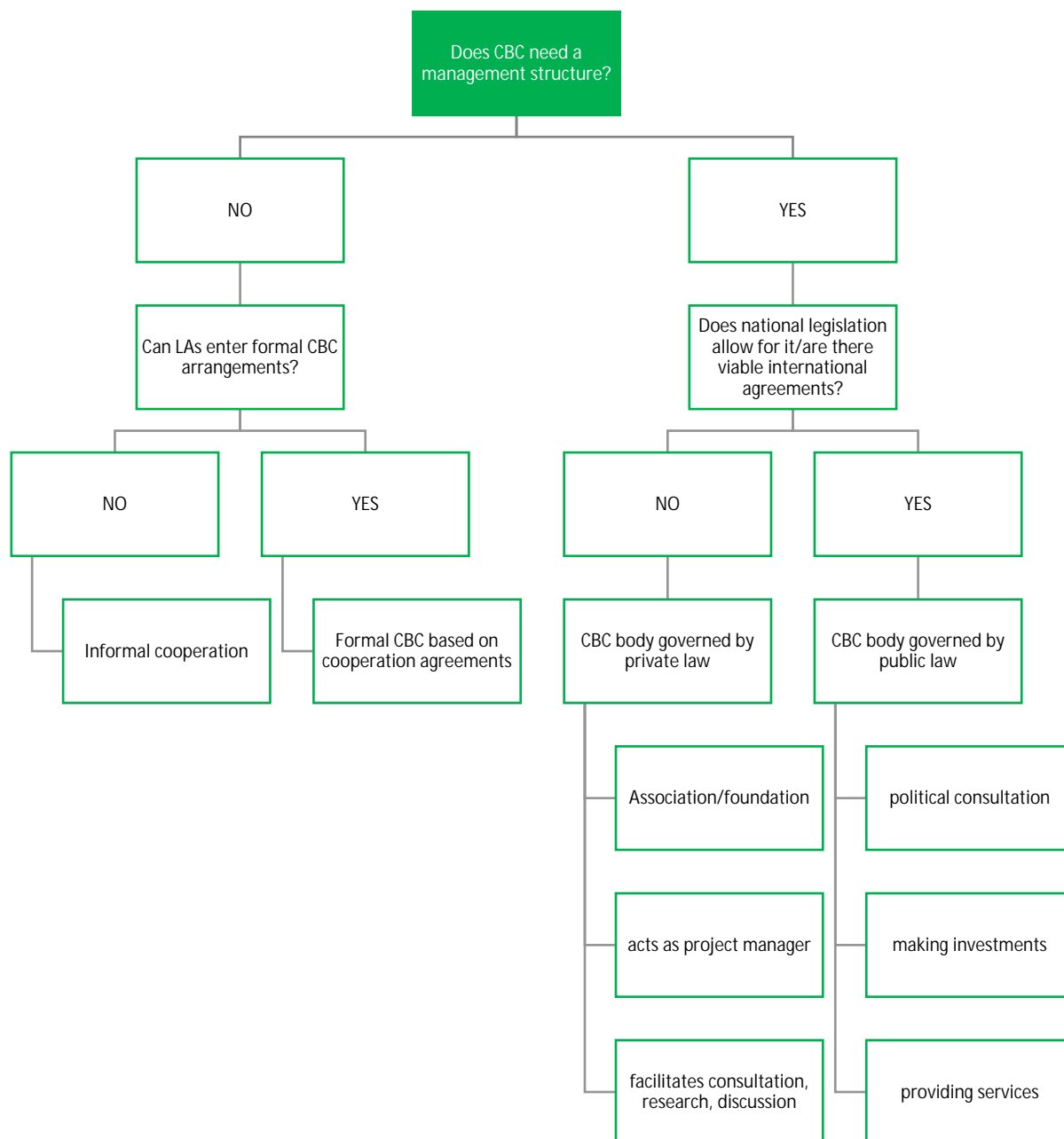
2.4. EXCERCISES

2.4.1. If you are a practitioner

"*Repetitio est mater studiorum*".

In order to better respond to challenges/issues related to CBC processes (i.e. independently on the stage/phase of the process) it is important to rehearse/simulate possible situations that allow practitioners to prepare for real cases. To this end, the following exercises guide practitioners through the organization of specific activities, within a "simulation exercise" engaging staff member/colleagues/etc. All activities must be based on the specific context of the toolkit reader/user.

Moreover, the structure of the exercise allows as well for the planning of real-case activities (e.g. Exercise 1 gives concrete steps necessary for the realization of a CBC meeting).

2.4.1.1. Exercise 1

This is a preparatory simulation exercise (i.e. role-play) to be performed prior to the organisation of a meeting with stakeholders from the cross border area. This is to be applied when no formal CBC structure exists yet there is already a degree of communication among actors of the CB area. The exercise is meant to allow participants to experience a CBC- oriented problem solving process.

Involve your colleagues (from 6 to 10 people needed) in this exercise and prepare a meeting room to simulate a real meeting venue.

Setting
You should choose a spacious room with plenty of light. The chairs should all be around a table, avoiding 'leadership' positions (i.e. people sitting at table's head or behind a desk with people sitting in front). Thus a round or oval table is preferable. This helps creating an atmosphere that allows everyone to feel entitled to talk and allows all participants to see each other around the table.

Materials
For each participant, prepare at his/her place on the table
1) A black marker
2) A stack of post-its
In addition, you need at least 3 poster-size sheets of paper and 6 to 10 sheets of coloured A4 paper (6 different colours).

Simulation
Imagine you are a local authority's representative from a cross border area. There is a problem in your municipality that you think might be solved by means of CBC.

1 - Definition of the problem area:
Choose, among the following, a domain to which the problem might pertain:
1) Public transport in the cross border area
2) Coordination of rescue services of the 2 countries in case of natural or man-made disaster in the CB area
3) Communication in the CB area related to the language barrier between the 2 countries
4) Mobile phone signal in the CB area - phones intercepting and automatically connecting the other country's operator at a higher cost for the consumer

2 - Identifying stakeholders:

With your group, identify and chose 6, among the following, which categories of stakeholders you would like to involve in the focus group organised to find a solution to the problem.

1) Local authorities' representatives
2) Economic private actors
3) Consumers associations
4) Volunteers associations
5) Civil Protection/rescue services
6) Police/law enforcement bodies
7) Environmental associations
8) Citizens
9) Schools/universities
10) Experts (in a specific field)

3 - Assigning roles:

Assess a colour to each stakeholders' category and distribute the roles among participants (those above are only stakeholders category, but more than 1 specific role can be assessed for each category. E.g. for "local authorities" there need to be one mayor for each city on each side of the border).

Distribute a coloured paper sheet to each participant, according to the stakeholders' category they represent in the game (i.e. if red is the colour chosen for local authorities, all participants that belong to that category will have a red piece of paper).

Distribute instructions to all participants to create a "stakeholder's mouth" as means of origami with the paper sheet (according to the instructions in Annex 1).

4 - Start playing!

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-its 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 as single actions.

Meeting organizer posts on the wall the third sheet of poster-size paper, with the following graph on:

FIGURE 15 - SYSTEMATISING SOLUTIONS FOR LEVEL AND TYPOLOGY
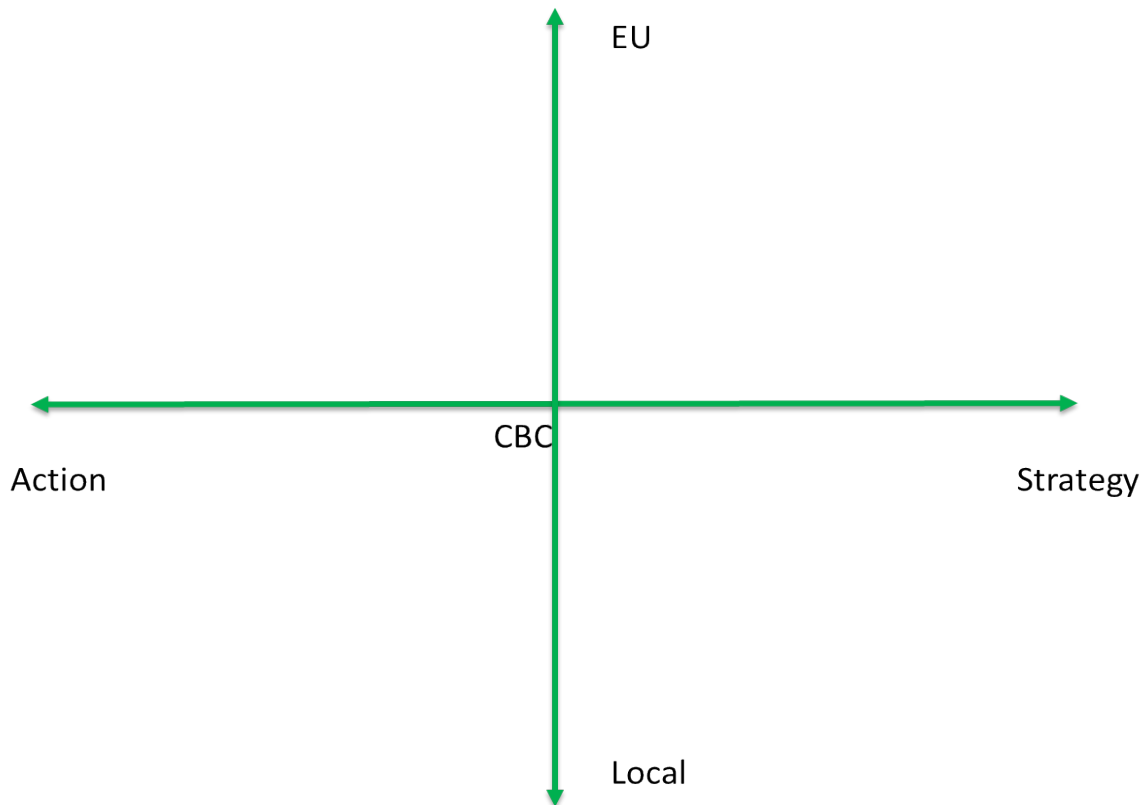
Where the horizontal axis represents the typology of solution (more action - oriented or more strategy - oriented?) and the vertical axis the level, at which solution could be applied (from local to EU, passing through CBC).

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 organizer summarizes what he/she sees to all participants and asks for comments/feedbacks.

2.4.1.2. Exercise 2

Following the first meeting simulation (suggested in exercise 1 of this section), the organizer should summarise and systematise the solutions identified.

A second meeting would then be organised so to simulate a decision-making process in the cross-border area.

Proceed from stakeholders' involvement. Who are the stakeholders you would need to invite? Certainly, those who attended the first meeting should take part again, but you might also identify others that are relevant and that you did not think of before.

Proceed as illustrated in the previous exercise from step 3.

Once all stakeholders are identified, start playing again!

The aim of this meeting would be the selection of one of the identified actions and/or strategies to be implemented.

For each proposed solution, ask the participants to reflect on the following guiding questions.

MEASURABLE

- Is it possibile to identify a concrete criteria for measuring progress toward the attainment of the goal?

ATTAINABLE

- How can it be reached?
- Do we have the right expertise/resources?
- Do we need to include further stakeholders?
- Is it realistic?

RELEVANT

- Does it address the core problem?
- Do all stakeholders agree on it?
- Is the right time now?

TIME-BOUND

- Is it possible to identify milestones?
- Is it possible to set a realistic delivery date?

2.4.2. If you are a trainer

In order to better respond to challenges/issues related to CBC processes (i.e. independently on the stage/phase of the process) it is important to rehearse/simulate possible situations that allow CBC practitioners to prepare for real cases. To this end, the following exercises are proposed in order to guide trainees through the organization of specific activities, within a "simulation" scenario.

Preparatory activity (1 hour)
To this end, trainees are invited to imagine a fictional cross-border scenario. Prior to the exercise, a group brainstorming is organized (i.e. based on the number of trainees - groups should not include more than 10 persons), in which trainees imagine all the characteristics of the fictional cross-border scenario in which they are going to "work".

The defined scenario must include:
- 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.)

- Cultural indications (e.g., how many communities inhabit the area? Are there minorities, etc.)
- Socio-economic indications (e.g., what is the demography of the CB area? What are the main economic activities in the area? Etc.)
- Cross-border Cooperation Process indications (e.g. is there a CBC process undergoing in the area? Is the CBC formal or informal? Etc.).

2.4.2.1. Exercise 1

Based on the identified scenario, trainees are invited to organize a CBC meeting between different types of stakeholders of the border area.

The exercise should be done in groups of 6 to 10 people, and may have duration from 1 to 2 hours.

The trainer should give trainees the following indications on how to develop the exercise, but not interfere with the "simulation". The group must work in autonomy. At the end of the exercises, a plenary session is organized in which trainees debate on the outcome of the meeting.

Indications:

Setting

You should choose a spacious room with plenty of light. The chairs should all be around a table, avoiding 'leadership' positions (i.e. people sitting at table's head or behind a desk with people sitting in front). Thus a round or oval table is preferable. This helps creating an atmosphere that allows everyone to feel entitled to talk and allows all participants to see each other around the table.

Materials

For each participant, prepare at his/her place on the table
1) A black marker
2) A stack of post-its

In addition, you need at least 3 poster-size sheets of paper and 6 to 10 sheets of coloured A4 paper (6 different colours).

Simulation

Imagine you are a local authority's representative from a cross border area. There is a problem in your municipality that you think might be solved by means of CBC.

1 - Definition of the problem area:

Choose, among the following, a domain to which the problem might pertain:

1) Public transport in the cross border area
2) Coordination of rescue services of the 2 countries in case of natural or man-made disaster in the CB area
3) Communication in the CB area related to the language barrier between the 2 countries
4) Mobile phone signal in the CB area - phones intercepting and automatically connecting the other country's operator at a higher cost for the consumer

2 - Identifying stakeholders:

With your group, identify and chose 6, among the following, which categories of stakeholders you would like to involve in the focus group organised to find a solution to the problem.

1) Local authorities' representatives
2) Economic private actors

3) Consumers associations
4) Volunteers associations
5) Civil Protection/rescue services
6) Police/law enforcement bodies
7) Environmental associations
8) Citizens
9) Schools/universities
10) Experts (in a specific field

3 - Assigning roles:

Assess a colour to each stakeholders' category and distribute the roles among participants (those above are only stakeholders category, but more than 1 specific role can be assessed for each category. E.g. for "local authorities" there need to be one mayor for each city on each side of the border).

Distribute coloured paper sheet to each participant, according to the stakeholders' category they represent in the game (i.e. if red is the colour chosen for local authorities, all participants that belong to that category will have a red piece of paper).

Distribute instructions to all participants to create a "stakeholder's mouth" as means of origami with the paper sheet (according to the instructions in Annex 1).

4 - Start playing!

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-its 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 as single actions.

Meeting organizer posts on the wall the third sheet of poster-size paper, with the following graph on:

FIGURE 16 - SYSTEMATISING SOLUTIONS FOR LEVEL AND TYPOLOGY
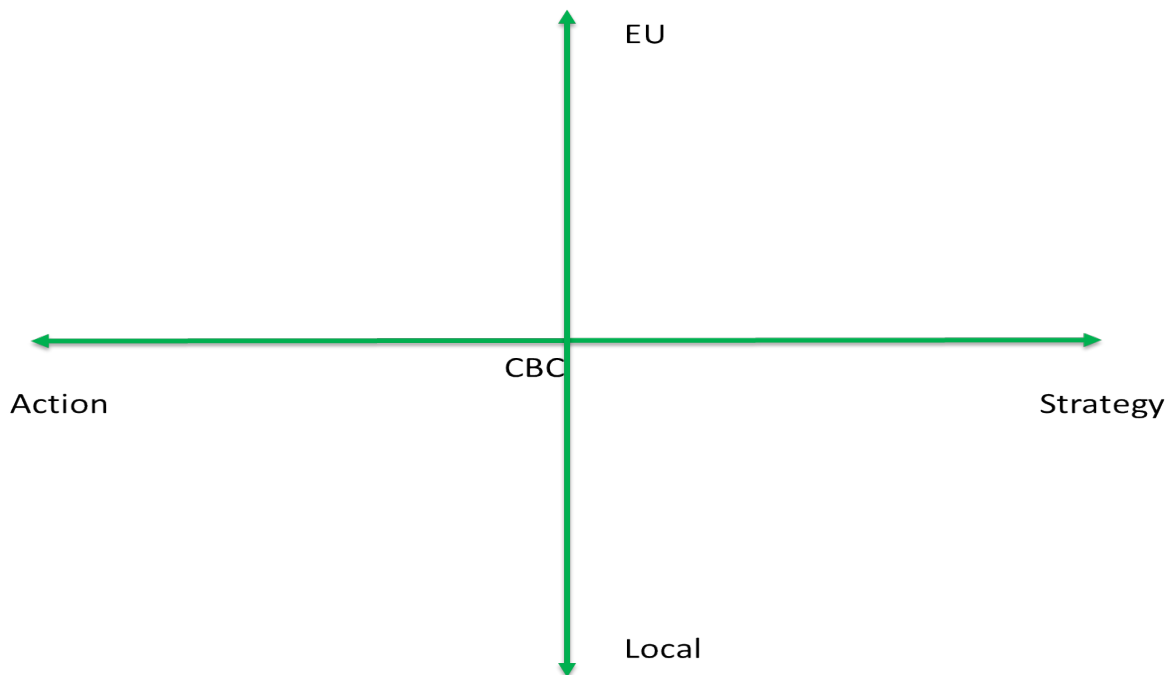
Where the horizontal axis represents the typology of solution (more action - oriented or more strategy - oriented?) and the vertical axis the level, at which solution could be applied (from local to EU, passing through CBC).

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 organizer summarizes what he/she sees to all participants and asks for comments/feedbacks.

2.4.2.2. Exercise 2

Following the first meeting simulation (suggested in exercise 1 of this section), the organizer should summarise and systematise the solutions identified.

A second meeting would then be organised so to simulate a decision-making process in the cross-border area.

Proceed from stakeholder's involvement. Who are the stakeholders you would need to invite? Certainly, those who attended the first meeting should take part again, but you might also identify others that are relevant and that you did not think of before.

Proceed as illustrated in the previous exercise from step 3.

Once all stakeholders are identified, start playing again!

The aim of this meeting would be the selection of one of the identified actions and/or strategies to be implemented.

For each proposed solution, ask the participants to reflect on the following guiding questions.

MEASURABLE

• Is it possibile to identify a concrete criteria for measuring progress toward the attainment of the goal?

ATTAINABLE

• How can it be reached?
• Do we have the right expertise/resources?
• Do we need to include further stakeholders?
• Is it realistic?

RELEVANT

• Does it address the core problem?
• Do all stakeholders agree on it?
• Is the right time now?

TIME-BOUND

• Is it possible to identify milestones?
• Is it possible to set a realistic delivery date?

CHAPTER 3 - KNOW YOUR CBC CONTEXT: MAPPING OBSTACLES TO FIND SOLUTIONS

3.1. WHY/RATIONALE

The chapter provides knowledge and tools for identifying solutions to the obstacles encountered in CBC implementation.

The chapter promotes a peer-to-peer approach, by information and expertise exchanges between different CBC actors on similar obstacles and solutions. Moreover, the chapter provides guidelines on how to ensure that solutions identified in a context are replicable to other contexts.

3.2. WHAT DOES MAPPING OBSTACLES MEAN?

3.2.1. Theoretical framework and key concepts

A good knowledge of the shared problems of a cross-border area, and the willingness to design joint solutions to overcoming the problems do not automatically imply a successful implementation of cross-border activities.

An obstacle to CBC is a problem determined by a set of causes and implying a number of effects

Once entered in a cross-border process, local authorities can encounter a plurality of obstacles that hinder their further cooperation. Moreover, the factors that determine the persistence of the obstacles are themselves related to different aspects, both internal (i.e. the cooperation dynamics) and external (i.e. caused by national and international settings).

In order to identify clearly an obstacle to CBC, local authorities must:

- Identify the problem

In addition, set it against the wider CBC context, by:

- Identifying the operational area within which the obstacle arises
- Identifying the factors contributing to its persistence
- Identify the level of clearance requested by the obstacle.

3.2.2. From obstacles to solutions: a peer-to-peer approach

Mapping and analysing CBC obstacles are the first steps towards the identification of a solution.

When entering a CBC process, it is important to understand, that, although such process is highly heterogeneous, it is most likely that other local authorities have encountered similar obstacles (i.e. operational areas, factors of persistence, etc.). Often this means that they have already identified mechanisms in order to overcome obstacles.

Sharing knowledge and learning from best practices are relevant methods to deal with CBC obstacles. To this end, the Council of Europe has engaged in several initiatives aimed at sharing such knowledge among local authorities and CBC practitioners.

Based on toolkits and case studies collection, ISIG, as technical partner of the Council of Europe, has developed EDEN (http://cbc.isig.it/) - a database containing best practices of CBC collected from more than 20 European countries.

EDEN is based on the principle that knowledge is a key to empowerment, giving to policy-makers and administrators the opportunity to learn from their European colleagues. Having to face an obstacle arisen during the implementation of a CBC activity, the institutional actor can consult the database, look for similar issues and obstacles, and see what solutions have been found and adopted by other institutions.

EDEN aims at developing a network of knowledge, giving policy-makers and administrators a tool for improving their CBC activities. This network of knowledge can also become a network of partners: each contributor to the database can be reached through his/her contact information, allowing users to ask for more information on a specific CBC activity or to propose a partnership to solve a shared obstacle.

3.2.3. Crossing solutions against the CBC context

CBC is a highly personalized/context-based process.

This means that, whenever a feasible solution has been identified based on peer-experiences (e.g. by browsing the EDEN database, by exchanging experiences in meetings/seminars, etc.), a further analysis must be applied to the factors determining the variety of the CBC development.

CBC development varies considerably from one border area to another. Several factors account for such diversity within and beyond European borders. The following table groups relevant factors by macro-areas.

TABLE 1 - FACTORS DETERMINING THE VARIETY OF CBC DEVELOPMENT

Macro-area	Intervening factor
History	• Age of border (long established vs. recent) • History interpretation (shared vs. opposite) • Territoriality (continuity vs. fraction) • …
Culture	• Language • Ethnicity • Religion • Role of minorities • …
Economy	• Level of socio-economic development • Cooperative / competitive businesses • State subsidies • Advantageous positions deriving from the border (e.g. customs economy) • Infrastructural endowment • …
Stakeholders	• Socio-cultural operators • Economic operators • Administrative operators • Institutional operators • Propensity to cooperate (of the above actors) • Stakeholders coordination • …
Legal framework	• Degree of State centralisation • Local communities and authorities' competencies / powers • Bi- / multilateral undertakings entered by states • Membership of EU • Relationships between neighbouring states • …

3.3. HOW TO MAP OBSTACLES TO CBC: A 6 STEPS APPROACH

3.3.1. STEP 1: Identifying the problem

Cross-border problems often have a cross-sectorial dimension, with both their causes and effects related to multiple levels. In order to reach clearly the core of a cross-border problem, the following guiding questions may be considered:

FIGURE 17 - GUIDING QUESTION TO REACH THE CORE OF A CROSS-BORDER PROBLEM

1. CLEARLY DEFINE 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. IDENTIFY 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?
• Is it linked to external social/economic/environmental/institutional/administrative characteristics of the border area?

3. IDENTIFY 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?

3.3.2. STEP 2: Setting the problem against the CBC context: identifying the operational area

Once the problem is identified, it is of utmost importance to cross-it against the context of the specific cross-border operational areas.

In order to facilitate the identification of causes and effects of obstacles related to CBC, it is useful to start by identifying in which domain they are rooted (i.e. dimension).

It is a key to know whether the obstacle is linked to the behaviour or attitude of the stakeholders, whether it is rooted in the socio-cultural context, whether it pertains to the economic or institutional contexts.

FIGURE 18 - IDENTIFYING OBSTACLES DIMENSIONS (ISIG, MANUAL ON REMOVING OBSTACLES TO CBC, 2014)

- Institutional actors
- Socio-cultural actors
- Economic actors
- ...

- Stereotypes
- Level of mutual trust
- Language
- ..

STAKEHOLDERS DIMENSION

SOCIO-CULTURAL DIMENSION

INSTITUTIONAL DIMENSION

ECONOMIC DIMENSION

- Local
- Regional/state
- International
- ...

- competition
- cooperation
- integration
- ...
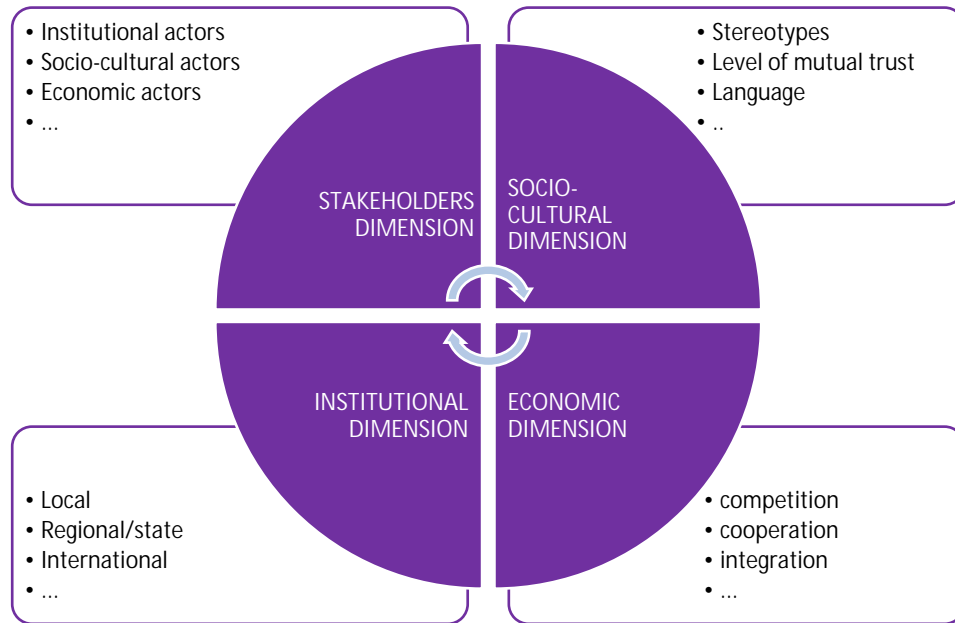
In order to identify the relevant dimension of a specific obstacle, the following guiding questions may be used:

FIGURE 19 - IDENTIFYING OBSTACLES DIMENSIONS (ISIG, MANUAL ON REMOVING OBSTACLES TO CBC, 2014)

STAKEHOLDERS DIMENSION (institutional, socio-cultural, economic actors)

- CAPACITY
  - Has the relevant actor the insitutional/legal capacity to carry out the CBC activity?
  - Is the activity in line with its daily rountine?
  - Is the activity proportionate to the reources available to it?
  - Does it have the necessary expertise
- PARTICIPATION
  - Does the actor share the same vision and mission of its border counterparts?
  - Is it willing to invest time and resources in it?
  - Is it willing to take risks?
- COORDINATION
  - Does the actor work in a relevant CBC network?
  - Is its activity cross-sectoral? Has it sought the involvement of the relevant stakeholders?
  - Is the actor active within its national reference network to find support for its activity at the border level?

SOCIO-CULTURAL DIMENSION

- Is cooperation difficult because of divergent representations of recent historical events?
- Is there a need for a reconciliation process?
- Is there little or no wide-spread trust among the population?
- Would LAs cooperation been regarded with diffidence by citizens?
- Do negative stereotypes permain in younger generations?
- Are there minority groups? Are they rights protected and promoted?
- Are language barriers felt in the daily life? At the institutional level?
- ...

ECONOMIC DIMENSION

- Do custom regulations limit the movement of people, goods and services?
- Is the transport and border crossing infrastructure sufficient?
- Is there a potential for integration/cooperation between economic actors?
- Are the predominant economic sectors on each side of the border too different, too similar, complementary?
- Are there central/national incentives distorting cross-border markets?
- ...

INSTITUTIONAL DIMENSION

- LOCAL
  - Are the competences and powers of local communities and authorities on CBC matters clearly identified?
  - Do LAs and Central authorities work in partnership?
  - Are there CBC set ups in place? What is their nature, scope and legal setting?
  - Is the political agenda of LAs on both side of the borders open to CBC activities?
  - ...
- CENTRAL
  - What is the dministrative nature of the state (centralised, federal, etc.)?
  - Is the state member of the EU?
  - Has the state signed, ratified and implemented Madrid Outline Conventions and its protocols?
  - Has the state entered any bi- or multilateral undertaking on CBC?
  - ...

3.3.3. STEP 3: Setting the problem against the CBC context: identifying factors contributing to obstacle persistence

CBC is a cross-sectorial process, thus implying that the obstacles that may hinder it, cross sectorial as well, are likely to be determined by transversal factors, such as:

1. Institutional factors
2. Administrative factors
3. Economic factors
4. Factors linked to the level of Expertise of stakeholders involved
5. Cultural factors
6. Factors linked to the degree of propensity to cooperate of stakeholders involved

In order to guide local authorities in assessing the persistence of the transversal factors, the following evaluation grids are provided.

The *evaluation grids* (ISIG, Manual on removing obstacles to CBC, 2014) for each of the six categories above make it possible, by assessing the relevance of ten statements, to identify which factors are most likely to represent an obstacle. Moreover, by comparing the score obtained in each grid it is possible to prioritize among obstacles categories.

The suggested methodology is not intended to be a sound scientific assessment of the weight and impact of obstacles on the CBC; rather it is intended as a tool to facilitate stakeholders' analysis of the problems they face in carrying out their CBC activities. It eventually pushes the observer to look beyond what he/she thinks the obstacle is at first glance and to set it against the whole CBC context.

TABLE 2 - EVALUATION GRID 1 - ASSESSING INSTITUTIONAL FACTORS

INSTITUTIONAL FACTORS	Totally untrue	Partially untrue	Partially True	Totally true	Not relevant
LAs do not have sufficient autonomy	1	2	3	4	0
LAs have different competencies on both sides of the border	1	2	3	4	0
Domestic law is too restrictive in matters of CBC	1	2	3	4	0
Existing CBC structures lack credibility	1	2	3	4	0
Existing CBC structures lack powers to act	1	2	3	4	0
Financial resources for CBC are inadequate	1	2	3	4	0
Different political agenda of LAs on both side of the border	1	2	3	4	0
Membership to the EU does not provide a viable legal framework	1	2	3	4	0
Membership to the EU does not offer a viable financial framework	1	2	3	4	0
COE Instruments do not provide a viable legal framework (not signed or ratified)	1	2	3	4	0
SCORE					

TABLE 3 - EVALUATION GRID 2 - ASSESSING ADMINISTRATIVE FACTORS

ADMINISTRATIVE FACTORS	Totally untrue	Partially untrue	Partially true	Totally true	Not relevant
The border area is not clearly defined	1	2	3	4	0
The actor with competence on the matter is not entitled to act on a CBC level	1	2	3	4	0
Complex administrative matters are dealt with regional or central authorities	1	2	3	4	0
There is no administrative protocol to handle the matter	1	2	3	4	0
Bureaucratic requirements are too lengthy and complex	1	2	3	4	0
Fees for the provision of public services are set through different standards	1	2	3	4	0
Public-private partnership schemes are difficult to set up	1	2	3	4	0
It is difficult to collect information about the administrative requirements across borders	1	2	3	4	0
Co-financing of international projects is not allowed by domestic law	1	2	3	4	0
Recognition of diplomas, degrees and professional certification is handled by central authorities	1	2	3	4	0
SCORE					

TABLE 4 - EVALUATION GRID 2 - ASSESSING ECONOMIC FACTORS

ECONOMIC FACTORS	Totally untrue	Partially untrue	Partially true	Totally true	Not relevant
The levels of economic development on the two sides of the border are too different	1	2	3	4	0
Labour market regulations are too different to allow for integration	1	2	3	4	0
Different taxation systems hinder cross-border workers mobility	1	2	3	4	0
Different fiscal regimes distort private investments	1	2	3	4	0
Customs and border crossing infrastructure limit economic relations	1	2	3	4	0
State subsidies distort competition	1	2	3	4	0
The main economic and financial flows are still oriented towards respective national centres	1	2	3	4	0
Private actors do not recognise any added value in cross-border cooperation	1	2	3	4	0
Opening up the border is weakening traditional economic sectors due to exacerbated competition	1	2	3	4	0
The level of economic development of the area is limited by the lack of relevant infrastructures	1	2	3	4	0
SCORE					

TABLE 5 - EVALUATION GRID 2 - ASSESSING ACTORS' EXPERTISE

EXPERTISE OF ACTORS INVOLVED	Totally untrue	Partially untrue	Partially true	Totally true	Not relevant
Local institutional actors do not have a sufficient level of expertise in CBC matters	1	2	3	4	0
Local socio-cultural actors do not have a sufficient level of expertise in CBC matters	1	2	3	4	0
Local economic actors do not have a sufficient level of expertise in CBC matters	1	2	3	4	0
CBC structures do not have the sufficient expertise in CBC matters	1	2	3	4	0
Actors with expertise in CBC matters do not share it and keep CBC benefits to themselves	1	2	3	4	0
Central authorities do not provide the necessary expertise	1	2	3	4	0
Language difference impedes communication	1	2	3	4	0
Access to project based CBC funds is too complex	1	2	3	4	0
Existing funding opportunities do not cover the areas where CBC actions need to be implemented	1	2	3	4	0
Existing funding opportunities imply accounting procedures which are too complex and time consuming	1	2	3	4	0
SCORE					

TABLE 6 - EVALUATION GRID 3 - ASSESSING CULTURAL FACTORS

CULTURAL FACTORS	Totally untrue	Partially untrue	Partially true	Totally true	Not relevant
People look at CBC with diffidence and scepticism	1	2	3	4	0
Historical divisions are still present	1	2	3	4	0
Negative stereotypes limit contacts	1	2	3	4	0
National minority groups rights are neither protected nor promoted	1	2	3	4	0
Cross-border cultural initiatives are limited to very specific groups	1	2	3	4	0
Cultural exchanges and interactions are not promoted	1	2	3	4	0
There is little knowledge of the neighbouring language	1	2	3	4	0
There is little knowledge of the neighbours tradition and cultural manifestations	1	2	3	4	0
There is no joint territorial marketing of the cross-border	1	2	3	4	0
There is competition in the promotion of traditional products	1	2	3	4	0
SCORE					

TABLE 7 - EVALUATION GRID 4 - ASSESSING ACTORS' PROPENSITY TO COOPERATE

PROPENSITY TO COOPERATE	Totally untrue	Partially untrue	Partially true	Totally true	Not relevant
Participation of local institutional actors to CBC actions is limited to sporadic initiatives	1	2	3	4	0
Participation of local socio-cultural actors to CBC actions is very limited	1	2	3	4	0
Participation of local economic actors to CBC actions is very limited	1	2	3	4	0
There is a lack of cross-border coordination of activities in the institutional sector	1	2	3	4	0
There is a lack of cross-border coordination of activities in the socio-cultural sector	1	2	3	4	0
There is a lack of cross-border coordination of activities in the economic sector	1	2	3	4	0
Initiating project based cooperation is difficult because it is difficult to identify border counterparts	1	2	3	4	0
Actors involved in project based cooperation do not open up their partnerships	1	2	3	4	0
Funding opportunities requirements imply larger partnership developing beyond the border area	1	2	3	4	0
Funding opportunities requirements imply identify partners with large financial autonomy/capacity	1	2	3	4	0
SCORE					

3.3.4. STEP 4: Identifying the level of clearance of the obstacle

CBC is a complex and multifaceted process that stretches from single, project-based, actions to complex and ambitious programmes.

According to this, as well as according to the stage of the CBC development, obstacles may need to be tackled at different levels of clearance: local - when action-oriented, and regional/central as the complexity of the CBC increases.

In order to assess the proportionate level of clearance of specific objectives, the following guiding questions are given.
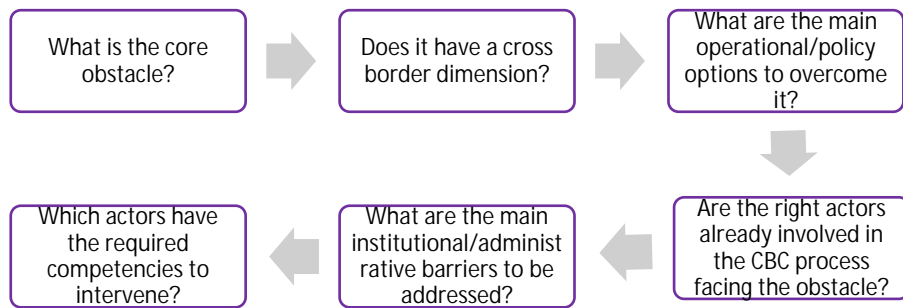
3.3.5. STEP 5: Overcoming the obstacle - learning from best practices

Learning from similar experiences is a good approach to find solutions to CBC obstacles.

To this end, a relevant instrument available to stakeholders is the EDEN database of cross-border issues, obstacles and solutions (Ref. section 3.2.2.).

The database is structured into four different sections, as follows:

- Areas of CBC: - the section gives information on the main areas of intervention (Labour Market, Health-Care, Education and Training, etc.) and allows for the identification of activities that other users implemented, as well as the obstacles they encountered and the solutions found so to overcome the obstacles;
- Issues: - the section gives a complete list of all the CBC activities that the users implemented, which allows for the identification of the area of interest;
- Obstacles: - the section gives information on all the obstacles that have been encountered in the implementation of CBC activities, allowing for the identification of areas encompassing the obstacles, as well as the factors that contributed the most to the persistence of the obstacle;
- Solutions: - the section gives information on all the solutions that the users found to the obstacles they encountered, allowing for the identification of specific areas of intervention.

The database allows also for the browsing by country of good practices, or by institutions that supplied the case studies.

3.3.6. STEP 6: Crossing solutions against the CBC context

Just as obstacles, which need to be crossed against the wider CBC context, solutions must be as well anchored to the specific case.

In order to assess the replicability of an identified solution, attention should be paid to factors related to the development of CBC.

The next table (ISIG, Manual on removing obstacles to CBC, 2014) presents a list of factors and guiding questions that can be used by local authorities and CBC practitioners to evaluate the applicability of an identified solution in their context:

TABLE 8 - GUIDING QUESTIONS TO EVALUATE THE APPLICABILITY OF AN IDENTIFIED SOLUTION IN A SPECIFIC CONTEXT

INTERVENING FACTOR		MAIN GUIDING QUESTIONS
HISTORY	Age of border (long established vs. recent) History interpretation (shared vs. opposite) Territoriality (continuity vs. fraction) ...	
CULTURE	Language Ethnicity Religion Role of minorities ...	
ECONOMY	Level of socio-economic development Cooperative / competitive businesses State subsidies Advantageous positions deriving from the border (e.g. customs economy) Infrastructural endowment ...	Do they play a positive or negative role? Are the right actors already involved in the CBC process facing the obstacle? What are the main institutional/-administrative issues to be addressed? Which actors have the required competencies to intervene?
STAKEHOLDERS	Socio-cultural operators Economic operators Administrative operators Institutional operators Propensity to cooperate (of the above actors) Stakeholders coordination ...	
LEGAL FRAMEWORK	Degree of state centralisation Local communities and authorities' competencies / powers Bi- / multilateral undertakings entered by states Membership of EU Relationships between neighbouring states ...	

3.4. EXERCISES
3.4.1. If you are a practitioner

3.4.1.1. Exercise 1
Organize a meeting with your group, focused on the analysis of obstacles and solutions to CBC in your context.

Following the meeting simulation suggested in exercise 1 of Chapter 2 you should have available the summarised and systematised solutions related to your cross-border problems/obstacles.

Browse through the EDEN Database (www.cbc.isig.it) and identify similar obstacles and solutions to your case, among the available case studies.

Compare the new inputs on solutions to overcome obstacles within an open exchange with your group.

3.4.1.2. Exercise 2
Organize a meeting so to simulate a decision-making process in the cross-border area.

Proceed from stakeholders' involvement. Who are the stakeholders you would need to invite? Certainly, those who attended the first meeting of Exercise 1 - Chapter 2 should take part again, but you might also identify others that are relevant and that you did not think of before.

Proceed as illustrated in the Exercise 1 - Chapter 2 from step 3.

Once all stakeholders are identified, start playing again!

The aim of this meeting would be the selection of one of the identified actions and/or strategies to be implemented, among those identified in Exercise 1 –Chapter 2, as well as among those identified in Exercise 1 of this section (i.e. by means of EDEN database).

For each proposed solution, ask the participants to reflect on the following guiding questions.

MEASURABLE

- Is it possibile to identify a concrete criteria for measuring progress toward the attainment of the goal?

ATTAINABLE

- How can it be reached?
- Do we have the right expertise/resources?
- Do we need to include further stakeholders?
- Is it realistic?

RELEVANT

- Does it address the core problem?
- Do all stakeholders agree on it?
- Is the right time now?

TIME-BOUND

- Is it possible to identify milestones?
- Is it possible to set a realistic delivery date?

3.4.2. If you are a trainer

3.4.2.1. Exercise 1
Based on the CBC "fictional scenario" elaborated in the Exercises of Chapter 2, the trainees will have to identify realistic obstacles and solutions by browsing through the EDEN Database (www.cbc.isig.it).

Trainees will have to systematize the new solutions, according to the instructions in Exercise 1 - Chapter 2.

3.4.2.2. Exercise 2
For each identified solution in Exercise 1, ask the trainees to reflect on the following guiding questions, in order to select the most appropriate solution for their scenario.

MEASURABLE

- Is it possibile to identify a concrete criteria for measuring progress toward the attainment of the goal?

ATTAINABLE

- How can it be reached?
- Do we have the right expertise/resources?
- Do we need to include further stakeholders?
- Is it realistic?

RELEVANT

- Does it address the core problem?
- Do all stakeholders agree on it?
- Is the right time now?

TIME-BOUND

- Is it possible to identify milestones?
- Is it possible to set a realistic delivery date?

CHAPTER 4 - KNOW YOUR STAKEHOLDERS: A PARTICIPATORY APPROACH TO IMPLEMENTING CBC[2]

4.1. WHY/RATIONALE

The chapter gives detailed guidelines on how to map and categorize stakeholders of a community, in order to allow an "aware" engagement based on the stakeholders' interest and capacities for and in a specific CBC area of intervention/project

4.2. WHAT IS CIVIC ENGAGEMENT IN CBC

4.2.1. Civic engagement

CBC is a process based as much on the willingness to cooperate of cross-border local authorities, as it is based on the willingness to cooperate of the involved communities.

Because CBC arrangements lack the direct political accountability of public institutions that can be registered at the local level, CBC governance mechanisms must pay particular attention to civic engagement.

CBC governance mechanisms must ensure:

- Care of citizens' interests;
- Efficiency and effectiveness;
- Minimisation of public costs;
- Respect of the ethics of public administration;
- Local accountability.

Civic engagement can be defined as:

1) the participation of citizens to elections (thus as the main tool of representative democracy),
2) the possibility of citizens to act directly towards modifications in the legislation (e.g. referendum)
3) the active engagement of citizens within volunteer associations or informal networks devoted to community actions aimed at improvement of life within a society.

Moreover, traditionally, citizens' engagement is linked to 2 opposite approaches:

- Top down - giving a central role to the decision-maker based on the principles of deliberative democracy and of representation;
- Bottom up - implying a direct engagement of individuals in political decisions, expression of a participatory democracy.

Citizens' participation (Pellizzoni 2008, 93-116), implies:

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[2] This chapter draws on the contents elaborate in the following CoE Toolkit: *European experience of citizens' participation in cross-border cooperation* (2015).

- The willingness to participate (endogenous to the individual - its lack might be rooted in low level of trust in the participation process or in low sense of belonging/preparedness to the direct involvement process);
- The possibility to participate (exogenous to the individual and determined by the institutions).

4.2.2. The rationale for citizens' participation at cross-border level

Civic participation in CBC processes is deemed relevant for achieving set goals, especially in the light of the "institutional character of cross-border cooperation": Cross-border governance systems often have neither a "direct democratic legitimacy" nor a "direct representative democracy" system, implying the risk of increasing the distance between cross-border decisions and the local population (URBACT 2010).

Civic engagement in CBC processes is a key factor to achieve set goals in a multi-level governance perspective. This implies a "vertical integration of the different levels of government" and a "horizontal integration" of actors, both public and private, in order to achieve common objectives and "take advantage of the available resources" (Morata e Noferini 2013, 1).

FIGURE 21 - RATIONALE FOR CIVIC PARTICIPATION AT CROSS-BORDER LEVEL (ISIG, EUROPEAN EXPERIENCE OF CITIZENS' PARTICIPATION IN CROSS-BORDER GOVERNANCE, 2015)
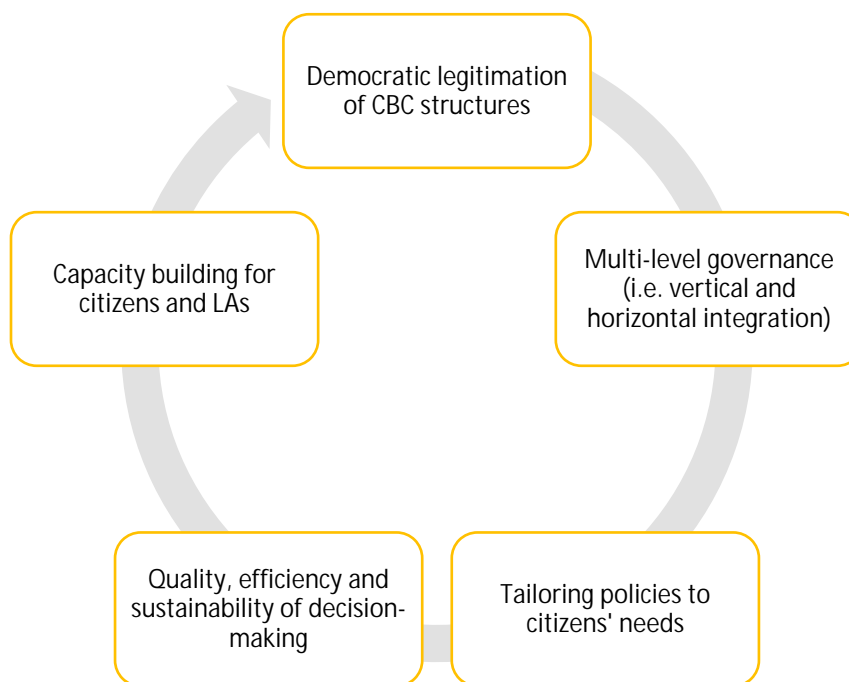
In order to implement effectively civic engagement in CBC processes, CBC promoters must have a clear idea of the stakeholders in their communities.

It is not sufficient to merely identify and categorize stakeholders (i.e. stakeholder mapping) in order to draft and implement civic engagement strategies. Moreover, it is important to assess the functionality/relevance of involving stakeholders based on their interest towards a specific CBC area/project as well as on their capacity (i.e. technical skills and expertise) to contribute to the achievement of set goals for the CBC process/project.

4.3. HOW TO IDENTIFY KEY STAKEHOLDERS FOR CBC ACTIVTIES: A 3 STEP APPROACH

4.3.1. STEP 1: Preliminary stakeholders mapping

In order to ensure an efficient civic engagement in CBC, it is essential to identify relevant stakeholders for the CBC process. In order to do so, the following actions must be developed:

I.   Elaboration of a complete database of stakeholders of the cross-border area

Possible actions and tools for the realization of the database are:

> Consultation of existent materials (e.g. studies, research) regarding cross-border areas.

> Consultation of official registers (e.g. municipalities, chamber of commerce, etc.)

> Consultation of online materials;

> Identification of relevant dimensions for the context (e.g. institutional, cultural, economic, civil society, etc.);

> Elaboration of the concrete tool for stakeholders recording (i.e. Excel file)

II.   Data systematization

Once the first screening is complete, the complete list of actors of the cross-border area has to be arranged according to specific dimensions (i.e. institutional, cultural, economic, and social), in order to have a structured view of possible macro-categories of stakeholders.

Below a list of dimensions, with some instances of possible actors:

FIGURE 22 - INSTANCES OF DIMENSIONS FOR THE DATABASE SYSTEMATIZATION OF THE ACTORS IN THE CONTEXT OF REFERENCE

Institutional dimension
- Actors representing different levels of government – local authorities, regional and national ones;
- Actors representing different levels of governance – local, regional and national or communitarian;
- Other.

Cultural dimension
- Actors involved in the management, promotion and conservation of cultural goods;
- Actors of cultural field – e.g. associations;
- Other.

Economic dimension
- Economic operators of different sectors (e.g. manufacturing, industry, services, etc.)
- Other.

Social dimension
- Associations and/or NGO of Civil Society operating in the field of volunteering;
- Associations and/or NGO of Civil Society operating in the field of human rights promotion;
- Associations and/or NGO of Civil Society operating in the field of environmental protection;
- Associations and/or NGO of Civil Society operating in the field of sport;
- Other.

4.3.2. STEP 2: Assessing stakeholders' interest and capacities

Once the identified actors have been categorized per pertinent dimensions, it is necessary to assess their level of interest for a specific CBC intervention/project/area/etc.

Ideally, such assessment should be developed each time a CBC opportunity presents itself - so to ensure that what is relevant for the CBC structure also reflects the cross-border citizens' needs and expectations.

In order to gather the citizens' inputs on the new CBC opportunity/project/action/etc., a questionnaire must be designed and implemented (e.g. online questionnaire).

The structure of the questionnaire must include the following sections:

FIGURE 23 - QUESTIONNAIRE STRUCTURE - SURVEY FOR IDENTIFIED STAKEHOLDERS

Rationale - brief explanation of the topic at stake;

Identification of the level of interest stakeholders have on the topic;

Identification of the availability of the actor to be involved (in terms of resources: time, financial, in-kind, etc.);

Identification of the capacities of the actor in the field at stake;

Identification of the positioning of the actor within his/hers operative network of reference (i.e. potential multiplier effect of the stakeholder)

For each of the sections the following questions may be used:

FIGURE 24 - INSTANCES OF QUESTIONS FOR THE QUESTIONNAIRE - SURVEY FOR IDENTIFIED ACTORS

Level of stakeholders' interest

- Which is the level of interest towards receiving information related to the CBC topic and with which frequency?
- Which is the level of interest towards contributing with a feedback on the elaboration and/or realization of the intervention?
- Which is the level of interest to participate in informative sessions (one-time-session)?
- Which is the level of interest to participate in periodical informative sessions in order to exchange information on the intervention with technical staff/managers?

Stakeholders' availability

- How much time are you willing to spend in order to contribute to the development of the intervention (i.e. staff man-hours – if relevant – or individual free time) ?
- How many financial resources are you willing to make available for the intervention development (e.g. co-financing)?
- Which tools and/or spaces or other material resources are you willing to make available for the development of the intervention?
- What is your availability level in having a role in the realization of the intervention?

Stakeholders' capacity

- What is the technical skill of the actor?
- How much experience does he have in the field?

Stakeholders' multiplier effect potential

- How many actions has the actor realized in the last 5 years in cooperation with other actors of his operative network at local and CBC level?
- How many cooperation networks is he involved in?
- Which categories of actors does he cooperate with, in his ordinary activity?

4.3.3. STEP 3: Identifying the stakeholders' involvement/engagement relevance

Once the levels of interest and the capacities of the stakeholders regarding a specific CBC area/project have been identified, there is the need to assess the functionality of their involvement in the process/project. Moreover, such assessment will allow for the identification of the "desirable" level of involvement/engagement of different stakeholders in the CBC process/project (not all stakeholders are relevant to a specific stage or area of intervention of a CBC project/process).

A high interest of a stakeholder towards a specific CBC area/project does not guarantee the stakeholders' capacity to contribute to the achievement of the set goals. Moreover, a high capacity (i.e. technical skills and expertise in the topic at stake), does not account for the stakeholders' immediate interest in the CBC process/project.

CBC promoters need to have a clear picture of both interest and capacities so to identify the "functional"/desirable/relevant stakeholder to be involved in a process, in terms of goals achievement.

The following diagram is proposed as an operational tool for the identification of stakeholders and their degree of "desirable" involvement, in reference to specific topics and/or stages of the CBC process. The following paragraph is proposed, therefore, as a tool for determining the relationship between the level of relevance / functionality and the level of interest, for each stakeholder.

FIGURE 25 - TAXONOMY FOR THE IDENTIFICATION OF THE STAKEHOLDERS
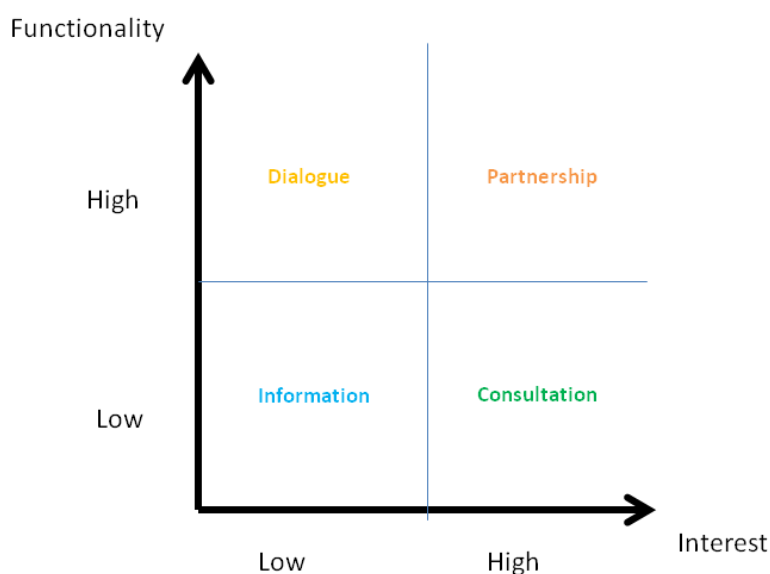
The figure above illustrates the taxonomy for the identification of stakeholders with respect to their degree of interest and functionality within the CBC process.

The taxonomy is generated from the intersection of two dimensions:

- degree of actor's interest for the topic / project / decision under analysis (x-axis);
- degree of functionality perceived by the CBC promoter on the functionality of the stakeholder in the process on the topic / project / decision under analysis (ordinate axis).

These dimensions, in turn, are divided into two variables:

• High interest / functionality

• Low interest / functionality

From the intersection of these variables, originate four possible types of stakeholder engagement. Proceeding with a horizontal reading from the bottom of the diagram, the four types identified, and relative levels / variables, are:

TABLE 9 - TYPOLOGY OF INVOLVEMENT

Typology of involvement	Details of degree involvement/ Variables
Information	↓ Low interest of *stakeholders*
	↓ Low perceived functionality as resulting from their involvement
Consultation	↑ High interest of *stakeholders*
	↓ Low perceived functionality as resulting from their involvement
Dialogue	↓ Low interest of *stakeholders*
	↑ High perceived functionality as resulting from their involvement
Partnership	↑ High interest of *stakeholder*
	↑ High perceived functionality as resulting from their involvement

Based on the preliminary stakeholder mapping in STEP 1, CBC promoters may undertake this analysis each time they need to assess what stakeholder and to what extent they need to engage in a CBC process/project, in order to achieve their set goals efficiently.

4.4. EXCERCISES

4.4.1. If you are a practitioner
4.4.1.1. Exercise 1

It is important that services/strategies/action developed in the CB area are able to respond to actual stakeholders' needs, in order to increase the trust they have in CBC institutions/bodies.

In order to do so, a need assessment would need to be performed in the CB area.

This exercise provides the guidelines to conduct a simulation of a focus group meeting, where representatives of different stakeholders' categories would be invited.

Involve your colleagues (from 6 to 10 people needed) in this exercise and prepare a meeting room to simulate a real meeting venue. The aim of the simulation is to conduct a need assessment on the perceived needs of stakeholders in your CBC context. For this purpose, ask you colleagues to embody different stakeholders from your community.

Setting
You should choose a spacious room with plenty of light. The chairs should all be around a table, avoiding 'leadership' positions (i.e. people sitting at table's head or behind a desk with people sitting in front). Thus a round or oval table is preferable. This helps creating an atmosphere that allows everyone to feel entitled to talk and allows all participants to see each other around the table.

Materials
For each participant, prepare at his/her place on the table:
1) A black marker
2) A packed of post-its

In addition, you need at least 3 poster-size sheets of paper and 6 to 10 sheets of coloured A4 paper (6 different colours).

Simulation
Imagine you are a CBC body and you would like to know the needs that your stakeholders feel concerning the development of new CBC activities/strategies/projects.

1 - Identify stakeholders:

With your group, identify and chose 6, among the following, which categories of stakeholders you would like to involve in the focus group organised.

1) Local authorities' representatives
2) Economic private actors
3) Consumers associations
4) Volunteers associations
5) Civil Protection/rescue services
6) Police/law enforcement bodies
7) Environmental associations
8) Citizens
9) Schools/universities
10) Experts (in a specific field)

2 - Assign roles:

Assess a colour to each stakeholders' category and distribute the roles among participants (those above are only stakeholders category, but more than 1 specific role can be assessed for each category. E.g. for "local authorities" there need to be one mayor for each city on each side of the border).

Distribute a sheet of coloured paper to each participant, according to the stakeholders' category they represent in the game (i.e. if red is the colour chosen for local authorities, all participants that belong to that category will have a red piece of paper).

Distribute instructions to all participants to create a "stakeholder's mouth" as means of origami with the paper sheet (according to the instructions in Annex 1).

3 - Start playing!

Each stakeholder is now sitting around the table. Each briefly introduces him/herself.

They are then grouped per category: all CSOs from both countries in the same group, all economic operators in another, etc. Groups are split in the room and have a separate table/corner where they can work, with a poster- size sheet of paper to stick post-its on.

Stakeholders are given post-its and a marker, to write, individually and in silence, the needs they feel concerning the development of the cross border area.

Once all post-its are on the poster, still in silence, group members cluster them in thematic areas. After clusters are done, silence rule breaks and participants discuss about a name to be given to each cluster/thematic area.

A member for each group briefly presents poster work to the overall plenary group.

While this allows gathering stakeholders' representative instances, it is also important that this possibility to express their needs should be given also to a larger set of stakeholders.

Thus, the participants to the focus group now start building a set of questions to be systematised in a final questionnaire.

Each working group elaborates a set of questions on their topic of interest, in order to gather a deeper understanding on the specific stakeholders' needs.

Once again, group representatives illustrate their work to the plenary. Similar questions are merged, and a final version of the questionnaire is elaborated.

The final questionnaire should:

1) be short (not more than 20 questions)
2) have answers already provided in the text as multiple choices (no open questions)
3) contain a demographic section (age and sex of respondent) as well ask for the stakeholder category that the respondent belongs to
4) Ask respondents about their contact details in case they agree to be contacted to participate to future developments of the action/project in the domain of their interest.

Should the simulation continue, you would have to find people answering to the questionnaire and to gather again with your stakeholders' representatives to analyse answers.

Yet, as an exercise, the questionnaire might be developed, printed and placed in your working premises/town hall for people to fill it in, if you already live in a cross border area. As an alternative, you could ask members of your staff, colleagues, and friends, to fill it in; keeping in mind, they should simulate a stakeholder from a cross border area.

Then gather again with your group and see what are the main domains of interest, what stakeholders would like to see done/implemented. Observe if within a stakeholder's category respondents express similar needs.

This is the first step to an effective and long lasting involvement of stakeholders to CBC processes.

4.4.2. If you are a trainer

4.4.2.1. Exercise 1

Give a brief introduction to your trainees on the importance of the fact that the services/strategies/-action developed in the CB area are able to respond to actual stakeholders' needs, in order to increase the trust they have in CBC institutions/bodies.

Present Need Assessment as a method that allows for the correspondence between the stakeholders needs and the services/strategies/action developed in the CB area.

This exercise provides the guidelines to conduct a simulation of a focus group meeting, where representatives of different stakeholders' categories would be invited.

Invite your trainees to browse through the EDEN Database for ideas on the CBC context in which they will simulate the focus group. Moreover, you can chose to present to the trainees the two given CBC Scenarios, at the end of this section.

Share to your trainees the following indications on how to perform the exercise:

Setting
You should choose a spacious room with plenty of light. The chairs should all be around a table, avoiding 'leadership' positions (i.e. people sitting at table's head or behind a desk with people sitting in front). Thus a round or oval table is preferable. This helps creating an atmosphere that allows everyone to feel entitled to talk and allows all participants to see each other around the table.

Materials
For each participant, prepare at his/her place on the table:
1) A black marker
2) A packed of post-its

In addition, you need at least 3 poster-size sheets of paper and 6 to 10 sheets of coloured A4 paper (6 different colours).

Simulation
Imagine you are a CBC body and you would like to know the needs that your stakeholders feel concerning the development of new CBC activities/strategies/projects.

1 - Identify stakeholders:

With your group, identify and chose 6, among the following, which categories of stakeholders you would like to involve in the focus group organised.
1) Local authorities' representatives

2) Economic private actors
3) Consumers associations
4) Volunteers associations
5) Civil Protection/rescue services
6) Police/law enforcement bodies
7) Environmental associations
8) Citizens
9) Schools/universities
10) Experts (in a specific field)

2 - Assign roles:

Assess a colour to each stakeholders' category and distribute the roles among participants (those above are only stakeholders category, but more than 1 specific role can be assessed for each category. E.g. for "local authorities" there need to be one mayor for each city on each side of the border).

Distribute a sheet of coloured paper to each participant, according to the stakeholders' category they represent in the game (i.e. if red is the colour chosen for local authorities, all participants that belong to that category will have a red piece of paper).

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A member for each group briefly presents poster work to the overall plenary group.

While this allows gathering stakeholders' representative instances, it is also important that this possibility to express their needs should be given also to a larger set of stakeholders.

Thus, the participants to the focus group now start building a set of questions to be systematised in a final questionnaire.

Each working group elaborates a set of questions on their topic of interest, in order to gather a deeper understanding on the specific stakeholders' needs.

Once again, group representatives illustrate their work to the plenary. Similar questions are merged, and a final version of the questionnaire is elaborated.

The final questionnaire should:
1) Be short (not more than 20 questions)

2) Have answers already provided in the text as multiple choices (no open questions)
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Should the simulation continue, you would have to find people answering to the questionnaire and to gather again with your stakeholders' representatives to analyse answers.

Yet, as an exercise, the questionnaire might be developed, printed and placed in your working premises/town hall for people to fill it in, if you already live in a cross border area. As an alternative, you could ask members of your staff, colleagues, and friends, to fill it in; keeping in mind, they should simulate a stakeholder from a cross border area.

Then gather again with your group and see what are the main domains of interest, what stakeholders would like to see done/implemented. Observe if within a stakeholder's category respondents express similar needs.

This is the first step to an effective and long lasting involvement of stakeholders to CBC processes.

POSSIBLE SCENARIOS THAT CAN BE USED FOR THIS EXERCISE:

Scenario 1

The neighbouring municipalities of Gorizia (Italy), Nova Gorica and Sempeter-Vrtojba (Slovenia) in 2010 established a European Grouping of Territorial Cooperation. The EGTC was established based on the Regulation (EC) no. 1082/2006 and the Regulations of the Republic of Slovenia on the establishment of a European grouping of territorial cooperation (OJ No. / 31 8:09 / 11) and by the Law of the Republic of Italy no. 88/2009 of 7 July 2009 on the adoption of Regulation (EC) no. 1082/06. In early 2010, the municipal councils of the three municipalities approved the decision relating to the constitution and on 19 February 2010 the mayors signed the Convention on the establishment of the EGTC, under the name of EURO-GO. The Slovenian government approved the establishment of the EGTC in June 2010, and the Italian Government gave its approval in May 2011. "EURO-GO" was registered as a legal entity on September 15, 2011, being recognized as no-profit association of a juridical nature operating under the public law of Italy and Slovenia, with a legal seat in Gorizia, Italy (European Grouping of Territorial Cooperation GO).

EURO-GO comprises a geographical area of 365, 11 Km^2 with 73.750 inhabitants. Its structure is composed of an assembly of 14 members, 7 of which are Slovenian and 7 Italian, a President and Vice-President, a Director, six Permanent Committees (transport, energy, health, culture and education, urban planning and sports) and a Board of Auditors.

For the inhabitants of Gorizia, the nearest hospital (3,5 km from Gorizia) with significant facilities and equipment for major emergency during childbirth is in Slovenia (Splošna bolnišnica Dr. Franca Derganca in the municipality of Sempeter-Vrtojba). The closest hospital with similar facilities and expertise in Italy is at a distance of 23 km from Gorizia.

On 17 September 2014, the Task Force of the Italian cross-border program Italy - Slovenia has included the instrument I.T.I in Italy-Slovenia Operational Programme 2014-2020 for the construction of two of the three pilot projects submitted for funding by the EGTC EURO-GO. Among these projects, one was the "Construction of a network of cross-border health services".

The Task Force for the pilot action "Construction of a network of cross-border health services" is composed by the *Azienda Sanitaria. 2 "Bassa Friulana-Isontina"*, the *Splošna bolnišnica "Dr Franca Derganca"* and the health care facility/hospital of Nova Gorica. They identified staff members responsible for setting up and managing a pilot cross-border action aiming at a close collaboration for specific childbirth emergencies, keeping the hospital of Sempeter as the main reference point for childbirth in the cross border area. The proposal outlined the need for substantial flexibility in the management with emphasis on strengthening the communication and management of project activities between municipalities and health care facilities in the area.

FIGURE 26 - EGCT EURO-GO TERRITORIAL AREA[3]
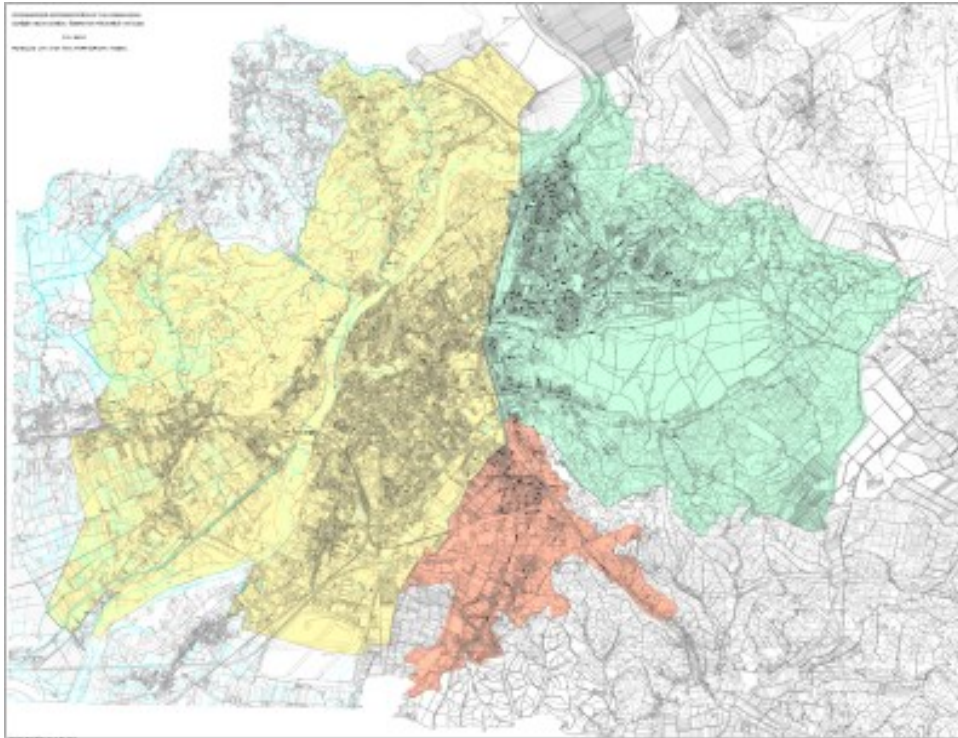
Problem

Yet, there are still issues related to the implementation of this project, also for what concerns health care insurances regulations in different countries.

Besides the fact the there is a common integrated insurance within the European Union valid for all European Union Member States citizens, wherever they are and go, emergency surgery at childbirth was not foreseen in the insurance conditions. Having this in mind, for the inhabitants of Gorizia, to benefit from this expertise, another insurance would be needed which will have to be in line with the Slovenian regulations and laws (not necessarily the same as the European Union regulations and especially very different to the Italian insurance regulations). This is seen as a major cost for Italian patients in need.

Scenario 2

The IPA Cross-border program 2007-2013 between Macedonia and Bulgaria was presented as a coherent and effective response to the constraints and weaknesses of the region. It defined strategies for a common future development of the border region based on the experiences of the last programming period and the conclusions from the regional analysis.

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[3] Image retrieved from www.euro-go.eu/it/statuto-e-regolamenti (June 2017)

The new Interreg-IPA cross-border program adopted on 5th August 2015 by the Commission with Decision № C (2015) 5653 focuses on measures aiming at mitigating the effects of climate change and at addressing issues related to the conservation of nature and biodiversity, the sustainable use of natural resources, environmental protection and risk management at cross-border level. A key focus of the program is also on the protection of the natural and cultural heritage sites in the region, as means of also increasing tourism and supporting the development of new economic activities.

Some of the expected results of the program include:
1) Improved capacity for environmental protection and sustainable use of joint natural resources, for instance by investing in green infrastructure as well as in training and capacity building activities for public authorities.
2) Improved capacity for joint reaction in case of fires, floods and other emergency situations by restoring riverbanks, zonal and regional/local planning adapted to the river basin and by implementing comprehensive fire protecting initiatives.
3) Increased attractiveness for tourism through the restoration of heritage buildings and the maintenance of traditional landscapes.
4) Enhanced cooperation and networking for sustainable tourism development.
5) Improved conditions for business development: competitive local economy based on regional assets and with strong links to international markets by strengthening for example the capacities of an education system oriented to the market demands.
6) Enhanced capacity of public and private sector for business development by promoting entrepreneurship and cooperation for exchange of new ideas, skills and technology and fostering the creation of new firms.

Problem
The border crossing point of the city of Berovo connecting Bulgaria with the highway E79 Sofia - Kula (north with south of Bulgaria) has been for a long time an idea which was always hard to be put on the table for discussion between the two countries. The connection is of a major importance because the shortening of the distance between the city of Berovo and a major highway infrastructure in Bulgaria could represent a gateway for international tourism routes towards "Pirin national park" (see figures below for major illustrations explaining visually the distance).

Both governments from Macedonia and Bulgaria repeatedly have emphasized the need to develop further the idea of opening a border crossing point and developing the road infrastructure connecting the border crossing with the nearest city in Bulgaria add with its highway. However, other obstacles have proven to be more critical than the good will of the two governments:

1) Lack of clear feasibility project explaining the need for implementation of the project.
2) Lack of interest from the tourism board and major economic stakeholders in supporting the project.
3) Lack of funds to build the road infrastructure connecting the border crossing with the nearest city in Bulgaria.

Furthermore, concerning the potential funds from the IPA Cross-border cooperation programme, no project proposal was submitted concerning this issue, and furthermore from 2016 all IPA funds allocated for Macedonia have been suspended.

Figure 27 - Distance between the city of Berovo with the nearest potential border crossing point (Google Maps, 2017)

Figure 28 - Actual possibility for connection with the existing road infrastructure between the city of Berovo with the nearest city of Dolna Gradesnica in Bulgaria, and distance in km and time (Google Maps, 2017)
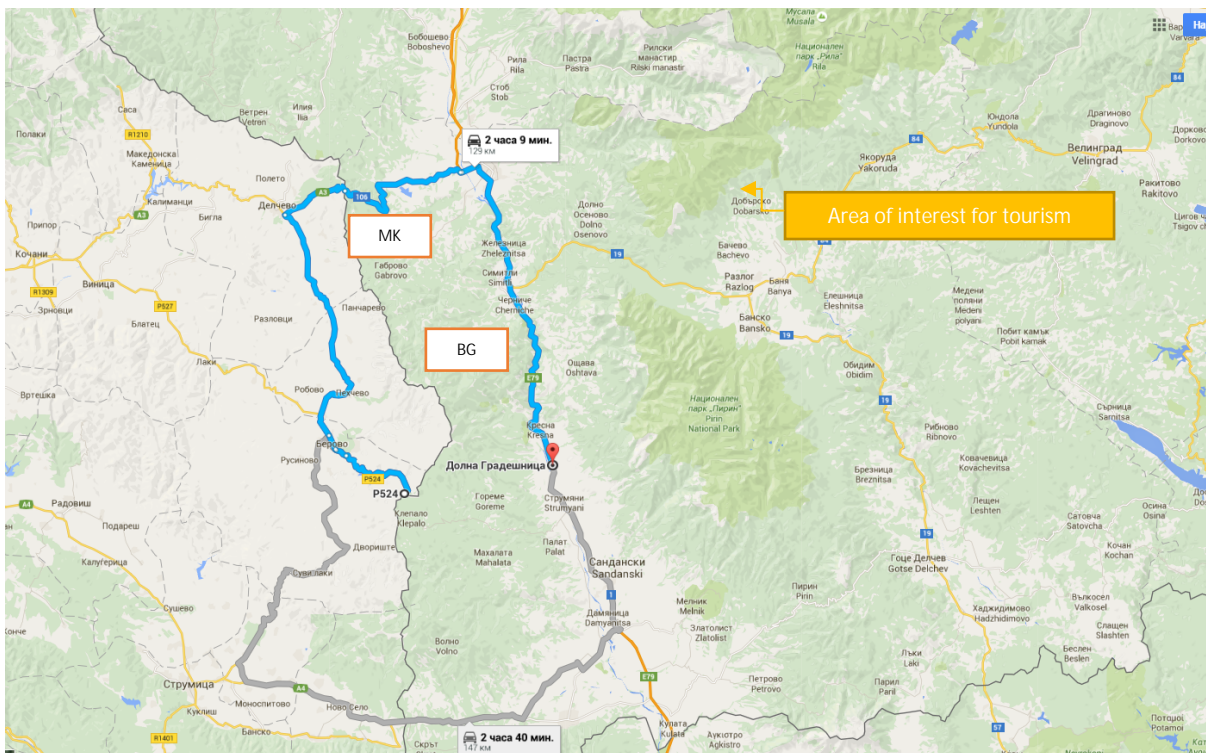
CHAPTER 5 - ENGAGE YOUR COMMUNITY: PARTICIPATORY MONITORING IN CBC IMPLEMENTATION

5.1. WHY/RATIONALE

The chapter provides guidelines on how to engage efficiently communities in CBC implementation in all phases of a CBC process/project.

5.2. WHAT IS PARTICIPATORY MONITORING

5.2.1. Theoretical framework and key concepts

Participatory monitoring refers to the process in which stakeholders are involved in the elaboration, realization, monitoring and in the assessment of a given project and/or intervention and/or program and/or a policy (World Bank, 2010).

In fact, the participatory monitoring process refers to the stakeholders' involvement across all project-making or decision-making phases:

- Identifying the priority area of intervention
- Identifying the strategy for the intervention
- Design and/or delivering the policy document
- Implementing/realization of the intervention
- Monitoring the intervention
- Assessing the intervention.

5.2.2. Principles of the participatory monitoring process

The participatory monitoring differs from standard monitoring process (i.e. external perspective from the intervention context, quantitative methodology – (World Bank, 2010)) mainly due to the stakeholders' implication as leading actors, and on certain levels, peers, in thinking over and assessing what has been achieved, in terms of results, outcomes, outputs, impacts etc.

The participatory monitoring approach is based on the following principles:

- the active stakeholders' engagement in the process;
- the involvement of local community in the building/reinforcement of own abilities to think over, analyse and act (e.g. through a training process on different levels).

5.2.3. Participatory monitoring in CBC

CBC needs to ensure the engagement of citizens' and relevant stakeholders in all phase related to the development of a specific CBC activity/project.

The participatory monitoring process aims at (World Bank, 2010):

- ensuring a more complex/complete assessment of the project/intervention efficacy - also within the intervention context (i.e. by beneficiaries/stakeholders);
- facilitating the reinforcement of stakeholders' sense of ownership in respect of the intervention and/or reference context;

- providing knowledge and tools in order to increase stakeholders' abilities to contribute actively to the definition, realization and assessment of intervention within the own context (e.g. relating to cross-border areas);
- ensuring an increased transparency and accountability towards the local community in the intervention/project management;
- Ensuring the integration and eventual modification of expected actions based on feedback received from the bottom/from the inside - in order to improve intervention developments and results.

In order to plan and implement civic engagement by means of a participatory monitoring process, CBC the following matrix is proposed, combining:

- on one hand, the phases related to the decision making/project/making within a CBC process;
- on the other, the levels of intensity of the stakeholders' participation, which correspond to the stakeholder degree of "desirable" involvement, as specified in chapter 4 - STEP 3.

Each dimension is composed of several variables (i.e. phases and levels), as displayed in the table below:

TABLE 10 - DIMENSIONS AND VARIABLES FOR THE ASSESSMENT OF CITIZENS' PARTICIPATION

	Phases of decision-making					
Intensity of participation	Priority Setting	Drafting	Decision	Implementation	Monitoring	Policy Tuning
Information						
Consultation						
Dialogue						
Partnership						

The matrix can be used by CBC promoters, as follows:

- while planning strategies for civic engagement - setting the objectives for phases of the decision-making/project-making, for each of the levels of intensity of participation;
- as well as while implementing civic engagement - setting tools to guarantee the achievement of the above mentioned objectives.

5.3. HOW TO IMPLEMENT PARTICIPATORY MONITORING: A 3 STEPS APPROACH

5.3.1. STEP 1: Define objectives for citizens' engagement in CBC projects

An essential element for ensuring a good public involvement is knowledge, both gathered from the citizens and brokered to the citizens. A border area is ultimately a place of cultural production, providing new visions of the social life through border's lens, and border-community has the capacity to shape and re-shape the concept of border itself (Shimaski & Wolfe, 2010) in two directions:

- From the citizens - gathering - through participation - local citizens' knowledge is fundamental to have effective inputs to implement all the possible actions in decision-making (Stefanik, 2009) and to overcome border-discourse asymmetry (i.e. understanding people perceptions) (Amante, 2010).
- To the citizens - border areas citizens, including politicians, are not always well informed about cooperative actions across borders, their advantages and disadvantages. Without appropriate knowledge, civil society cannot integrate CBC in their daily discourses, consequently, in local identity. Cooperation projects may be perceived as 'bureaucrats toys', not responding to local community needs.

A good communication between CBC structures and the stakeholders they represent, can be achieved by identifying specific objectives for each phase of the project/decision-making, as suggested in the table below:

TABLE 11 - OBJECTIVES FOR CITIZENS' ENGAGEMENT IN THE DECISION-MAKING PROCESS

		Phases of decision-making					
		Priority Setting	Drafting	Decision	Implementation	Monitoring	Policy Tuning
Intensity of participation	Information	Ensuring brokerage of/access to knowledge on (i.e. info 'giving'): - CBC structures - Methodology; for priority setting - Content of priority setting	Ensuring technical accountability (i.e. transparent info)	Ensuring info on decisions taken	Ensuring technical accountability (i.e. transparent management)	Ensuring info on monitoring indicators and procedures	Ensuring info on decisions taken for improvement
	Consultation	Allowing for citizens contributions to priority settings (i.e. info gathering)	Ensuring citizens' feedback gathering	Ensuring indirect Q&A opportunities with citizens.	Ensuring citizens' possibility to contribute in the selection of: - - areas of implementation; - - implementing actions	Ensuring citizens' feedback gathering on impacts/results	Ensuring indirect Q&A opportunities with citizens.
	Dialogue	Facilitating the exchange of citizens with CBC structure and relevant LAs on priorities for the development of CBC	Ensuring multi-lateral evaluation of policy drafts	Ensuring direct Q&A opportunities with citizens	Ensuring citizens' direct engagement in the implementation phase	Ensuring multi-lateral in itinere assessment of actions	Ensuring direct Q&A opportunities with citizens
	Partnership	Mainstreaming consultation and multi-governance dialogue	Co-drafting	Co-decision-making	Mainstreaming multi-level governance implementation (i.e. different stakeholders implement different actions within horizontal partnerships)	Co-monitoring	Co-decision-making

5.3.2. STEP 2: Strategies and settings for citizens' engagement in the decision-making process

According to the level of intensity of the participation (Ref chapter 4), involvement strategies must be designed as follows:

TABLE 12 - STRATEGIES AND SETTINGS FOR CITIZENS' ENGAGEMENT IN THE DECISION-MAKING PROCESS

Phases of decision-making

		Priority Setting	Drafting	Decision	Implementation	Monitoring	Policy Tuning
Intensity of participation	Information	• Communication plan • Online info • Info-desk • Own Media coverage • Press releases					
	Consultation	• Expert studies • Conferences • Online consultation • Surveys					
	Dialogue	• Public hearings with CBC reps • Ad hoc working groups • Participatory seminars					
	Partnership	• Permanents committees with nominated / self-selected citizens' representatives • Elected / self-selected citizens' representatives seating in CBC governance structure bodies • Funding available for CSO initiatives to be initiated in the different decision making phases in partnership with CBC institutions					

5.3.3. STEP 3: Identifying operational tools

Once the objectives are set, operational tools must be applied in order to ensure citizens' engagement.

As the objectives, the tools must correspond to each phase/stage of the CBC process/project, but also must be in line with the level of "desirable" involvement of the stakeholders - levels of intensity of participation.

The figures bellow lists some of the channels and tools that may be used in different phases of the participatory monitoring, distinguishing among "Low levels of stakeholders engagement" (i.e. belonging to Information and Consultation levels of participation), and "High levels of stakeholders engagement" (i.e. Dialogue and Partnership levels of participation).

FIGURE 29 - TOOLS FOR THE ENGAGEMENT OF STAKEHOLDERS WITH LOW LEVELS OF INTENSITY OF PARTICIPATION (I.E. INFORMATION AND CONSULTATION), PER PROJECT-MAKING PHASES

Identifying priority area of intervention

- Creating an official website of the CBC process/project - both to disseminate and to collect information (i.e. online questionnaire).
- Creating social media dissemination tools (i.e. Facebook, Twitter, etc.) - both to disseminate and to collect information (i.e. online questionnaire).
- Creating and promoting audio/video spots (i.e. radio, local TV).
- Elaborating periodical press release/official statements.
- Setting -up an Information desk (e.g. established ad-hoc, operational headquarters) - that can disseminate information and gather inputs by means of dedicated questionnaires.

Identifying the intervention strategy

- In addition to the above mentioned tools and channels, public meetings between technical group and citizens, may be organized, including with sessions of Q&A on the strategy to follow for a specific intervention.

Designing/ delivering the policy document of the intervention

- In addition to the above mentioned tools and channels: online consultation may be organized, on the approved structure of the policy document – after updating all the virtual communication tools used for the intervention.

Realization of the intervention

- In addition to the above mentioned tools and channel: online consultation may be organized so to gather for feedback on actions developed by a specific the intervention - after updating all the virtual communication tools used for the intervention.

Monitoring of the intervention

- In addition to the above mentioned tools and channel: online consultation may be organized so to gather for feedback on actions on actions developed by the intervention - after updating the monitoring Report of all the virtual communication tools used for the intervention.

Evaluation of the results/intervention impacts

- In addition to the above mentioned tools and channel: online consultation may be organized so to gather for feedback on results/impacts of the intervention – after disseminating the latter on all communication channels used for the intervention.
- Consultation may be also promoted by the local press.
- Organization of the final Conference for the intervention with a session dedicated to questions/comments on final results.
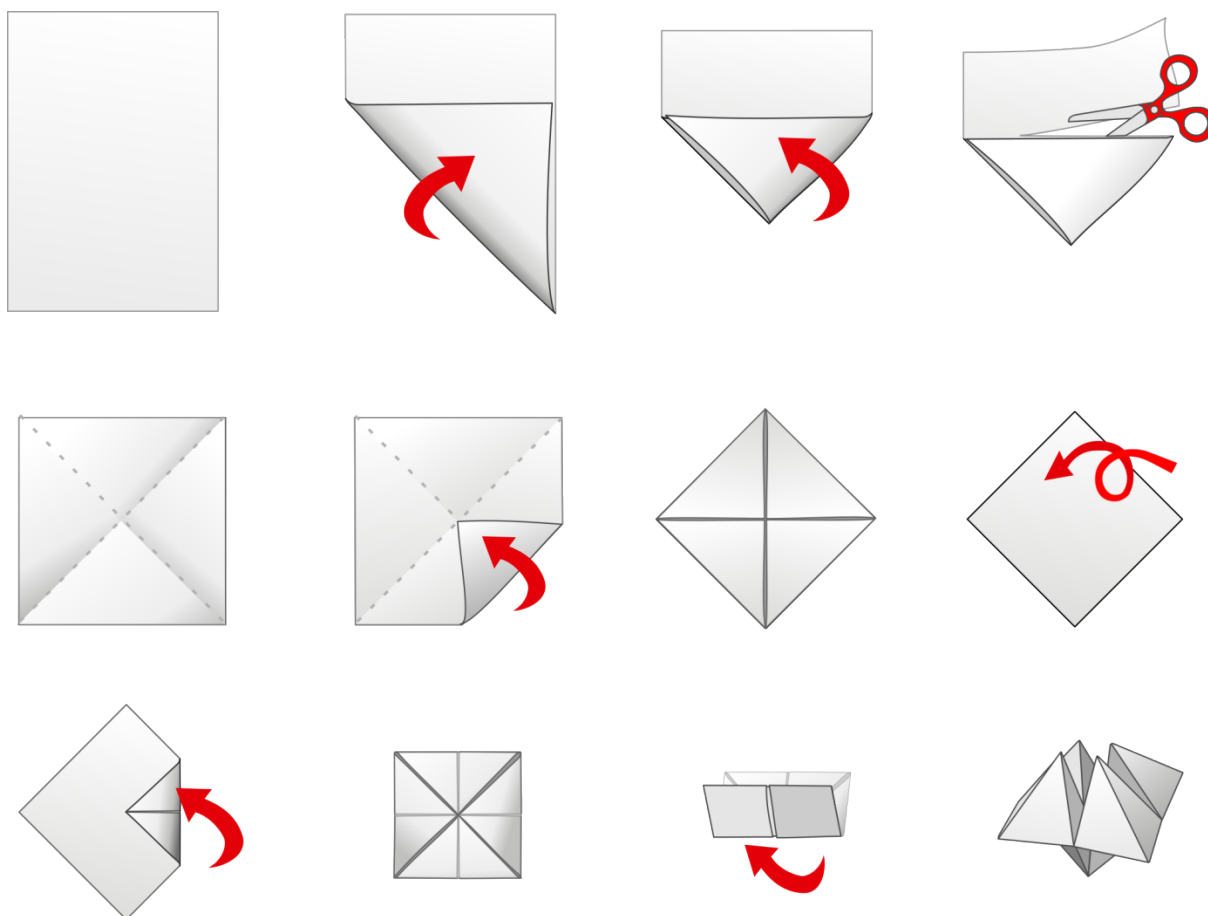
FIGURE 30 - TOOLS FOR THE ENGAGEMENT OF STAKEHOLDERS WITH HIGH LEVELS OF INTENSITY OF PARTICIPATION (I.E. DIALOGUE AND PARTNERSHIP) PER PROJECT-MAKING PHASES

Identifying priority area of intervention

- Newsletter with information about possible priority areas of the intervention and related.
- Online consultation.
- Updating on all the virtual communication channels/tools used for the intervention.
- Consultation promoted by the local press – sending of answers by mail.
- Organization of meeting among experts/project leader/promoters of the intervention and stakeholders/stakeholders' groups.
- Setting up a structured system of consultation based on periodical meetings with representatives of stakeholders/ stakeholders groups.
- Organization of World Café/EASW for a participatory choice in the thematic/priority area.

Identifying the intervention strategy

- In addition to above mentioned tools and channels: Organization of World Cafe/seminary stakeholders' groups/civic Forum for the assessment of the intervention strategy.
- Organization of focus group for the definition of the strategy for the specific intervention.
- Organization of World Cafe/seminary with *stakeholder/stakeholder groups.*

Designing/ delivering the policy document of the intervention

- In addition to above mentioned tools and channels: Organization of public meeting with a session of questions/answers (i.e. debate) for feedback collection.
- Organization of World Cafe/seminary with stakeholder/stakeholders groups for feedback collection– ensuring the restitution of what collected and of what integrated (i.e. their feedback).

Realization of the intervention

- Organization of public meeting and/or periodical workshops for updates and *feedback* collection by stakeholder/stakeholders groups, *ensuring the restitution of what was collected and of what was integrated (i.e. their feedback).*
- Organization of *capacity-building*, or training for *stakeholders* for an active involvement in the realization of actions.

Monitoring of the intervention

- Establishment of an online platform (e.g. dedicated section on the official website) for the stakeholders' involvement (i.e. online publication and/or sending of monitoring reports) in order to foster a constant exchange of information related to the monitoring, between experts and stakeholders.
- Organization of a system of engagement (i.e. periodical participatory meetings) with the stakeholders - ensuring the restitution of what collected and of what integrated (i.e. their feedback).
- Establishment of a permanent monitoring group for a constant involvement of stakeholders in the monitoring process.

Evaluation of the results/intervention impacts

- Newsletter sending with updates on actions developed on the intervention.
- Online consultation.
- Updating on all the virtual communication channels/tools used for the intervention.
- Organization of public debate sessions related to the assessment of the final result/impact of the intervention - preparatory for the collection of information about possible follow-up of interventions within the relevant thematic area.
- Organization of an assessment meeting between experts and the participatory monitoring group – that aims at elaborating "Guidelines" for possible follow-up initiatives/interventions.

ANNEX 1

HOW TO CREATE A "STAKEHOLDER'S MOUTH"[4]

Each participant should put on its fingers the 'stakeholders mouth' when speaking during the game. This is a reminder to participants that they are not speaking about their own personal ideas. On the contrary, they are embodying the instances of the stakeholders they portray.

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[4] https://en.wikipedia.org/wiki/Paper_fortune_teller#/media/File:Fortuneteller_mgx.svg (last retrieved June 2017).

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ENG

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