Toolkit for Inter-Cultural / Cross-Border Project Management

Table of contents

Introduction

This Toolkit is the result of the Professionalizing Actors of Transfrontier Cooperation – Transfrontier Euro-Institut Network (PAT-TEIN) project, which was funded by the European Union's Leonardo programme, which is itself part of the European Union's Lifelong Learning Programme. More specifically, the PAT-TEIN project was a Transfer of Innovation initiative.

Transfer of Innovation projects bring together organisations involved in Vocational Education and Training (VET) to "transfer innovative materials and processes to new contexts. European partners work together on Transfer of Innovation projects to transfer and further develop best practice in VET, and disseminate and mainstream their findings and recommendations across their respective countries. Projects focus on customising training materials for the needs of learners and businesses in the partner countries" (UK National Agency, Leonardo, Grundtvig and Transversal Programmes).

The PAT-TEIN project, which brought together a number of partner organisations from several European border regions, developed in a context of increasing levels of European integration driven by the European Commission's focus on territorial cooperation and cohesion as a means to achieving the Europe 2020 goals: creating growth and jobs, tackling climate change and energy dependence, and reducing poverty and social exclusion. But for these goals to be achieved, cross-border cooperation becomes essential in order to find solutions to the challenges and to exploit the unused potentials that are characteristic of Europe's border regions.

> "The main aim of cross-border cooperation is to reduce the negative effects of borders as administrative, legal and physical barriers, tackle common problems and exploit untapped potential. Through joint management of programmes and projects, mutual trust and understanding are strengthened and the cooperation process is enhanced".
>
> DG REGIO

The PAT-TEIN *Toolkit for Inter-Cultural/Cross-Border Project Management* has evolved in light of the differing experiences of joint projects and programmes that have resulted from the drive for cross-border cooperation. However, there is a need for a Toolkit of this kind as it supports the necessary capacity-building of actors involved in cross-border or transnational cooperation. For cross-border cooperation to be truly successful those who are involved in it need to have certain skills and areas of knowledge – it is not simply a matter of goodwill!

That is why the *Toolkit for Inter-Cultural/Cross-Border Project Management* brings together the expertise of organisations with significant experience of cross-border cooperation and the delivery of training and capacity-building for CBC in a range of different European border regions. It has therefore been developed with an awareness of some of the common issues faced by those involved in cross-border cooperation, as well as the specificities that exist in each cross-border territory. While the commonalities represent the central thread of the Toolkit, the specific realities of different border regions inform additional or complementary material made available by each of the cross-border PAT-TEIN partners.

This Toolkit, then, is aimed at those already involved in cross-border cooperation activities, or those who are about to embark in CBC. More specifically, it will be an invaluable tool for those in local authorities, Civil Society Organisations, Non-Governmental Organization, Chambers or community groups undertaking (or about to undertake) cross-border project management, providing them with the knowledge and skills necessary for the successful management of a cross-border project through its entire life-cycle.

The PAT-TEIN project that produced the *Toolkit for Inter-Cultural/Cross-Border Project Management* is one of the initiatives of the Transfrontier Euro-Institut Network (TEIN).[1] Formed in 2010, TEIN brings now together twelve partners from nine border regions.

Its unique feature is that is consists of university departments, research institutes and training centres which are dedicated to the practical business of cross-border cooperation in Europe.

[1] For detailed information on TEIN, visit www.transfrontier.eu.

The people involved in TEIN are real actors in that cross-border cooperation. Their work involves cross-border training and facilitation, managing cross-border projects, providing mentoring, training and advice for cross-border actors, and doing research into cross-border cooperation. In this sense TEIN can be seen as representing a genuinely bottom up approach.

The TEIN partners involved in the PAT-TEIN project represent four different European border regions: Ireland/Northern Ireland; Austria/Italy/Slovenia; Czech Republic/Poland; and France/Spain (the Catalan cross-border territory). Over the lifetime of the project, the various partners engaged in what was at times a challenging process of transferring to their own contexts two innovative and successful toolkits that had originally been designed for the French-German-Swiss border region. Working between a series of transnational meetings, the partners tested the evolving Toolkit with a range of stakeholders in their respective border regions, leading to a common educational manual for cross-border project management that is supplemented by a range of material specific to each region.

Structure of the Toolkit

The PAT-TEIN *Toolkit for Inter-Cultural/Cross-Border Project Management* is structured into six modules, each of which deals with an aspect of the lifecycle of the implementation of a cross-border project:

- Module 1: Defining your Cross-Border Project
- Module 2: Establishing the Cross-Border Partnership
- Module 3: Planning a Cross-Border Project
- Module 4: The implementation of a cross-border project
- Module 5: Assessment of a cross border project
- Module 6: The transversal skills of a cross-border project manager

If the modules 1 to 4 are to be understood in a chronological order, modules 5 and 6 are cross-cutting to all project phases and in this respect to the four first modules.

As a conclusion, each border involved in the transfer of innovation project presented what have been the challenges of the project, what they learnt through the work with their neighbor and also the added value they could identify in having worked as a European consortium. With this, the PAT-TEIN partners want to share their experience with the reader in order for him to better understand the specificities of each border and also the necessity to exchange with others in order to be able to define and better understand which one's characteristics are. This should also be seen as a door open to for further transfers at other borders!

How to use the Toolkit

The Toolkit takes as its starting point a common Idea for a cross-border project, guiding users through the various stages that commonly follow.

The **'common part'** of the Toolkit also includes 'Food for thoughts', guiding questions, methodological tips and creativity techniques as well as 'intercultural boxes'.
Then the **'border specific parts'** will illustrate all modules with particular cases studies, examples, tools and methods dedicated to their border context.

The content of the Toolkit is delivered through training sessions organized at each border represented in the PAT-TEIN project by the PAT-TEIN partners or trainers appointed by them. In this way, the efficient building of capacities is ensured. Indeed, if reading the Toolkit can already give the user some useful information and in some cases be sufficient, cross-border actors might need more explanation, test some aspects, practice before doing, analyze in a deeper way certain points, exchange with other professionals and share experiences. If this is the case a training session is the right solution! Moreover, depending on the level of experience or the stage within the lifecycle of a particular project, trainers can focus on a particular theme, or study it in the order of its sequences.

In this respect the *Toolkit for Inter-Cultural/Cross-Border Project Management* is a pedagogical toolkit for trainers as well as a manual for cross-border project managers. On our PAT-TEIN Website (pat-tein.eu) cross-border project managers will be able to access the common parts of the toolkit and to register for the border(s) you are interested in. There you'll find the border specific parts where you will discover features on the border, cases studies, activities, etc. Some contents will be actualized after each training session and accessible to the participants of the training. [2]
We wish you all an interesting and pleasant reading, and please don't hesitate to contact us for a tailor-made training or any other question!

[2] Please note that the pedagogical methods and tools developed at each border will only be accessible to the trainers.

The rational of cross-border cooperation….?

Why do we need CBC?

Basic missions of cross-border co-operation

Solutions for common problems ↔ Development of common potentials

Which problems can be better solved by a common action of cross-border co-operation?

Which are future potentials that can be better developed by a common approach of cross-border co-operation?

Challenge: How to analyse the characteristics of the cross-border territory?
How to demonstrate the added-value of a common CBC approach?

Module 1: Defining your Cross-Border Project

Cross-Border Cooperation (CBC) in European Border Regions is to a large extent driven by specific, demand-oriented interventions in the form of **complex projects**, as a result of two main conditions.

Firstly the vast majority of funding sources for CBC are public. The relevant public funding schemes, such as European Territorial Cooperation (ETC) Funds, including INTERREG, work on a **project based support approach**. Their support is based on calls, inviting actors to develop partnerships, ideas, and to apply and execute projects which deliver defined outcomes in a given time. The same applies for the intervention logic of European Action Programmes in all fields, including scientific, adult education, ecological and economic promotion programmes.

Secondly the nature of engagement in cross border projects is in general **voluntary** i.e. national entities and actors are not obliged to cooperate with counterparts on the other side of the border. Thus there is neither a tradition of cooperation, nor institutional bodies or hierarchies whose authority reaches over both sides of the border, unless integrated mandates and forms of cooperation have already been established (which of course require a development period first).

Moreover, it is in the nature of any project (national or cross-border) to be interdisciplinary, requiring a team that usually falls outside an organisation's linear management structure. Cross-border projects are not different in this sense, but are characterised by a **multiplication of complexity** – with an additional range of dimensions, such as different national systems (including different organizational and administrative structures in their respective areas/branches), different national cultures, different working cultures, different social etiquettes, different communication styles of actors, and expanded requirements for external project communication (PR).

In short, one has to acknowledge that borders still exist in a variety of dimensions! E.g.:

political,

cultural,

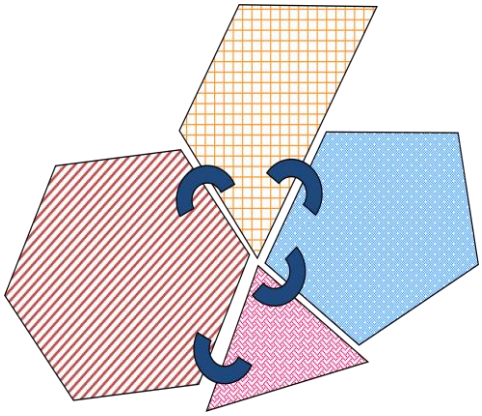
legal,

administrative,

language,

historical,

economic performance etc.



At the same time the EU and its **inner border regions** face a period of unprecedented integration and opportunities within a common market with free movement of goods, persons, services and capital – **covering 30% of the EU's territory and population**.

Challenging key-questions arising for the process of cross-border cooperation are:

- How to find the **functional equivalence** between different politico-administrative systems?
- How to base future action on a **sound knowledge of the cross-border territory** and its specific needs?
- How to act without **substantial competences** with most legal areas remaining with member states?
- How to turn **cultural** and **linguistic** differences into a **productive interaction**?
- How to find **the right level of institutionalization,** and to integrate new actors from the non-public sector?
- How to **define and measure the added-value** of the integrated cross-border action?
- How to overcome a limited project-approach and develop **sustainable policy approaches** for the cross-border territory?[3]

To respond to this complexity it is the aim of this toolkit to empower project actors and build capacity and capability for cooperation across sectors and jurisdictional boundaries through a bottom-up approach.

Practitioners will find valuable inputs supporting them throughout all phases of the project-life-cycle, giving practical advice which enables skill-based learning and professional management of cross border projects resulting in mutual benefit. Special attention will be given to 'soft' factors that are vital for successful CBC, such as how to address cultural differences whilst safeguarding fruitful communication and productive cooperation. Thus several key issues that are mentioned above will be addressed.

What is a project?

I. Projects have **an ex-ante defined scope**, a **planned duration and a budget**
→ *No defined scope, no plan, no defined budget => no project*

II. **Projects are outside the normal single line organization**, with project team members coming **from *different* line organizations** (different departments, authorities etc.)
→ *"Your work for the project comes on top of your line job" => no project*

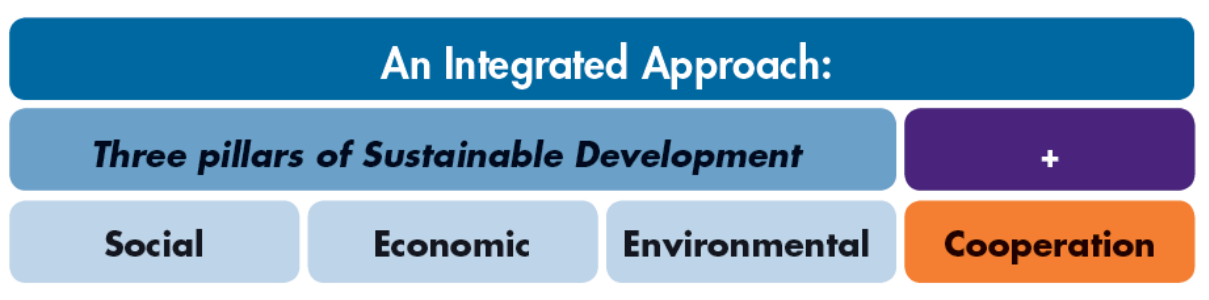
III. **A project has an organizational structure, consisting of a project team, project manager, steering board and project sponsor.** The steering committee is the decisive body and has predefined powers
→ *No formal organization, probably because "We are all highly motivated and do not need formal red tape" => no project*

➔ **No project = No responsibilities!**

Source: Prof. Dr. Müller-Török; HS Ludwigsburg; Project Management Training DANTE 4PA

[3] Beck Joachim; Key-challenges of CBC policy-making (*insert recent publication*)

The four pillar approach



It is important to perceive the cross-border territory from **a 360 DEGREE PERSPECTIVE,** both

- in a sheer **geographical** sense, not limiting the view/mind to one side of the border and
- in a **dimensional** sense, not limiting certain problems/unused potentials and positive impacts exclusively to a certain **thematic dimension**.

We need a **cross-geographical** and **cross-dimensional** view i.e. an **INTEGRATED VIEW** on problems and unused potentials that occur in a particular cross-border setting, to enable a sound territorial development of a cross-border region.

But what does that mean in practice? Most contemporary problems or unused potentials have a multidimensional nature. Their existence refers to various reasons, rooted in different dimensions: a particular economic situation might be the reason for a certain social problem, or an environmental problem could have implications for the economy, society and vice versa...

This means there are links in the form of **positive and negative interdependencies**, tradeoffs and spill-over effects between the dimensions. We therefore encourage project managers to identify, acknowledge and consider these links when it comes to project planning/management and communication.

In addition, a **special cooperation/governance dimension** can be found **in cross-border settings**, with the causes of some cross-border problems, for example, arising specifically from a lack of geographical perception of what lies across the border, resulting in non-cooperation. Acknowledging the significant role of cooperation itself is a vital aspect for fruitful CBC.

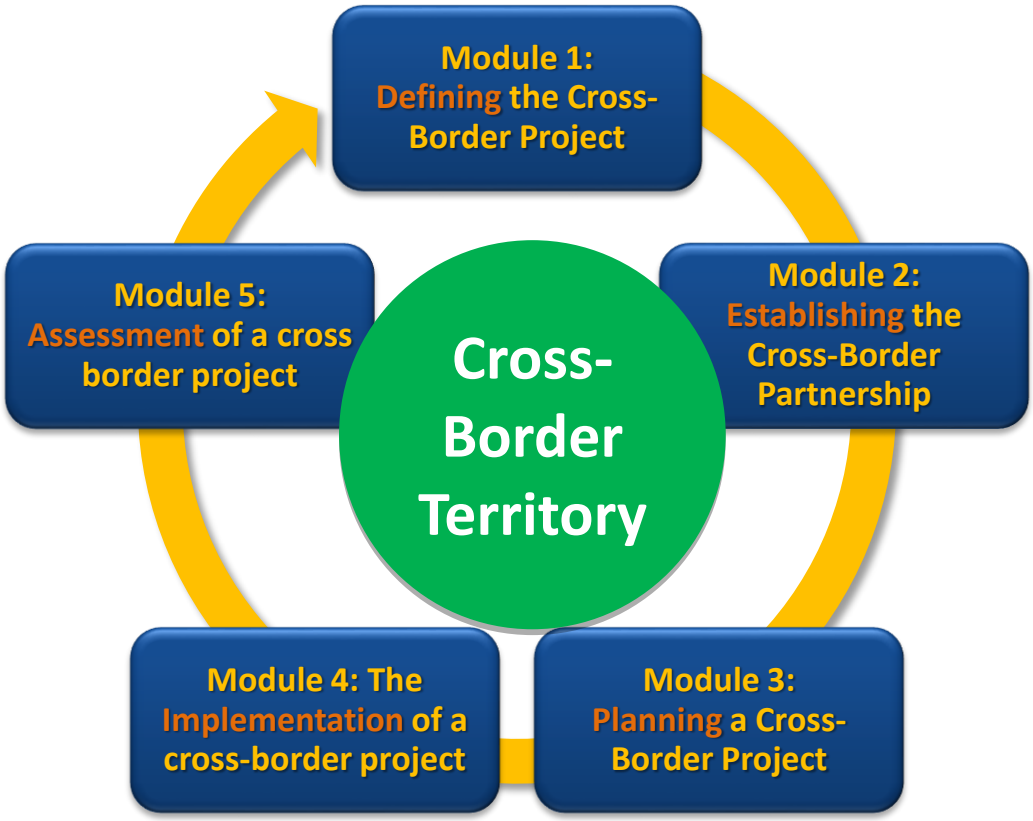
However, it is not only the problems and unused potentials at the starting point of

cooperation that are worth being considered under this integrated approach, but also the **positive impacts** that a project may have in the social, economic, environmental or cooperation dimensions – even when the nature of a specific intervention is at first sight only linked to one dimension, being e.g. a purely environmental project.

Social, economic or environmental impacts could be achieved that are an improvement on or additional to those that could be achieved by single jurisdiction approaches. For example, people or organisations may now have relationships with each other that would not have developed otherwise – i.e. the establishment of effective working methods (4th dimension!). The programme/project may involve new ways of working or more intensive collaboration than would otherwise be the case. There might be greater cross-border mobility of people for a wide variety of social, cultural or economic reasons. A certain economic project brings greater opportunities for social development etc.

This is also the reason why projects and in particular cross border projects will only exploit their full magnitude within an interdisciplinary setting, bringing together experts and knowledge from different disciplines and different sides of the border.

The life-cycle for the Management of Cross-Border Projects consists of the following main steps:



We follow the project lifecycle phases outlined above. Each phase is developed further in the following module. The boxes in the chart show the different phases.

The first step is the **Definition of a Cross-Border Project** i.e. the idea generation and partnership development which are crucial for the entire lifetime of the project. Misunderstandings, mistaken assumptions and in-built mistakes can put the success of the whole intervention at risk, therefore it is vital for project members to:

I. **Analyze and understand the cross-border context** for the specific project under consideration, as well as the wider context of the respective border region and **the needs of the territory and the sector of intervention**
II. Have a clear **understanding of the purpose of the project** and **what needs to change**
III. Be able to properly define the **added-value of doing a cross-border project** (instead of a single intervention)
IV. Reflect on the **right degree of cooperation** i.e. level of quality and of institutionalization

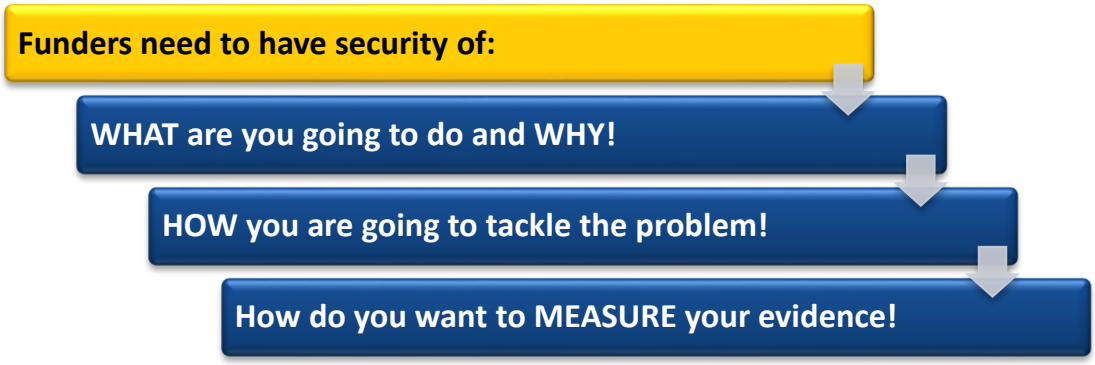
CORE QUESTIONS of a project are:

- **Why** (motives and purposes)?
- **What** (actions and alternatives)?
- **Who** (actors & institutions involved on horizontal and vertical dimension)?
- **Where** (people and areas or sites affected by the project)?
- **When** (timing-implementation plan)?
- **How** (means, methods)?
- **How much** (budget)?

Typical SHORTCOMINGS that one should avoid in the definition of a project are:

- No baseline evidence; insufficient understanding of the problem and its scale
- Difficulties in articulating the project and its objectives
- Difficulties in identifying the right actors and project actions
- No appropriate methods, techniques or support tools available during preparation and elaboration of the project
- Lack of communication between partners, no clear functioning of the partnership
- Unclear involvement of stakeholders and their roles
- Weak financial concept
- Difficulties in setting good indicators and realistic impacts
- Difficulties in generating evidence and measuring it
- …

→ **Worst Case = NO FUNDING due to poor project preparation & communication!**



I. Analyze and understand the cross border context & identify the needs

The characteristics of a cross-border project depend on the realities of the area where YOU are. However, some features are COMMON to all borders.

It's about the understanding one can have of the cross-border territory. The awareness of a territory, its realities and their perceptions may differ depending on whether we choose one side

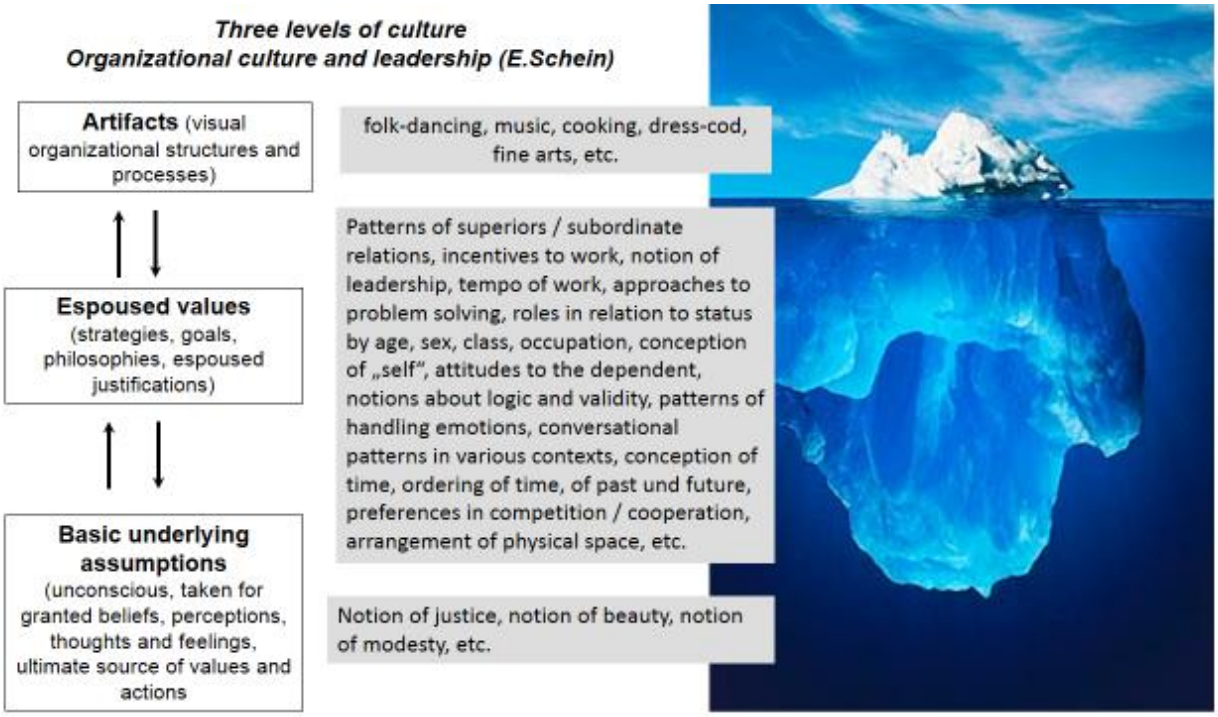
of the border or the other. These visions are clearly marked by the memory of any historical disagreements on a border.

The **border regions** have often been **marginalized** because of their **peripheral location**. Even today, the political sphere is torn between the desire to control the border through what can be considered as diplomatic acts, and the temptation to push these questions back to the margins of political debate because they only concern part of the population; it's about long term projects whose results do not always appear immediately. Moreover, the confrontation between two distinct legal areas is often not easy to manage. Indeed, the political and administrative cultures can differ significantly from one state to another. The result is greater or less **heterogeneity in the political decision-making process and the devolution of competences between authorities. This leads *de facto* to different balances, depending on the projects and the borders, between political responsibilities and the space left for technical issues.**

Cultural differences and the intercultural learning process

Cultural differences should not be disregarded. The language barrier is probably the most visible in many European border regions. However, this aspect has to be put into perspective by stressing that language is not the only cultural barrier. Just look at the cooperation between two border regions speaking the same language: France-Belgium, Germany-Austria, or even Ireland-Northern Ireland, for example. Political culture, administrative practices, cultural representations differ even if they speak the same language.

One can compare cultures to an iceberg, where the visible part represents the most innocent part of the iceberg. The greater the number of partners working together, the more differences they discover and they will have to cope with.



The opening of borders has sparked off many exchanges and initially we do not pay attention to the cultural differences that (might) exist between people. It is easier to consider the other to be like me.

In fact, we all grow up and have developed in specific socio-cultural contexts. Subconsciously we've learned at school and at work, with friends or in all kind of social groupings, patterns of communication, rules of behaviour, sense of correctness, logic of a situation, ways to think and react in an (culturally) "appropriate" way etc. and we often consider our own mind-shape and system of references as universal. In fact, culture influences patterns of communication, processes and working approaches, assumptions, projections and strategies as well as systems. Most probably the partner will be using a **different language but also different patterns of communication**, understanding and approaching situations in relation to a **different system of references,** projecting his/her self into **different mental representations** and s/he may not understand a situation the same way you do.

In this system, there are also collective and individual representations of what and how others are. These images are positive or negative reflecting shortcuts or stereotypes rooted in political, historical, economical,… relations built over years between the social groups in order to reinforce the distinction between them. In other words stereotypes could be considered as mental frontiers allowing groups to distinguish themselves from each other. Of course this phenomenon also plays an important role in the relations in frontier territories.

In order to be able to communicate, develop trust and work on a common project, the partners of a CBC project will be confronted with stereotypes, with images they have from their neighbouring partner as well as with images the partner has of them. Furthermore, the project itself may face resistances because of stereotypes.

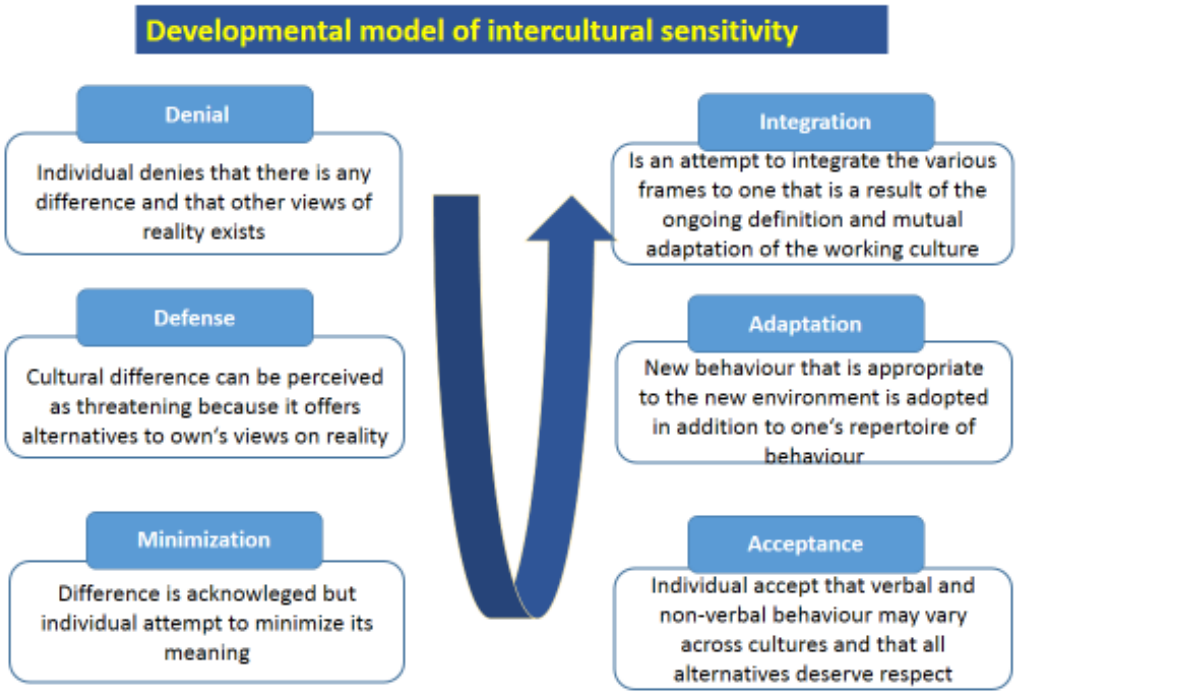
The intercultural learning process should lead to a deconstruction of these images in order to develop a knowledge based experience of the neighbour and the neighbouring country including the specificity and singularity of the working field to which the project relates.

Intercultural learning is about learning the system of the partner, getting to know the differences and bridging the gap between cultural systems. It is about Opening the borders and working with a partner from "the other side" means learning to think outside the box, to act, react and communicate in a different way taking into consideration the potential misunderstandings of the partner. It is about **accepting differences**, **coping with diversity, with uncertainty,** being aware about **the others' own stereotypes and clichés,** about **orienting yourself in the partners' environment** and consolidating with the partner **a common ground** for cooperation.

It is about **actively listening to the others**, learning to cope with misunderstandings, uncertainty and ambiguity and to learn to explore the system of the partner. Finally, it is also about learning to explain our own system (of references including patterns of thinking and communicating) to the partner starting from his/her perspective.

Any CBC project integrates an intercultural process of breaking the ice, getting to know each other, learning to work together and developing mutual understanding, which is an essential aspect of cooperation to **generate the mutual trust necessary to build the sustainable governance necessary to carry out cross-border projects.**

This process is not visible but runs alongside the development of the CBC project and is often perceived as a time-consuming process (if not as a waste of time). To describe this process, Milton J. Bennett defines the development of intercultural sensitivity in terms of stages of personal growth by which individuals move from stages of denial of differences to a greater recognition and acceptance of difference.



Adapted from Milton J Bennett, "Towards Ethnorelativism: A Developmental Model of Intercultural Sensitivity."

This intercultural process can be very discomforting, questioning personal and professional identity. The process can be even more challenging, as stakeholders and project partners do not generally see themselves involved consciously in a process of personal development, but simply in the realisation of a project.

Therefore, in parallel to the development of the project, the partners have to:

- ➔ Break the ice and get to know each other (i.e. through ice breaking activities, field visits and mutual presentations).
- ➔ Learn to communicate in a heterogeneous context (i.e. developing meta-communication, active listening skills, non-violent communication)
- ➔ Explore partners' reality, working environment, rules, norms, codes
- ➔ Explain your own working reality from the perspective of the partner so that s/he can understand
- ➔ Build a common understanding of the problems, content, goals, objectives and approaches of the project

Indeed, cross-border projects are often thought in a long-term perspective, where two different legal and societal spaces have to move from a logic of confrontation and differentiation to a dynamics of

cooperation. It is about devising common approaches as well as mechanisms of governance and regulation. **These actions require the strong involvement of the stakeholders and their mutual trust.**

The list of the outlined characteristics is not exhaustive, but to reflect on it will enable actors of a cross border project to think about these issues together **before** starting to analyse the needs and design the project.

In summary we can conclude that the perception of a territory is not always the same, depending on the points of view. To have a **realistic** vision of a territory, its context, needs and its stakeholders, a cross-border project manager will have to engage in a **precise analysis**, and a **preliminary strategic diagnosis**.

A key element in this exercise is to understand that the perception and awareness of the territory is different on each side of the border.

> "The process of perception is how an individual selects and organizes information (stimuli) of his environment so that it makes sense for the individual. Perceptions are selective, subjective and can be learned. The way we perceive depends on values and beliefs and even on our cultural glasses."
> (BÜRGI, LEZZI, WASSENBERG, Intercultural Competence, Sauerländer Bildung, 2002)

Indeed, the possible problems of a border territory may be understood in different ways, and therefore as giving rise to different needs. When considering a border territory, the temptation is to start from the point of view that what has been identified as a problem on one side of the border is also a problem for the neighbour, or that the problem is the same and requires a common approach, but that is not always the case!

Therefore, it's necessary to carry out an analysis of the whole border area in relation to the problem(s) which could be addressed. This exercise must be performed by recognized stakeholders or **based on the facts acknowledged on both sides of the border otherwise the project's implementation and its results might not be shared/ supported by stakeholders on both sides.**

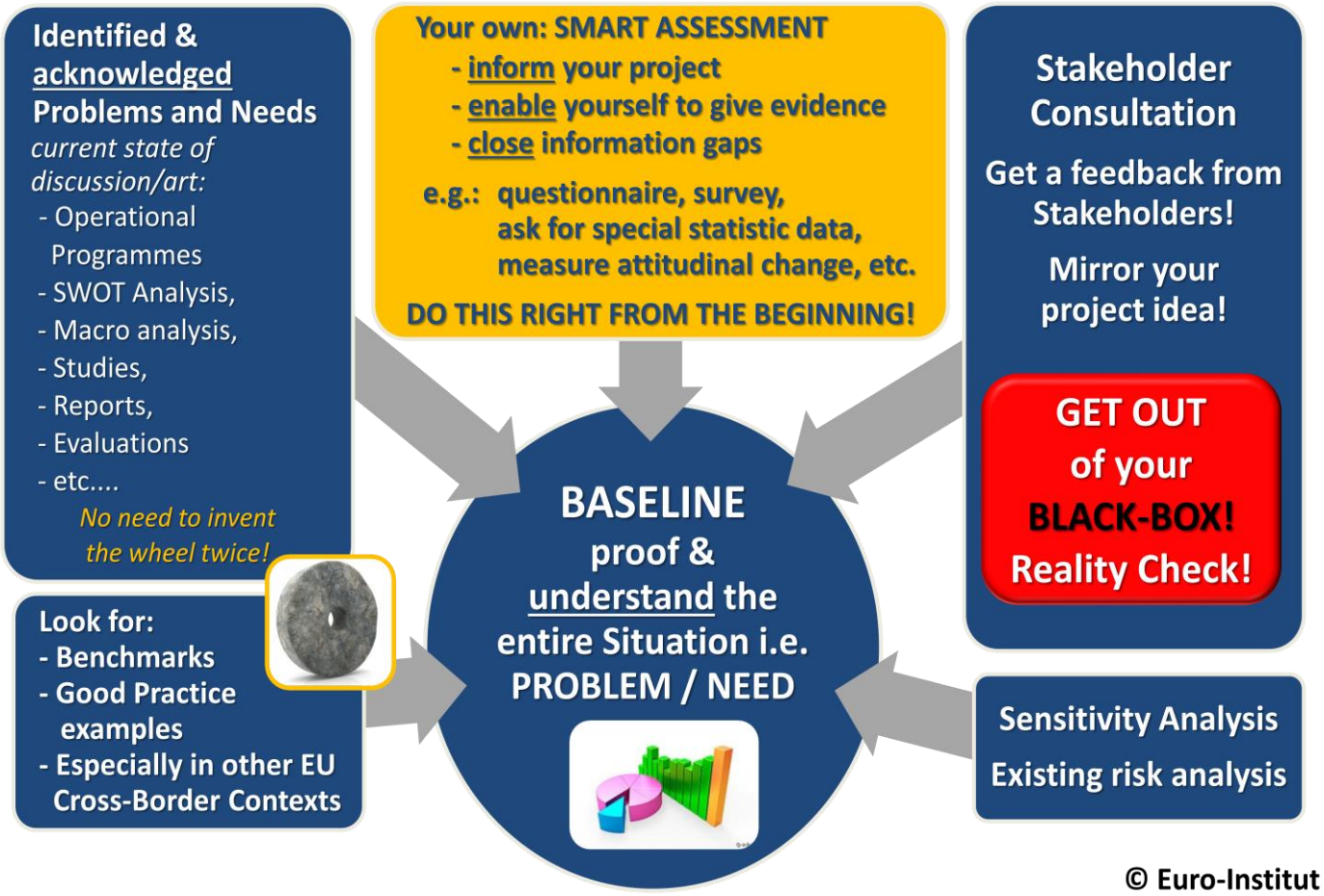
Once completed, the analysis should be discussed with all stakeholders (target groups, funders, etc.) in order to get a consensus and a shared cross-border recognition of the problems and project interventions.

To sum up, analysing the context – the identified needs and stakeholders in a cross-border territory – amounts to:

- Identification and assessment of the constituent elements of the local context on the social, economic, environmental, political, technical and legal levels.
- Confirming the other side's full commitment to the project i.e. their acknowledgement of the problem/potential.
- Identifying the conditions of the concerned border areas and their implications for the project.
- Analysing what may already exist concerning relations and cooperation activities across the border and, where relevant, with European partners.
- Collecting the results of any previous work undertaken by partners on the issues identified.

- Building up a common understanding with partners from both sides of the border on the problem and solutions to be implemented.

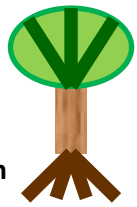
Food for thought... Preparing a good BASELINE/ Situation analysis:
How can you give evidence for the problem?



© Euro-Institut

With the resultant knowledge of the determining factors and circumstances in the cross-border territory, project members need to **identify the CORE PROBLEM that their project wants to address**. They need to understand the **core problem**, the reasons which **cause** and sustain it and the **negative effects** which result from it.

- **Negative Effects**
- **Core Problem**
- **Causes of the Problem**



A technique that can help you to reduce the complexity of these three dimensions is the **PROBLEM-TREE METHOD.** It helps to better understand and structure the problem. Out of a large number of different dimensions it allows us to

1. identify the core problem(s)
2. clarify the main causes of the problem(s)
3. identify the negative effects on the cross-border territory

In turn, this allows us to:

- focus the further analytical work (what are the main problems that should be addressed)
- describe objectives which are directly linked with the problem
- develop policy approaches and instruments/actions that are likely to solve or reduce the problem (working on the identified causes!)

In this process, you need to answer the following questions, ideally with a cross-border group of stakeholders:

• Do you want to address a <u>problem</u> or an <u>unrealised potential</u>?

• What is the <u>issue</u> or problem that may require action?

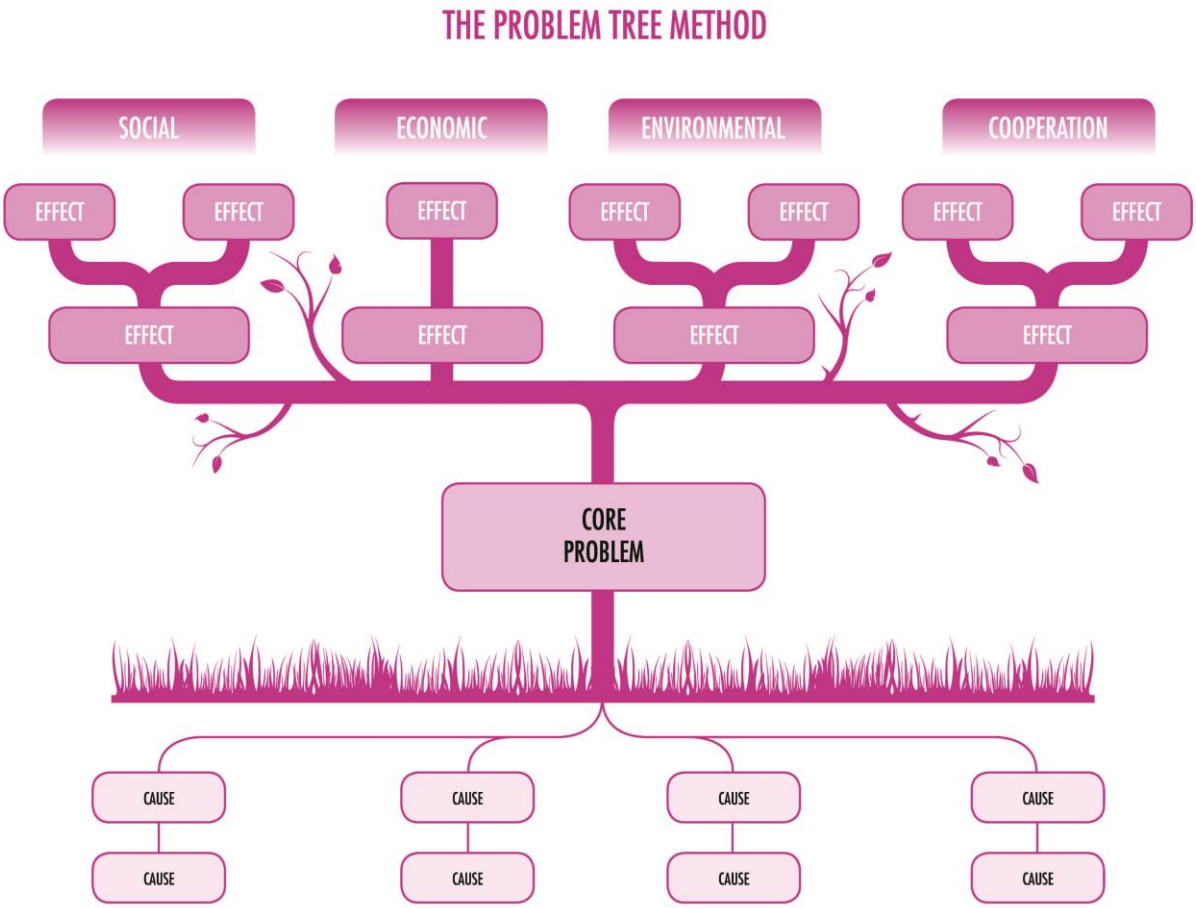
• What is your <u>evidence</u> of this problem/potential?

• What are the main <u>effects</u> of the problem you intend to address?

• <u>Who</u> is affected, in what ways and to what extent?
(Actors, sectors, target groups, geographical area)
• What is the scale of the problem?

• <u>How</u> long has the problem existed?

• What are the main <u>causes</u> / underlying drivers of the problem you intend to address?



Having clarified these three dimensions of the problem, **objectives which eliminate negative effects** and **problem-solving alternatives that tackle the causes** can be developed.

A problem in a cross border project can also be **understood as an <u>unused potential</u>** (e.g. a cooperation potential among actors that isn't exploited yet, synergy and learning effects by doing things on a cross-border basis etc.)!

Moreover it is essential to **<u>be realistic</u>** throughout i.e. in assessment of the scale of the problem, the change you want to create with rationally planned resources, restrictions, and deliverables. It is just natural that one project can't solve all problems in the world. You may not improve everything i.e. the living and working conditions for a smart, inclusive and prosperous European Union, addressing the challenges of climate change, an elderly society and so on.

BUT your project will make a difference for **certain** people and **certain** sectors, who face a **certain** problem(s) in a **certain** cross border territory. **SO PLEASE NAME THEM!**

Don't get tempted by 'programme terminology' into becoming imprecise in relation to what you want to do. It is the nature of any programme to formulate objectives on a strategic level i.e. in a rather abstract manner. The reason for that is the sheer complexity of the world and its problems. An informed policy will know which approaches to take to solve a problem but not necessarily all the actions that will form part of them. It is exactly your challenge to operationalize the programme objectives i.e. to translate them into your actions and demonstrate that you are able to make a difference! … and maybe the cross-border dimension is THE DIFFERENCE and the added-value !

At this point all we recommended is a realistic approach. This is not only the better way to do it but also the smarter way – especially for cross-border projects. Why? First of all it is always better to communicate a good message than a bad one. If expectations are unrealistic all you can do is fail! Moreover, in this case the voluntary nature of cross-border interventions becomes strained. You will have to rely on the goodwill of stakeholders to take part in your project, and unrealistic expectations ignore the fact that the level of their engagement, resilience and fault tolerance is limited.

Please find below some thoughts on the fact that in most cases we are operating in the public sphere when talking about CBC:

The challenge … we are in Public Management
In a business environment the decision whether a project is a success or a failure is easy:
Ask the accountants and controllers.

In the public sphere it is more difficult:
Politicians and political bodies decide whether a project is/was successful or not.

=> This means:
• The willingness to accept failure is less developed than in business

• The criteria applicable for the decision are less stringent
• Opposition and ruling parties normally have different views on the same project

Source: Prof. Dr. Müller-Török; HS Ludwigsburg; Project Management Training DANTE 4PA

Multiplication of complexity in public cross-border projects:

• In cross-border contexts it is possible that **project ideas are born out of the political sphere** and of the goodwill of certain personalities/departments –they might even be perceived as prestigious initiatives. However they need to be linked to the circumstances on the ground (needs analysis!) and they need to be translated into operational actions. This task is not easy to handle for project managers – especially when there is greater commitment coming from only one side of the border.

• Publicly funded or co-funded cross-border projects (in fact the majority of interventions) need to be anchored at the political/strategic level. Due to the voluntary character of cooperation public/semi-public projects rely on the support of the political/strategic level. Without incorporating these actors and their support the ultimate degree of success of a project will always be limited.

II. How to actually understand the purpose of the project – what needs to change?

A technique to ensure the definition of clear objectives is again the problem tree method. You know the negative effects that result from the problem/potential that isn't used, and you want to change these negative effects through the implementation of your project. The concrete actions to do so are addressing the causes of a problem.

Food for thought…. an example

A factory is polluting a river (Cause), and due to that people in the region get sick (Effect). So the core problem is the **pollution of the river and poor health conditions of the local population**.

The desired change targets the health of people (their health conditions should **CHANGE**). However the actions to do so should address the cause (the pollution). One could also provide medical care to people BUT is this eliminating the cause of their sickness or just tackling the symptoms?

The core question is what do you want to CHANGE? (A detailed explanation of how to deduce objectives from Effects can be found under SQ3 when going into the detailed planning process).

III. Why must the problem be addressed on a cross-border basis?[4]

It is important to decide whether or not a *cross-border* approach to addressing a particular problem or problems of the Cross-border Territory would bring 'added value' beyond what could be accomplished by responses that were delivered independently by actors on one or both sides of the

[4] BECK, TAILLON, RIHM; *Impact Assessment Toolkit for Cross-Border Cooperation*, Centre for Cross-Border Studies & Euro-Institut Publication, October 2011

border. At each stage of the Cross-border Impact Assessment process, consideration should be given to whether there are additional benefits to be gained through cross-border cooperation.

It may be that a cross-border approach would make possible:

- addressing specific problems associated with the border, or;
- addressing issues of a cross-border nature that could not or would not have been effectively addressed within one or both jurisdictions separately, or
- opening up a potential given by associating forces linked to the specificity of each of the sub-territories
- widening a field of action
- etc.

Working on a collaborative, cross-border basis should result in synergies at the level of the Cross-border Territory that demonstrate an outlook that goes beyond local, regional or even national interests. The programme/project objectives should be better achieved at the level of the Cross-border Territory than if the jurisdictions acted separately and need clear political support from the different border territories. Is the Cross-border Territory the most appropriate level of intervention?

The proposed activities should have a **greater effect** at the level of the Cross-border Territory than would be the case if the jurisdictions acted separately.

These effects might be directly related to the specific objectives of the programme/project, or ***could be additional benefits*** *(expected or unexpected)* ***arising specifically from the process of cooperation*****.**

Cooperation and partnership based on mutual exchange of experiences should produce real interaction that promotes the achievement of shared objectives and **lead to a final result that differs qualitatively from the sum of activities undertaken at the level of the two jurisdictions.**

REMEMBER: Your project will have to demonstrate *how effective* it was in terms of cross-border cooperation, and *what the benefits were* from employing a cross-border approach. *What indicators will you set to provide evidence for this?*

> **"The specific added value of territorial cooperation programmes is mainly related to the creation of networks of cooperation set up to achieve a common objective."**
>
> *Study on Indicators for Monitoring Transnational and Interregional Cooperation Programmes, INTERACT Programme Secretariat*

What improved or additional social, economic or environmental impacts are expected to be achieved by using a cross-border approach?

- people or organisations develop **relationships** with each other that would not have occurred otherwise
- **new ways of working** or more intensive collaboration than would otherwise be the case
- greater **cross-border mobility** of people for a wide variety of social, cultural or economic reasons

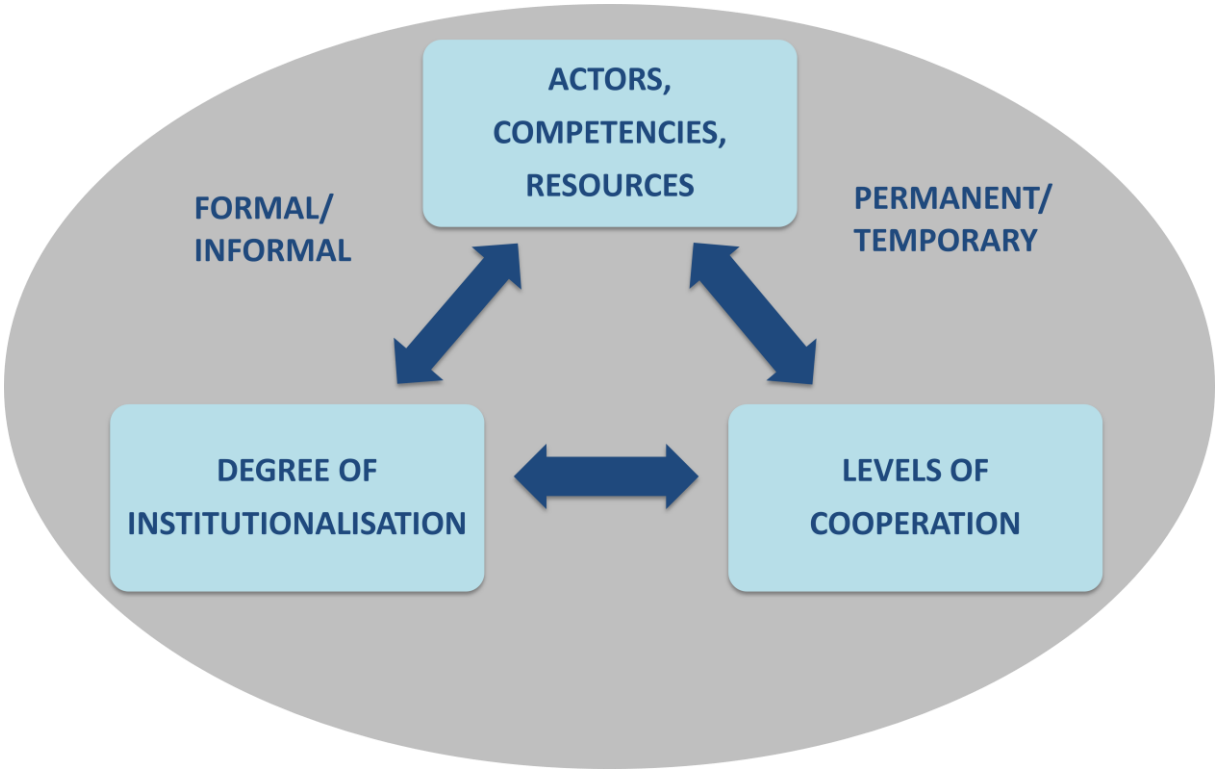
IV. Reflect on the dimensions of cross-border cooperation – the right degree and level of quality and institutionalization

In general we can distinguish three cooperation dimensions of cross border initiatives:

- **Actors, Competencies and Resources engaged in a project**
- **Levels of Cooperation of an intervention**
- **Degree of Institutionalization of an intervention**

Each cross-border intervention is asked to identify the right degree of cooperation in each dimension. The key is to find the best combination to address the problem/unused potential that your project seeks to tackle with the concrete actions that you want to undertake.

Guiding Questions:
What is needed to realize these actions and to exploit the results of your activities?
Who needs to be on board? How do you need to frame your actions?
What is the right level of ambition to start with?
What effort will it take to establish a certain level of integration? Is it Proportionate?
How do you construct the dimension – Permanent/Temporary? Formal/Informal?



It is important to ensure that the project will engage all the appropriate actors at the appropriate level:

- National, regional authorities
- Elected representatives
- Private Sector
- Vulnerable Groups
- Experts
- Community representatives / voluntary organisations /NGOs

ACTORS, COMPETENCIES, RESOURCES

DEGREE OF INSTITUTIONALISATION

It is important to be clear about the possible degrees of institutionalisation and to capture the cooperation impacts that are realised over the course of the intervention.

- Project-level cooperation
- Exchanges of information and experience
- Networks
- Joint development and management
- Integrated management
- Joint operations (development, financing, implementation, staffing)
- Fully-integrated transnational programme management systems
- Single regulatory bodies
- Legislation and regulation
- Single data monitoring and recording systems

LEVELS OF COOPERATION

6. **Implementation**: Joint implementation of actions, efficient joint management, fulfilment of requirements by each partner.
5. **Decision**: Binding commitment of partners, partnership agreements.
4. **Strategy/Planning**: Defining joint objectives and developing concrete actions.
3. **Coordination/Representation**: Creating a joint partnership structure, first allocation of functions and roles.
2. **Information**: Developing (targeted) exchange of information, building basic cooperation structures and trust, shaping cooperation ideas.
1. **Meeting**: Getting to know each other, learning about motivation, interests, needs, skills, expectations, cultural and structural aspects.

Joachim Beck, Technical Project Management Handbook, INTERACT 2004

GUIDING QUESTIONS	**Needs assessment and problem analysis** ➔ What analysis of the situation has been done by each partner? ➔ Which methods and analytical tools have been used? ➔ Which criteria have been chosen and according to which systems of reference? ➔ How has the problem been identified? And by whom? ➔ How did each partner understand the problem? Is there a gap in the respective perceptions of the problem? If so, which? ➔ Are there different perceptions of problems? ➔ How did the partners define a common problem? ➔ Are there specific concepts linked to certain problems (e.g. a certain problem-solving approach that is recommended)?
METHODOLOGICAL TIPS AND CREATIVITY TECHNIQUES	**Problem Tree Method**
PEDAGOGICAL HINTS	This step is significant as it facilitates the creation of a group dynamic. The trainer must be careful not to overlook its importance because it is the basis of the group's functioning and therefore of the success of the training. Each of the suggested activities should be preceded by a thorough definition of the instructions. These explanations must be accurate so that the trainees can quickly understand what the trainer expects of them. In this first training module, it is very important to involve the trainee. Indeed, he/she must first take ownership of the topic, identify the other trainees and integrate the group which is about to be formed. Start this module by a first round of introductions to increase commitment. Participants should introduce themselves, explain their function and the projects they (will) manage. Participants should then write their expectations and concrete issues on cards. Trainer groups then pin them on a board in accordance with the modules to be covered over the course of the training.

INTERCULTURAL BOX

Intercultural challenges for the stakeholders related to the project definition phase: At this stage of the project, the main challenge for the stakeholders is the discovery of each other's social and cultural environment. Concretely the main steps to be achieved are the following :

- to acknowledge and accept that the cultural environment of the partner might be

different

- to recognize how s/he differs from their partner
- to learn how to present his/her own social and cultural (working) environment in a way that the partner can understand, i.e. from the partner's perspective
- to build together with the partner a common understanding (description) of the potential / problems of the cross-border region

Tips and Tricks for the facilitation of the intercultural process – at this stage of the project **it is important to:**

- Get to know each other (at personal and professional level)
- Get to know each other's working reality
- Foster awareness of differences that might exist, of the intercultural dimension and of the intercultural learning process

Activity :

Ask stakeholders to adopt the position of an anthropologist

1. Note objectively everything they observe (especially at the partner's place) in terms of organisation of space, meeting management, organisation of thoughts, problem-solving solutions, time management, relationship, hierarchy, etc.
2. In a second step compare what has been written with what they would have in their own culture / environment
3. Check and question the partner about his/her strategy and assumptions

Module 2: Establishing the Cross-Border Partnership

The establishment phase of the partnership is probably the most difficult in a cross-border project. It underpins the basis of the project's implementation and determines the future good functioning of the project team.

The establishment of a successful partnership involves taking into account the culture and sensitivities of the cross border territory. By managing to accomplish this integrated perspective the project team will be able to reconcile differing perceptions, developing fruitful problem-solving approaches to address a common challenge.

Actors need to know each other before building together and, for that, often go through the following consecutive phases:
Reciprocal knowledge -> confrontation -> recognition -> alliance or even research of integration

Building on this process a phase of joint acquisition/sharing of knowledge and acknowledgement of the relevance of the territories will follow, anchored by the following guidelines:

- anchorage in the local reality and professional, pragmatic approach,
- global project and not just a collection of achievements without any link between them, territory project, local development plan, pre-eminence of the concept of integrated territorial projects,
- research and mobilization of financial and human resources;
- consideration of the national territorial stakes and of the political balance of power.

After the analysis of the territory it's necessary in this module to**:**

I. Reflect on the final composition of the cross-border project partnership i.e. **the PROJECT TEAM**, giving practical advice as to what to consider in this crucial formation process.

II. Reflect on the MODE OF PARTNERSHIP

III. ANALYSE THE STAKEHOLDERS, who is involved, interested or affected by the project.

I. The Project Team

Once partners are identified, it is **necessary to get to know them in appropriate detail**: their skills, their professional and institutional environment, how they work, and their decision-making process. Conversely, it is also important to clarify your own functioning to partners. It's on the basis of these exchanges that a relationship of **trust** between partners can be built and consolidated which is decisive for the successful implementation of the cross-border project.

The key to avoid misunderstandings is TRANSPARENCY in all interactions between partners. This implies a mode of communication where partners openly ask/tell what they need to know/explain. Team members are advised to put their views on the table to be able to recognise the differences and identify appropriate problem-solving approaches for fruitful cooperation.

Potential points that should be clarified/understood among the team are: legal structure, inter-dependencies/state of play with other actors, political project holders, scope of action, geographical

scope, organization, skills, decision-making processes, funding, working method, number of persons working in the department, in the structure, interest / experience in cross-border field, etc.

The first contacts between stakeholders are crucial as they represent the moments when a partnership is built up (or, if what is being highlighted here is not properly taken into account, they can instead become moments where that partnership is undermined). Therefore, the objective is to establish a relationship of trust based on the knowledge of the other. It requires a certain degree of patience because it will be necessary to properly clarify one's own functioning, because things that are obvious for certain people won't necessarily be obvious for the others on the other side of the border.

This phase will enable the overcoming of certain prejudices or stereotypes.

Food for thought... STEREOTYPING

The action of stereotyping "describes the tendency to immediately assign positive or negative characteristics to a person. The attribution of these characteristics occurs through generalizations. The person is not primarily seen as an individual but as part of a group. Common characteristics are assigned to this group on the basis of prejudices, expectations and assumptions. Thence, entirely erroneous judgments arise." (BÜRGI, LEZZI, WASSENBERG, Intercultural Competence, Sauerländer Bildung, 2002). Prejudice is an attitude comprising an assessment regarding a particular social group.

To sum up, it is important to...

... Clarify one's own functioning

- Describing the national, regional and local administrative organization of your country in a simple way.
- Explaining the skills, responsibilities and interactions of the different administrative levels.
- Describing the rules and procedures of your own organization.
- Explaining your role, functions, your position. Describing your mission and activities.

... And understand the functioning of the partners

- Understanding the political and administrative organization of the neighbour, their organisational and legal constraints
- Identifying and complying with the rules and the culture of your partners.
- Describing the range of rules and procedures that may be encountered in other organizations.
- Complying with the rules and procedures of different partner organizations.
- Analysing the competencies, skills, resources, level of experience
- Past experience of CBC? What was the relationship of partners?
- What level of trust and mutual understanding has already been reached?

Food for thought... THE MEETING – WHAT TO DO?

Cross-border meetings are a crucial step for any form of cooperation. They represent a unique opportunity to gather a maximum of information on the professional context of the partner(s), to understand their perspective, to reach a shared understanding of the problem as well as to discuss and negotiate possible common solutions. Given the number of parameters that differ from one partner to another in relation to a given problem, the meeting should allow those present to explore and clarify the divergences from one country to another, to create an area of shared knowledge and mutual trust and to develop a willingness to cooperate.

At the intersection of political-administrative and cultural systems, the cross-border meeting enables the definition of an area and a common work frame with an agreed mode of communication (often multilingual) which as a new social context has to be explicit: there is no common reference and thus no possible assumptions cane be made. In a multicultural context, even the obvious must become transparent to all, be clarified and explained.

The cross-border meeting should be seen as an open process that offers the range of partners a unique opportunity to learn together and from one another or exchange ideas and experiences to create a mixed and bi-cultural (even tri-cultural) environment, which in the end will give everyone a "cross-border added value."

So, here are some elements for optimum management of cross-border meetings

- ***Negotiating with the partner***
  Work approaches
  Contents

- ***Defining methods of functioning***
  Alternation in the meeting places
  Lead or mixed co-lead
  Involving all stakeholders at all stages
  Accepting to “lose control” over the project

- ***Defining a set of communication rules***
  Working language(s)
  Terminology used for the common work
  Codes and rituals (official title or name)
  Formality of communication

- ***Specifying the obvious facts***
  Clear work frame and clear way of working
  Specifying the context and frame of the meeting (language, time, purpose, agenda)
  Agreeing on communication rules

Terms of the report (type, language, etc.).
Introducing oneself exhaustively
Confirming or revising the agenda

- ***Facilitating exchange and dialogue: regulating discussion and ensure*** ...

  To let everyone express himself
  The understanding of all
  To regularly synthesize and reformulate
  To refocus the discussion
  To redefine the questioning
  To take any intervention into account
  To turn potential conflicts into a constructive dialogue
  To offer tools for communication in bilingual contexts

- ***Transforming potential conflicts into dialogue***

  Regulating conflicts
  Clarifying / bringing someone to explain the source of disagreement
  Identifying and explaining the diverging logics
  Maintaining a climate of trust and mutual respect

- ***A key role: the facilitator***

  S/He should facilitate the exchange process, assist in the definition (and the pursuit) of common objectives
  S/He is neutral
  S/He masters all languages in presence
  S/He knows the resemblances and mismatches
  S/He knows the problem
  S/He knows the cultural differences in presence and helps to highlight them
  S/He encourages a process of mutual adaptation leading to new solutions
  S/He can locate the cultural mismatch in a historical perspective

- ***Language and Communication***

  Simple case: Everyone can express himself; Everyone can understand
  But take care in noting the different perceptions and representations
  What can be said / what shouldn't – or even mustn't – be said
  The role of writing
  The speaking rules
  The intonation, the look, the gesture
  The worth and meaning of "yes" and "no"
  Managing conflict

- ***Multiple languages***
  Simultaneous, consecutive, occasional translation
  Meeting in two languages
  The audio-visual aid to illustrate and help understanding
  For everyone's convenience, avoid acronyms, abbreviations
  The jokes, the asides

A good meeting should include

An **invitation letter** with:

- The purpose of the meeting and the agenda
- A time frame (suitable to all participants)
- List of participants
- The working language
- Eventually preparatory documents

A **moderator** of the meeting, who is in charge of

- Giving the floor and making sure everybody understands the purpose of the discussion
- Summing up the contents of the discussion, the diverging or converging points of view
- Making clear where the discussion should end (exchange of views, decision making, clarifications, etc.) and allowing discussions to come to an end
- Regularly giving a short synthesis of where we stand in the discussion
- Managing time and making sure the points on the agenda are tackled
- Concluding the meeting with a recall of all the decisions taken (or state of progress of the decision process), tasks, next steps, clarification of the further working process and eventually the date of the next meeting
- Recalling the modality of the report

The moderator is not the translator of the meeting nor the one who takes notes of the meeting

A report of the meeting including

- The purpose of the meeting
- The date, place and time
- The list of participants and their function (noting any apologies for absence)
- The results, decisions (state of progress of decision making process)
- Questions that remain open

And the report should be validated by all participants

II. The Mode of Partnership

Beyond the elements related to identification of the partner and the cross-border meeting, it is important to keep in mind the functioning of the partnership itself. The rules should be negotiated among all partners. The project leader has to ensure that project rules are clearly defined, suitable for all and respected by all partners:

- methods of functioning,
- communication rules,
- working methods,
- working languages,
- conduct of meetings
- individual roles and responsibilities
- resources contributions/allocations (divided into Personal/ Subsistence / Equipment and other costs)
- Ethics.

It may be that in other cases this happens as a matter of routine, in which these things are settled as people work together. **However, to be able to define these aspects, the activities need to be clear**. Moreover, the documentation of the various aspects is more likely to be contained within a formal Partnership Agreement/Declaration, a charter or a formal bilateral contract. **This is usually the case for most funders.**

The rules of the internal functioning of the partnership can be divided into operational and political/strategic functioning. During the project life-time the cross-border project manager should contribute to compliance of the agreed functioning with the following actions (where some of these actions may be relevant to transnational projects):

➢ *in terms of project management*

- Designing an organizational framework of the project management
- Proposing working methods which optimize the participation of partners
- Identifying and describing a work method to achieve the project's objectives
- Monitoring the effectiveness of work methods and adjusting them
- Sharing responsibilities between the project partners
- Defining the roles and responsibilities of the structures
- Negotiating the operational plan of the project with the partners
- Obtaining the partners' agreement on results, timelines and the project work modalities
- Estimating the volume of work corresponding to each activity
- Bringing into line the productions based on the chosen work method
- Readjusting the role of a partner with regard to the needs
- Establishing procedures of problem detection and problem-solving
- Reconciling the differences in functional positions or of hierarchy
- Defining the structures of the project with the partners

It is important that the project manager maintains a significant degree of flexibility: it is necessary to manage the uncertainty that exists on both the technical and cultural levels.

- *in terms of internal and external communication*

  - Seeking an effective solution concerning the language used in the partnership (simultaneous translation, everyone speaks their own language and understands the language of the other, possibility of using a common language, a third language, etc.).
  - Establishing communication, meeting and monitoring procedures
  - Defining with the partners the modalities of communication for the project
  - Defining what can be communicated, to whom, when and how
  - Defining rules for the communication of the project or of exchanges
  - Raising awareness of those who might support the project (lobbying)
  - Gathering information meant for intermediaries
  - Organizing communication and managing meetings or cross-border exchanges
  - Using different communication tools
  - Verifying the effectiveness of the communication system
  - Identifying those who best are able to communicate with the media
  - Communicating with the press (interviews, articles, etc.)
  - Choosing the relevant media in relation to the objectives and recipients

- *in terms of partnership management*

  - Planning and supervising the organization of a cross-border or international meeting
  - Deciding the frequency, the dates and meeting locations with the partners
  - Informing the partners about the meeting modalities
  - Organizing the logistics of the meetings (arrival, meals, lodging)
  - Preparing an agenda, supports and written accounts
  - Assessing the need for the presence of one's local authority
  - Defining the level of representation of the local authority
  - In appropriate cases, speaking, reading and / or writing one or more foreign languages at the required level
  - Adapting one's message to a foreign interlocutor
  - Writing accounts on each meeting in the relevant languages and pass them on to the partners
  - Organizing the network of partners to ensure the bonds between the structures

Managing a partnership also means taking into account the status and level of influence of each partner. These elements will be particularly important for relations between the various partners in their understanding of each other or of specific situations. They will also be useful to the project manager to facilitate decision-making: s/he will have to identify the persons mandated to make the decisions.

III. The Stakeholders

In parallel to the formation of the partnership it's necessary to review the stakeholders who are involved, interested or affected by the project. Who are the decision makers, influencers, actors, beneficiaries? Who has an interest/conflict of interest? What are the relationships between them?

The first step is the **identification** of all the **concerned actors**. It is then necessary to understand whether these actors/institutions know and interact with each other, the kind of relationships they have, if they are organized in networks - and all of this on each side of the border. It is of particular interest if they are already engaged in CB work.

This review will enable the project team to identify (additional) partners/strategic supporters. The degree of their incorporation can vary from case to case. Certain degrees of cooperation are:

In order to make this diagnosis, the project manager will have to avoid searching for an exact counterpart. The temptation is to think that there is a person on the other side of the border that has exactly the same skills, working in a similar structure, but this is rarely the case. To fall into this temptation is to look for institutional or functional parallels without trying to understand the diversity of power structures between two neighbouring countries. And this is the second issue: the project manager must also understand the functioning of each other's culture as well as their political and administrative organization.

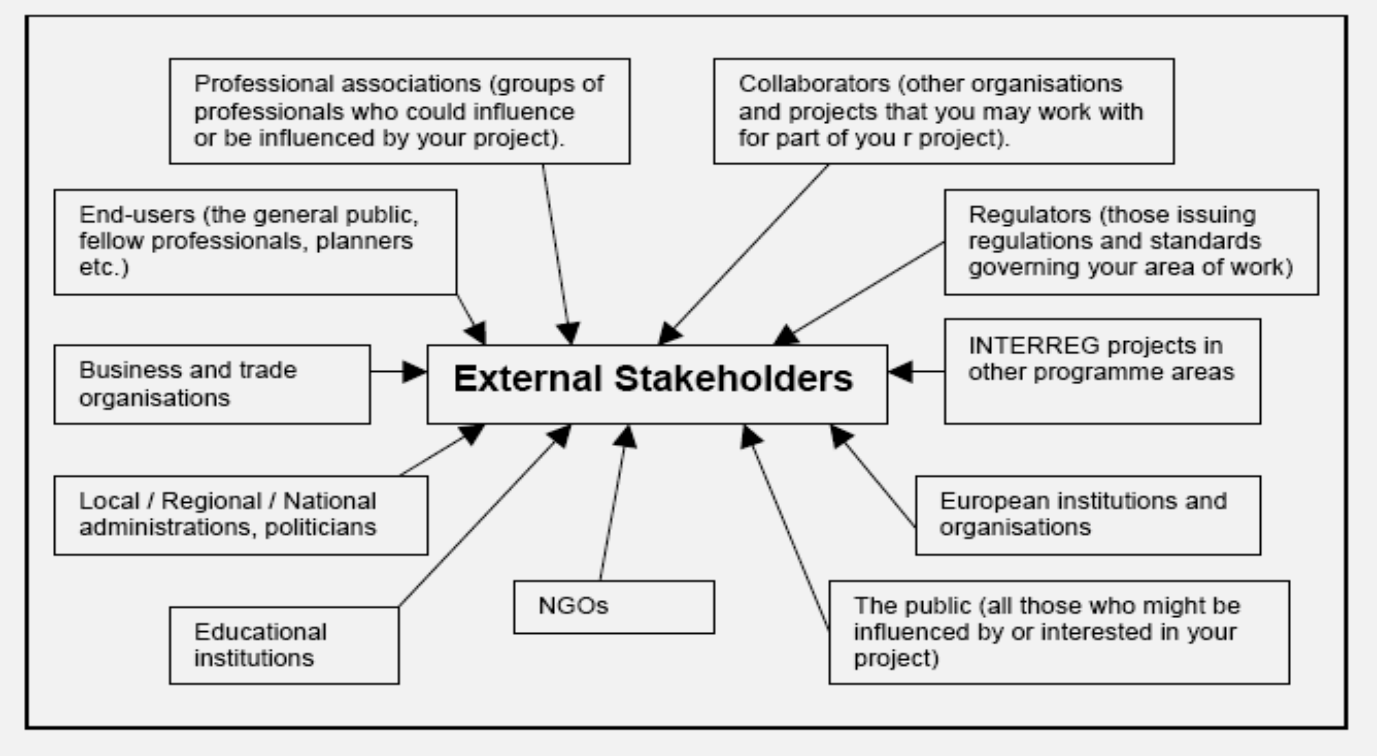
A few elements that can help future project managers in their analysis of the stakeholders:

How to list organizations, people and skills?

- Identifying the relevant factors and issues for organizations that may be involved as well as the target audiences.
- Identifying and associating the internal and external skills likely to participate in the definition of the project.
- Identifying organizations and individuals who possess the means and know-how relevant for the approach.
- Analysing the nature of relationships and activities, and their respective roles.

How to identify partners?

- Defining the profile of potential partners, taking into account the fact that the exact counterpart doesn't exist (or very rarely).
- Identifying, locating and selecting the resources necessary for the search and analysis of partners.
- Using information sources (publications and databases).
- Searching and synthesizing information on potential abilities of partners (type of organization, financial and human resources, etc.).
- Identifying decision-makers.
- Identifying formal and informal internal networks.
- Complying with the procedures and rules for external relations and diplomacy.
- Choosing and convincing potential partners.



Territorial Cooperation Project Management Handbook (DRAFT), INTERACT 2007

GUIDING QUESTIONS	**The partnership & stakeholder engagement** ➔ Which actors from which country have been involved in the project? ➔ Where were the actors coming from (public or private sector, association, citizen initiative, etc.)? ➔ How have they been identified? ➔ How directly has each of them been involved in the project? ➔ How is the institutional and professional environment of each partner organized? ➔ Which are the differences and similarities between the different environments (functioning, practice, hierarchy, sharing up of competences, internal organization, etc.)? ➔ Are there general (Cultural) differences in identifying/engaging stakeholders?
METHODOLOGICAL TIPS AND CREATIVITY TECHNIQUES	Generating a group dynamic Steering and sculpting/modeling cooperation

INTERCULTURAL BOX

Intercultural challenges for stakeholders in the phase of establishing the partnership and finding the partners

- Accept the mismatch of competences and find the necessary partners for the project
- Understand the structure and functional organisation of partners' organisation(s)
- Present your own system, administration, department to your partners in a way that they can understand

Tips and Tricks for the facilitation of the intercultural process: at this stage of the project, the difference of the partner is not only a vague feeling of something different, but the partners should grasp and better understand the partners' environment.

Activity:
Changing perspective: A & B are future partners coming from different cultures.
They work in tandem:
1. A present presents his/her own working environment to B
2. B presents the working environment of A to the whole group

Working at the partner's place: sometimes a short stay in the partners' administration, department or organisation gives more information about the system and functional organisation than any longer presentation.

Module 3: Planning a Cross-Border Project

Within this module the main task is to **evaluate alternative policy approaches** and **elaborate concrete actions** that address the causes of the problem that the project wants to tackle!

In parallel these actions should **mirror the objectives of the project**. **The key question is, whether the intended interventions are able to enforce the desired change?**

In doing so practical **organisational challenges** need to be addressed that often occur in the planning of cross-border cooperation projects. These organizational issues are crucial. It's necessary to permanently combine the programming of actions and collective thinking to create the conditions of unity which will carry the project.

Thus, **everyone's relation to time** is an essential element in this module. Time is experienced and perceived differently from one country/culture to another. The way we comprehend time influences the way we plan and conversely, good planning depends largely on how we manage our time. Therefore, it is necessary that the cross-border project manager knows and is able to identify these different perceptions in order to better manage her/his team or partners.

Module 3 will address the following core points of cross-border project planning:

I. Setting Objectives
II. Identifying Policy Approaches (Policy-Option-Matrix), & Defining Concrete Actions
III. Time Management Issues and attitudes, planning Buffers etc.
IV. Identifying potential funding sources / ensuring consistency with funder's criteria
V. Financial Planning / Management
VI. Legal structures & statutes
VII. 'Soft alternatives': Contracts, Memorandums of Understanding, Partnership Agreements & charters
VIII. The process of Agreeing:
    - management structures,
    - organisational logistics,
    - conflict resolution procedures
    - communications plan
    - reporting plan
IX. The value of a third party facilitator - like TEIN

An inherent part of a thought-out project plan is also the design of a monitoring and evaluation framework in order to mirror the project performance and control the project workflow. Guidance on how to identify intended/unintended impacts, set appropriate indicators and how to translate them into a monitoring and evaluation framework will be given in **Module 5 'Assessing the Project'.**

I. Setting Objectives

Project partners need to have a clear and shared understanding of the purpose of their project and what needs to change. To arrive at these findings it is necessary to base them on evidence through a sound baseline analysis as introduced in module 1.

The core question is **WHAT CHANGE ARE WE TRYING TO ACHIEVE**? And how does this **CHANGE** look like?

What is the social, economic or environmental change you collectively hope to achieve?
(NOT what you intend to do about the problem!)

Setting objectives: What do you want to *CHANGE*?

DO !

The Question is:

What do you want to CHANGE?

DON`T !

Be tempted to define actions & instruments as the project objective(s)!

Practical Example:
You want to provide training for socially and economically excluded people with disabilities, in order to enable them to participate in daily life!

RIGHT: The Objective is to alleviate the social and economic exclusion and increase the living and working conditions of people with disabilities

Keep it clear and simple!
Go back to your Core Problem and the effects to define good objectives!

WRONG: The Objective is to provide training for socially and economically excluded people with disabilities

Training isn't the objective!

It is an action taken in order to tackle the Problem!

In parallel we have to ensure that all definitions express the views and understandings of all involved partners, necessary for the successful implementation of the project. This means we must come to a **COMMON PERCEPTION** of the Cross-Border Problem.

To do so we would like to come back to the joint problem identification and the PROBLEM TREE METHOD. What we need to do is, to:

- **Define General Objectives according to the core Problem**
- **Define Specific Objectives according to the negative Effects of the Problem Tree**

Since this is exactly the negative situation that we want to change with our project for a certain territory and a certain target group, the proper *cross-border* definition of these objectives will provide a solid and robust basis for keeping the project on track.

The objectives should be as **SMART** as possible i.e.

S **Specific:** Objectives should be precise and concrete enough not to be open to differing interpretations. They must be understood similarly by all.

M **Measurable:** Objectives should define a desired future state in measurable terms, so that it is possible to verify whether the objective has been achieved or not. Such objectives are either quantifiable or based on a combination of description (qualitative) and numeric indicators.

A **Achievable:** If objectives and target levels are to influence behaviour, those who are responsible for them must be able to achieve them.

R **Realistic:** Objectives and target levels should be ambitious – setting an objective that only reflects the current level of achievement is not useful – but they should also be realistic so that those responsible see them as meaningful.

T **Time-dependent:** Objectives and target levels remain vague if they are not related to a fixed date or time period.

At the same time we need to make sure that the specific objectives create two crucial links:

- First of all the specific objectives need to be linked to the concrete actions that the project wants to undertake.
- Secondly, they need to be linked to the causes of a problem that they want to eliminate.

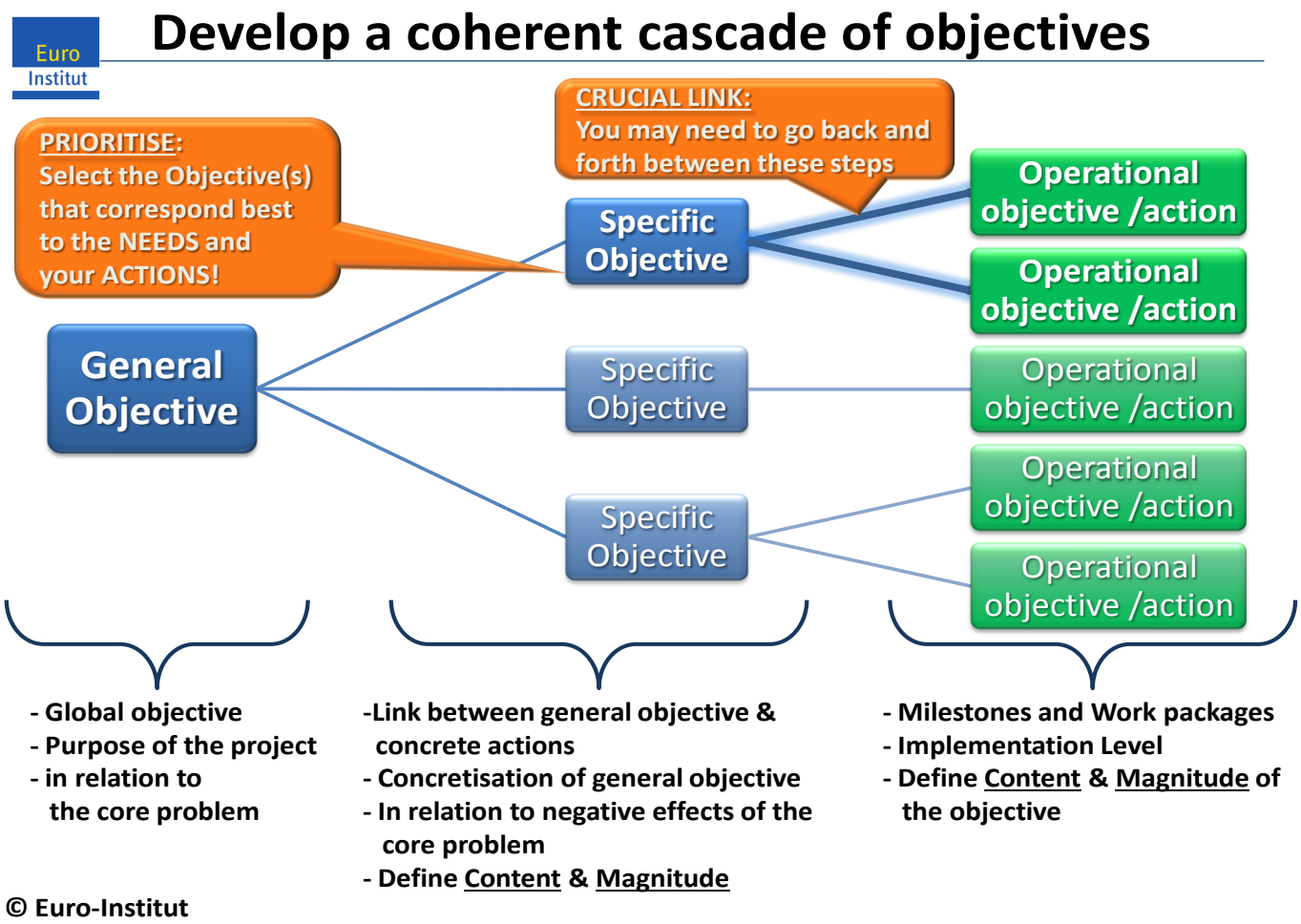
This tension between '**problem <-> objective <-> action'** is exactly what often makes the definition of objectives difficult.

However, it becomes easier when we know what logic links them together. Both the objectives and the actions are linked to the problem. The objective wants to describe how this problem is going to change, whereas the actions define the measures that will be undertaken to tackle the causes of a problem.

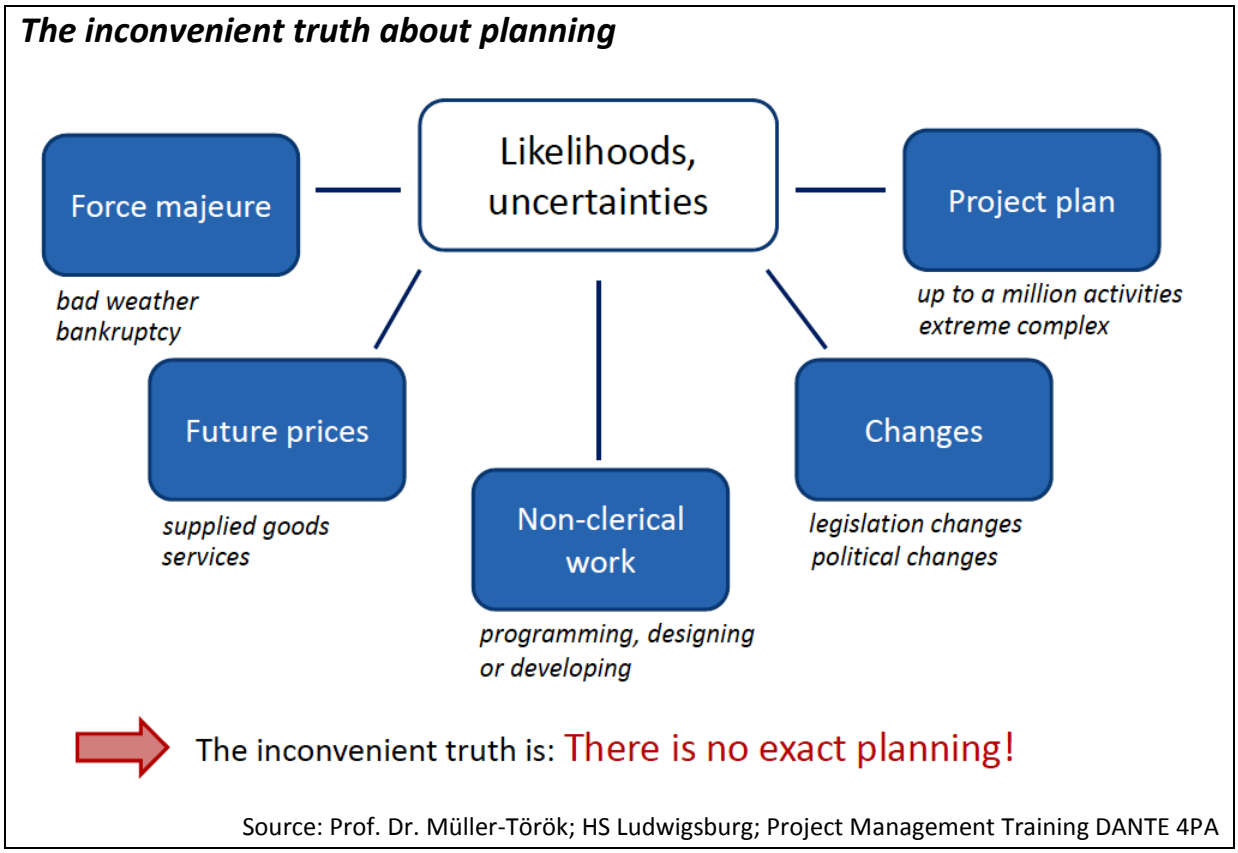
A good definition of objectives comes from two sides:

The core problem → helps to derive the **general objective**.
What unsatisfactory situation will change due to your project?

The concrete actions → help to define **specific objectives**.
What specific objective do I want to achieve with a certain action in my project?



Define the objectives to be as specific as possible and monitor them during the project. Are they still feasible? In a non-static project environment you may find it necessary to revise and fine-tune certain specific objectives during implementation.



Ensure clarity of all partners during all project stages!

The objectives should reflect the level of ambition of your proposed project intervention.

Please prioritise and select the specific objectives <u>your project</u> will work to achieve.

Please emphasise and articulate the <u>added-value for the cross-border territory</u>.

Are objectives clearly addressing identified regional needs? Do they meet the challenges? Are they coherent?

KEEP THE LOGICAL CHAIN / INTERVENTION LOGIC VALID!

I.e. Keep the link to the identified Problem and to the intended actions!

II. Identifying Policy Approaches (Policy-Option-Matrix), & Defining Concrete Actions

Within this section it is essential to identify potential policy approaches to address a certain problem i.e. the causes for a certain problem and to choose within the next step the concrete and most promising actions that are (a) tackling the heart of a problem and (b) the project team is able to undertake.

Therefore we refer back to the **PROBLEM TREE METHOD** introduced in SQ1. Based on the identified causes of a problem/unused potential, it is now the task of project members to 'translate' those causes into concrete measures.

HOW WILL THE PROBLEM BE TACKELD?

Identify realistic policy approaches according to the causes of the Core Problem!

Choose the most efficient and effective instrument(s)/Actions to make each option work!

Choose the most effective cross-border project approach for YOUR PROJECT!

AN EXAMPLE OF POLICY APPROACHES AND INSTRUMENTS/ACTIONS

IDENTIFIED PROBLEM	POLICY APPROACH	POLICY INSTRUMENTS/ ACTIONS	PROPORTIONALITY
High unemployment	Measures to up-skill workforce Job creation Supports to the unemployed	Training programmes Incentives to business Welfare benefits	Appropriate level of intervention • Administrative/Legal barriers Right actors involved • Competencies • Resources Quality of Cooperation • Degrees of Institutionalisation • Levels of Cooperation

Make sure that the actions are proportionate! What does this mean?

A 'proportionate' intervention means that there is a balance or correspondence between the magnitude of the problem to be addressed and the amount of resources required to have a reasonable chance to successfully address that problem. There are three interlinked elements to determining whether the proposed intervention is proportionate:

1. Ensuring that **a cross-border approach is the appropriate level of intervention** -- *taking into account the administrative and legal barriers that might prevent or constrain the effectiveness of the intervention.*

2. Ensuring that **the right actors are involved** and whether or not they have the **necessary competencies and sufficient resources**; and

3. Determining the **quality of cooperation**: does the cross-border integration (level of cross-border cooperation and degree of institutionalisation) reflect the expected investment of time, material and human resources – both in terms of delivery of the intervention and its impacts?

How to go about this?

Consider what general policy approaches might be an effective intervention addressing the causes of the core problem.

- **Test the proportionality of different policy instruments/ actions**
- **Use the policy approach matrix → Apply the general policy approaches to the causes of the core problem that you have identified**

Policy approaches should be clearly related both to the causes of the problem and to the objectives, *and* be proportionate.

KEEP THE LOGICAL CHAIN / INTERVENTION LOGIC VALID!

THE POLICY OPTION MATRIX

Being a (public/semi-public) actor of cross-border cooperation means you have certain competencies, knowledge and experiences that will enable you to carry out certain activities.

However, there are certain similarities between all kinds of actors regardless of their actual field of activity, their organisations and their region etc. If we take this to another level, we can find basically a **limited set of policy approaches that could be adopted**. This list of approaches is provided in the left-hand column in the table below (Policy Approach Matrix). On the other hand we have identified certain causes that are the reason for the concrete problem. To open our 'black box' and think creatively of actions that we could undertake, we can apply the policy approaches to each cause.

How to do it? A Practical Example:

Core Problem: there is a polluted river in the cross-border area due to illegal waste dumping of several companies and private households. Main Causes for that are:

- the lack of surveillance
- the lack of awareness of citizens and companies of biodiversity
- the uncoordinated regulation of the riverscape

- ….

Each of these causes can now be introduced into the matrix, asking:

- What capacity building approach could address this cause…?
- What infrastructure approach could address this cause….?
- What research approach could address this cause….?
- What information providing approach could address this cause?
- …….

METHOD: POLICY APPROACH MATRIX!

CAUSES OF THE PROBLEM / CB POLICY APPROACH	Cause 1	Cause 2	Cause …
Building capacity / developing human resources – e.g. education and training programmes	Concrete Instruments / Actions	…	…
Creating or developing infrastructure	….		…
Research and innovation			…
Providing information (statistics, monitoring, exchange of good practices)		…	…
Financial supports and incentives (e.g. grants to businesses or community projects, social welfare payments)	…	…	

Apply the Approaches !

'SHOPPING LIST' of Policy Approaches

By doing so, you will get a list of general actions that could be undertaken.

Within the next step you should ask yourself:

- ➔ **which actions are most promising?**
- ➔ **which actions are most feasible for you?**
- ➔ **who do you need to engage (cf. Stakeholder Analysis!)?, and**

➔ **how could you combine potential actions to have an effective problem solving package – addressing the heart of a cross-border problem!**

III. Time Management Issues and attitudes, planning Buffers etc.

There are two types of cultural relations to time: the monochronic and the polychronic. "In monochronic cultures people make one thing at a time and then go on to the next. [...] Time is conceived as a line on which events follow each other. Strict planning and respect of deadlines are crucial. In polychronic cultures, several activities are started in parallel. Planning and deadlines are managed with flexibility. [...] It is not necessary to do everything as quickly as possible. The depth of contacts and relationships are more important, the personal involvement, emotions. Polychronic planning is therefore a planning in motion. The schedules of due dates lose their absolute nature and are constantly adapted to changing circumstances" (BÜRGI, LEZZI, WASSENBERG, Intercultural Competence, Sauerländer Bildung, 2002).

It is also necessary to understand that an individual never completely sticks to pure cultural patterns but is rather used to act, work and handle things in a certain culturally defined way which, for him/her seems to be *normal, logical, self-evident and the only right way to do things*. Moreover, each individual also has his/her own personal characteristics and preferences within (or sometimes also on the margin of) the cultural reference system but also his/her own experience of other cultures and a motivation or a potential for adaptation, personal development and change.

The project manager will have to recognize the ways of functioning of the partners in order to find medial solutions in the planning of the project. To do this, the project manager will have not only to know how to work with project management tools but also how partners work and interpret them and to find common ways to work with common management tools: i.e. it is not enough to have a precise time line, partners have to know how much each partner sticks (can stick) to the schedule / deals with deadlines (is a deadline an indication of time or a strict date to which information should be sent?), what each partner needs to check in their own organisation before giving the information (formal procedure, hierarchical differences, stakeholder engagement), etc.

IV. Identifying potential funding sources / ensuring consistency with funder's criteria

The first step in fundraising is to make a list of funding opportunities, noting the variety of potential sources and types of resources.

Before beginning fundraising, check:

- that you know the project – and the organisation – inside out;
- that you believe in the project and are prepared to argue its case;
- to what extent you are prepared / authorised to adapt certain aspects of the project;
- that you have a list of everything needed to carry out the project and the resources made available by the organisation;
- that you have the support and agreement of the other partners in the project and the members of your organisation.

Programmes have goals which allow a framework to be set for the allocation of grants by specifying types of project (by objectives), application and selection procedures, maximum grant levels, the percentage of total cost and so on. Whether administered by (local or regional) governmental institutions / JS, there are programmes offering project finance in various sectors (by programme goals) and at different levels (local, regional, national and international) ; furthermore there are programmes structured as European Action programmes (e.g. Erasmus + programme, Horizon 2020, etc.) or European Territorial Cooperation (e.g. Interreg A, B, C, ESF or EFRD, Technical Assistance, etc.).

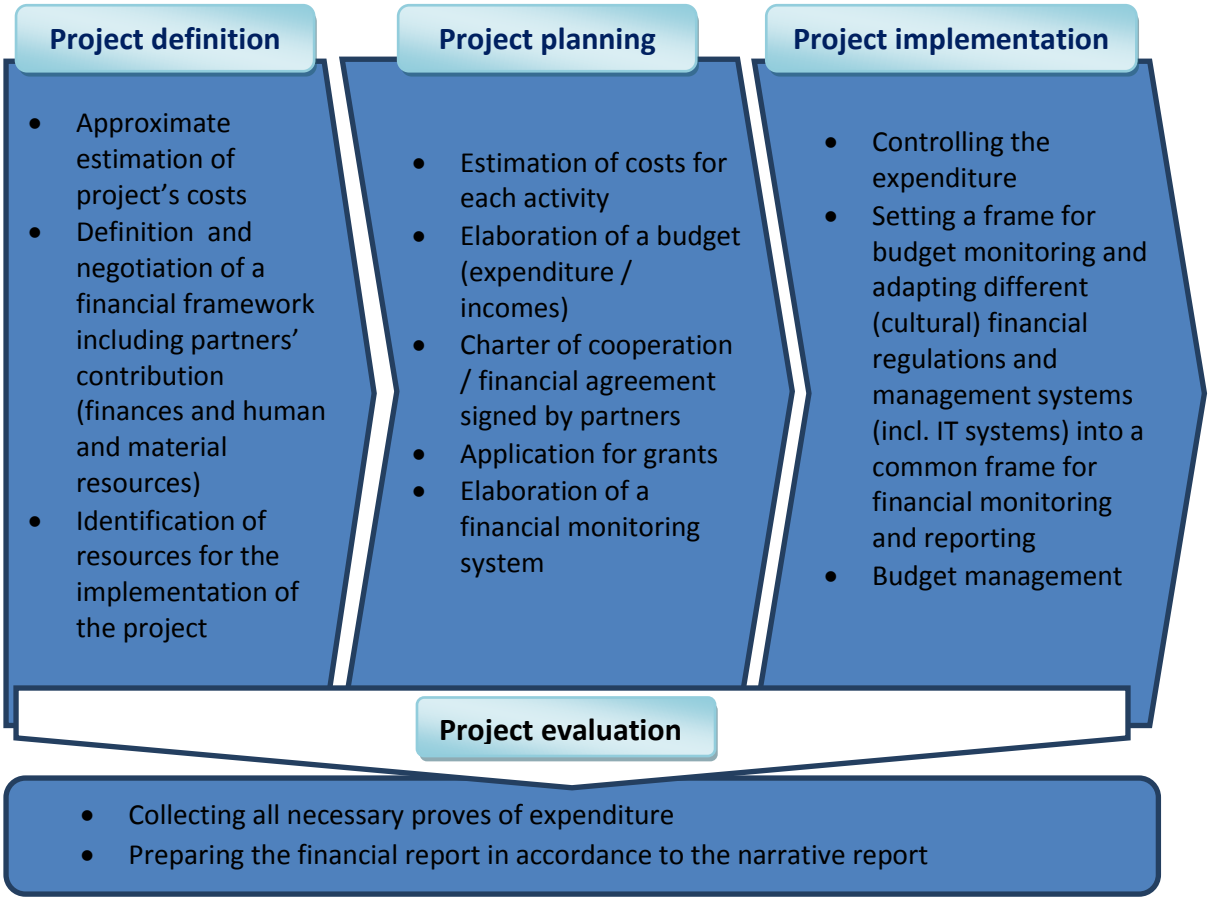
Try to identify all programmes likely to be compatible with your CBC project; before sending an application, make a systematic list of programmes which might provide funding. Consider the various topics / problems addressed by your project in a social, economic, environmental and cooperation

dimension, the level of activity (local, regional, national or international) and whether programmes are run by ministries, local authorities, Euro-regions, Euro-districts, etc.

Once you have drawn up a list of possible sources, you must select those programmes whose aims and objectives reflect the aims and objectives of your CBC project. Choose programmes operating in the same geographical area as your project.

V. Financial Planning / Management

Financial planning goes along with the project development; A first estimation, a budget envelop is defined during the project definition together with an approximate estimation of how much each partner is ready to put into the project development and realization. At this first stage a negotiation take place between the partner, where each define its contribution but also, somehow, his/her influence in the project development and identify potential sources of funding. The definition of the global envelop goes together with the identification of resources needed for the development of the project. Once the global envielop has been defined, the budget and costs can be thoroughly estimated. In the meantime the project leader has to set up a frame for financial monitoring:



As we have seen previously, the conceptualization of the project has already enabled us to assess the needs in terms of resources and to understand the different possibilities to link the project to a particular co-funding program. However, at this stage of project planning, it is important that partners can address this issue more thoroughly, establish a financing plan based on individual contributions and the resources necessary to carry out the project.

During the project's preparation and implementation, the project manager will be confronted with:

The management of national funding

The possible management of external funds

The management of possible European co-funding

The negotiation between partners and the establishment of a co-funding agreement

The cultural differences that exist concerning the relation to funding

Food for thought.... What the project manager needs to do in financial planning:

This stage of conceptualization should enable to assess costs with regard to the resources needed for the project. To do this, the project manager must, with the partners:

- Assess the needs of the project in financial, human, material and technological terms as well as in terms of calendar.
- Assess the needs and resources necessary to the execution of the project.
- Identify resources available for the project.
- Assess and argue the added value and the cost-benefit ratio of the project for the community.
- Measure financial, legal, political and other risks, even potential risks for participating in the project.
- Propose measures to minimize risks based on all uncertainties that have been identified.
- Negotiate the role and contribution of the partners.
- Underline each gap between needs and resources.
- Create a small financial planning team with the most affected actors and use their knowledge and experiences for a solid design.
- Contact the most affected parties and communicate your plans. This will create a feeling of openness and increase commitment
- Set up a financial monitoring scheme and introduce fixed dates

More practical aspects of sound financial management are outlined in the **INTERACT HANDBOOK on TERRITORIAL COOPERATION & PROJECT MANAGEMENT, 2007**.

Below you can find Eight essential tips for avoiding financial management problems:

1. Set up separate accounts for project funds. Or at least ensure that every partners' accounting system can clearly separate project costs. Control visits have sometimes revealed that this basic requirement is missing. When this is the case, there is no evidence for which costs have been assigned to the project or why. The probable result is that large parts of the

expenditure involved will be judged ineligible.

2. Involve partner finance managers from the start. Organisations have their own financial management systems and procedures. All partners need to check that these comply with programme requirements and the systems can deliver the evidence that is needed.

3. Secure the audit trail. All partners must keep all invoices. Supporting documents are also needed such as timesheets for part-time staff and calculations of overhead costs. If these documents are missing, the costs involved will not be accepted.

4. Keep your filing up to date and find out what to file. Control visits typically have to be announced only two weeks in advance. You should make sure that you always have all documents available. Commonly missing documents are contracts and evidence of public procurement procedures. If you cannot provide these documents, it will be assumed that you have not followed the rules.

5. Find out what the national public procurement thresholds are in each partner country. Put basically, public procurement rules require that public organisations request offers for providing services and products. They are designed to promote a free and open market and give value for money. There are three values that generally need to be considered. Very small contracts do not need to be tendered. Larger contracts can be the subject of a limited tender, whereby a smaller number of offers are requested. Large contracts must be the subject of a full public tender with strict rules and procedures. 'Small' and 'large' are relative terms here: There are enormous differences between countries in the threshold values (the amount of the contract that determines which tender procedure needs to be used). In some countries, full public tendering is required for very small amounts and project managers should be aware of the delays this will cause. You must respect the threshold values and the relevant rules - you cannot divide contracts into smaller jobs to get around these rules. If you award a contract for products or services, you must be able to prove that you used the right tender procedure. These documents are often missing and the most common reason is that partners say they did not know anyone else who could do the job involved. This is not an acceptable reason and the full value of the contract will probably be judged ineligible.

6. Only carry out activities in the eligible area. In future programmes there will be some flexibility on this rule and all projects should find out how their programme interprets it. Regardless of the programme interpretation, activities outside the eligible area need to be included in the application. If they are not, projects must get programme approval before carrying out these activities or they will be ineligible. This also applies, for example, to travelling to conferences and seminars outside the eligible area.

7. Avoid grey areas. There is sometimes a temptation to bend the rules or misinterpret programme advice. Again, if in doubt, ask – and accept the guidance that is given. Programmes are understandably harsh on projects that have deliberately ignored the rules.

8. Only report real costs directly related to implementation of the project. You must be able to demonstrate that all of the costs reported were actually incurred and paid out and were necessary for implementing the project. Any costs that do not fit these criteria will probably

	be treated as fraud and result in serious action. **Source:** **INTERACT HANDBOOK on TERRITORIAL COOPERATION & PROJECT MANAGEMENT, 2007**.

Intercultural issues focus on relation to money and budget management, the priority given to budget in the decision to develop or not the project, the financial capacity of the partners, and last but not least on negotiation skills, which are nothing else than a specific form of communication skills.

The case below analysis and illustrates an intercultural situation related to the issue of cross-border project funding," published in the "Intercultural guide for the moderation of cross-border meetings":

"The cognitive and affective issues of the participants" ("What do the others think?"):

Case study at the French – German border

A steering group, whose members are appointed by the national institutions, meets regularly to discuss various aspects and steps of a cross-border project. Participants are nominated by their respective governments in Germany and France. On the agenda of a meeting we find the following point: each partner should take a stand on a proposal for an Interreg III project, which opens new financing options. A German delegate took the floor and sets out "the position of the State of Baden-Württemberg" He stressed that the available resources are very limited. Each of the participating French representatives present the position of his government and stressed the interest in the existing proposal.
On the issue of financing the French representatives explain that a solution would be found in the course, when the project is further developed. The German representatives will not extend beyond the current stage of project development, as long as the issue of funding is unclear. The situation controls indicate a blockage.

- *German point of view:* the French are not able to coordinate themselves in order to speak with one voice, and it seems that there hasn't been any consultation beforehand and that the meeting hasn't been prepared. The French definitely have no sense of reality: how do they imagine carrying out a project if the funding issue is not clarified? Moreover, the available budget is the decisive factor which will determine the scale of the project. This is the question to focus on.
- *French point of view:* Germans side together and it is not possible to have a discussion. This is definitely a high-handed country where the collective prevails: it is a pity not to have access to the opinion of all members of the Committee, this would enable us to explore the potentials of such a project, even to consider a common strategy. The Germans are apparently stuck in budget cuts and are hesitant about the idea of embarking on such a project, although such a promising idea, highlighting the synergies between our different departments, could certainly be funded.

Interpretation perspectives:

A) The meeting is blocked by a <u>first major opposition</u>:

- The Germans speak with one voice: for them, the meeting aims at a consensus between the

two delegations. To facilitate the process, they come with a single point of view and expect a parallel attitude from the partner delegation. The consensus culture is very present here.

- For the French, it is necessary to highlight the different points of view on the issue. At this stage of the project, it is the culture of “dissensus” which prevails; the diversity of views does not affect the idea of a common project in any way, it rather enriches it.

B) Second major opposition: Germans and French have undoubtedly a different idea of and approach to the project:

- *For the French:* the project is the concrete realization of an idea through maximum use of resources and means ("project" refers to "projection", and thus to an improvement, to the action of going beyond something which already exists). In the development phase, creativity plays an important role and the divergence of views must be expressed before any financial reference. It is through this discussion that the two groups can compete, but at the same time meet, know and recognize each other. The economic dimension is spontaneously put aside and will be addressed later.
- *For the Germans:* the meeting is seen in a pragmatic way; the economic reference is direct and spontaneous: the material aspects are closely linked to the definition of the objectives, from the beginning of the development phase of the project. Good management of economic and practical aspects guarantees the success of the project.

C) An additional third difficulty will prevent the project from succeeding:

Also, it became apparent that the various representatives of the Committee did not have the same degree of competence nor the same decision-making powers.

Pragmatic consequences for the cooperation between departments:

Two consequences:

- Before organizing a meeting for a bi-national committee, the participants’ actual competence, their actual decision-making power, their flexibility should be ascertained. Indeed, decision-making processes and the distribution of competences are often different from one country to another. Do the members have decision-making autonomy or are they just participating to explore or even to develop something that will be submitted to external decision-makers anyway? In this case, it would be important to clarify this point for the participants who are unaware of this factor.
- The participants of the meeting should first have access to the necessary information about the exact state in which the project is in and the type of stage that will be addressed in this meeting. However, this will not always suffice because this information may be interpreted differently in each national culture.

The study of this situation will therefore enable participants to ask the following key questions:

- When is it necessary to talk about finances?
- What relations do partners have in relation to the budget?
- Who is empowered to talk about finances?
- Who can decide?

Content

The tasks of the project manager concerning the budgetary aspects correspond to the following points:

- Ensuring that each partner describes the accounting system of their local authority
- Apportioning the budget between the partners as well as specifying the accounting rules and eligible expenditures
- Developing and managing a multi-partner budget
- Ensuring the transposition of the budget of a project in the bookkeeping of each partner
- Agreeing on the contractual requirements of local partner authorities and those of financiers
- Applying, where appropriate, the rules for accounting of a project funded by a European program
- Checking with the accounts departments that the demands of the local authority as well as of the financier are satisfied
- Explaining the accounting rules and requirements specific to the project
- Keeping the accounts of the project
- Putting accounts in the appropriate form
- Writing a balance sheet
- Collecting and controlling the documentary evidences
- Negotiating the terms of sub-contracts with partners
- Including all important details in the sub-contracts (responsibilities, written accounts and financial requirements)
- Collecting or providing the necessary documentary evidences to control the financiers
- Controlling the nature and the correctness of the documentary evidences

These tasks continue throughout the duration of the project.

It is also worth noticing that in most cases the partners ensure a balance of funding on both sides of the border. This balance can be achieved using different keys of distribution (population, global budget of the structure, etc.). However, we need to be aware of the fact that some projects are funded mainly by one or the other party. The key is that the partners agree on a scheme. In the case of an imbalance in terms of funding, the project manager should ensure that the involvement of all partners remains the same and that the collective interest is maintained during the decision-making.

VI. Legal structures & statutes

The question of the legal structure of a project is often a source of considerable debate between the partners. There are several possible cross-border structures as shown in the table below. Care must be taken not to "burden" the project with a legal structure if it's not necessarily required: cross-

border cooperation needs flexibility; it must be able to move between two different legal systems in order to (re)adapt the project to the circumstances and needs.

The table below identifies the different legal structures available in the area of the Upper Rhine, at the French-German border. It also lists the advantages and disadvantages of each one of them and gives some practical examples. The project manager can use this work to identify the possible various options at his/her own border and see the relevance of one or another in relation to a given project.

Legal structure[5]	Legal basis
Non-registered association	* Alsace-Lorraine: articles 26 to 53 from the French General Code of Territorial Authorities * Germany: articles 21 to 77 from the German Civil Code
Registered association	* Alsace-Lorraine: articles 55 to 79 from the French General Code of Territorial Authorities * Germany: articles 21 to 79 from the German Civil Code
European Economic Interest Grouping (EEIG)	EEC Regulation n° 2137/85 of the 25th of July 1985
Public Interest Grouping (PIG)	* Law of the 6th of February 1992 concerning the territorial administration of the French state (title IV) * Decree of the 27th of March 1993 * See the French Minister of the Interior's circulars of the 16th of June 1994 and the 20th of April 2001
Local society of mixed economy (LSME)	* Law of the 6th of February 1992 concerning the territorial administration of the French state * « Solidarity & urban renewal » law of the 13th of December 2000 * Law for the modernization of the statute of Local societies of mixed economy of the 2nd of January 2002 * See the circular of the 20th of April 2001
Local Grouping of Cross-Border Cooperation (LGCBC)	* Articles 11 to 15 of the Karlsruhe agreement of the 23rd of January 1996 between France,

[5] In addition to the provided structures there is also the possibility to create a cross-border foundation. However this applies only in the context of French borders. An example doesn't exist yet.

European district	Germany, Switzerland and Luxemburg * French-Belgian agreement of the 16th of September 2002 * Law of the 13th of August 2004 concerning the local liberties and responsibilities (article 187) * See the implementing circular of the 10th of September 2004
European Grouping of Territorial Cooperation (EGTC) **The Euroregional Cooperation Grouping (ECG)**	* EU regulation establishing the EGTC, enforceable since the 1st of August 2007 * This structure was created by the 3rd additional protocol to the Madrid Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities. Signature of this protocol commenced in 2009 and it came into force on 1st March 2013 (1st May 2013 in the case of France). At 1st December 2013, five countries had ratified the protocol: France, Switzerland, Germany, Ukraine and Slovenia.

Legal structure	Advantages
Non-registered association	• Quick and easy setting-up method • Some formalism • Open organization • Open to legal entities of private law • Minimum legal security
Registered association	• Full legal capacity (= possibility to contract, to have a budget and capital, to employ its own staff, to benefit from public subsidies) • Flexible way of organizing • Legal members and third persons • Open organization
European Economic Interest Grouping (EEIG) **Public Interest Grouping (PIG)**	• Community status • Flexible controls • Some formalism • A state may accede to an EEIG • Specially created to serve as a basis for cross-border cooperation and management of

	INTERREG funds • Structure of public law with legal capacity • Open to legal entities of private law
Local society of mixed economy (LSME)	• Primarily a project management tool (to perform operations of construction or development, or to operate civil services with an industrial or commercial character, etc.) • The participation of local French and foreign authorities in the capital of the local society of mixed economy can be equal

Local Grouping of Cross-Border Cooperation (LGCBC)	• Instrument designed from a cross-border perspective
	• Public law entity with legal capacity and financial autonomy
	• Protection of foreign members' interests
	• Versatile tool:
	  ○ Coordination of decisions
	  ○ Realization and common management of facilities and civil services of common local interest (eg.: joint management of a system of urban transport, management of industrial areas, sewage treatment plant, garbage collection, creation of nursery schools and continuing training structures, etc.)
	• Local public institutions (hospitals, schools, office of tourism, etc.) can accede to it

European district	• The European district is the transposition into French law of the clauses of the Karlsruhe agreement relating to Local grouping of cross-border cooperation. Its advantages are the same as for the LGCBC
	• The European district has two additional advantages over the LGCBC:
	  ○ It can be created on all French borders
	  ○ A national public institution can accede to it.

European Grouping of Territorial Cooperation (EGTC)	• Legal capacity • A versatile tool:

The Euroregional Cooperation Grouping (ECG)	○ It can be set up for the management of programs co-funded by the EU as well as for the management of cross-border projects ○ It covers the entire spectrum of the transeuropean cooperation: cross-border, transnational and interregional cooperation. • Possible to create a legal person which manages the cross-border project on behalf of its members. • If the ECG is constituted of a piece of infrastructure or public facility, the ECG can become owner and operator of it on behalf of its members. • This legal instrument enables a partnership between state level and territorial entities on both sides of a border.

Legal structure	Disadvantages
Non-registered association	• Does not have legal capacity • Decisions are not binding on its members
Registered association	Private law statute: an association can't be appointed as a delegate for competences held by the member local authorities nor as a contracting authority.
European Economic Interest Grouping (EEIG)	• EEIG must have an economic purpose • Unlimited liability of its members • Private law statute: an association can't be appointed as a delegate for competences held by the member local authorities nor as a contracting authority.
Public Interest Grouping (PIG)	• Limited duration (4-6 years) • Multiple controls during its creation and its functioning • Limited object: the object must be defined in advance (eg. within the framework of a

	cooperation agreement)
	• Designed in a French national perspective:
	  ○ French local authorities must remain majority
	  ○ The French state may participate, but not foreign states

Local Grouping of Cross-Border Cooperation (LGCBC) **European district**	A LGCBC can only be created in the geographical scope of application of the Karlsruhe Agreement and of the French-Belgian agreement Can only be created on French territory
European Grouping of Territorial Cooperation (EGTC)	The regulation does not specify whether the EGTC is a system of public or private law
The Euroregional Cooperation Grouping (ECG)	• The legal regime for ECGs has not yet been stabilised. • No ECGs have yet been set up and those States that have ratified protocol No3 have to adopt implementing measures to incorporate the protocol into their domestic law. • Not flexible if established once. The adoptions of changes to the agreement and of substantive changes of the charter (which lead to changes of the agreement) require a fresh procedure of authorization by States which is identical to the procedure for setting up the ECG.

Legal structure	Examples
Association	• EuRegio SaarLorLuxRhin, called "EuRegio" (1995) • Association for the sustainable development of the territory of the trinational agglomeration Basel (2001)
European Economic Interest Grouping (EEIG)	• Very few cross-border EEIGs have been created. This scheme was chosen by default, in the absence of other structures enabling the carrying-out of the considered cross-

Public Interest Grouping (PIG) **Local society of mixed economy (LSME)** **Local Grouping of Cross-Border Cooperation (LGCBC)**	border projects. • EEIG Euro-Institute (1993-2003) • The PIG system brings strong constraints with it and therefore isn't often used. • PIG managing the INTERREG III A program for Western Saarland-Lorraine-Palatinate • ASME (Anonymous Society of Mixed Economy) of the science park of « la haute Borne » at the French-Belgian border (1997) * LGCBC as contracting authority structures: • LGCBC « Centre Hardt-Rhin supérieur » (1998) • LGCBC « Wissembourg-Bad-Bergzabern » (2001) * LGCBC as structures which carry out complex missions: • Euro-Institute (2003) • Regio PAMINA (2003)
European district **European Grouping of Territorial Cooperation (EGTC)** **The Euroregional Cooperation Grouping (ECG)**	A European district does not as yet exist • EGTC : Lille-Kortrijk-Tournai Eurometropolis (28.01.2008) • Several projects are underway in Europe • No ECGs have yet been set up and those States that have ratified protocol No3 have to adopt implementing measures to incorporate the protocol into their domestic law.

The planning of the project will enable the identification of the various stages of the project, and to define the role of all stakeholders. This phase is especially important for larger projects, such as the "Pôle Européen de Développement" (European Development Pole).

Once the solid foundations of the project have been settled, the phase of implementation and action can begin.

VII. 'Soft alternatives': Contracts, Memorandums of Understanding, Partnership Agreements & charters

Due to the complexity of CBC project soft alternatives are often easier and better adapted to keep a project management board together. At the beginning of a CBC project it might be more convenient and less demanding to "just" have a partnership agreement, contracts, charters or memorandum of understanding. By doing so, actors of CBC will ensure a natural evolution of cooperation without overloading the development of the project itself with reflexions and work on setting-up a legal structure.

VIII. The value of a third party facilitator - like a member of TEIN-organisation

Partners involved in the project are also representative stakeholders of their own party, organisation, structure. In this position it is not always easy to step out of the main interests of their own organisation in order to identify and focus on common goals. A third party facilitator, with experience in CBC projects, is an added value in the development of the project:

- S/he can concentrate on the cooperation process and can structure the work and communication in a way that each partner can contribute to a project
- S/he should ensure that the stakeholders are building together a common ground for the project
- S/he should have no other interest in the development of the project than the cross-border aspects and the project realization
- S/he commits him/her self to take equally into consideration the different perspectives and guarantee equal access to information and decision making processes
- S/he should help to move from a (cultural) perspective and point of view of the project's development to a third way solution agreeable to the different parties involved in the project
- S/he should have a thorough knowledge of the different cultures and systems and help stakeholders to find appropriate solutions
- S/he should have a guiding and coaching role, helping formally or informally stakeholders to learn about the partners, about themselves
- S/he should motivate the stakeholders when the situation seems to be stagnant
- S/he can act as a mediator in case of conflicts between stakeholders

GUIDING QUESTIONS	The development of the project idea
	➔ What is the share for each partner in the project? ➔ Do partners know enough about the context of the other to plan the project properly? E.g. knowledge about the national, regional and local administrative organization; skills, responsibilities and interactions of the different administrative levels;

	➔ Do partners know each other? Do partners understand the requirements/restrictions that 'the other side' has? E.g. political backing that needs to be ensured before further actions, legal obligations, financial abilities, institutional capacities, rules and procedures of the partner organization, ability to engage relevant target group etc. ➔ Did the partners create some decisional, operational, assessing structures, specifically for the cross-border project? If yes, what kind of structures and how do they work? ➔ How has the cooperation been made official? ➔ Is there the need to have a definite financial commitment (or at least a tender where partners can apply for) in an early development stage of the project (?) or is it also possible that partners consolidate their idea in a first phase and look then for funding opportunities? ➔ Is creativity appreciated during CB-team meetings in order to develop a common project idea or do partners tend to be just creative in their "own setting", coming to CB-meetings with fixed, double-checked project plans? **The objectives** ➔ Which long term aims and middle term objectives have been set? ➔ Could there be the possibility that terminologies are understood differently? ➔ Which operational objectives have been set? ➔ Which processes lead to the definition of the objectives, aims and actions? ➔ Are there different procedures to set objectives? E.g. need to engage higher hierarchies or not? **Assessing and choosing different options** ➔ Which actions have been planned? How? ➔ Which realizations have been planned? ➔ Have the partners defined a strategic action plan? Which partners exactly? How? ➔ Did the partners define common working methods? If yes, why? How? Which partners exactly made the decision? **The working methods** ➔ Do project partners prefer different kinds of working methods?

	E.g. certain preference/reluctances to use creative techniques, desk research, telephone conferences, consultations etc.? ➔ Is there consensus about certain working terminologies i.e. are things understood in the same way e.g. what does it mean to "prepare a concept"? ➔ Do partners have a common opinion when to meet where and how often? ➔ Do partners want to work "really jointly" or do they want to split each task, delegated to one party? Can they even work jointly or is there a stronger need to have 100% divided responsibilities for each task? ➔ Are CB-Team meetings understood as collective reflection and thinking rounds, leaving space for debates etc. or are they seen as pure decision making events where the consolidated opinion from 'each side' is presented? **Defining:** - **Work packages,** - **Roles and responsibilities** - **Timeframe and milestones** ➔ Have the partners decided to put an operational team in place for the implementation of the project? If yes, how have the members been chosen (profile, qualifications and specific skills, bi-national teams, etc.)? How have they been prepared and formed for cross-border work? How have they been supervised? Regarding which position (full-time or half-time job) and according to which labour legislation? How have they been recruited? ➔ Do the members have decision-making autonomy or are they just participating to explore or even to develop something that will be submitted to external decision-makers anyway? ➔ Have the tasks been shared up between the different partners? If yes, according to which methods? How has this sharing up of tasks been set and at which stage of the cooperation? ➔ Is there a clear division of roles and responsibilities – especially the question; who has the authority to give directives? ➔ How do the different actors match, considering the different cultural backgrounds? ➔ How has the timeframe been set by the partners? Have the partners had a different approach to time management? If yes,

	how has this been included in the setting of the timeframe? ➔ Which indicators have been chosen? How? According to which system(s)? **Finances and budget** ➔ How did the partners proceed to define funding opportunities? ➔ When is it necessary to talk about finances? ➔ Who is empowered to talk about finances? Who can decide? ➔ Did some partners bring some ideas with them, considering their potential former experience in cross-border project management? ➔ Did the partners adjust the project to the eligibility criteria of a specific funding program so as to have better chances to be co-financed? ➔ How has the financial planning for the project been undertaken? According to which systems? How have the budgetary estimates been done? ➔ How has the budget been divided up between the partners? And how did the negotiations go? At which stage of the project?
METHODOLOGICAL TIPS AND CREATIVITY TECHNIQUES	**Policy-Option Matrix**
PEDAGOGICAL HINTS	Trainers should present a sample of funding opportunities for cross-border cooperation with their region for the respective target group that is trained. E.g. INTERERG V A. Based on the concrete Operational Programme the functioning and pitfalls could be explained.

INTERCULTURAL BOX

Intercultural challenges for stakeholders in the phase of managing and planning the project:

Face the cultural differences in terms of time and communication management and accept the differences as such (or better as a strength)

Learn and understand the behaviour of the partner

Tips and tricks for the facilitation of the intercultural process: this phase is often the phase where stakeholders reach their own limits of acceptance of differences and where conflicts arise. This is also the phase where they employ a facilitator / mediator if they had none before

At this stage, it is important to reduce the expectations in terms of results and to give space to

process, communication and mediation and to celebrate and recall the common objectives, the benefit of working together, the added-value of cooperation. This is probably the phase where creative approaches will be needed to find new ways of working together and where it might be important to foster positive and constructive attitudes.

Module 4: The implementation of a cross-border project

This phase marks the realization of the project and puts the partnership to the test. During this phase, the project manager will have to find a balance between **results**, which must conform to the ambitions of the project; the **interest of the group**, because the **working atmosphere** must contribute to the performance of the group; and the **personality** of each individual within the partnership, because the individual shouldn't fade in comparison to the group and conversely the group shouldn't be ousted by an individual (BÜRGI, LEZZI, WASSENBERG, Intercultural Competence, Sauerländer Bildung, 2002).

The project manager is in a key position to facilitate and enable productive interaction. Aspects that need to be considered and balanced are manifold. They could be related to *technical*, *content* or *personal* matters like:

- organisation & monitoring of work packages & project activities,
- controlling the work flow in line with the project objectives, the agreed rule of functioning and the developed operational plan
- arrange appropriate divisions of work – i.e. design and put in place an organization for the implementation of the project, according to the skills identified among the partners
- Safeguarding work capacities of team members in accordance to identified needs,
- Assess the (additional) needs in training (project management, intercultural communication, etc.) to ensure a successful collaboration
- ongoing project administration and reporting,
- continuous check of compliance with funding criteria,
- moderating the partnership, preparing and leading team meetings,
- Capitalize and communicate experiences and value achievements,
- accompanying interpersonal & intercultural dynamics and intervening if necessary
- Etc.

The key competence needed in all aspects leading to a good project performance is the **ability to communicate in an effective manner** i.e. adapted towards the involved actors (project team, individual project members, stakeholders, funders, target group etc.), the given sources/rules and the institutional environment - both *internally* and *externally* (cf. Module 6, Nr. 4).

The project manager will have to lead the group, on the basis of the rules established during the planning phase (which may of course be adapted, by consensus, according to the requirements of the project or the needs of the partners themselves). This will allow her/him to prevent and avoid conflicts that might arise. **The project manager's aim is that the group can channel all its energy in fulfilling the tasks set by the project.** To do so two essential aspects will be examined closely:

I. Basics of the management of a team/individuals and the importance of project rules

II. Approaches how to set framework conditions for motivated CB project environment and knowledge how to deal with cultural differences in managing a cross-border project

I. Basics of a team/individual management and the importance of project rules

Managing people isn't always easy in a national context. In a cross-border context, the mission becomes even more complex due to some additional constraints. For example, it is rare that the staffs engaged in a project work 'physically' in the same place. They are often spread throughout the partner institutions on both sides of the border. Similarly, people who invest in the project often do this in addition to their usual missions; it is exceptional that the skill for a cross-border project is written down in an ordinary job description.

How to manage a team that is working in different organisational and cultural contexts? The CBC project manager will have to manage diversity and distance within its team: distance because the team members are not physically at the same place, which implies that face to face discussion, negotiation, decision making processes, exchange, etc. should take place within the 2 or 3 hours meeting or via IT-communication (e-mail communication, telephone, video-conference, platforms etc.). These restricted communication conditions add another specificity and challenge to CBC projects:

- Face to face dialogue and exchange (facilitating communication) is reduced to the meeting hours
- A lot of exchanges take place by written (also because of different language and the difficulty of distance communication in a foreign language)
- Written language "narrow down" communication to facts and figures, which might appear as very dry and abrupt way of communicating to people from other cultures, attached to relations and body language
- The importance and signification of written language in comparison to oral language might vary from culture to culture, and thus create additional misunderstandings
- The use, ability and competence to communicate through IT vary also from culture to culture and reinforce the non-access to information management within the project

The representation of when, where and who to inform, as well as access to information strategies might be different from culture to culture

Thus it is recommended to **clearly define the tasks, roles, processes and structures** as well as **rules** and **standards for working together** and to be explicit that all respective project partners and

(subsequently) the individuals engaged in the cross-border project need to comply with these rules. In an ideal case this definition is incorporated in a partnership contract/letter of intent/project manual on which the project manager and the respective team members can rely on/refer to. However one should be aware that each partner may have a different understanding of common rules and different representations of how the rules should be interpreted, or even how strict the rules should be applied.

This documentation can also help to overcome challenging particularities of cross-border projects like the combination of two national systems, the voluntary character of CBC and unclear/none existing hierarchy structures between team members and their institutions. If project staff have a clear documentation of obligations it is much easier to ensure sufficient capacities.

Thus the team is asked to define common project rules, clarify how these rules are enforced and what consequences will be put in place if the rules are violated. Obstacles which require a rule based intervention can be manifold - individual causes like insufficient staff and time resources, anti-social behaviour etc. or institutional/management causes like the lack of support, changing political goals, mistakes in project design.

At the end of the day there must be a culturally sensitive information management (taking into account that according to culture, there are various ways of giving / getting information) in order to make sure, everybody gets the information and everybody is able to participate and to contribute within the team and the framework defined for the common project.

Food for thought...
Ensuring fair play during project implementation – enforcing project rules

Anti-social behavior – what kind of behavior do we mean?

- Disregard of the project aim
- Disesteem of the project's time lines
- Single-handedly work without team consultancy
- Arbitrary covering of costs and invoices
- …

This list can be complemented by each individual project team, because some Do's and Don'ts heavily depend on cultural background etc.

How to avoid anti-social behavior?

Rationally

- Share the benefits (money!) fairly among those who helped to achieve the project goals
- Praise and share the recognition

Motivationally - psychologically

- Encouragement of team members
- Define one project responsible and the project hierarchy
- Install a reporting loop

- Communicate fairly
- Rather use “My team and me” or
- “Alexander, Paul and I achieved”
- than “I did” or “Me and my team worked
- on …”
- Focus the project result – point out benefits for all
- Ensure timelines through reporting loops
- Create a respectful team atmosphere
- LISTEN - THINK - SPEAK - ACT

Consequences when a member simply does not comply

I. Throw him/her out. It makes no sense that you keep her / him in your team

II. If you keep her/him, he/she will show everyone…
… just by his/her presence *that you have no authority*
… that *shirking has no consequences*
… that someone can *survive without complying to the rules*

III. If someone hinders you from firing a project team member …
- lay down the responsibility for the project
- do not continue without at least getting safeguarding from top level and the assurance that you are not responsible for the consequences etc.

Project Managers‘ Abilities

Project Management is **not only ratio-driven, but also a social process**!

“If you want to build a ship, don't drum up people together to collect wood and don't assign them tasks and work, but rather teach them to long for the endless immensity of the sea” ***Antoine de St.-Exupery***

The project manager must have **social and people skills** – strengthen them!

Ability to form a project TEAM out of individuals with different backgrounds, futures and abilities (“A tribe for a time given”)	Develop a feeling for and realise “hidden signals” of team members	A broad view on all issues of the project: facts and figures, team members, project environment

Source: Prof. Dr. Müller-Török; HS Ludwigsburg; Project Management Training DANTE4PA

II. How to set framework conditions for motivated environment

- How to deal with cultural differences in managing a cross-border project

The management styles the assumptions of what a manager should do differ widely depending on cultures. The position of the manager towards the rest of the team, the involvement of the

colleagues, the hierarchical distance, the statutes, the methods of decision-making are all topics that arouse diverse representations in different cultures.

The ideal management style does not exist; it will depend on the team members. What is essential is that the manager succeeds in channelling the team so that it can perform the tasks that will allow the completion of the project.

To do this, she/he will first have to **find ways to motivate people and to create commitment for a project.**

Key question is: How to motivate people and create commitment for a cross-border project?

Commitment is the individual bond of a person. Commitment itself can be linked to different reference points like a certain **task**, affiliation to a certain **team/organisation/project** or the relation towards a certain **product or a vision**.[6]

Moreover there are specific commitment-patterns between individuals and the respective reference point which can be distinguished in: **affective**, **normative** and **calculative** commitment. Plus a commitment-pattern that can be described as '**under constrained'** i.e. if an individual is forced or feels forced to do something.

This systematic perception allows the project manager and the involved organisations to identify different approaches/techniques to create commitment of project members in order to keep them motivated, willing to bring in their competences. The following paragraph outlines three general axis of commitment and applies them to the CB reality:

Affective commitment:

Affective commitment is based on a positive attitude towards the organisation and/or the job. It is based on affects and emotions like pride, happiness, sympathy and gratitude.

Affective commitment can result form a positive identification of a person with an organisation, a project, a certain product or good relations/friendship with colleagues/supervisors.

In a cross-border sense sustainable, trustworthy and resilient relations are a crucial condition for successful cooperation. Thus project managers are advised to facilitate active team building - especially when the project is about to embark i.e. after a rather inactive period of decision making between submission of an application and project start.

Likewise it's important to create an attractive working atmosphere; an open, well reflected and cooperative leadership style will certainly help.

Normative commitment:

[6] Gmür / Thommen, Human Resource Management, Strategien und Instrumente für Führungskräfte und das Personalmanagement, S.212 Versus Verlag AG, Zürich 2006

This pattern is characterised by the moral obligation of a person. The moral commitment can be related to a certain task, visions & values of an organisation or the relation to colleagues/supervisors.

The commitment is the outcome of socialization process in an organisation resulting in a loyalty.

Normative commitment is in-between affective commitment and forced situation. It can be described as following: A person feels forced to do something and is emotionally bound but this obligation is linked to a higher (moral) value.[7] However the magnitude of commitment depends on the integration of a person in a project/an organisation and the valued-added chain.

What does this mean for the engagement in a cross-border project? Remember: The starting point of any cross-border activity is an unused potential or a concrete problem in the cross-border territory that needs to be addressed on a common basis. Thus it is important to evoke this (higher) reasoning in order to strengthen the commitment. For a successful integration of a person in a project communication, valuation and acknowledgement are essential. Furthermore project managers are advised to transfer clear responsibilities to project partners which help to strengthen the normative commitment.

However it is crucial that the respective actors believe that the commitment is voluntary.[8]

Calculative commitment:

This commitment pattern is based considerations of advantages and disadvantages of an activity compared to alternatives. Calculative commitment is based on the assumption that disadvantages need to be accepted if the engagement in an organisation/a project is quitted.

The consideration itself can be related to monetary aspects but also to a certain prestige of work, career perspectives, stability/security of a position or freedom in carrying out these tasks.

In a cross-border background it is difficult to initiate motivational boost via direct financial incentives due to the fact that most task are funded by public sources. However there is still a lot that can be underlined in terms of attractiveness of cross-border project work. For example in terms of career perspectives i.e. the extraordinary context of work and the experiences that can be gained (beyond one's own nose)

Summing up there are no crystal-clear boundaries between the different commitment patterns. In practice there are often several aspects which create commitment. Whereas each pattern has its own mode of functioning like each individual has its own motives that can be addressed by a certain action. For cross-border project managers the first affective commitment can be seen as most promising. Affective Commitment is based on a fully free decision of the individual which results in a very strong commitment, motivation and loyalty. For all patterns it is essential to have a common

[7] Gmür / Thommen, Human Resource Management, Strategien und Instrumente für Führungskräfte und das Personalmanagement, S.212 Versus Verlag AG, Zürich 2006

[8] Klimecki / Gmür, Personalmanagement 3. Auflage, S.338 Lucius & Lucius Verlag Stuttgart 2005

understanding of the project aims, share the same level of information and be able to fully participate.

Coming back to the **cultural dimension** of CB project management it is recommended to adapt the management style to the individuals and the cultures engaged in the project in order to reach the best possible project results.

In doing so two practical preconditions need to be considered:

- First of all the project manager should ensure that there are no different levels of information within the project team and that there is no withholding of information between the different nationalities involved.
- Secondly the project manager should be aware that problem solving strategies are not the same in an interdisciplinary, cross national team. Many differences might occur not before the implementation phase i.e. during the performance on place and under stress. Thus She/he needs to monitor the work process closely, try to anticipate/understand the differences in an early phase and inform the group. Following that problem solving strategies can be elaborated jointly. Important: Different ways can lead to the desired goal! Judgement of one against the other approach is not helpful!

To achieve his mission, the project manager should adopt a management style that suits her/his culture and the culture of the people she/he has to manage. A range of parameters can be identified:

- Formal – Informal
- Hierarchical – Primus inter pares
- Advisory – Directing,
- Paternalistic – Individualistic,
- Oral – Written
- ...

The project manager must find her/his place on the different scales of these parameters. The cross-border project team management therefore calls for a high capacity of adaptive leadership.

The project manager should also:

Ensure the link between the partners:

- Keep time to assist the partners
- Inform partners of the nature and extent of the assistance that could be provided
- Assist partners in the field of information, advice, material aid and assistance
- Alert the partners in case of delays or other problems
- Assist partners in solving problems

(Re) adapt the planning:

- Redirect the project if necessary
- Adapt or reschedule certain parts of the project if necessary
- Negotiate, if necessary, a new sharing out of the tasks between the partners

- Assess and negotiate the budgetary consequences of the reorientation
- Communicate the contract amendments to the person in charge with the program (if we are within the framework of a project which is co-funded by a program)

Food for thoughts … How Well Do You Manage Diversity?

- Do you test your assumptions before acting on them?
- Do you believe there is only one right way of doing things, or that there are a number of valid ways that accomplish the same goal? Do you convey that to staff?
- Do you have honest relationships with each staff member you supervise? Are you comfortable with each of them? Do you know what motivates them, what their goals are, how they like to be recognized?
- Are you able to give negative feedback? And to someone who is culturally different from you?
- When you have open positions, do you insist on a diverse screening committee and make additional outreach efforts to ensure that a diverse pool of candidates has applied?
- When you hire a new employee, do you not only explain job responsibilities and expectations clearly, but orient the person to culture, organisations' culture and unwritten rules?
- Are you willing to listen to constructive feedback from your staff about ways to improve the work environment? Do you implement staff suggestions and acknowledge their contribution?
- How do you react when people in your team behave in ways that show disrespect for other team members, such as inappropriate jokes, prejudices and offensive terms?
- Do you make good faith efforts to meet your affirmative action goals? Do you ensure that assignments and opportunities for advancement are accessible to everyone?

GUIDING QUESTIONS	**Managing:** - **Partnership** - **Work packages and timeframe** - **Budget** - **Reporting** ➔ How has the communication between the cross-border structure and the original structures been organized? Has there been regular information exchange? If yes, how? ➔ Has the linguistic factor played an important role? ➔ How did the partners integrate the project in their daily non cross-border missions? ➔ How has the cooperation been accepted? ➔ Did you notice differences between the working methods of the partners? If yes, which differences? How did you manage to link the different methods?

	➔ Which difficulties did you face considering the gap between the different (cultural) systems (gap between the institutional systems, difficulties to understand the environment and administrative practices of the partner, etc.)? What did you learn thanks to this gap (discovering another system, others practices, mutual improvement)? ➔ Which strategies did you use to overcome issues? ➔ What has been the differential between the planned realizations and successfully completed realizations? ➔ Have there been adjustments? If yes, what kind of adjustments? At which stage have they been done? According to which method? How have these adjustments been negotiated between the partners? ➔ How has the cooperation / project been financed? With which sources? ➔ Have there been financial adjustments? If yes, which adjustments? Why? At which stage have they been done? How has the decision been made? ➔ Which management methods have been used? According to which system(s)? Why? How have the different managements systems been matched?

INTERCULTURAL BOX

Intercultural challenges for CBC project management in the phase of implementing the project

- Recruitment of staff
- Building a team, managing diversity, integrating differences and creating synergies
- Fostering communication, overcoming cultural bias (communication written / oral) in working together from a distance and in different languages
- Developing a clear frame for common action and staying flexible in order to integrate different perceptions and ways of doing – developing the own culture and a "cross-border project specific" identity
- Implementing a specific communication plan adapted to the different cultural specificities in the border region
- Tips & Tricks for the practical facilitation of the fourth module

See the box "how do you manage diversity"

Module 5: The assessment of a cross border project

Within module 1, 2, 3 a project manager should have answered the question:

Why do you need to do something on a cross-border basis?
What are you going to do? How are you going to do it?

Module 4 focused on the implementation as such and the question:

How to properly manage a CB team, what framework conditions need to be taken into account- how?

This 5th and last step concentrates on the assessment of a cross-border project. The following key questions needs to be answered:

What is the evidence for you're the desired change?
How do you want to measure it?

Therefore four aspects will be considered:

I. Identifying Expected Impacts
II. Developing Appropriate Indicators
III. Designing an Appropriate Monitoring and Evaluation Framework
IV. Assessment of the functioning of the project team and the ways of working

Please note that this module is closely interlinked with module three, the planning of a cross-border project. Depending on the analysis of the potential positive and negative impacts and the proportionality of the intervention required to achieve them, you may need to review your objectives.

I. Identifying Expected Impacts

Within the previous modules it has been defined what social, economic or environmental, cooperation change the project hopes to achieve (objectives section). The crucial question is now:

What Impacts do you expect to achieve?

Identify the expected Impact(s) of the planned intervention on the Cross-Border Territory, taking an integrated approach across the four pillars.
This means reflect on the impacts of your project initiative in each pillar.

Social Dimension	Economic Dimension	Environmental Dimension	Cooperation Dimension

- Identify the likely impacts in all four pillars (direct/indirect, intended/non-intended.
- Identify possible positive/negative side effects or interdependencies that may occur across more than one pillar.
- Think about whether the proposed intervention is proportionate to the intended impacts.
- Consider whether the impacts can be quantified.
- What are the risks and uncertainties?
- What are the most relevant impacts?
    - Why?
    - Who will be affected?

WHY WILL THEY MAKE A DIFFERENCE?

↳ **WITHIN A NEXT STEP YOU SHOULD SELECT AND PRIORITIES THE IMPACTS THAT YOUR PROJECT INTENDS TO ACHIEVE.**

The first step is to identify those impacts that are likely to occur as a consequence of implementing the policy approach. Some of those will be explicitly intended and are the objectives of the programme or project. Cross-Border Impact Assessment should go beyond the immediate and desired aspects (the direct effects) and take account of indirect effects such as side-effects, knock-on effects in other segments of the economy and crowding out or other offsetting effects in the relevant sector(s).

It is particularly important that you try to anticipate what impacts might come about as a result of the proposed interventions that are not specifically related to the objectives of the programme or project. Impacts can arise under any or all of the 'four pillars' irrespective of whether the planned objectives of the intervention are primarily categorised under only one pillar. The integrated approach will ensure that you capture the additional expected and unexpected impacts of cross border cooperation and the cooperation process itself.

Moreover you should ask yourself:

Is the INTERVENTION LOGIC coherent?

• What changes do you anticipate as a result of the planned policy instruments/actions?
• Will there be social, economic and environmental impacts?
• Will the cross-border intervention bring added value to these impacts?
• What cooperation impacts will result from the process of cooperation?

You should always try to identify who will be affected by the impacts and whether the impacts will be positive or negative on different social and economic groups. It may be necessary to change its design, or to introduce measures to mitigate the negative impacts. There may be distributional effects within a given group (e.g. between SMEs and larger companies or between low-income and

higher-income households). Finally, the impacts may differ between geographical areas or the two jurisdictions.

You should consider the many possible social, economic, environmental and cooperation impacts that could come about from the proposed intervention. Select the impacts that are most relevant to your overall objectives and explain why they are the most relevant. For the impacts selected,

- Consider whether the impact is qualitative or quantitative. If it is qualitative explain why quantification is not possible or proportionate.
- Consider both intended and unintended impacts.
- Identify direct and indirect impacts and how they occur.
- Consider the risks and uncertainties.
- Identify who is affected by these impacts and in what way. To whom will it make a difference?

'Shopping list of potential impacts'

To illustrate the impacts that might occur you can find below a generic overview:

Social impacts include changes that occur in relationships, social attitudes and behaviours, and the capacity of individuals or groups to participate in social, economic, political or cultural life.

Economic impacts include changes that occur in: business practices and productivity; markets and competition; trade and investment; infrastructure (e.g. transport, IT); research and innovation; income and employment levels

Environmental impacts include impacts on: climate; energy production and use; air, water and soil quality and resources; biodiversity, flora, fauna; rural and urban landscapes and streetscapes; land use; renewable and non-renewable resources; waste production, generation and recycling.

Cooperation Impacts: enhanced social, economic and environmental impacts as *a result of* cooperation; impacts (expected or unexpected) arising specifically from the *process of cooperation*. For example:

- new or enhanced relationships
- administrative, legislative or regulatory changes
- new structures - temporary or permanent; formal or informal.
- new monitoring and reporting arrangements / shared data bases
- harmonised regulations or legislation / shared enforcement procedures.
- existing policies co-ordinated or harmonised
- new shared policies developed in the framework of strategic objectives for the Territory.

II. Developing Appropriate Indicators

Having identified the impacts of your cross-border project the question is now:

How will you demonstrate what has been done and results and impacts achieved?

Choose and develop appropriate indicators that will provide evidence that your planned cross-border intervention will contribute to expected impacts.

- Define a chain of indicators that capture the intervention logic of your proposal – outputs – results – impacts
- Set realistic and proportionate targets for your indicators.
- Be sure to define indicators that capture the added value of cross-border cooperation across all four pillars.

REVIEW TO ENSURE THAT THE INDICATORS WILL CAPTURE THE MOST IMPORTANT SOCIAL, ECONOMIC, ENVIRONMENTAL AND COOPERATION IMPACTS ACROSS THE CROSS-BORDER TERRITORY

What is an indicator?
"An indicator can be defined as the measurement of an objective to be met, a resource mobilised, an effect obtained, a gauge of quality or a context variable. An indicator should be made up by a definition, a **VALUE** and a **MEASUREMENT UNIT**."
Territorial Cooperation Project Management Handbook (DRAFT), INTERACT 2007.

Indicators are measurable or tangible signs that something has been done (outputs) or that something has been achieved (results and impacts). Indicators can be either *qualitative or quantitative.* Neither is more or less valid, but quantitative indicators make it easier to compare the efficiency and effectiveness of the intervention with others aiming for similar objectives. Projects funded under EU programmes which enable cross-border projects (such as INTERREG A) will be required to choose some indicators from defined lists set out in an operational programme. This is necessary to ensure that Member States and the Commission can determine how, individually and collectively, the different funded projects are contributing to achieving the programme's objectives – and at the end of the day to the overall objectives of the EU e.g. EU2020 Strategy. Data from a number of projects can be aggregated and compared. A project's indicator system must be able to establish clear links to the relevant programme priority under which the project has applied.[9]

What is the point of indicators?
"The indicator targets set for a project define its level of ambition and achieving each of these

[9] BECK, TAILLON, RIHM; *Impact Assessment Toolkit for Cross-Border Cooperation*, Centre for Cross-Border Studies & Euro-Institut Publication, p.52 ff, October 2011

targets will mean meeting one of the success criteria for the project. Indicators should therefore allow project managers to monitor progress throughout implementation and warn them of the need for corrective action. They will also allow the project manager to say at the end of the project whether the original objectives have been achieved. *INTERACT http://www.interact-eu.net/*

The project level indicators that need to be defined can be quantitative or qualitative INTERACT suggests that although indicators "should be, by definition, quantitative", in some cases qualitative indicators could be beneficial. INTERACT's perspective favours the setting of indicator targets, to define a programme's or project's level of ambition. "Achieving each of these targets will require achieving one of the success criteria for the programme/project. Indicators should therefore allow monitoring of progress throughout implementation and warn us of the need for corrective action."[10]

Quantitative data refers to numbers (quantities). The data can be from a wide range of sources such as the results of surveys, numerical datasets or project records. Analysis usually takes the form of identifying patterns or trends and answers questions such as: How many? How often? Where? When?	**Qualitative data** more usually refers to experience, opinions or judgements of individuals or groups. It is information that cannot be measured or quantified. For example, qualitative data could be derived using techniques such as case studies, observation, interviews and focus groups. The data may be analysed by asking questions such as: Why? What? How?

Project managers/teams should note that positive implications of a project may be measurable if they are considered right from the beginning. What does that mean? Starting point of any intervention is a sound baseline analysis, providing knowledge on the scale magnitude of a existing problem or an unused potential in a certain territory/for a certain population – cf. Module 1. If there is sufficient information in place it is possible to compare the evolution of certain circumstances which can be traced back to the project actions. If there is no appropriate baseline information existing project actors need to think about possibilities to assess the status quo in order to track the changes. This applies in particular for qualitative data which is -by nature- more difficult to collect (e.g. attitudinal changes of participants in a CB project etc.). Of course this data collection should be proportionate the worth of having them. Applicable methods could be own surveys, questionnaires, special processed statistical information etc.

[10] Interact http://www.interact-eu.net

INTERACT has provided the following definitions for the different types of indicators:

Outputs = **products of activities**

- ***What has actually been produced for the money given to the project?***
- e.g. number of reports written, number of seminars held, kilometres of riverbed cleaned, number of innovation centres opened.

Results = **immediate advantages of activities**

- ***What are the benefits of funding the outputs?***
- e.g. number of regional policy changes, number of members of target group given additional training, percentage reduction of certain pollutants in a river system, number of new business start-ups.

Impacts = **sustainable long-term benefits of activities related to the project's objectives**

- ***Have the short-term benefits (the results) actually caused the desired improvements?***
- e.g. improved regional situation because of more effective policies, fall in number of long-term unemployed, increase in biodiversity, increased regional GDP.

Territorial Cooperation Project Management Handbook (DRAFT), INTERACT 2007.

Outputs and Results can usually be quantified. Impacts are more likely to be qualitative, although it may be possible to identify quantitative Impact Indicators.

- **Indicators must serve a clear *purpose*, i.e. measuring to what extent a programme or project has been properly implemented and its objectives achieved.**

- **In designing your monitoring and information system, it is important to be clear about *who* needs *what* information, and *when*.**

- **Another important factor in choosing your indicators is the ease with which data can be collected; *collecting data should not be more costly than the value of the information they provide.***

- ***Do not try to measure everything*** **– focus on a small number of results that reflect your objectives and the most important outputs that will deliver these results. The system of indicators should be manageable and useable.**

There is a growing consensus that result indicators are the most useful for monitoring transnational and interregional cooperation. Result indicators relate to the direct and immediate effect brought about by a programme or project on its direct beneficiaries. Impact indicators refer to the consequences of the programme beyond the immediate effects on its direct beneficiaries. Therefore their quantification occurs after a certain lapse of time – often possible only long after the termination of the programme or project.

The underlying strategy or Intervention Logic for the European Territorial Cooperation (ETC) programmes is the narrative description of the project at each level. It is essential to have coherence between the Intervention Logic and the Programme and Project indicators. This means that the indicators should reflect the level of ambition and be able to be linked to the programme level indicators. Moreover it is essential that the intervention logic is coherent i.e. that the likely links between input, outputs, results and impacts remain valid and actually taking place during the implementation.

The table below gives an example of the different types of indicators, related to the chain of impact.[11]

OUTPUTS **The products your project delivers**	**RESULTS** **The changes, benefits, short to medium term effects**	**IMPACTS** **The higher level or longer-term effects / changes**
Training course	**Participants who completed course/** **Participants achieving accredited qualification**	**Increased capacity within the target group on the subject**
Enterprise units constructed	**New jobs created** **New businesses established**	**Enhanced economic infrastructure**

REMEMBER
Is the INTERVENTION LOGIC coherent?

- **Do your indicators capture the most important Social, Economic, Environmental and Cooperation impacts?**
- **Check back: are your indicators consistent with the General and Specific Objectives?**

[11] BECK, TAILLON, RIHM; *Impact Assessment Toolkit for Cross-Border Cooperation*, Centre for Cross-Border Studies & Euro-Institut Publication, p.57, October 2011

- **Can these indicators be quantified? If not, what qualitative evidence can demonstrate that change has taken place?**
- **How will the *quality* of cross-border cooperation be captured?**

Food for Thought…. How to decide if an indicator is appropriate?

The European Commission's *Impact Assessment Guidelines* suggest that indicators should fulfi l the so-called **R.A.C.E.R.** criteria –

RELEVANT = closely linked to the objectives to be reached

- Are the indicators clearly linked to both EU and project objectives?
- Is the information to be collected really necessary? How will it be useful? Who will use it?
- Do the indicators capture the qualitative/intangible dimensions of cross border cooperation?
- Are there data available at the beginning of the project (so that it is possible to check at the end of the project what have changed)? Are the data compatible in the different cross-border area involved in the project?

ACCEPTED = by staff, stakeholders, and other users

- Will all stakeholders understand and accept the rationale for collecting this information?
- Will all stakeholders agree with meaning attributed to the indicator?

CREDIBLE = accessible to non-experts, unambiguous and easy to interpret

- Will the indicator provide information that will be understood in the same way by all potential users and considered objective and reliable?
- Are the data and data collection method transparent and reproducible?

EASY = feasible to monitor and collect data at reasonable cost

- Is the expense and effort required to collect, record and analyse the data
- proportional to the size of the project and the significance of the information collected?
- Is data easily available? Is it technically feasible to collect and record?

ROBUST = not easily manipulated

- Have the parameters of the indicator been clearly defined?
- Does it avoid double counting?
- Is the data available of sufficient quality?
- Are units of measurement consistent?
- Is the data reliable and accurate?

III. Designing an Appropriate Monitoring and Evaluation Framework

Now the project manager and the team should be clear on: (I) What impacts they expect to achieve and (II) How they will demonstrate what has been done.

The practical question is now: How to translate these findings into a useful monitoring and evaluation framework in order to accompany and assess the intervention? Especially since (cross-border) project management is not something static and a project plan is not something to be developed once and never looked at - but rather a fluent process and a tool.

HOW CAN RELEVANT DATA BE GENERATED AND COLLECTED?

- Identify what kind of data is needed to report on the defined indicators.
- Identify who has responsibility to generate and/or collect the data.
- Decide who is responsible for analysing the data.
- Decide the frequency and format of data collection and reporting.

Monitoring and evaluation enable you to assess the quality and impact of your work against your action plans and your strategic plan. It is essential that a Monitoring and Evaluation Framework is in place from the *inception* of the programme or project. The Monitoring and Evaluation Framework should set out a system for ensuring that the appropriate data, related to agreed indicators, is collected and reported upon. In designing your Monitoring and Evaluation Framework, think in terms of providing ***evidence*** that will demonstrate the ***effectiveness, efficiency*** and ***impacts*** of your project or programme.

- **Efficiency**: Are the results and impacts appropriate in relation to what you are putting into the project (staff time, equipment, financial and other resources)? *Are the inputs proportionate?*

- **Effectiveness**: to what *extent* has the project achieved its objectives?

- **Impact**: Has the programme or project *made a difference* to the problem?

Recognising the above, it is important to emphasise that evidence is not just about data or statistics, it is also about experience, judgement and expertise. Some of the most relevant and valuable information available will come from the front line of service delivery: for example, from customer surveys or from delivery partners highlighting what works and what doesn't work. Therefore, stakeholder consultation and engagement of delivery bodies is an essential part of the evidence gathering process.

Monitoring and evaluation arrangements, together with indicators, provide valuable information. They allow programme and project stakeholders to answer critical questions about the extent to which the intervention is achieving its objectives and why or why not this has been the case. The Impact Assessment, therefore, should outline what these arrangements will be and define core indicators for the specific objectives.

It is important to understand both the relationship between and the difference between Monitoring and Evaluation. [12]

Monitoring is an internal function that involves the systematic collection, reporting and analysis of information gathered over the course of the programme or project. It allows those with responsibility for implementing the project to account for its progress in respect of agreed targets and indicators. Monitoring is essential for accountability of those implementing the project to stakeholders such as funding bodies or others concerned with its governance. It is based on targets set and activities planned during the planning phases of work. It helps to keep the work on track, and can let management know when things are going wrong. A good monitoring system is essential to meaningful evaluation.	**Evaluation** is the process through which the intervention objectives can be compared to the actual project results and impacts. It should take into account both the internal factors (inputs, management etc.) and external factors that may have helped or hindered the achievement of the objectives. Evaluations can be either *formative* (taking place during the life of a project or organisation, with the intention of improving the strategy or way of functioning of the project or organisation) or *summative* (drawing learnings from a completed project or an organisation that is no longer functioning). It is generally good practice to have a combination of both types of evaluation. Depending on the type and size of a project, a range of evaluation methodologies including internal evaluation methods such as self-evaluation and participatory evaluation may be appropriate. However, for larger projects evaluation should be carried out by an external expert evaluator or evaluation team.
Monitoring involves: • Setting up systems to collect information relating to the indicators; • Collecting and recording the information; • Analysing the information; • Using the information to inform day-to-day management.	**Evaluation** involves: • Looking at what the project or organisation intended to achieve – what difference did it want to make? What impact did it want to make? • Assessing its progress towards what it wanted to achieve, its impact targets. • Looking at the strategy of the project or organisation. Did it have a strategy? Was it

[12] BECK, TAILLON, RIHM; *Impact Assessment Toolkit for Cross-Border Cooperation*, Centre for Cross-Border Studies & Euro-Institut Publication, p.61 ff, October 2011

	effective in following its strategy? Did the strategy work? If not, why not? • Looking at how it worked. Was there an efficient use of resources? What were the opportunity costs of the way it chose to work? How sustainable is the way in which the project or organisation works? What are the implications for the various stakeholders in the way the organisation works?

Both qualitative and quantitative data are essential to allow for comprehensive monitoring and evaluation. Neither is more or less valid.

➔ Prepare a template for your Monitoring and Evaluation Framework that includes indicators defined in Step II. What data sources will be used to provide evidence of whether the indicators have been achieved? Who will have responsibility for data collection and analysis? You may also find it helpful to include a timetable for these tasks.

Here some Guiding Questions that can help you in this process:

- To what extent do monitoring/evaluation structures already exist? Does new capacity need to be put in place?
- Is the baseline situation sufficiently well-known or will further data collection be necessary once the proposal has been adopted?
- What information needs to be collected to provide evidence in support of the selected indicators?
- What kind of data – qualitative or quantitative?
- How and when will information be collected?
- Who will take responsibility for gathering information / evidence?
- If the data you need is to be paid for, have you ensured that these costs have been included in your budget?
- Is the existing data available in a format that allows for capturing the cross-border impacts of the project? If not, what proportionate alternative means will be used to collect data?
- How will the data be analysed?
- How and when will the data be reported?
- For what purpose will the monitoring data and evaluation findings be used?
- Who are the key actors who will provide and use such information?

REMEMBER: Important information may not be readily available. You may need to be proactive and initiate your own ways of addressing information gaps. Think creatively about how you can capture the most relevant project-related impacts. Stakeholders can be an important source of information.

IV. Assessment of the functioning of the project team and the ways of working

The project primarily depends on the members of the team working on its implementation. That's why only the assessment of the actions isn't sufficient. It's also important to assess both the work of each involved person but also and especially the functioning of the project team.

Of course, this assessment will be different if the team members work together every day in the same workplace or if the members meet occasionally at meetings.

Whatever the configuration of the team and the project looks like, the role of the project manager remains essential in this process because it's his/her task to manage all the persons involved in the project and to ensure that the working atmosphere, the climate between the two sides remains good.

Managing a bi-national or multinational team is not an easy task. As we will see in the sixth module, the project manager will have to communicate a lot, play the role of intermediary and act so that there is an respect and integration of the potentials of each team members and so that everyone can find his/her role and place in the team.

Taking some time to suggest the team to stand back from its own practice is, in this context, an important component of people management. This allows studying the feelings, the completed missions, clarify the role and tasks of each, the posts held, the relationships kept, the capacities developed, etc.

This form of assessment can be done *in itere*: at regular intervals throughout the project. This allows more easily identifying a situation of crisis or a misunderstanding between certain persons. It can and even must be done *ex-post*. Due to the fact that deadlines are often tight, the project team rarely takes the time to assess the cooperation, however this assessment is necessary, all the more that some people will have to work together again. It's important, once the project finished, that the people involved can talk about how they've lived the project, with regard to the rest of the team, the target audience or their own mission. The project manager can draw conclusions for future work. On the other hand, she/he must be sure to distinguish the assessment of each one's work and the assessment of the team's functioning: the assessment of the individual work must not be discussed within the group. It's more about improving the functioning and the degree of integration of the team.

GUIDING QUESTIONS	➔ Has there been an evaluation prior to, during or after the project? ➔ By whom has the evaluation been done? ➔ Which were the results of the evaluation (new action fields, job creation, better answer to the population's needs, etc.)? ➔ According to which methods has the evaluation been done? Have these methods been discussed between the partners? ➔ Which have been the political, operational, cultural consequences of this erasure of the border? ➔ Has the work in bi-national teams been evaluated (how did the

	cooperation, the pooling of practices, the match of different working approaches, the development of new practices work out)? If yes, how? By whom? At which stage has it been launched? When has it been done? ➔ Has there been a capitalization of the developed practices? In which form? ➔ When did the partners start to think about this issue (at which stage of the project)? ➔ How did they proceed to find new funding? Did they use their respective networks? ➔ How does the future of the project look like? ➔ If there has been a continuation of the project after the funding period, how did the transition between the project period and the continuation period work out? ➔ How does the project match with other projects?

INTERCULTURAL BOX

Intercultural challenges for CBC project management in the phase of implementing the project

- Check the available data to define indicators and negotiate common indicators for the project
- Designing an appropriate monitoring and check the value and importance given to the monitoring (compulsory or not)
- Check the impact of the monitoring: how much are each partner ready to change and adapt the project plan to the results of the monitoring?

Team assessment and evaluation of the communication and teamwork

Module 6: Key competencies of a cross-border project manager

There are no fixed correct answers for a job specification for a project manager: it depends of course on the project itself, the context of the partnership, the team put in place, the border, the territory, etc.

A generic post description sheet has been developed by the National Centre for Territorial Civil Service (Centre National de la Fonction Publique Territoriale or CNFPT). Indeed, this Centre made the first list of "territorial" professions available in 1993. The latter has enabled the identification of a single profession bringing together European and international fields: the project developer. Today, through development and professionalization, jobs have become more diverse. Therefore, the Centre distinguishes different jobs in its list. The one corresponding to our interest here is the profile of the person in charge of cross-border engineering (see PDF file).

Considering this description, it's important to notice several things:

- This is a description for a full-time post (all cross-border project managers do not work full time on a particular project)
- This sheet is related to the context of the French territorial administration

Beyond these characteristics, this description allows us to make an initial analysis.

In a **second step**, we suggest a reflection in terms of knowledge, know-how and self-management skills. A brainstorming on the issue, a long experience in accompanying and coaching CBC project managers or in running training activities for CBC project managers leads us to identify key competencies.

Managing a CBC project requires multiple competencies like the knowledge of the specific field of the work, the know-how to work and manage a team, communication skills, personal skills, organisational skills, etc. To be pragmatic and to organise the competencies, we have decided to use the classification from Jürgen Bolten[13] to classify these into knowledge based competencies, methodological competencies, personal and social skills, communication skills. This classification may help to design training activities with a possibility to identify the competencies to be developed.

[13] Professor on intercultural communication at the University of Jena, Germany

	Knowledge Ability to…	Methodology Ability to…	Social skills Ability to…	Communication skills Ability to…
-1- **Defining the CBC project**	• develop a knowledge of the territories' needs and problems • develop a common understanding of problems • define the CBC added-value of the project	• Foster the partners' reality • Present and explain explicitly your own perspective on the project / situation • Analyze needs and problems from the territories / CBC territory • Integrate the partners' perspectives and draw a 360° cross-border territory analysis / diagnosis	• Identify the cultural (social, economic, political, historical, …) differences • Curiosity and interest for the partners' culture • Accept and respect the differences • Change perspective, look at your own system from another point of view • Tolerate ambiguity Specific personal skills • Be flexible • Be self-confident • Be reliable • Be committed and persistent • Be open-minded, inquisitive and inquiring	• Communicate in a foreign language (or in the partners' language) • Adapt your communication to non-native speakers • Integrate the possible misunderstanding in your communication skills

	Knowledge Ability to…	Methodology Ability to…	Social skills Ability to…	Communication skills Ability to…
-2- **Establishing a CBC partnership**	• Develop a knowledge on stakeholders to be involved in the project • Identify the role and function of each (in relation with the CBC project) • Identify the link between stakeholders of the project and relevant actors outside the project	• Motivate stakeholders and involve them in a collective structure • Structure governance around common goals, individual and collective roles and responsibilities • Design and organize an appropriate governance structure and manage the project in accordance with local institutions and relevant actors • Prevent conflicts • Establish an information management system which allow each partner to access and participate actively to the project	• Create a safe working environment : i.e. encourage communication and expression of each partner, mutual understanding • Encourage empathy and positive attitude towards differences and diversity, foster confidence, transparency and trust: i.e. allow space to explain differences, stereotypes • Be aware of stereotyping processes and develop a culture of non-violent communication • Foster learning and learning attitudes, give space for process, “getting to know each other”	• Communicate explicitly • Adapt the communication skills in relation with the different cultural communication styles or standards • Adapt the communication channels according to respective cultural preferences (written / oral) • Presentation skills (written / oral / image) • Identify possible misunderstandings and help partners to clarify them • Develop awareness on cultural specificities around communication

	Knowledge Ability to…	Methodology Ability to…	Social skills Ability to…	Communication skills Ability to…
-3- **Planning a CBC project**	• Define and set common objectives • Define concrete actions in accordance with the objectives • Set a time frame and a plan of action • Find financial resources (CBC specific and/or specific to the territories) • Identify and define the best appropriate legal frame for the project (structure, statutes, conventions, contracts, partnership agreements, etc.) • Define the needs and specificities for external communication • Formulate a budget	• Help partners to define roles and responsibilities • Explicit the overall and collective process • Come to common decisions • Act as a (neutral) mediator • Structure a common strategy into concrete actions • Plan, organize the actions • Apply to grants and funds • Set a common and binding project reporting system • Collect resources in order to implement the project • Set a plan for external communication specific to the project	• Identify and avail diversity: i.e. integrate different cultures, but also types of partners (public / private or sectoral working area) or even experts form other fields • Create a working culture (pattern and methodology) that promotes positive and constructive approaches • Find creative, innovative binding solutions	• Lead and moderate international (intercultural) meetings • Structure collective strategic working processes and explicit the structure • Structure communication with partner institutions / stakeholders / organizations • Negotiate • Report about the project development

	Knowledge Ability to…	Methodology Ability to…	Social skills Ability to…	Communication skills Ability to…
-4- **Implementing a CBC project**	• Know the financial implementation in partners' institutions and the differences between the accountancy systems • Manage the project budget in accordance to funders guidelines and partners financial systems	• Manage the resources in order to implement the actions • Carry out various activities according to a working plan with resources, times and processes previously defined • Monitor the project implementation: i.e. meet requirements, deadlines, previously defined results and adjust the planning – • Control the budget implementation • Set a frame for budget implementation, accountancy and control the budget realization • Report and keep track of results	• Bear and clarify dissents and conflicts • Consider critically its own cultural patterns, behavior, values • Change and manage change • Handle stress (own and others' stress) • Be confident on the project, the partners and on his/her self	• Manage and coordinate a project teams • Lead and moderate team meetings • Capitalize experiences and value achievements • Communicate (externally and internally) on achievements • Communicate and use different channels of communication (press, TV, IT social networks)

	Knowledge Ability to…	Methodology Ability to…	Social skills Ability to…	Communication skills Ability to…
-5- **Assessing a CBC project**	• Know the existing indicators • Know what is monitoring for • Know and understand the role of evaluation	• Design a monitoring framework • Apply and monitor the project • Set up an appropriate framework for the evaluation of teamwork	• Negotiate the monitoring framework • Clarify the meaning of the monitoring framework by the different partners • Evaluate taking into account the different needs and constraints of team members • Actively listen	• Manage and coordinate a project teams

LESSONS LEARNED DURING THE TRANSFER

LESSONS LEARNED AT THE FRENCH/SPANISH BORDER (in the Catalan Area)

The main characteristics that define the Catalan border between Spain and France are related to a very particular geographical situation: the cross-border Catalan space consists of two very different territories. On the one hand, the Mediterranean watershed, and on the other, the Cerdanya plateau. The Mediterranean watershed is very dynamic because access and mobility are easier (maritime and terrestrial at the same time). On the contrary, the plateau has a more difficult access since it is 1200 meters high and in order to get there through the Catalan side it is necessary to go through mountain passes or the Cadí tunnel (opened in 1984); through the Catalan-French side, it is necessary to go through the Mont-Lluís pass.

In both territories there is a cross-border cooperation that has been established for a long time. On the coastal part, the cross-border cooperation has been working successfully since the 1990s. At Cerdanya, the border is not visible (in the sense that its materialization cannot be seen, since it goes through the plateau. For example, the population that lives there calls the border *la ratlla* [the line], which allows good relations between the populations). Besides, there is a good relationship with Andorra.

The challenges of this border (basically defined by the Pyrenees) are primarily related to communication and mobility. Therefore, there is a physical materialisation of the border (with the exception of Cerdanya). Thus, on the one hand, it is necessary to work in order to overcome the lack of mobility of cross-border workers and promoting the cross-border relationship between northern and southern companies. In this sense, there are strong economic tensions (especially due to the high unemployment rate) on both sides of the border. On the other hand, there is a lack of knowledge of how respective languages and institutions work. Therefore, it is necessary to work on the areas of intercultural and interlinguistic communication.

In any case, in this cross-border space we find large-scale cross-border projects in the cultural sphere (the *Archipel* theatre), large cross-border facilities (the Cerdanya Cross-border Hospital: first cross-border Hospital in Europe; the Cerdanya slaughterhouse). Moreover, there is a shared history and language, since before the Treaty of the Pyrenees in 1659, which creates the border, the north of the Pyrenees, today under French administration, was part of Catalonia.

This last aspect has been one of the great lessons learnt in this project. Sharing the same language and, in a way, a culture, has not automatically meant that cross-border cooperation has been easier. In fact, in each project it is necessary to build spaces of communication and interrelation between northern and southern Catalans. For example, we necessarily need to define the key concepts used in cooperation in order to understand each other, since the educational and administrative systems are very different, which forces us to find a consensus.

In the area of learnt lessons in the framework of the PAT-TEIN project, we should highlight the fact that we have realised that each cross-border space has particular specificities, and that people that work there are also different. This has helped us to overcome stereotypes and to accept the other as it is. But at the same time we have realised that, despite coming from different cultures, we share many important aspects. For example, the objective of surpassing borders that allows us to participate in the European construction is exactly the same.

LESSONS LEARNED AT THE IRISH/NORTHERN IRISH BORDER

Characteristics of the Irish Border: Challenges

From its inception, the existence of the border has been a source of political contention between those who would see it removed and the island of Ireland reunited, and those who would see the demarcation maintained and the border's existence confirmed in perpetuity. Indeed, it is impossible to analyse the most recent violent conflict without reference to the border; its existence was both a contributing factor to, and a symptom of, the political divisions within society on the island of Ireland. However, a possibly unique feature of the Irish border is the enduring social and cultural commonalities between the two jurisdictions – between Northern Ireland and the Republic of Ireland. The way of life of the average citizen is still largely identical on either side of the border; the substantial shared cultural heritage of the island continues to inform and nourish unique and shared forms of cultural expression. Unlike other European border regions containing significant minorities on the "wrong" side of the border, Ireland's continuing cross-border institutions and identities fostered a shared space of discourse in which the problems of the island were often framed in the context of the continuing relationship of either jurisdiction to pre-partition Ireland and to one another. And yet, the underlying tension between political divergence over the border and enduring cultural affinities produces one of the challenges for engaging in sustained cross-border cooperation here: the frequent assumption that – once any political obstacles are overcome – such cooperation will be facilitated by a common understanding of the needs of the border region because of a "common" culture and language. This is a serious misinterpretation of reality.

Lessons Learned at the Irish Border

During the PAT-TEIN process, one of the major lessons we learned within our own border context is that there is a general lack of acknowledgement of the skills needed for cross-border cooperation. In our engagement with local CBC actors, a frequent comment was that the PAT-TEIN Toolkit was an essential means of not only building capacity for CBC, but also of highlighting the move towards the professionalization of CBC actors. There is a growing understanding here that cross-border projects can no longer be managed by individuals seen by their senior colleagues as somehow having an affinity with the border or cross-border cooperation.

Another significant lesson was the extent to which CBC actors here welcomed the intercultural aspects of the PAT-TEIN Toolkit. There was a genuine recognition that despite apparent cultural and linguistic affinities on the island of Ireland, there were also differences that needed to be taken into account when engaging in CBC.

Lessons Learned by being a partner in PAT-TEIN

Despite the fact that CBC on the island of Ireland is often held up as an example to be followed in Europe, we were made very aware that in some senses we have a very long way to go when looking at the work some of our PAT-TEIN partners are involved in at their own borders. But what stood out for us was the "living" nature of PAT-TEIN: that we were living out the processes and issues described in the PAT-TEIN Toolkit. We were also reminded that CBC takes time, and is something that can never be taken for granted – it is something that has to be constantly worked at. Otherwise, without realising it, problems you thought you had long overcome suddenly reappear.

LESSONS LEARNED AT THE AUSTRIAN/ITALIAN/SLOVENE BORDER

➢ CHARACTERISTICS AND CHALLENGES OF THE AT-IT-SI BORDER

- **Geographical Aspects**
  - ➢ Tri-lateral CB region
    - Carinthia (Austrian land - 556.845 inhabitants)
    - Friuli-Venezia Giulia (autonomous region - 1.2 million inhabitants)
    - The state of Slovenia (2 million inhabitants)
  - ➢ Mountain "Dreiländereck / Peč / Monte Forno" - embedded in greater "Alpe-Adria Region"
  - ➢ Mountain range "Karawanken" (AT-SI) and the Carnic Alps (AT-IT)
  - ➢ Pine forests, mountains, lakes and well known tourist destinations (e.g. skiing)

- **Characteristics of the border-region**
  - ➢ 3 different languages (+ dialects) → consequence: English as official working language between partners and in training activities
  - ➢ 3 different administrative systems and cultural backgrounds →important influence on business-cooperation and CB projects
  - ➢ Common history but cultural differences in cooperation matters (e.g. meetings)
  - ➢ Behavioural specifics → difficult to describe special characteristics for the Alpe-Adria Region as a whole

- **Highly reliant on cooperation in an economic, educational and also cultural perspective for its future development!**

➢ LESSONS LEARNED IN THE AT-IT-SI BORDER REGION

Benefits of the AT-IT-SI Border Team

- ➢ Close cooperation in a trilateral network and with the other PAT-TEIN project partners
- ➢ Experiences from other border areas helped to compare and understand the own border situation
- ➢ Thorough analysis of the systemic, political, legal, administrative and intercultural differences between the three countries AT-IT-SI
- ➢ Specific training needs for civil servants in a trilateral context --> development/ professionalization of the partners own training skills/ training modules
- ➢ Toolkit from the EI as a base for further CB work and training courses but need for further specification and regional adaptation
- ➢ Enhancement of knowledge and intercultural understandings as well as networking between the individuals and civil servants from AT, IT and SI as highly relevant support for CB cooperation within the Alpe-Adria-Region
- ➢ Learning from the experiences, reflection and feedback from the trilateral border team, the PAT-TEIN network, partners and participants from training course

Strategy and Transfer

- Transfer strategy used: **3rd Way Approach**
  - Understanding the partner´s approach
  - 1 common goal and 1 common starting point but 3 different approaches (AT, IT, SI) to reach the goal
- Task- vs. Relationship-Orientation
  - AT: task-orientated; IT: relationship-orientated; SI: 50%-50% (young task-orientated vs. old relationship-oriented people)
- 3 different languages (and dialects) --> consequence: English as official working language (with all advantages/ disadvantages)

Sustainability

Big benefits from the involvement of the PAT-TEIN project:

- Intensive relationship between the AT, IT and SI partners as well as with the PAT-TEIN network as a whole
- Maintaining and advancing the relation and CB cooperation work between AT-IT-SI in particular
- Common cross-border project plans (e.g. Horizon 2020)
- Enhancement of knowledge and intercultural understandings as well as networking between the individuals/civil servants from AT, IT and SI
- Regional and local cooperation between AT and IT, IT and SI, AT and SI
- Synergy effects between the PAT-TEIN project and another TOI projects of the partners (NEXT4PA – Creativity and Innovation for Public Administration). The synergies and learning effects were considerable and very fruitful.

➢ LESSONS LEARNED IN THE PAT-TEIN PROJECT – ADDED VALUE

- Enhancement of the CB cooperation for border regions in the EU territory
- Examination of questions and problems that exist for those border regions --> "problem solving approach"
- Elimination of the lack of knowlege, improvement of the know-how as well as sensitisation of people and actors (civil servants) living within border regions regarding the necessity of CB cooperation
- Professionalization of the approaches, methodologies and instruments used and developed for transfrontier projects and CB project management
- Building of social intercultural competences to deal with the existing obstacles in border regions
- Knowledge about the neigbour states (administrative, legal and political system, culture, history, geography, etc.)
- Understanding of different points of view of the CB partner´s perspective and approach
- Negotiation and creation of confidence and empathy in CB cooperation
- Use of the tool for intercultural CB project managment of the EI as a base

- Adaption and modification of the toolkit to the needs of each CB region --> border specific tool
- Development of bi- and trilateral case studies
- Testing phase with pilot actions of practical training

LESSONS LEARNED SECTION AT THE CZECH/POLISH BORDER

The challenges on Czech-Polish border are quite manifold. One of the biggest challenge was in preparing such course, which would also take into account the potential needs of Slovak partners, as our region is by geographical characteristics trilateral and we have invested lot of energy in having our Slovak neighbours on board, despite they are not part of this project. This has not been achieved fully yet.

The other major challenge is presented by a significantly lower sensitivity of cross-border co-operation actors from our border region towards intercultural issues. These challenges have not always been treated with respect they deserve; this is very visible for example in comparison with the approach towards CBC in the resource Upper Rhine Valley Region.

The CBC implementators on the Czech-Polish border have been using the ERDF and INTERREG funds probably more often than in the Upper Rhine Valley Region. The setting of those programmes on CZ-PL borderland does not take intercultural issues so seriously as for example programmes in the Upper Rhine. Therefore we must have adapted the toolkit, respectively its modification for our borders, into its final shape which respects both initial document coming from the Upper Rhine experience with the needs of our cross-border project managers.

During the implementation phase we underwent two rounds of pilot verification, this was nevertheless described in the previous sections of the report. After the very “soft” first pilot module we must have added some “hard” elements which added information on the new programming period plus opportunities brought by Erasmus Plus programme. This mix was, according to the feedback of participants, the appropriate one.

The project implementation itself was a major challenge for our cross-border team. For the first time after a long period we have been co-operating very closely, almost on a basis of regular weekly meetings, sometimes even more often. This obviously showed our intercultural and inter-organisational differences quite significantly. We believe this has helped us in our mutual relationships.

AUTHORS (Introduction; Module 1 to 6)

Sebastian Rihm
Project Manager
Euro-Institut
rihm@euroinstitut.org

Anne Dussap
Senior Project Manager
Euro-Institut
dussap@euroinstitut.org

Anne Thevenet
Deputy Director
Euro-Institut
thevenet@euroinstitut.org

Euro-Institut
Rehfusplatz 11
Postfach 1945
D-77679 Kehl
www.euroinstitut.org

This project has been funded with support from the European Commission. This publication reflects the views only of the author, and the Commission cannot be held responsible for any use which may be made of the information contained therein.