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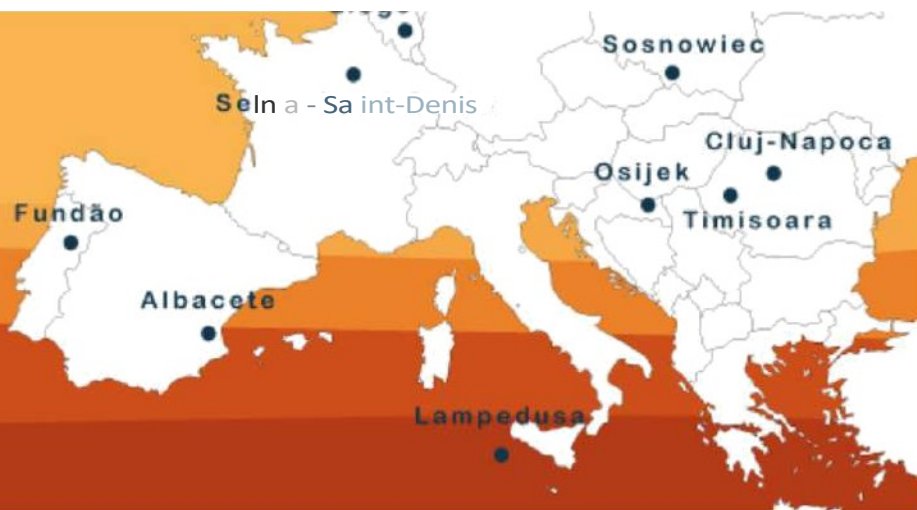
# Cluj-Napoca

## Municipality Integrated

### Action Plan

for improving the integration of foreign  
citizens from outside the European Union at  
the  
local

WELDI



**Integrated Action Plan for  
improving the integration  
non-EU foreign nationals at local level**

December 2025

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## INTRODUCTION

Cluj-Napoca, a vibrant city at the crossroads of cultures and history, has rapidly evolved into one of Romania's most dynamic urban centres. Renowned for its academic excellence, technological innovation and rich cultural heritage, the city now faces a significant opportunity: to welcome and integrate an increasingly diverse population. Over the past five years, Cluj-Napoca has seen a considerable increase in the number of foreign residents, from 8,000 to 22,000 people, attracted by universities, economic opportunities or the need for protection, as well as refugees from the conflict in Ukraine.

In response to this demographic transformation, Cluj-Napoca has taken on *the role of an inclusive city that generates opportunities*. The local administration, in partnership with civil society and international organisations, has taken proactive steps to create a welcoming environment for newcomers. Initiatives such as hosting Ukrainian refugees, establishing an International Citizens' Council and launching a one-stop support office for migrants demonstrate the city's commitment to building a sustainable and inclusive community.

Despite this progress, *significant challenges* remain. National and local institutions are still in the process of adapting to this new reality, and administrative barriers hinder migrants' access to essential services such as housing, education, employment, vocational training and health services. While all obstacles are complex, housing is one of the biggest challenges, given the limited availability of housing on the local real estate market, high costs, discrimination by some landlords, language barriers, overcrowding and the absence of adequate local support policies. Recognising these difficulties, the municipality of Cluj-Napoca is determined to understand and address the social transformation that is changing the perspective on migration — from a temporary phenomenon to a structural component of the city's development.

Cluj's *vision* is to become a model of integration and social cohesion, offering newcomers a true "*home away from home*". Located in the heart of Transylvania, Cluj-Napoca holds a unique position between tradition and modernity. With a forward-looking mindset and strong local partnerships, the city is poised to become a benchmark for inclusion in Romania.

This Integrated Action Plan (IAP) outlines the steps Cluj-Napoca will take to realise its vision of being not just a host city, but a home city for all.

In line with its ambition to become a model for inclusive cities, Cluj-Napoca has joined the URBACT WELDI (Welcoming Diversity) network for the period 2023–2025. WELDI is a European partnership that promotes local actions aimed at protecting human rights and guaranteeing the right to the city for all residents, regardless of nationality or residence status. Within this universal objective, WELDI pays special attention to migrants and newcomers, who face specific risks such as precarious legal status, unfamiliarity with the local environment, discrimination, exploitation or language barriers.

## What this Integrated Action Plan is – and what it is not

This Integrated Action Plan does not aim to provide an exhaustive inventory of all challenges or all possible interventions in the field of migrant integration. Instead, it presents a realistic and coherent vision, developed in a national and local context marked by constraints.

The proposed actions focus on what can be achieved by the Municipality of Cluj-Napoca and its partners, within the limits of existing legal powers, available resources and the budgetary framework. The plan prioritises feasible, institutionally anchored measures capable of generating measurable improvements in the integration process of foreign residents in the municipality.

## Section 1: Context and needs

Cluj-Napoca stands out as one of the most diverse multicultural urban centres in Romania, home to a wide variety of ethnic and national communities that coexist in a harmonious environment. With a history spanning over two millennia, the city is home to significant communities of Romanians, Hungarians, Germans and Roma, as well as citizens from other countries French, Italian, Moldovan, Sri Lankan, Ukrainian, Vietnamese, Spanish, Turkish, Nepalese, African, Middle Eastern and Latin American.

The local administration has demonstrated a strong commitment to supporting the integration of migrants by collaborating with civil society organisations specialising in areas such as human rights, gender equality and civic participation, as well as by promoting the inclusion of vulnerable groups.

### 1.1 Profile and trends of the migrant population

Over the last decade, Cluj-Napoca has experienced rapid and significant diversification of its resident population. Although the city has always been an academic and economic hub attracting students and skilled workers, in recent years the number, diversity and profiles of foreign residents have increased considerably.

The migrant population includes:

- **International students** enrolled in the city's major universities (UMF, UBB, UTCN, USAMV), constituting one of the largest academic migrant communities in Romania;
- **Foreign workers**, mainly employed in IT, services, manufacturing, construction, HORECA and health;
- **Refugees and beneficiaries of temporary protection**, especially after 2022, including families, children and vulnerable persons requiring tailored services;
- Researchers **and highly skilled professionals** connected to the city's innovation ecosystem;
- **Members of migrants' families**, arriving through family reunification procedures.

The increase in arrivals puts pressure on local systems — housing, education, health, administrative services and community infrastructure — highlighting the need for a coordinated and accessible integration pathway.

## 1.2 Socio-economic and institutional context

Cluj-Napoca is one of Romania's most dynamic urban centres, characterised by:

- a **competitive labour market**, with high demand in IT, healthcare, creative industries and construction;
- a **major academic ecosystem** that attracts thousands of international students every year;
- a **vibrant economic environment**, but also high living costs, growing demand for housing and pressure on public services.

From an institutional perspective:

- **Competences regarding migration and integration** are fragmented and mainly located at national level (IGI for residence, ANOFM for employment, ministries for education and health).
- **Local authorities** — City Hall, DASM, DGASPC, ISJ, health units, universities — have an operational role, but do not have a unified coordination mechanism.
- **Civil society, NGOs, volunteer groups and universities** are very active, but operate without a common framework at city level.
- **Existing services** are often based on temporary projects or emergency interventions (e.g. the response to Ukraine), which leads to uneven coverage and reduced sustainability.

This complexity highlights the importance of creating a **structured and predictable** local integration system.

## 1.3 Main challenges and needs

Based on local analysis and consultation with relevant stakeholders, the main challenges and needs identified are as follows:

### Challenges

- Fragmentation of institutional responsibilities and limited coordination between actors.
- Lack of a clear integration pathway for newcomers (information, guidance, access to services).
- Unequal access to education, health, housing and employment.
- Insufficient capacity and limited tools among staff working with migrants.
- Lack of data, monitoring and feedback mechanisms to inform policy.



- High costs of living, particularly in the housing market.
- Low participation of migrants in community life and decision-making processes.

## Needs

- A city-level **coordination mechanism** connecting core institutions, secondary actors and ecosystem partners.
- A physical and digital **welcome point** for newcomers, simplifying information on rights and obligations and access to services.
- **Training and capacity building** for municipal staff and service providers.
- **Sustainable, long-term** solutions that go beyond crisis logic.
- Accessible **multilingual** information and culturally adapted communication channels.
- Opportunities for **participation, dialogue and social cohesion** between migrants and the local community.

This increase in immigration has highlighted a number of *critical issues*, identified in the SWOT analysis carried out in WELDI activities.

## SWOT – Critical elements identified in WELDI activities

The document presents a SWOT analysis highlighting structural aspects of migrant integration in Cluj-Napoca. Accurate summary of the content:

### Strengths

- Multiculturalism and diversity.
- Substantial economic opportunities.
- One-Stop-Shop "Welcome to Cluj" — 400 m<sup>2</sup>, centrally located.
- Active civil society organisations with relevant expertise.
- Local presence of the IOM and access to technical assistance.
- International Citizens' Council.
- Educational ecosystem      educational      strong (universities, linguistic centres, research).

### Weaknesses

- Insufficient policies to support access to housing.
- Language barriers and lack of translations into languages spoken by migrants.
- Lack of a framework for the recognition of qualifications.
- Underdevelopment of services dedicated to migrants.
- Limited coordination between relevant institutions.
- Lack of interpreters in public institutions.

### Opportunities



- The growing popularity of Cluj as an international city.
- European funding (AMIF, ESF+, ERDF) for integration programmes.
- Involvement of employers and development of diversity management.
- Strengthening collaboration between institutions, NGOs and the .

## Threats

- Underemployment and income inequality for migrants.
- High pressure on the housing market.
- Negative public narratives fuelled by misinformation at national level.
- Administrative barriers at the central level (slow, complex procedures).

## Relevant local good practices

The section continues with a presentation of Cluj's progress in the field of integration:

- **Local integration strategy (EPI, 2021)** — the first in Romania.
- **Cluj–IOM cooperation protocol (2023)** for the development of support services.
- **One-Stop-Shop & 'Welcome to Cluj' platform** — integrated services (counselling, courses, social support).
- **Cluj International Citizens Council (2023)** — representation and advocacy platform.
- **Community initiatives** (e.g., the "Friends of Cluj" language mentoring programme).
- **The role of C-EDU** as a facilitator of collaboration, educational innovation and community support.

## Section 2: General logic and integrated approach

### 2.1 Vision

Cluj-Napoca is a city undergoing rapid diversification, where a growing number of foreign residents – students, workers, researchers, families and persons under international protection – contribute to the social, cultural and economic vitality of the community.

The city's long-term vision is to become a welcoming, inclusive and opportunity-rich urban environment where every newcomer:

- can easily navigate local systems;
- has non-discriminatory access to essential services and rights;
- can participate meaningfully in community life and decision-making processes.

This vision underpins the Integrated Action Plan (IAP) and guides both the strategic choices described here and the concrete actions detailed in Section 3.

### 2.2 Intervention logic

The Integrated Action Plan (IAP) follows a structured intervention logic, aligned with the URBACT methodology and based on local diagnosis and consultation with relevant actors.

### a) Challenges and needs

The analysis presented in Section 1 and ILO research highlight several systemic challenges:

- fragmented institutional responsibilities and limited coordination;
- lack of a clear and accessible integration pathway for newcomers;
- unequal access to housing, health, education and employment;
- skills gaps among staff in key institutions;
- low participation of migrants in community life and decision-making processes;
- high pressure on the housing market and rising cost of living.

These challenges give rise to essential needs:

- a **predictable and accessible local integration system**,
- a **coordinated governance mechanism**,
- a **physical and digital entry point** for newcomers,
- **systematic training for staff**,
- **opportunities for participation and social cohesion**,
- effective **data and monitoring tools**.

### b) Strategic objectives

To address these challenges, the PAI is structured around seven strategic objectives (SO1–SO7), which together form a coherent local integration system. They address:

- support for early integration and guidance;
- integration into the labour market and gender equality;
- access to Romanian language courses and clear information;
- social cohesion and community participation;
- multi-stakeholder governance and institutional capacity building.

A detailed description of each objective and related actions can be found in Section 3 the operational core of the PAI.

### c) From objectives to actions, results and impact

Each strategic objective is translated into a small number of concrete actions, which are:

- feasible within the administrative powers of the City Council and local partners;
- realistic in terms of available human and financial resources;
- developed through multi-stakeholder consultation, including migrants and migrant-led organisations;
- focused on measurable results.

Together, these actions are intended to lead to:

- a more functional and recognisable local integration ecosystem;
- increased accessibility and quality of services for newcomers;
- more coherent and consistent institutional practices;
- increased participation and trust between migrants and authorities.

In the long term, PAI aims to contribute to a more cohesive, resilient and economically competitive Cluj-Napoca, where migration is treated as a structural reality and not just an emergency situation.

## 2.3 Integrated approach

URBACT requires integrated action plans to address urban challenges in a multidimensional manner. The Integrated Action Plan of Cluj-Napoca explicitly integrates *four complementary dimensions*:

### a) Vertical integration – multi-level governance

In Romania, competences related to migration are predominantly at national level. Therefore, multilevel cooperation is essential.

The IAP aims to align and foster collaboration between:

- national institutions (IGI, ANOFM, line ministries);
- county actors (Prefecture, County Council, DGASPC, DSP, ISJ);
- local authorities (Mayor's Office, DASM, schools, health units, metropolitan partners).

This integration is operationalised through structured information flows, common working mechanisms and a coordinated approach to administrative bottlenecks.

### b) Horizontal integration – cross-sector coordination at local level

The results of integration depend on how multiple local systems interact: social protection, housing, education, health, employment, culture, digital services.

PAI strengthens coordination between:

- municipal departments (social assistance, education, health, housing, youth, digitalisation);
- service providers (DASM, DGASPC, schools, universities, medical units, AJOFM);
- NGOs, volunteers, community groups;
- the private sector and employers.

Objective: to reduce fragmentation and promote the perception of a **single integration pathway**, rather than isolated interventions.

### c) Territorial integration – the metropolitan area perspective

A growing number of foreign residents study, work or live in the metropolitan area. PAI:

- collaborates with ADI Zona Metropolitană Cluj and neighbouring municipalities;
- takes into account mobility, access to services and educational needs at metropolitan level;
- aligns with metropolitan strategies for long-term sustainability and coherence.

This territorial perspective is important for long-term demographic, social and economic planning.

### d) Participatory integration – co-creation and community involvement

Participation is a central principle of the PAI. Migrants, civil society and service providers have been involved through:

- meetings of the URBACT Local Group (ULG) within the WELDI network;
- consultations with students, workers and volunteers;
- collaboration with migrant-led organisations;
- feedback from frontline staff.

In implementation, this participatory approach will continue through a reconfigured **delivery group** focused on practical solutions.

## 2.4 The ecosystem of actors and their roles

To clarify responsibilities, Cluj uses a *three-level model of actors*, inspired by OECD and IOM best practices, which organises institutions according to:

- proximity to beneficiaries,
- core mandate,
- operational influence on integration outcomes.

The three levels are:

#### Level 1 – Key actors (frontline implementers)

Institutions with primary mandate and direct operational responsibility for migrants' status and access to services: City Hall, DASM, DGASPC, IGI Cluj.

#### Level 2 – Secondary actors (regulatory and facilitating institutions)

Employment agencies, social protection, school inspectorate, police, county authorities and other actors that influence integration through administrative and regulatory decisions.

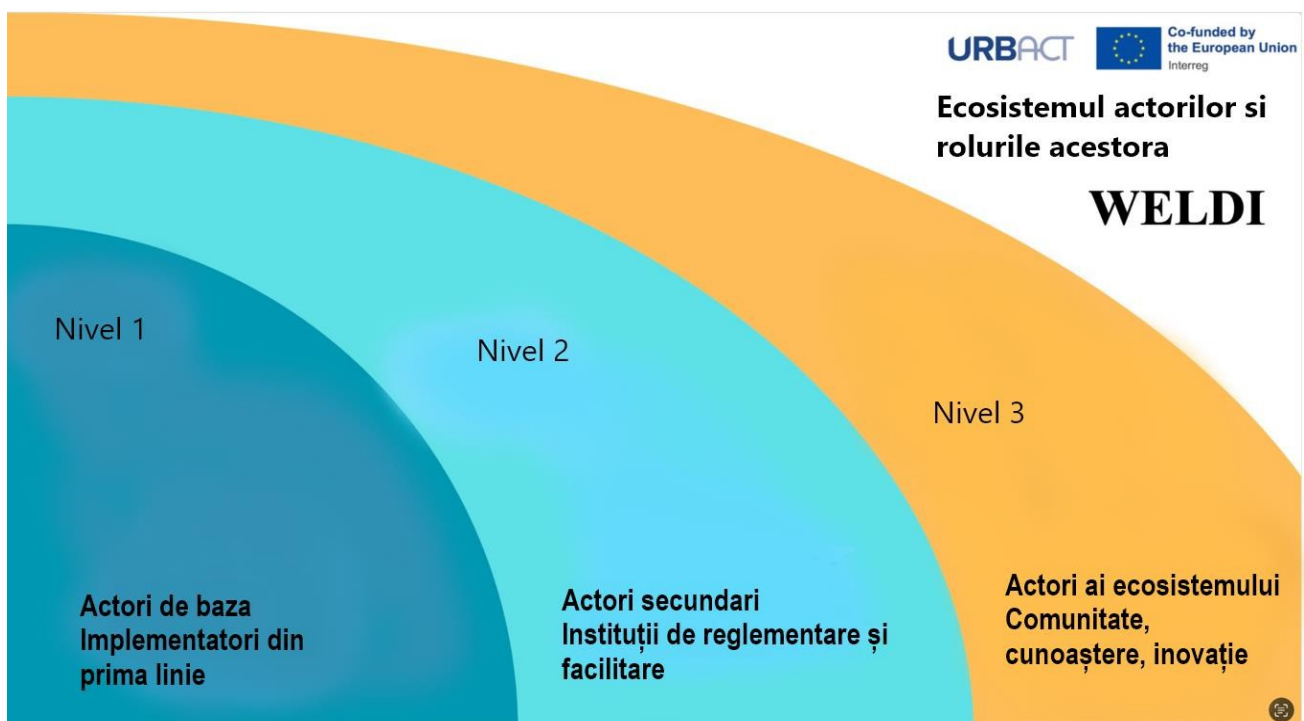
### Level 3 – Ecosystem actors (community, knowledge, innovation)

NGOs, universities, research centres, international organisations, employers, clusters contribute with community support, expertise and complementary initiatives.

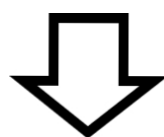
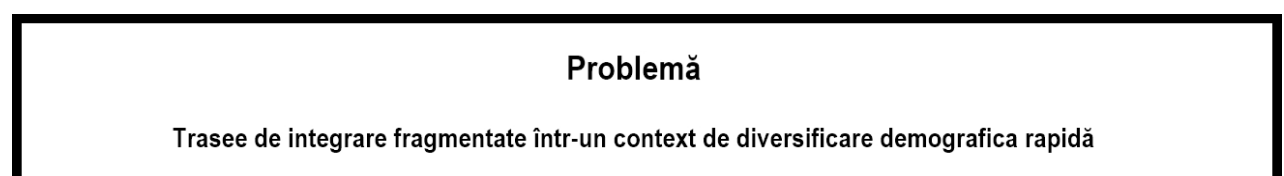
Concentric model:

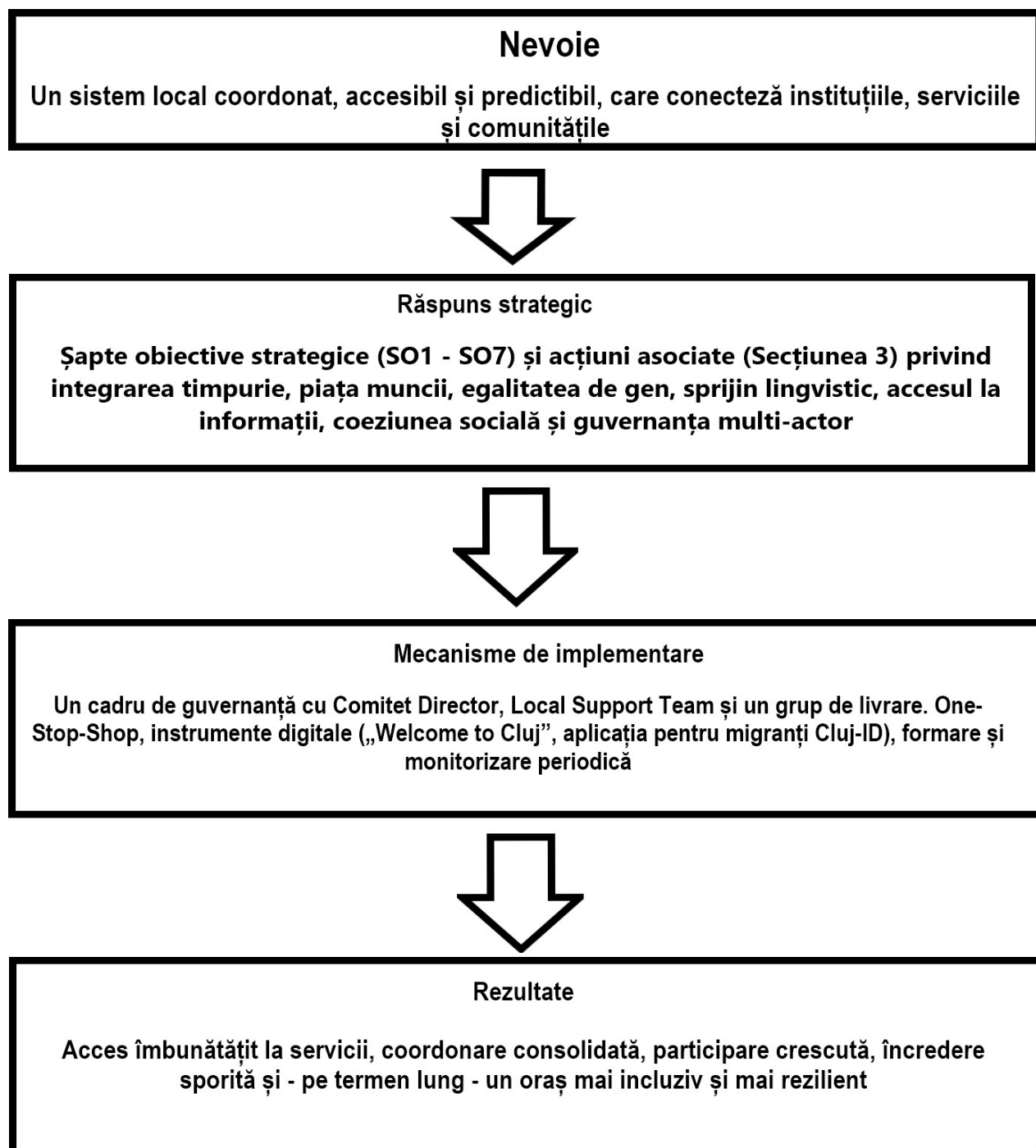
- reflect actual mandates;
- reduce overlaps;
- clarify coordination needs;
- provide the practical basis for the governance architecture in Section 4.

A visual map of the actors in the ecosystem is included below to illustrate this concentric model.



### 2.5 Summary of the integrated intervention model





### Section 3. Activity planning

Building on the integrated approach, governance model and strategic direction outlined above, Section 3 represents the operational core of the Integrated Action Plan. It translates the vision and logic of the intervention into **seven Strategic Objectives** (SO1–SO7) and a coherent set of concrete, feasible and measurable actions designed to strengthen support for early integration, improve access to services, increase the participation of migrants in the labour market, promote gender equality, expand Romanian language learning, strengthen social cohesion and develop institutional capacity.

These actions represent the path through which Cluj-Napoca will put its commitments into practice and generate concrete improvements in the integration experience of foreign residents. Section 3 should therefore be understood as the central pillar of the PAI, guiding implementation, resource allocation and monitoring in the coming years.

The plan is based on extensive research conducted by the International Organisation for Migration (IOM) between November 2023 and August 2024, one of the most comprehensive multidimensional assessments of migrant integration available in Romania. The research included:

- **1,366 face-to-face interviews**, of which 1,314 were with third-country nationals (TCNs);
- participants from **119 nationalities**, residing in Romania for work, study, family reunification or protection;
- detailed analysis of migrants from **nine main countries of origin** (Nepal, Sri Lanka, Bangladesh, India, Turkey, Pakistan, Moldova, Philippines, Iran), representing 54% of the sample.

For Cluj-Napoca, the findings are essential: the city stands out for its high levels of employment and long-term settlement intentions (70% of respondents), but challenges remain, such as

- gender inequalities in employment and income;
- underemployment of migrants with higher education;
- low level of Romanian language skills in certain communities (83–85% of respondents from Sri Lanka and Bangladesh have limited language skills);
- lack of institutional support reported by 20–28% of respondents;
- administrative difficulties for 36–39% of respondents.

The action plan responds directly to these needs through targeted measures adapted to the local context.

## **STRATEGIC OBJECTIVE 1: Support for early integration**

### **Action 1.1 – Development of a pre- and post-arrival orientation package for TCNs**

#### **Implementation steps**

- Mapping of existing materials (printed and online) on rights/obligations, housing, work, health.
- Developing multilingual digital and printed materials (RO/EN/FR + specific languages: Arabic, Nepali, Urdu, Pashto, Bengali, etc.).
- Distribution of materials through local institutions, employers, universities, recruitment agencies, consulates, airports, social networks.
- Organising quarterly sessions orientation sessions in physical format and online.

#### **Desired outcomes**



- Faster adaptation of new arrivals.
- Reduction in administrative errors.
- Increased awareness among migrants (especially the 20–28% who reported a lack of institutional support).

### Responsibilities

- Leader: Cluj-Napoca City Hall
- Partners: IOM Romania, local institutions, universities, employers, IGI, Border Police, etc.

### Timeline

- Short term: 6–12 months; annual update.

### Cost

- Human resources (content development)
- Graphic design and translations
- Event costs
- Digital platform hosting

### Risks & measures

- **Low participation** → involvement of community leaders and leaders from migrant communities.
- **Language adaptation issues** → validation of materials by cultural mediators.

## Action 1.2 – Creation of a "One-Stop-Shop"

### Implementation stages

- Establishment of a dedicated desk within the City Hall.
- Training staff in intercultural communication.
- Provision of guided support on residence procedures, access to the labour market, social services, legal advice, school enrolment, registration with a family doctor, etc.

### Expected results

- Simplification of procedures (especially for the 39–44% who encounter difficulties).
- Reduction of errors in documentation.
- Increasing the efficiency of inter-institutional coordination.

### Responsibilities

- Leader: City Hall
- Partners: IOM, AJOFM, IGI, DGASPC, NGOs, interpreters

#### Timeline

- Medium term: 1–2

#### years Costs

- Staff (2–3 persons)
- Office space
- Training and translation services

#### Risks & measures

- **Overloading** → gradual implementation (e.g. initial opening 2 days/week).
- **Lack of coordination** → clear referral protocol between institutions.

## STRATEGIC OBJECTIVE 2: Gender mainstreaming

### Action 2.1 – Employment and training programmes for migrant women

#### Implementation stages

- Assessment of the needs of migrant women.
- Dedicated career counselling for them.
- Romanian language courses with childcare services.
- Mentoring network between migrant women and local professionals.
- Activities targeting communities with high levels of economic inactivity.

#### Targeted results

- Increased participation of women in the labour market.
- Reduction of the gender pay gap.
- Increase financial autonomy.

#### Responsibilities

- Leader: AJOFM & City Hall
- Partners: ILO, specialised NGOs, employers

#### Timeline

- Short to medium term: 6–18

#### months Costs

- Trainers, Romanian language teachers
- Childcare services
- Mentoring coordination

#### Risks & measures

- **Low participation** → involvement of community and religious leaders.
- **Lack of time due to childcare** → flexible and mobile programmes.

### Action 2.2 – Gender-sensitive information campaign

#### Implementation stages

- Production of materials on workplace rights, equal pay, and protection against discrimination.
- Workshops on labour legislation and workplace safety.
- Promoting successful female role models among migrants.

#### Expected results

- Raising awareness.
- Reduction of exploitation and discrimination.

#### Responsibilities

- Leader: City Hall
- Partners: IOM, NGOs, ITM, health service providers

#### Timeline

- 6–12

#### months Costs

- Production of materials, printing, event logistics

#### Risks & measures

- **Mistrust/cultural barriers** → use of female facilitators from communities.

## STRATEGIC OBJECTIVE 3: Integration into the labour market

### Action 3.1 – Expanding traineeships, internships and apprenticeships for migrants

#### Implementation stages

- Simplified procedures through One-Stop-Shop.

- Promotion of skills recognition mechanisms (including non-formal learning).
- Romanian language courses for the

workplace. Expected results

- Smoother transition from student life to the labour market.
- Rapid placement of skilled migrants in the appropriate field.
- Reduction of unemployment and underemployment among people with higher education.

Responsibilities

- Leader: Local clusters (C-EDU, Cluj IT, AgroTransilvania, TREC, Creative Industries, Transilvania IT)
- Partners: IOM, universities, AJOFM, employers

Timeline

- 1 year for partnerships; then ongoing

implementation. Costs

- Coordination, language training, contributions for

internships Risks & measures

- **Reluctance on the part of employers** → guidance on economic benefits.
- **Unrealistic expectations** → pre-internship guidance.

## **STRATEGIC OBJECTIVE 4: Social cohesion and community involvement** Action

### **4.1 – Intercultural events and social clubs**

Implementation stages

- Regular organisation of events: cultural festivals, sports competitions, cooking workshops.
- Creation of social clubs for pensioners, students, unemployed people (groups identified as having weak social ties).
- Promoting mixed participation of migrants and

locals. Targeted results

- Reduction of discrimination and isolation.
- Strengthening emotional ties with the local community.
- Improvement of well-being.

## Responsibilities

- Leader: Youth Department of the City Hall
- Partners: IOM, NGOs, student organisations

## Schedule

- Immediately; bi-monthly

## events Costs

- Micro-grants, volunteers

## Risks & measures

- **Segregated participation** → collaborative activities.
- **Low interest** → incentives (certificates, prizes, meals).

## Action 4.2 – Social mentoring and peer support programme

### Implementation steps

- Recruitment of volunteers (local and migrants).
- Matching mentors and mentees based on language and profile.
- Training in intercultural communication.
- Monitoring of relationships.

## Results

- Strong support networks.
- Reduction of vulnerabilities (especially women, unemployed people).
- Increasing the sense of belonging.

## Responsibilities

- Leader: AJOFM
- Partners: C-EDU, NGOs, student organisations

## Timeline

- Launch in 6 months; then

## ongoing. Costs

- Coordination, materials, logistical

## support Risks & measures

- **Different expectations** → clear guidelines.

- **Volunteer fatigue** → supervision and recognition.

## **STRATEGIC OBJECTIVE 5: Language integration**

### **Action 5 – Comprehensive support system for learning Romanian**

#### Implementation steps

- Expansion of free or low-cost courses.
- Offering programmes in neighbourhoods and the metropolitan area.
- Introduction of digital and hybrid formats.
- Creation of a "Language Buddy" system.
- Organising weekly meetings in libraries, community centres, cafés, universities.
- Offering guides conversational guides                      conversational                      and                      training for volunteers.

#### Expected results

- Improving the level of Romanian language skills among different groups of migrants.
- Increasing autonomy and access to services.
- Strengthening social ties.

#### Responsibilities

- Leader: Cluj-Napoca City Hall + municipalities in the metropolitan area
- Partners: County School Inspectorate, NGOs/C-EDU, IOM, universities, libraries

#### Timeline

- 6–12 months for full implementation; some components in 3–6 months.

#### Costs

- Teachers, materials, spaces,

#### coordination Risks & measures

- **Dropouts** → certificates useful for accessing services/employment.
- **Schedule conflicts** → flexible hours.
- **Irregular participation in buddy system** → structured scheduling.

## **STRATEGIC OBJECTIVE 6: Navigation and access to information Action**

### **6.1 – Multilingual digital platform for migrants**

### Implementation steps

- Development of an application/website with information on: residence, work, health, education, social services, emergencies.
- Integration of a chatbot.
- Promotion on social media.

### Expected results

- Reducing procedural confusion, especially among communities with language barriers.
- Quick access to information and forms.

### Responsibilities

- Leader: City Hall
- Partners: IT companies, IOM, NGOs

### Timeline

- 8–12

### months Costs

- Development, maintenance,

### translations Risks & measures

- **Low digital literacy** → printed materials, mediators.
- **Insufficient updating** → dedicated person in charge.

## **STRATEGIC OBJECTIVE 7: Strengthening multi-stakeholder capacity and**

### **coordination Action 7.1 – Annual inter-institutional coordination platform**

#### Implementation stages

- Creation of a Local Group for the Integration of Migrants under the coordination of the Prefecture.
- Quarterly meetings on integration issues.
- Annual report on integration in Cluj.

#### Expected results

- Alignment of services and funding.
- Rapid response to new migration trends.

#### Responsibilities



- Leader: Prefecture
- Partners: local institutions, universities, NGOs, IOM, etc.

#### Timeline

- Launch in 6

#### months Costs

- Facilitation of meetings, reporting staff

#### Risks & measures

- **Low participation** → visibility, micro-grants.
- **Lack of follow-up** → dedicated person.

### Action 7.2 – Training for local authorities

#### Implementation stages

- Development of training modules: intercultural communication, anti-discrimination, trauma-sensitive support, gender equality.
- Training of staff from: administration, health, education, police, social assistance.
- Certification.

#### Expected results

- Better quality public services.
- Increased satisfaction of migrants in their interactions with institutions.

#### Responsibilities

- IOM Romania, specialised NGOs, Cluj-Napoca City Hall.
- Permanent; first cycle in 12

#### months Costs

- Trainers, materials, catering

#### Risks & measures

- **Resistance to training** → integration of modules into compulsory vocational training.

## Section 4. Implementation framework

The implementation framework of this Integrated Action Plan is built on URBACT methodologies and tools, ensuring an efficient transition from planning to delivery. The municipality of Cluj-Napoca has applied **the URBACT Implementation Planning Tool, the Financing and Resources Tool, the Risk Analysis Tool, and the Stakeholder Engagement Tool**, which together define the governance model, the sequencing of actions, the resource strategy, the coordination mechanisms, and the monitoring approach described in this section.

These tools have supported the city in translating the strategic objectives in Section 2 and the actions in Section 3 into a coherent, feasible and financially sound delivery system. The resulting framework reflects the URBACT principles of integrated working, multi-level governance, co-creation and adaptive learning, positioning Cluj-Napoca to operationalise and sustain its vision of a welcoming and inclusive city.

### 4.1 Governance

The governance model reflects the concentric structure of actors presented in Section 2, ensuring clear coordination at the strategic, inter-institutional and operational levels.

#### 4.1.1 PAI Coordination Committee (Strategic Level)

A high-level Coordination Committee will provide political direction, ensure institutional alignment and oversee overall implementation.

**It is proposed that it be chaired by the Prefect**, with the participation of:

- Cluj Prefecture
- DGASPC Cluj
- DASM Cluj-Napoca
- IGI Cluj – Immigration Service
- AJOFM, AJPIS, ITM, ISJ
- Cluj Metropolitan Association
- IOM Romania
- PATRIR
- C-EDU Education Cluster
- Cluj International Citizens' Council

#### **Mandate:**

- approval of annual work plans and priorities;
- validation of resource mobilisation and major funding applications;
- evaluating the Annual Integration Report;
- approving the necessary corrective measures.

**Frequency:** twice a year.

#### **4.1.2 Local Support Team (LST) – Interinstitutional coordination level**

In accordance with Action 7.1, **the Local Support Team (LST)**, coordinated by the Prefecture, will function as the main coordination mechanism between institutional actors (Levels 1 and 2).

**Mandate:**

- coordination of the implementation of multi-institutional actions;
- supervising the referral mechanism between institutions;
- aligning administrative procedures affecting migrants;
- formulating common positions on administrative bottlenecks for national ministries;
- providing data for the Annual Integration Report.

**Frequency:** quarterly meetings.

**Secretariat:** hosted by the City Council — responsible for continuity and follow-up.

#### **4.1.3 One-Stop-Shop Coordination Unit (Operational Level)**

A dedicated unit within the City Council will coordinate the daily work of supporting early integration, navigation, information and community building.

**Mandate:**

- implementation of Strategic Objectives 1, 3, 4, 5 and 6;
- ensuring synergy between physical services and digital tools ("Welcome to Cluj", the app for migrants, Cluj-ID);
- coordination with NGOs, universities, employers and volunteers;
- reporting operational progress to the Coordination Committee (annually) and to the LST (quarterly).

#### **4.2 Continued involvement of actors and the future of the ULG**

The URBACT Local Group (ULG), created within the WELDI network, will evolve into a **Welcoming Diversity Delivery Group**, focused on implementation and continuous co-creation.

**Composition:**

- minimum 30% migrants or representatives of migrant-led organisations;
- NGOs (IOM, PATRIR, C-EDU, RCCMS, community associations);
- universities, employers, trade unions;
- youth organisations, religious groups, cultural mediators.

**Mandate:**

- co-designing specific activities;
- validation of user experiences and feedback mechanisms;
- involvement in communication and community actions;
- analysis of monitoring results.

Frequency: minimum three meetings per year.

### **4.3 Key measures to support implementation**

To operationalise governance and ensure the effective delivery of the actions in Section 3, the City Council and partners will implement the following cross-cutting measures:

#### **4.3.1 Creation of a referral mechanism**

A structured system between institutions will be developed to ensure:

- reducing fragmentation and eliminating overlaps;
- facilitate access to social, educational, medical, occupational and legal services;
- improved case management and user experience.

#### **4.3.2 Activation and consolidation of the Local Support Team under the coordination of the Prefecture**

The LST will be the permanent coordination platform bringing together:

- immigration authorities;
- social and educational services;
- healthcare providers, police, labour institutions;
- NGOs, universities, and migrant representatives.

This will contribute to transparency, shared responsibility and a prompt response to challenges.

#### **4.3.3 Increasing the capacity of public institution staff**

A structured programme will improve:

- knowledge of migrants' rights and obligations;
- intercultural communication skills;
- trauma-sensitive support skills;
- responsible approaches from a gender perspective.

#### **4.3.4 Training sessions for employers and labour market actors**

Training will be provided on:

- diversity management;
- the Romanian legal framework on migrant employment;
- prevention of exploitation;

- inclusive recruitment;
- intercultural collaboration.

These complement the objectives of SO2 and SO3.

#### **4.3.5 Integration of migrants into the Cluj-ID (RO-ID) digital application**

Expanding Cluj-ID to include non-Romanian residents will support:

- equal access to local digital services;
- simplified administrative interactions;
- increased administrative visibility and easier navigation within the system.

#### **4.3.6 Development of the "Welcome to Cluj" digital platform**

Updates will include:

- multilingual expansion;
- intelligent guidance (including AI) and personalised routes;
- QR-coded access to services;
- interactive guidance materials.

### **4.4 Overall funding strategy and resources**

The PAI is designed as a ready-to-finance portfolio. The City Council will use the URBACT Funding and Resources Tool to match actions to appropriate funding sources.

#### **4.4.1 Thematic investment packages**

Actions will be grouped into four packages:

1. Early integration & navigation
2. Labour market, skills & gender equality
3. Social cohesion & community life
4. Governance, capacity & data

#### **4.4.2 Potential sources of funding**

- local and county budgets;
- national programmes for social inclusion, education and employment;
- European funds: ESF+, ERDF, AMIF;
- EEA/Norway grants;
- private and philanthropic funding;
- co-financing from the private sector (especially for training and internships).

An **annual investment plan for integration** will identify relevant calls and the sequencing of funding.

## 4.5 General implementation timetable

Implementation will take place over a period of 5 years (2026–2030), divided into three phases:

### Initiation phase (2026–2027)

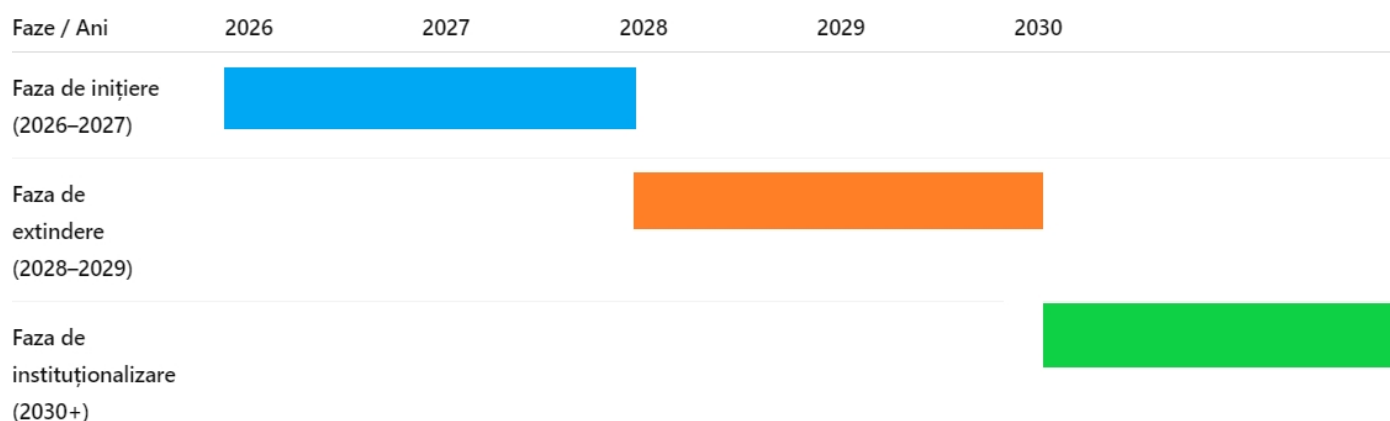
- establishment of governance structures;
- launching One-Stop-Shop operations;
- piloting training programmes;
- first Annual Integration Report.

### Expansion Phase (2028–2029)

- expansion of the Romanian language learning system;
- development of internships and collaboration with employers;
- expansion of digital tools at the metropolitan level;
- integration of lessons learned.

### Institutionalisation Phase (2030+)

- consolidating successful actions as permanent policies;
- maintaining the delivery group and LST;
- updating indicators based on URBACT tools.



## 4.6 Cross-cutting risk analysis

The main risks include:

- political changes or fluctuating priorities;
- delays in funding;
- fatigue of actors involved in coordination;
- low participation of migrants;
- negative public discourse or xenophobia;

- lack of data or insufficient data.

#### **Mitigation measures:**

- formalisation of the PAI through Local Council decisions;
- diversification of funding sources;
- robust feedback mechanisms;
- proactive public communication campaigns.

### **4.7 Monitoring, evaluation and reporting**

A monitoring system will track progress for each strategic objective using quantitative and qualitative indicators.

#### **a) Indicators and data sources**

Small sets of indicators will be defined for:

- early integration;
- gender-sensitive integration;
- employment and skills;
- social cohesion;
- language integration;
- access to information;
- governance and capacity building.

Data sources include:

- municipal and county databases;
- IOM and NGO records;
- questionnaires, interviews and focus groups.

URBACT tools will help to keep the monitoring framework within efficient limits.

#### **b) Annual integration report and learning cycle**

In accordance with Action 7.1, LST, with the support of the City Council and the IOM, will prepare an **Annual Integration Report**, which will:

- summarise the indicators and qualitative perspective;
- document progress on each objective and action;
- make recommendations for the following year.

The report will be discussed in the Coordination Committee and the Delivery Group and will be made public for transparency and accountability.

This annual cycle ensures that the plan is adapted to social and migration developments.



## List of acronyms

**AJPIS – Agency for Payments and Inspection Social** The county institution responsible for administering social benefits, family support and vulnerability assessment.

**AJOFM – County Employment Agency** Provides employment services, job matching and labour market activation measures.

**AMIF – Asylum, Migration and Integration Fund (EU)**  
European funding instrument dedicated to asylum, legal migration and integration.

**ANITP – National National Against Trafficking of Ensures**  
Ensures prevention, protection and support for victims of human trafficking.

**ANOFM – National National for Labour Labour Labour Labour**  
Coordinates county agencies (AJOFM).

**C -EDU – Cluj Cluster of Education** Cluster organisation that supports educational innovation, community learning and integration programmes.

**CRFPA – Regional Regional Training Training of for Adults**  
Responsible for qualification, retraining, improvement and upskilling programmes.

**DSP – Directorate of Public Public**  
Coordinates the implementation of health policies at county level.

**DGASPC – General Directorate for Social Assistance and Child Protection** County institution responsible for child protection and support for vulnerable persons, including unaccompanied minors.

**DASM – Directorate of Social of of Municipality Cluj-Napoca**  
Provides social services, emergency support and community protection at local level.

**ERDF – European European Development Regional Regional**  
EU fund supporting economic development, innovation and social infrastructure.

**ESF+ – The European Fund Plus**  
EU fund for employment, skills, social inclusion and labour market integration.

**EU – European Union**

**IGI – Inspectorate General for Immigration**  
The institution responsible for residence permits, visas, asylum, return and migration management.

## **UNHCR**

UN agency providing expertise, services, research and capacity building in the field of migration.

**ISJ** – **School Responsible**  
Responsible for access to education, enrolment, integration of foreign students, school mediation and educational support.

**ITM** – **Territorial Labour Labour**  
The institution responsible for enforcing labour legislation, standards and combating exploitation.

**LST** – **Local Support Team (Local Local Support Support)**  
Inter-institutional mechanism under the coordination of the Prefecture for the integration of migrants.

## **MiGOF – Migration Governance Framework (IOM)**

International framework for assessing migration governance systems.

**MoU** – **Memorandum of Understanding (Memorandum of Understanding)**  
Formal agreement for collaboration between institutions (e.g. Cluj-Napoca Municipality and IOM).

## **NGO – Non-governmental organisation**

**RCCMS** – **Romanian Centres for Comparative Migration Studies**  
University research centre specialising in migration studies and public policy.

**SO** – **Strategic Objective (Strategic )**  
Main objective within the Integrated Action Plan.

**TCN** – **Third-Country National ( of a country)**  
Non-EU foreign national residing in Romania.

## **UBB – Babeş-Bolyai University**

The largest university in Cluj-Napoca.

**ULG** – **URBACT Local Group ( Group Local URBACT)**  
Group of local actors created within the URBACT programme to co-design the PAI.

**UMF** – **University of Medicine and Pharmacy "Iuliu Hațieganu"**  
A major university institution with a high number of international students.

**URBACT** – **The EU programme Urban Programme**  
Supports cities in co-creating integrated plans through transnational networks.

## **USAMV – University of Agricultural Sciences and Veterinary Medicine**

## **UTCN – Technical University of Cluj-Napoca WELDI**

### **– Welcoming Diversity**

URBACT network focused on inclusion, diversity and the integration of migrants.