ENHANCING CULTURAL EXPERIENCE THROUGH THE IMPLEMENTATION OF EEA GRANTS. A CASE STUDY ON ROMANIAN-ICELANDIC COOPERATION*

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Abstract

The aim of this article is to raise awareness about the cultural impact of the international projects sponsored by the grants of the European Economic Area, by means of a comprehensive case study on the relations between an eligible entity from Romania, i.e. the European Foundation for Urban Culture, based in Cluj-Napoca, and the Edinborg Cultural Center from Ísafjörður, Iceland. Our focus first lies on the description of the EEA Grants programme, with facts pertaining to its evolution and implementation framework, only to concentrate then on Romanian funding opportunities in this respect, and the major cultural areas that have been assisted by the aforementioned mechanism. As a case study, we have made use of qualitative research methods, including interviews, in situ inquiries and document analyses, stemming from two projects implemented by a Romanian and an Icelandic cultural organisation, having yielded best practice examples, one of which aims to pave the way for future EEA applications, following an experience exchange conducted in Ísafjörður by the two authors of the present article, in April 2016.

Keywords: EEA Grants, cultural projects, Romania, Iceland, best practice

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1. EEA Grants - a Funding Tool for Cohesion and Understanding

To understand the nature of the funding opportunities this study is dedicated to, one must first explore the particular traits of the European Economic Area, or EEA, which have enabled it to provide support to a large number of actors from countries requiring progress with regard to economic and social cohesion in Europe. The EEA is a union between the 28 member states of the European Union and three countries that have not opted for EU membership, for various reasons, i.e. Iceland, Liechtenstein, and Norway. Created in 1994, it has been a way of ensuring the integration of the aforementioned countries into the internal market of the European Union¹, marked by the four freedoms of movement, of goods, services, capitals and people, as envisaged by the Single European Act and furthered by the Treaty of Maastricht. Short of actually joining the European Union and participating in the decision making mechanisms of the latter, the EEA solution has been a convenient endeavour for three of the four member states of the European Free Trade Association (EFTA), with the exception of Switzerland, which rejected EEA membership following a referendum in 1992 but remains connected to the internal market through a series of agreements.²

The degree of integration into the single market is quite high, with members adopting most of the acquis communautaire germane to the latter, with notable exceptions in such areas of the Common Agricultural Policy and the Common Fisheries Policy. According to the EEA Agreement, concluded in Porto, in 1992, every country which is supposed to join the European Union will automatically submit an application for the EEA, thus preventing any form of separation from the two supranational actors. As for the objectives of the EEA, apart from the important achievement of enforcing the four freedoms of movement, one encounters cooperation in areas of paramount importance for the member states, some of which fall under the supporting competence of the European Union, such as education, culture and tourism. Other such priorities are placed in the category of 'shared competence' with respect to the Community framework and include

¹ Thérèse Blanchet, Risto Piipponen, Maria Westman-Clément, *The Agreement on the European Economic Area (EEA): A Guide to the Free Movement of Goods and Competition Rules*, Oxford: Clarendon Press, 1994, p. 4.

² Jorri Duursma, *Fragmentation and the International Relations of Micro-states: Self-determination and Statehood*, Cambridge University Press, 1996, p. 187.

research and development, social policy, consumer protection, as well as environmental issues. These priorities are envisaged as 'flanking and horizontal' policy areas and are governed by the same principles as the ones on the single market of the EU. In effect, for the purpose of endowing the concepts utilised in this research with more accuracy, we will make a terminological distinction between the 'single market', so as to describe the borderless territory (economically speaking) of the European Union, while for the EEA we shall prefer the term 'internal market', as it frequently occurs in both literature and official documents emanating from the organisation itself.³

To render the distinction between the EU and the EEA even more accurate, it is to be mentioned that the latter, unlike the former, does not deal with a customs union and a common commercial policy, in the economic field, or with a common foreign and security policy, and justice and home affairs, in the intergovernmental cooperation among its member states. As it becomes apparent, the EEA is not endowed with a common currency, hence it does not implement the Economic and Monetary Union in the way it is conceived starting with the Treaty of Maastricht. On the other hand, the decision-making process of the EEA relies on a so-called two-pillar structure, with one set of institutions belonging to the EFTA and another to the EU, commonly engendering such bodies as an EEA Council, a Joint Committee a Parliamentary Committee and a Consultative one. Without making this a focus of our paper, it is nonetheless worth emphasising that the decisions of the EEA are usually taken by means of consensus.⁴

As for the financial support that we intend to analyse, we must first make a conceptual distinction, given that one the one hand, one can refer to EEA Grants, which constitute support mechanisms offered to a number of 16 countries in Europe by the three donor states, i.e. Norway, Iceland and Liechtenstein (in the order of their respective financial contribution), and on the other hand, to Norway Grants, which are placed under similar auspices, having one donor and a number of 13 beneficiary states. The focus of these sources of funding notably lies in East-Central Europe, with some differences between the two mechanisms, as EEA Grants encompass Spain,

³ Friedl Weiss, Clemens Kaupa, *European Union Internal Market Law*, Cambridge University Press, 2014, pp. 23-24.

⁴ Thérèse Blanchet, Risto Piipponen, Maria Westman-Clément, op. cit., pp. 27-29.

Portugal and Greece, which are absent from the beneficiaries of Norway Grants, whereas both include Cyprus and Malta, as outsiders of the geographical area we have proposed. Thus, the countries in East-Central Europe benefitting from support from both sources are: Bulgaria, Croatia, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia.⁵

The objectives of the sponsors in both cases are to contribute to the reduction of economic and social disparities on the internal market, which is in keeping with the definition of the Cohesion Policy of the European Union, which, in the light of the Lisbon Treaty, is aimed at reducing economic, social and territorial cohesion. Since one of the most objective indicators used in assessing cohesion, notably from the economic standpoint, is GDP/capita, it comes as no surprise that EEA and Norway Grants are chiefly directed towards the less experienced member states of the EU, with the inclusion, in the former case, of three countries from the Mediterranean region, suffering from severe economic problems, from sovereign debt to unemployment. Moreover, some transversal priorities of the EEA and Norway Grants have been taken into consideration, meant to promote democratic values in the beneficiary countries and to strengthen the rule of law, as well as to provide more protection of the environment and ensure equal opportunities, tolerance and security. It is also significant that the countries benefitting from EEA and Norway grants are encouraged to perform best practice exchanges with the donor states, so as to consolidate bilateral relations and engage in a useful transfer of knowledge. While the system utilises the same principle as the European Union to decide on eligibility for funding, namely a country should stand below the threshold of 90% GPD/capita compared to the Union's average, it becomes clear that East-Central Europe is the main target of the funding.6

The history of the financial mechanisms we are referring to comprises three phases, namely the Financial Mechanism (1994-1998), the Financial Instrument (1999-2003) and the EEA and Norway Grants (implemented in two successive multiannual financing periods, 2004-2009 and 2009-2014).

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⁵ Official website of EEA/Norway Grants, [http://eeagrants.org/Where-we-work], 6 April 2016

⁶ Helen S. Wallace, Mark A. Pollack, Alasdair R. Young, *Policy-Making in the European Union*, Oxford University Press, 2010, p. 236.

The separation of the financial assistance into the EEA and Norway Grants places more emphasis on the contribution and commitment of the Government of Norway to the successful implementation of the overall programme, albeit it is to be stated that the former remains by far the most prominent sponsor of the EEA Grants too, with a contribution of 95.8%, while Iceland has a share of 3.0% and Liechtenstein adds 1.2%. As it becomes apparent, in the case of the Norway Grants, the Norwegian Government is the sole sponsor, and it engendered 61 programmes worth a total of 804 million euros in the last funding period.⁷

In the 2009-2014 multiannual exercise, the sponsors reached agreements with the governments of the beneficiary states following a needs-based analysis in each particular case, so that the calls for projects meet the demands for development of each country included. A programme operator is responsible for the implementation of the programme in the beneficiary states and works in cooperation with the EEA and Norwegian Grants authorities. This is comparable to the EEA Grants for 2009-2014, which accounted for 86 programmes worth a total of 993.5 million euros.8

The question that arises at this point is whether there will be a new multiannual framework for the implementation of the EEA and Norwegian Grants, following the conclusion of the previous one. Indeed, the answer is positive, to the extent that at this time (April 2016), there are 20 calls for projects open, including bilateral funds meant to further cooperation between the beneficiary and the donor states. According to the website of the Norwegian Government, through an article published on 20 July 2015, an agreement was reached with the EU on a new funding period for EEA and Norway Grants, comprised between 2014 and 2021, with contribution on the Norwegian side of around 388 million euros per year and 15 beneficiary countries in the EU.9

Some of the objectives of the new framework are in keeping with the Europe 2020 Agenda and the country-specific recommendations issued by

⁷ Official website of EEA/Norway Grants, [http://eeagrants.org/Who-we-are/EEA-Grants], 6 April 2016.

8 Progress Report by the EEA Joint Committee to the 44th meeting of the EEA Council, EEE 1608/15, Brussels, 13 November 2015, p. 3, available at [http://data.consilium.europa.eu/doc/document/ST-1608-2015-INIT/en/pdf], 6 April 2016.

⁹ Norway Mission to the EU, Norway's financial contribution, [http://www.eu-norway.org/eu/Financial-contribution/#.VyKZavl96Uk], 6 April 2016.

the European Commission, including tackling youth unemployment, energy security and climate change, according to a statement made by Norway's Minister of EEA and EU Affairs Vidar Helgesen. Moreover, specific matters in East-Central Europe like living conditions for the Roma population, cross-border crime, consolidating democracy and human rights, have been included as priorities, in keeping with the previous commitments of the sponsors. To address the issue of migration, the area of justice and home affairs has been taken into account as part of the funding strategy. Meanwhile, since the aforementioned problems concern the entire area, the EEA and Norway Grants will also address non-beneficiary countries in the Eastern neighbourhood of the European Union, particularly Ukraine and the Republic of Moldova.¹⁰

To sum up, the short but meaningful history of the EEA and Norway Grants has revealed an important financial contribution in pecuniary terms, albeit clearly inferior to the much more widespread structural funds. That said, the implementation of projects has proved to be quite effective, given the good communication with the sponsor and the relatively reduced bureaucracy, again by comparison with projects implemented under the structural funds. What is, however, more significant is the best practice exchange in such fields as democracy and civic participation, with countries that have effective governance systems from the standpoint of the closeness between their citizens and central authorities (an exception has occurred in the recent political spat in Iceland, triggering a political crisis, while on the side of the beneficiary countries, Hungary has met with some disputes with the donors for a technical breach in the agreements). In spite of these challenges, it is our view that continuing the implementation of the programme is desirable and quite expected on the part of individuals, NGOs, private and public institutions alike, in the beneficiary countries.

2. EEA and Norway Grants in Romania

This part of our paper presents in a brief manner the principal directions adopted by the EEA and Norway Grants in the case of Romania, as a key beneficiary of the programmes, as well as some quantitative data pertaining to the achievements in the country so far. This will then enable us

¹⁰ Official website of EEA/Norway Grants, [http://eeagrants.org/News/2015/Agreement-secured-on-new-funding-round], 6 April 2016.

to set the proper context for the case study envisaged for the purpose of this study, namely an analysis of a collaboration endeavour in the cultural area which may be considered a best practice example of the relations between an eligible actor from Romania and another from a donor country – in this instance, Iceland.

While in the 2007-2009 period, the total allocation of funds for Romania was 98.5 million euros, divided more or less evenly between the EEA and the Norway Grants mechanisms¹¹, we witnessed an increase, in keeping with the overall approach of the sponsors, for the 2009-2014 time frame, to 305.95 million euros, most of which being allocated through the EEA, in the amount of 190.8 million euros. Albeit in comparison with the allocation of structural funds (Romania had 91.6 billion euros allocated in the interval comprised between 2007 and 2013)¹², this sum may appear to be particularly small, such an assessment would be superficial, given the financial capabilities of the donor states compared to the size of the Community budget, but also if one takes into consideration the priority areas that fall under the sponsorship of the EEA and the Norway Grants.

The key areas of support of the EEA and the Norway Grants are in keeping with the needs that have arisen in the development of the Romanian state after two decades of transition, and cover matters germane to social, economic and justice affairs. Thus, in the former case, one should emphasise the commitment of the sponsors to the resolution of problems of vulnerable groups, such as the Roma minority, through projects that fill some of the gaps left by the implementation of the Structural Operational Programmes for the Development of Human Resources (POS DRU), in its 6th Priority Axis.¹³ Furthermore, with regard to economic issues, the grants stress the importance of encouraging green enterprises and the kind of entrepreneurship that promotes such endeavours, under the auspices of the general EU and EEA focus on sustainable development. Not least, from a judicial standpoint, the grants are aimed at fighting against cross-border

11 Allan F. Tatham, Enlargement of the European Union, Austin: Kluwer Law International, 2009,

p. 175.

12 Official website of EEA/Norway Grants, [http://eeagrants.org/Where-we-work/Romania], 6

¹² Official website of EEA/Norway Grants, [http://eeagrants.org/Where-we-work/Romania], 6 April 2016.

¹³ Guvernul României, *Programul Operațional Sectorial Dezvoltarea Resurselor Umane* 2007-2013, October 2007, Bucharest, pp. 109-116.

crime and at supporting Romania in its lengthy and quite sinuous reform in this sector. Special elements encountered as leitmotifs in this process are addresses, such as the consolidation of civil society, social justice and democracy.

The figures inscribed in the reports of the EEA and the Norway Grants authorities, pertaining to Romania's use of the funding made available to it, reveal notable results, not only from a quantitative viewpoint, but also from that of innovation and sustainable growth. Such data reveals, for instance, that 2696 professionals in the legal field have been provided with training on matters like count management and human rights, hence contributing to the reform and efficiency of the Romanian justice system. Moreover, 444 researchers have been included in programmes involving partners from EEA countries, which is an important achievement, considering the national budget allocation for research and development, 0.36% of the national GDP for 2016, i.e. the lowest in the European Union. To add to the list of accomplishments, 30 Romanian NGOs have been included in international partnerships with the donor states, also at the level of local administration, and 695 people have benefitted from better healthcare and information on the latter.¹⁴

¹⁴ Official website of EEA/Norway Grants, [http://eeagrants.org/Where-we-work/Romania], 6 April 2016.

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DISTRIBUTION OF FUNDING (gross allocations)

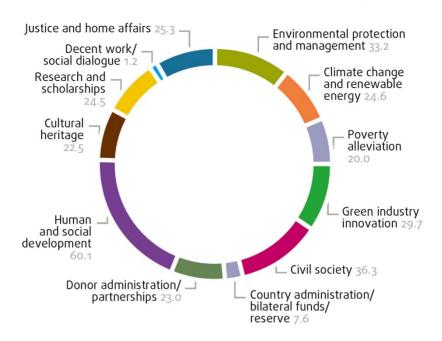


Chart 1: Distribution of funding from EEA and Norway Grants to Romania (2009-2014), expressed in millions of euros Source: EEA Grants, Romania: http://eeagrants.org/Where-we-work/Romania, 18 April 2016

As this graphic representation reveals, the funding allocated to Romania in the latest multiannual budget show balance and fair correspondence to the needs identified in society, with the lion's share attributed to human and social development, as a supplement to already existing EU-funded programmes sponsored from the European Social Fund. Then, the need to consolidate Romanian democracy and conduct best practice exchange and even benefit from a spill-over effect on the part of the donor states is reflected by the amount of money allocated to the development of civil society. Romania's efforts to meet the objectives of Europe 2020 in the matter of environmental protection¹⁵ are assisted also,

¹⁵ Europe 2020 in Romania, [http://ec.europa.eu/europe2020/europe-2020-in-your-country/romania/country-specific-recommendations/index_en.htm], 6 April 2016.

with funding going to the challenging areas of environmental management and the development of green energy/industry, in which case the country's assessed potential is considerable. Other notable contributions include justice, research, administration, cultural heritage and the fight against poverty. This accounts for the involvement of a broad range of beneficiaries, from NGOs to administration personnel and cultural actors, in whose care the sponsors deem it desirable to organise exchange activities and the transfer of best practice from the systems of the EEA states.

3. Case study on a relevant EEA Project collaboration endeavour conducted between a Romanian and an Icelandic organisation

The final section of this research has as its main focus the analysis of a collaboration between a Romanian and an Icelandic cultural institution, which has been rendered possible through the EEA Grants and whose sustainability is taken care of through the same financial mechanism, which is, in our view, a desirable model to be implemented within the structural funds framework as well. The authors of this article have gathered most of the data for this case study while being directly involved in a cultural exchange sponsored by the EEA, which occurred in Ísafjörður (Iceland) on 4-6 April 2016, at the Edinborg Cultural Center, while representing the European Foundation for Urban Culture of Cluj-Napoca. The activity, pertaining to Measure B (Collaboration and exchange of experience) of the Fund for Bilateral Relations (PA17/ RO13 Promotion of diversity in culture and arts within European cultural heritage) follows the successful implementation of an EEA project, named Binding Europe through Cinema and Dance. In this project, the applicant is the European Foundation for Urban Culture of Cluj-Napoca, while the two EEA partners are the Reykjavik International Film Festival and the Edinborg Cultural Center of Ísafjörður.¹⁶

The results of this project include two cultural projects rightfully described by the organisers as *courageous*, namely the International Festival of Contemporary Dance *STEPS* and the *COMEDY CLUJ* International Film Festival, in other words two events that have left an important imprint on the cultural openness that has marked the city of Cluj-Napoca in the last years, also through the incentive granted to it following its nomination as

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¹⁶ Data taken from reports provided by the Foundation for Urban Culture of Cluj-Napoca.

European Youth Capital in 2015. In the words of the project manager, Ms Cristina Irimie, "for STEPS International Festival of Contemporary Dance, the audience was invited to discover a complex and always changing world full of passion, energy and rhythm. Between June 2015 and March 2016, 120 artists from world-renowned dance companies from five European countries presented six shows, truly great mixes between sensations, sounds and moves. 4354 attended the events and we are sure more full houses are to follow as the project is still going on. The festival had a team of 20 people and 300 volunteers ready to help. 47 accredited journalists attended the events as members of the press." As for the second major cultural output of the project, Ms Irimie added: "The second element of the project, COMEDY CLUI International Film Festival, offered the public better knowledge of a cinematographic genre that often hides behind the comedy shell more complex aspects of life that are familiar to all of us. The festival provided a creative platform for networking and thought sharing between artists, cinematographers and members of the audience. The approach of the human-festival relationship generated a warm, open and welcoming space. 54 people worked as a team to develop and run the festival, helped by 150 volunteers. 32 guests (directors, actors, screenwriters, producers and film critics) and 97 national and international journalists attended the festival as accredited members. Due to collaborations with photo-video sections of the Universities of Clui, 160 students were able to view the films screened throughout the 10 days and to interact with the teams behind them".¹⁷

The impact of the project has been due not only to the quality of the cultural events organised, as it clearly emerges from the previous descriptions and from the positive reactions of critics and media alike, but also from innovative activities at the level of implementation. For instance, the project has included a mentorship programme, due to which ten young people from Romania and Iceland have been trained in the area of cultural management and are expected to promote the development of other similar cultural initiatives. This covers a gap in cross-cultural projects, namely the somewhat insufficient involvement of the younger generation in the writing, management and evaluation of international cultural initiatives.¹⁸

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¹⁷ Data taken from official report to the EEA management authority.

¹⁸ Anita Harris, *Young People and Everyday Multiculturalism*, New York: Routledge, 2013, pp. 69-72.

This first project has been furthered, as we have previously mentioned, by a Bilateral Relations grant which has enabled two Romanian specialists (the authors) in the areas of cultural events and project management, respectively, to take part in a 3-day exchange in Iceland, for the purpose of ensuring the sustainability of the aforementioned project through the exploration of new collaboration prospects under the EEA and Norway Grants umbrella. The project supporting the exchange gave rise to a set of useful deliverables, which are likely to become the principal input in the preparation of another EEA/Norway Grants application, as part of the upcoming call. Such deliverables include a simulated application, with the required PCM elements¹⁹, including an estimate of the output indicators and the budget of a future project.

The relevant information regarding the involvement of the Icelandic partner, i.e. the Edinborg Cultural Center, was provided by Ms Matthildur Helgadóttir Jónusdóttir, whose expertise in areas such as cultural management and event planning had made it possible for the *Binding Europe through Cinema and Dance* project to be successfully implemented. The discussions benefitted from extensive attention on the part of the local community of an exceptionally active town, from an artistic standpoint, counting no more than 2.600 people, situated on the edge of the Arctic Circle, in the Westfjords of Iceland, namely Ísafjörður.²⁰

What remains desirable is for the management authorities of the EEA and Norway Grants, both at the level of Romania, and - especially - at that of the donor states, take note of the results of this bilateral exchange and, most importantly, of the proposed application for a future project, when shaping the next calls. This would not only render the latter better suited to the needs of future beneficiaries, but it would also simplify the application process, since exchange programmes such as this have occurred throughout the beneficiary states and the donors.

4. Conclusion

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¹⁹ Harold R. Kerzner, *Project Management – Best Practices: Achieving Global Excellence*, Hoboken: John Wiley & Sons, 2010, pp. 35-36.

²⁰ According to the Official travel guide to the Westfjords, [http://www.westfjords.is/en/inspiration/towns-1/isafjordur], 6 April 2016.

It becomes apparent that the merits of EEA and Norway Grants lie in their ability to cover the priority areas that are either not the main focus of structural funds, or are completely absent in their use, within the East-Central and Mediterranean areas of the European Union. A mechanism implemented so as to reduce disparities in Europe and somewhat as a responsibility for contributing to the progress of the internal market, the grants have become popular among project managers, from the NGO and the administrative sectors, to name just two major categories of beneficiaries, for their coherent implementation and reporting mechanisms and their userfriendly nature. Since absorption and indicators are quite satisfactory in the implementation cycle which has closed, it remains desirable to witness the widespread return of calls for applications, under the recent agreement concluded with the European Union. Without a doubt, the EEA and Norway Grants are part and parcel of the Community framework and play a role in the progress of European countries towards commonly accepted goals such as the ones inscribed in the Europe 2020 Agenda. Their focus on social disparities, economic innovation, research and development, scholarships, green energy and environmental protection are univocally related to some of the principal indicators of the aforementioned Agenda, while the fight against poverty and for social inclusion are other transversal priorities shared by the EU and the EEA, as part of their common agenda. Moreover, the ability of the EEA and Norway Grants to match their calls for projects with the specific national problems in such sensitive areas as justice, civic participation and cross-border crime make them useful tools in an ongoing effort to consolidate public administration and the powers of the states in what one may boldly refer to as "New Europe".

The cultural projects analysed from the standpoint of the beneficiary and participant have prompted us to comprehend the mechanisms needed for their successful implementation and the usefulness of collaborations between entities from a country such as Romania and donor states, not only for cultural reasons, but also for those of experiencing another managerial culture and approach to project implementation. EEA and Norway Grants remain, thus, in our opinion, a success story in project management and a useful focal point for eligible institutions seeking original collaboration endeavours.

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