IAP REFILL Cluj-Napoca

Integrated Action Plan for Cluj-Napoca Municipality
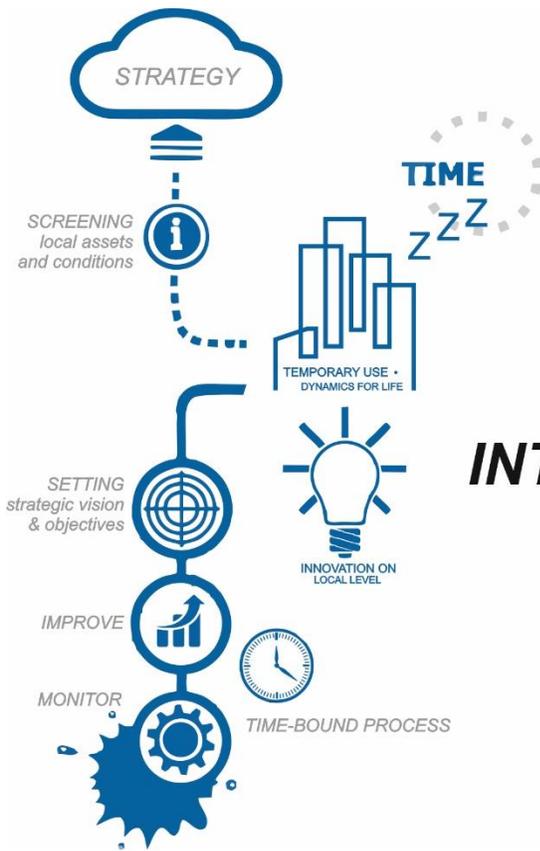
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Chapter 1. Introduction

1.1 General overview on the Integrated Action Plan

The Integrated Action Plan is part of REFILL [RE-use of vacant spaces as driving Forces for Innovation at Local Level] project under the URBACT program, being an useful tool in coping with the challenge faced by the city of Cluj-Napoca: the existence of vacant / unused spaces on the one hand, and the emergence of (creative, artistic and cultural-oriented) local initiatives constantly seeking for space to accommodate their ideas and projects. As an integrated action plan, it addresses different dimensions of the problem (social, economic, physical, environmental dimensions and last but not least, institutional), while taking into account different relevant territorial scales (pilot area, neighbourhood, city), in order to ensure sound, possible and realistic implementation of the solutions.

REFILL transnational network defines and highlights the concept of *Temporary Use [TU]* as the use of buildings and vacant land by urban actors, entrepreneurs, which eventually leads to diverse social challenges, but creates opportunities for the development of social innovation. In this context, the Integrated Action Plan describes an official approach that provides a communication and cooperation channel between different parties: 1) local public authorities, 2) local community, and 3) encouragement and supporting instruments. The link between the three parts is essential to enhance the impact of urban temporary use in the context of the city of Cluj-Napoca. Moreover, the current Integrated Action Plan proves that the adoption of co-design and co-production method is the best approach for a successful integrated planning.

In the following chapters and subchapters, the Integrated Action Plan will present information on: the context of the city and the current challenges faced by Cluj-Napoca, a set of strategic objectives, as well as an actions & time plan, linked with financial opportunities, the framework for delivery and implementation, the process description and the risk analysis corelated with the set of objectives.

1.2 REFILL network key objectives

REFILL project gathers 10 European partner cities (Amersfoort, Athens, Bremen, Cluj-Napoca, Ghent, Helsinki, Nantes, Ostrava, Poznan, Riga) coming from highly- to less-experienced backgrounds in terms of temporary use, hence it addresses the following common objectives:
- Exchange and evaluation of local tools to support temporary use;
- Ensuring the long-term effects of temporality;
- Building a more flexible and collaborative public administration.

REFILL consortium addresses 6 main topics related to temporary use, namely:

- <u>Fitting temporary use in the legal framework</u> – *temporary use should be recognised as practice by the city administration and it should benefit from an adaptation of normative framework*;
- <u>Brokering between stakeholders involved in temporary</u> – *Temporary use requires an accurate and dedicated mediation between stakeholders all along the temporary use period and beyond*;
- <u>Supporting temporary use</u> – *In order to benefit from temporary use, initiatives need to be supported and to adopt the right temporary posture*;
- <u>Developing temporary use as a (normal) service</u> – *Temporary use is a new "normal" in cities (vacant urban spaces are not anymore considered as an anomaly) and as such it is likely to develop as a service with incentives and rules*;
- <u>Transitional (or transformative) temporary use</u> – *Initiatives hosted through temporary use solutions should foresee how they are likely to transform beyond the temporary period and secure their benefits and assets*;
- <u>Urban labs and strategic temporary use</u> – *Temporary use is a tool for bottom-up urban planning, experimentation in city development and a laboratory to invent and incubate the city.*

1.3   Synergy with other local/ national programs and plans

Sound and effective practices of temporary use of vacant spaces brings a positive externality on a community, being able to attract creative citiezens and initiate the transformation towards liveable neighbourhoods. Temporary use spaces are highly possible to be unique, to get in touch with passionate, creative people and to provide them with an adequate framework for showcasing and exhibiting innovative ideas of local projects and products.

A number of national and local policies and programs have a direct and positive impact on the development of Cluj-Napoca and the current Integrated Action Plan will complement the local strategy "Cluj-Napoca Development Strategy for the period 2014-2020''. Therefore, the Integrated Action Plan will complement and synergize with the following objectives, action lines and operational programs:

Historical identity

- Initiation of a (re) design of a skating rink and a Skating Pavilion by revitalizing (from a recreational & historical point of view) the lake in the Central Park;
- Revitalization (restoration, preservation and public and tourist capitalization) of the Tower of the Shoes, the Small Gate of the Soap Lane / Weavers / Firefighters, the Austrian Citadel and the Elisabeth Promenade (Turnului Cizmarilor, Turnului Porţii Mici din Uliţa Săpunului/ Ţesătorilor/ Pompierilor, Citadelei austriece şi a Promenadei Elisabeta).

Associativity and philanthropy

- Stimulating intra and inter-sectoral partnership between NGOs and other community actors and increasing the coagulated impact of NGOs in key sectors of the community;
- Communicating and raising awareness (at Cluj community level) on the impact of non-profit organisations in the local economy, stimulating social innovation and community development;

Cinematography

- Creation of a specialized infrastructure (recording and post-production studios, shooting platforms, decors) and adaptation of the capability of existing buildings to accommodate the needs for local film production;

Culture and Sports

- Increased participation &access to culture (Somes river; Olympics of neighborhoods; White Cluj;
- Program for activating peripheral spaces for cultural and community activities;
- Program to optimize the city's cultural display and communication system;
- Online platform for the cultural sector - calendar of cultural events, organization of resources (spaces, equipment, etc.) at city level;

Urban regeneration through re-use and conversion of land and inactive construction and land

- Program for the restructuring industrial or railway inactive areas and vacant land;
- Program for Functional Conversion Areas - Reconversions of industrial areas will be made on a basis of individual contracts (with the administration) for the negotiation of public interest;

Social inclusion and Youth

- Integrated network of community centers;
- Local Programs: Neuron Kid, The „First Three Steps" program, The 50 Plus program;
- Supporting the creation and artistic expression of young people;
- Supporting projects targeting entrepreneurship education;

Creative industries and scientific research

- Promotion of Creative Industries through locally-based events;
- Promotion of mechanisms to support entrepreneurial initiatives of young people including students, promoting their creative and innovative capacity;

Cluj-Napoca Development Strategy for 2014-2020 provides a guiding role for developing the vision of the Integrated Action Plan in the context of temporary use of vacant spaces. Thus, all programs have a common purpose, namely to create a *cohesive, healthy and happy community*. Depending on each different objective, vacant spaces can get diverse functional uses, decorations, and new walking&bycicling connections can be activated to encourage soft mobility pathways within the city.

Chapter 2. Local urban context of Cluj-Napoca city

The current chapter gives an overview on the city context and it defines the initial problems and needs, as well as the policy challenge (*what is the current situation and why are you willing to change it?*).

2.1   General aspects of the urban context

Cluj-Napoca is the capital-city of Cluj county, being recognised as the heart of Transylvania and the second largest city in Romania, with an impressive fast-growing background over the last 10years. The city of Cluj-Napoca has an area of 179.5 square km (about 1% of Romania's surface area). According to the 2011 census, Cluj-Napoca had 325,576 inhabitants, of which 46.90% represents active population.

Cluj-Napoca is considered as of the most open-minded cities in Romania, constantly valorising its assts, overcoming its challenges and quiclkly responsing to new opportunities. Consequently, the city won the title of European Youth Capital in 2015, it was shortlisted for the title of European Capital of Culture 2021 (even if not won, the city administration committed itself to implement the cultural program) and it is nowadays recognised as the European City of Sport for 2018.

The city of Cluj-Napoca counts the following general key aspects:
- The city of Cluj-Napoca is based on three main competitive advantages: 1) university profile and tradition (holding over 10 universitites with a diversity of educational offer, quality and value of university degrees), 2) the development of strong and dynamic cluster structures (especially in the IT and creative industries) and 3) the existence of an extremely high percentage of youth (enthusiastic and creative) population (representing a valuable intellectual & knowldge capital). By overlapping all these tree aspects, the city of Cluj-Napoca shows a **great potential for integrating research and university innovation into community development**.
- The city has a significant demographic dynamism (a growth trend rarely encountered in Romania over the last 10 years), attracting and retaining highly skilled workforce, as well as an impressive multicultural community, showing a competitive advantage for **participation and community involvement with a high degree of associalitivity** (particularly shown in the nongovernmental sector, which represents a source of inspiration and a hub of expertise).
- The city's cultural scene is defined by two distinct "worlds": public sector (public institutions focused on classic production and valorisation of cultural heritage but facing problems of outdated infrastructures and rigid management models) and the independent sector (which stays very active due to the constant struggling for affirmation and survival). Joining the best of both worlds brings a **diverse cultural and artistic environment and positive dynamics in cultural-events** (based on the increased number of cultural & artistic-led events over the last 5-7 years).

2.2   Context elements related to temporary-use concept

Cluj-Napoca community shows a firm interest in the concept of temporary use, especially from the local initiatives side (NGOs and associations developing new ideas and constantly searching for spaces to accommodate their projects). Regarding the local context in terms of temporary use of vacant spaces topic, the current situation has the following characteristics:

- Lack of available land for urban development within the limits of the urban area;
- Effervescent cultural and artistic sector, in high demand for spaces to accommodate activities and events from cultural, artistic, and creative industries sectors;
- Vacant or abandoned public spaces and important industrial heritage resources (former industrial zones privately-owned, but with no occupation). Vacant spaces are frequenctly the result of a historical model (based on fragmented land ownership and several litigation processes which limit the re-use and re-development of certain areas/ spaces).
- Local community and city image (as in most cities in Romania) are affected by the presence of vacant spaces, which soon become the magnets of inappropriate activities. This issue is rapidly advancing, leaving behind areas with limited re-use options, along with hazardous contamination risks (formerly polluted industrial areas) constitute an urgent need for action.
- Lack of coordination between different urban actors at the level of spatial planning, events organisers, activsts in the cultural sphere and initiators of temporary uses.

The concept of Temporary Use [TU] in Cluj-Napoca is currently differently understood and perceived by the members of the working group, as well as other stakeholders. Following the debates on the definition of the typologies of TU spaces, the following categories have been proposed:

1. According to the legal / property regime and ownership: a) publicly-owned space, b) public space managed by other public institutions (i.e. military facilities) and c) privately-owned space;
2. According to the type of space: a) outdoor space and b) indoor space;
3. According to the period of use: a) short-term (1-7 days), b) medium-term (8 days - 6/8 months); c) long-term (between 8 months and 3 years) and d) unlimited period (up to other interventions).
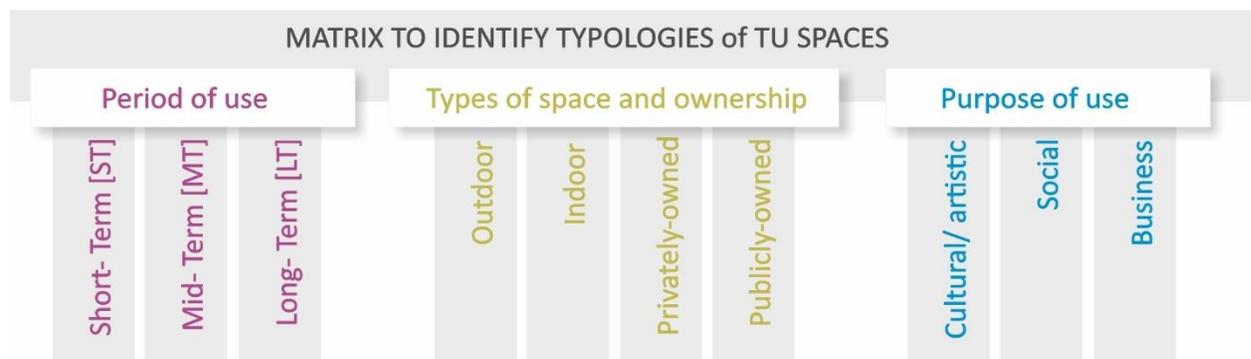

Fig. 1 Matrix for identifying typologies of TU spaces

2.3 Identification of problems, challenges and priorities

The city of Cluj-Napoca does not seem to be fully aware of its potential. The cultural and artistic scene is still divided and does not necessarily work as a bound-community. The local public administration strives to turn this challenges into a new attraction and potential for the city, supporting the development of cultural-based initiatives and related economic and touristic activities.

The following **local urban problems, challenges, and needs** in relation to TU have been identified:
- Lack of a common understanding of the concept of TU as a catalyst/ market launcher mechanism under conditions that do not fit into market terms (i.e. rents below market price) and the definition of TU and its permissions at the legislative level (i.e reglementation in the local regulations and premises) and identifying TU conditions and requirements based on specific activities (i.e rental price and term differentiation);
- Failure to plan over a longer period due to private reluctance to rent short-medium-long term duet o a lack of knowledge of the private sector regarding the benefits of TU;
- The immediate need to identify the vacant space fund (typologies of spaces, owners, location, technical information related to the real estate). Mapping vacancies (public/ private, outdoor/ indoor) is crucial to facilitate the process of re-use and transformation of vacant spaces.
- High need to set up TU-type intermediary mechanisms / bodies that monitors the implementation of the Integrated Action Plan (IAP) and which can act as a facilitator between TU users and beneficiaries / stakeholders interested in TU.

Key priorities for the Integrated Action Plan of Cluj-Napoca, in relation to Temporary Use [TU]:
- Defining a clear vision of the public administration in relation to the areas of interest for TU (in the perspective of the city's vision and the development strategy);
- Shaping a common vision on the temporary use of vacant spaces for all interested parties: local initiatives (as potential temporary users), the owners of vacant spaces (both public and private), as well as decision-makers (as initiators and responsible for the regulatory framework).
- Facilitating access to vacancy (in the context of positive growth dynamics of the cultural-artistic sector) and anticipating the need for spaces as a subject of public policy at local level (correlated with the establishment of mechanisms / facilities at the local level - legislative, normative: i.e. tax cuts, lower taxes for use for artistic-cultural purposes, creative industries) and an agreement model as an operative tool. Ensuring the introduction of temporary use in the legal and normative framework is a crucial step in defining the legal context of TU.
- Establishing realistic objectives towrads the increase of TU locations number, matching potential spaces and users and identifying a financing plan/ alternative funding opportunitIies;
- Increasing the level of understanding of TU benefits at the level of urban actors: public, private, civil society, citizens through TU awareness campaigns.

2.4   Identification of potential solutions/ options

Two temporary interventions and initiatives along the Someș Riverbanks and the hoteling of artists and galleries ,,Fabrica de Pensule'' became emblematic for the city and an example of best practices to intensify temporary use of vacant space. Following the needs and challenges of Cluj-Napoca, as well as the local development opportunities in relation to temporary use of vacant spaes, a set of examples of good practices (from the REFILL network) has been collected and analyzed from the next points of view:

BROCHURE - COLLECTION OF BEST PRACTICES FOR PROMOTING TEMPORARY USE OF VACANT SPACES

Mapping vacancy or inactive space opportunities	Brokering between stakeholders (methods of mediation)	Adaptation of the legal and normative framework
• The Online Vacancy Detector, Bremen Germany; • 5000 "OCCUPY ME" Stickers, Riga Letonia; • Speleo Artistic Walk-shop Mapping Vacant Buildings, Athens, Greece.	• Neighbourhood Managers in Ghent, Belgium; • ZZZ ZWISCHENZEITZENTRALE in Bremen, Germany; • FREE RIGA – „Guardians" of Vacant Spaces in Riga, Latvia; SynAthina Platform in Athens.	• SAMOA and Precarious Occupation Contracts in Nantes, France; • Temporary use Fund in Ghent, Belgium; • Decision-making Matrix in Amersfoort, The Netherlands.

Fig. 2 Best practices topics and cathegories

- Mapping vacancy or inactive space opportunities – examples of tools and practices for mapping vacant buildings or abandoned / unused land (i.e. The Online Vacancy Detector, Bremen – an online collaborative vacancy mapping platform, 5000 "OCCUPY ME" Stickers, Riga – Arts' action leading to collaborative mapping of empty spaces, Speleo Artistic Walk-shop Mapping Vacant Buildings, Athens – Mapping buildings' occupation during citizens' walk in Omonoia area);
- Brokering between stakeholders (mediation   methods) – concrete ways and means of negotiating a common vision and models for setting new forms of collaboration between various local actors (i.e. Neighbourhood Managers in Ghent – Neighbourhood managers brokering between stakeholders involved in temporary use, ZZZ ZWISCHENZEITZENTRALE a Temporary use Agency in Bremen – an intermediary organisation to deal with matchmaking between temporary use players, FREE RIGA – „Guardians" of Vacant Spaces in Riga – Space offer-driven brokering between owners and initiatives, SynAthina Platform to support citizens in Athens – Matchmaking platform leading to new ideas and partnerships);
- Adaptation of the legal and normative framework - examples of introduction of temporary use practices in the normative framework and local policies (i.e. SAMOA and Precarious Occupation Contracts in Nantes – Supporting legal framework for temporary use, Temporary use Fund in Ghent – Financial support to encourage temporary use of vacant spaces, Decision-making Matrix in Amersfoort – Instrument to measure social and economic value of temporary use).

The current subchaprter is included and further detailed in th **Collection of best practices for promoting TU of vacant spaces** (a Romanian-language brochure showcasing a set of best practices).

Chapter 3. Pilot area, vision and startegic objectives

The current chapter sets the focus area, strategic vision and objectives of the Integrated Action Plan, clearly defining which is the object of the IAP and what is the city aiming at.

3.1 Establishment of the pilot area

The current Integrated Action Plan addresses challenges and proposes actions at the city level, but it focuses particularly on a pilot area (which has a high potential to become a new entry gate to the city and it represents a new potential centrality) surrounding the Railway station, composed of the following interest points: the Feroviarilor and Armătura Park, Cluj-Napoca Railway Station and other former industrial areas in the neighborhood, as well as the outdoor vacant spaces along Someş River axis. The area is characterised by reduced accessibility due to physical barriers, but also additional issues, such as:

- Proximity to city centre (2km – 12 minutes by car and 30 minutes by walking), but limited public transit due to insufficient *soft* mobility infrastructure;
- Sources of environmental contamination due to high number of ex-industrial sites;
- Limited economic opportunities due to lack of investments and development initiatives;
- Vacant and underused outdoor public spaces (especially alongside Someş river, but also within the neighbourhood tissue) and plenty of abandoned private spaces.

The pilot area is composed of both publicly and privately-owned spaces, so that until they are transformed into area with special destinations and permanent activities, REFILL project is the perfect opportunity to turn them into temporary spaces, providing a benefit to the local community.

Fig. 3 Pilot area within the city layout

3.2   Strategic vision for the Integrated Action Plan

The Integrated Action Plan's vision was based on brainstorming and commonly building ideas together with the ULG members and Clujians (citizens from Cluj), to ensure a vibrant and healthy community around the temporary-use oriented urban transformation. In the next 15 years, the pilot area (composed of different *points of interest/ hotspots*) will become a new entry gate for the city (due to the Railway station which will be converted into an intermodal transfer node) and the surrounding area will play the role of a new (cultural & creative industries-led) centrality. It will also become a community-centre which hosts a mixed-age population with different social and culutral backgrounds, where people learn from each other and contribute to an increased neighbourhood quality. In other words, REFILL project will prove to have been an experiment to facilitate the dialogue between the public administration and local stakeholders, in order to establish the basis for TU-based requalification of abandoned urban areas.
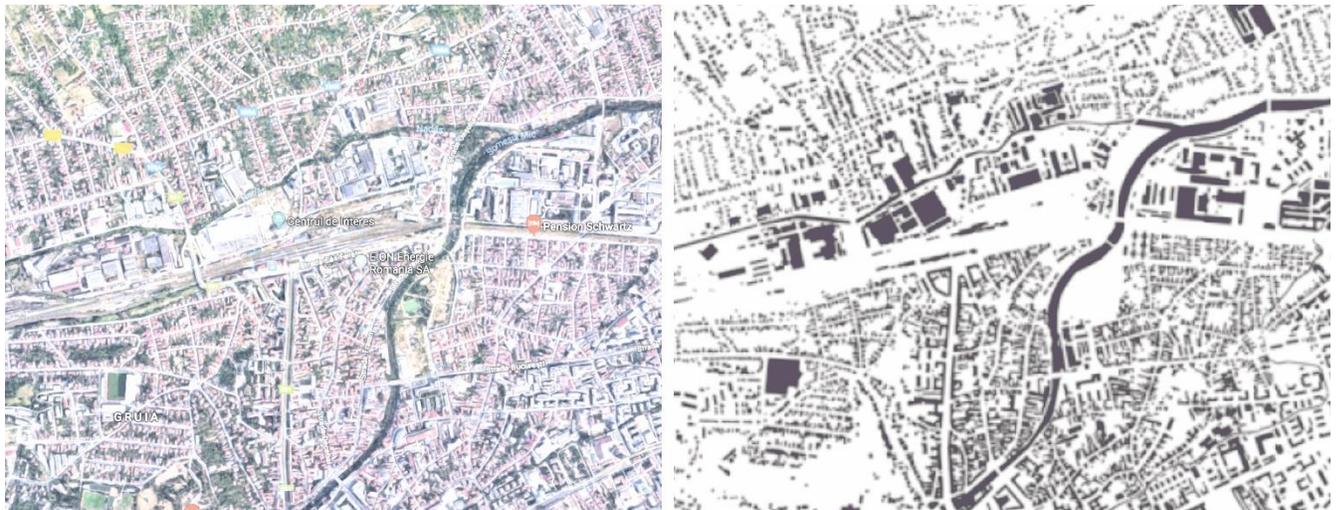

Fig. 4 Pilot area (current situation and potential development)

3.3   Startegic objectives for the Integrated Action Plan

The Integrated Action Plan aims at contributing to the socio-economic development of Cluj-Napoca through the contextualisation of practices of temporary use (of vacant spaces) within the city. The overall goal is to *properly refill the vacant spaces in Cluj-Napoca*, while empowering the local community to creativity envisage and design new solutions. Therefore, the identification of vacant spaces plays a key role in facilitating and enhancing the access to up-to-date data on vacancy. One of the key strategic objectives is to animate the abandoned buildings and public spaces to contribute to the city's sustainable spatial planning by transforming unused spaces and turning them into more attractive spots. Moreover, it is essential that the Integrated Action Plan to be formally adopted by the Local Council in ordet to be considered in the near future in the following strategies that will be locally developed.

The current Integrated Action Plan aims at achieving three key objectives, as follows:

1. Increased visibility and community awareness on the concept of temporary use;
2. Valorising the pool of vacant spaces through multi/mixed uses and creating links between the areas of interest in the city (potential new centrality – Railway Station)
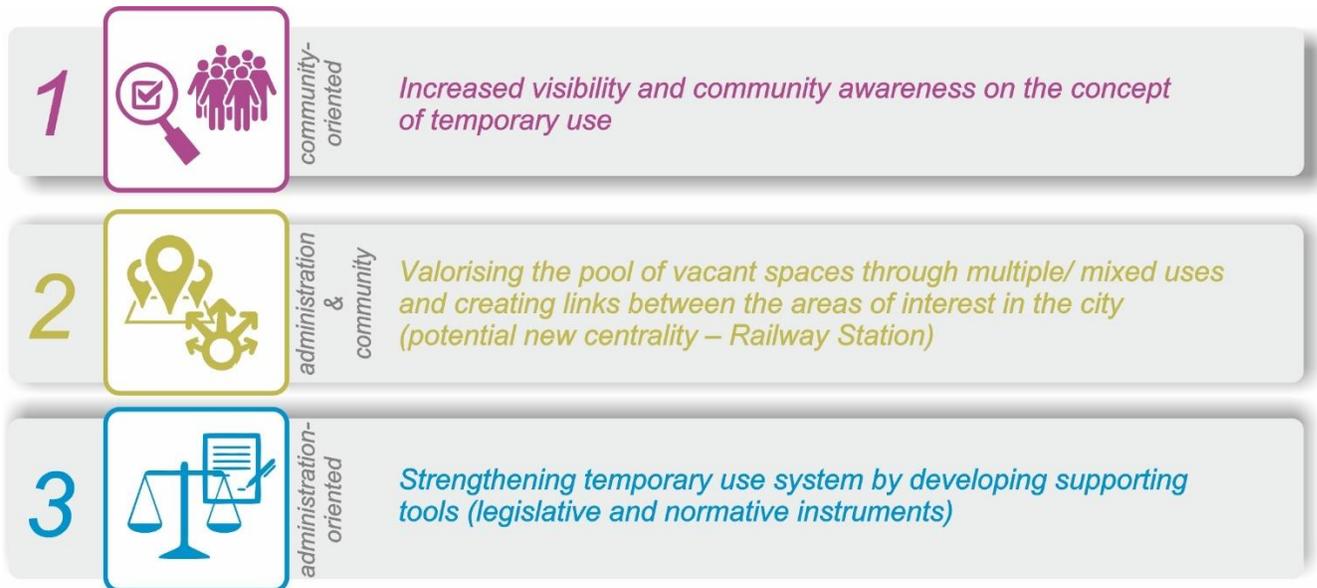3. Strengthening temporary use system by developing supporting tools (legislative and normative).

Fig. 5 IAP Strategic objectives

Explicitly, the Integrated Action Plan envisages the following results:

- Increased local community awareness on the importance of the temporary use concept and benefits - identifying main priorities to exploit vacancies and to develop specific potential uses;
- Increased number of temporary-use projects on vacant spaces;
- Vacancy mapping and development of collected data-based services (virtual / digital match-making platform between vacancies and potential temporary users - user profiles).
- Facilitated access to vacant spaces through legislative and normative mechanisms (i.e. local policy for temporary use of unused spaces and reconversion of ex-industrial premises to host activities of cultural operators);
- A best practice manual/ guide for transformation through temporary use, giving inspiring examples for contributing to an increased urban attractiveness based on temporary-use;
- New strategies to enhance the capacity of local public authorities, local stakeholders and residents to implement temporary use projects to help establish business partnerships between private companies or public-private partnerships for temporary use activities and events.

Chapter 4. Intervention priorities and Action Plan

The current chapter encompasses a breakdown of planned activities/ list of actions and projects to be realised, correlated with the strategic objectives, the implementation timeframe (GANTT chart showing timing for the actions list - information on the date / period of the realization of the activities, differentiated in short-, medium and long-term) and linked with the resources needed to reach the goals (staff, financing sources and opportunities/ crowdfunding, etc).

4.1   Key priorities and actions

The Action Plan is based on the following structure:
- Main objectives – Objectives and brief description**;**
- Actions List **–** No., directions of actions and actions description
- Conditions – Priority and links with other local initiatives/ proposals;
- Resources – Main actors, roles & responsibilities, duration and timeframe, tentative budget, funding opportunities.

Fig. 6 IAP priorities and key actions

4.2   Pilot programs factsheets

A set of actions has been considered of high priority in terms of temporary-use development in the city of Cluj-Napoca. Therefore, a detailed factsheet has been prepared for each (to ensure a sound and efficent implementation of the programs).

PILOT PROGRAM 1. DIGITAL PLATFORM FOR VACANT SPACES IDENTIFICATION IN CLUJ - NAPOCA	
ACTION FIELD	Local level/ neighbourhood scale (particular focus given to the pilot area)
JUSTIFICATION	The city of Cluj-Napoca does not have a relevant online database to provide information about vacancies, where temporary activities can be developed.
POTENTIAL PARTNERS/ INTERESTED PARTIES	Local public authorities, architectural and private construction companies, universities, NGOs, cultural & artistic initiatives, citizens
GOALS AND COMPLEMENTARY ACTIONS	Goal: Mapping and categorizing the stock of vacant spaces Complementary actions: 1. Constantly updating the online database with relevant information about the vacant spaces in Cluj-Napoca. 2. Involving the local community and stakeholders to actively participate in the updating process (i.e. through crowdsourcing/ crowdfunding). 3. Organize awareness campaigns to promote the relevance of temporary use of vacancies and the platform's functions.
DURATION/ TIMEFRAME	The platform will be developed at the beginning at 2018 and it will be officially launched before the end of REFILL project. Once the platform is created and available for anyone interested in the concept of temporary use of vacant spaces, the project will be publicly administrated for at least 2 years.
TARGET GROUPS AND BENEFICIARIES	Target groups: Local public authorities, local stakeholders, private architectural and construction companies, universities, students, NGOs. Beneficiaries: Persons interested in developing temporary use activities, who require relevant specific information regarding the vacant spaces stock.
SPECIFICATIONS	General characteristics: ▪ Location (address, location on Google map); ▪ Property regime (public / private ownership); ▪ Type of space (indoor / outdoor); ▪ Images from the location; ▪ Owner's information (name, email, telephone number); Specific characteristics: ▪ Area/ surface;

	- Land use history: 1) previous function, 2) current function (if already present) and 3) future function (according to the General Urban Plan); - Available use/ lease period; - Space-specific equipment and installations.
REQUIRED RESOURCES	Human resources and knowledge competences: IT experts who can provide specific expertise in creating, developing, administering and monitoring the platform; management team; local actors to fill in and update the platform; Financial resources: approximately 3500 €/ 3 years (2000 € to develop the IT software and 500 € maintainance costs per year); Funding opportunities: local/ metropolitan budget, sponsorships; volunteering and in-kind contributions; crowd-sourcing.
EXPECTED RESULTS	The digital platform for vacant spaces mapping is expected to produce the following results: - A functional web platform that provides information and search opportunities for identifying vacant / underused spaces in the city (information about unused buildings/ spaces database, information on spaces conditions); - An effective awareness campaign organized to promote the web platform, its facilities and technical specifications.
FURTHER OBSERVATIONS	The importance of having a user profile within the platform (similar to the platform http://clujbusiness.ro/) to accommodate the needs of potential users, in addition to the vacancy offer in Cluj-Napoca. Such an instrument could function as a match-making tool between users and owners. For an efficient management of the platform, the following functional aspects shall be considered: - The user will be notified when the web platform is updated; - The ability of users to add insufficient space, completing the existing details of the platform; - The ability of the user to add a project / temporary use event to find the most appropriate crowd-funding / crowd-sourcing list; - The user's ability to get information on how to reach the location of the buildings / premises (a detailed map); - Contacting application coordinators; - The web platform will use relevant and updated content, which should be verified before made available on the app; - Permanent promotion of the web platform through social media channels and means.

PILOT PROGRAM 2. AWARENESS-RAISING AND TEMPORARY EVENTS ORGANIZED IN CLUJ-NAPOCA	
ACTION FIELD	Local level/ city scale
JUSTIFICATION	The city of Cluj - Napoca is run by a dynamic administration that supports and promotes cultural-oriented events. By organizing temporary cultural and artistic events in vacant spaces (similar project to Day 15 developed in the framework of European Capital of Youth 2015) with local and national artists, the municipality can successfully promote the importance of temporary use. Thus, community will have the opportunity to get in direct contact with the vacant spaces, which have not been animated before.
POTENTIAL PARTNERS/ INTERESTED PARTIES	Local public authorities, architectural and private construction companies, universities, NGOs, cultural & artistic initiatives, citizens and volunteers
GOALS AND COMPLEMENTARY ACTIONS	Goal: Promote the importance of temporary use concept and the knowledge gained through the REFILL project Complementary actions: 1. Organization of cultural and contemporary art events in Cluj-Napoca, with important representatives from local and national cultural field (such as: sculptors, painters, artists, etc.) in different vacant areas; 2. Creating and developing long-term partnerships in the context of temporary use and cultural exchange by strengthening the relations between local public authorities, local cultural institutions and participating cultural institutions; 3. Organizing workshops with an educational role for the local initiatives/ actors, regarding the opportunities of valorising vacant spaces (campaings targeting high-school students, university students, wider community groups – i.e. CIIC debate on temporary use topic); 4. Trigger local communities to engage in temporary use of vacant spaces (i.e. community gardens, common space activities, installations).
DURATION/ TIMEFRAME	Awareness-raising campaigns, workshops and temporary events should be organised on a regular basis (at least one event every 2/3 months) for at least 2 years after the official end of REFILL project.
TARGET GROUPS AND BENEFICIARIES	Target groups: Groups of children or students involved in educational programs (art lessons or history lessons), excursions or special events organized in the region (summer schools in vacant spaces with historical memory, art camps, etc.); cultural institutions, stakeholders, NGOs active in the field of culture and who can take an active role in the event organisation and facilitation; Beneficiaries: Research institutions, Cultural heritage specialists, TU-active actors, high-school and university students, local community.

REQUIRED RESOURCES	Human resources and knowledge competences: Management team (in charge of ensuring the events' organisation in close collaboration with the Departments of Marketing, Citizens' Informing and Public Events, as well as the local press), cultural sector and creative industries representatives, volunteers;
	Financial resources: approximately 1500-5000€/ event (at least 3 events organised in the following 3 years after REFILL official end);
	Funding opportunities: local/ metropolitan (even national cultural-related) budget, sponsorship, volunteering and in-kind contributions; crowd-funding, private funds.
EXPECTED RESULTS	Awareness-raising campaigns, workshops and temporary events are expected to provide the following results: ▪ At least three cultural-oriented events organized in a local vacant/ underused space, with the opportunity to replicate the event; ▪ At least one TU-partnership between local authorities and participating cities / institutions / organizations; ▪ A report based on the experience of Cluj - Napoca regarding the concept of temporary use and the transferability of examples of good practice at Romanian level adapted to the needs of Cluj - Napoca; ▪ Greater visibility of Cluj-Napoca municipality at local and national level, through the promotional activities proposed by the project.
FURTHER OBSERVATIONS	For a step-by-step plan, the following subactions shall be considered: ▪ Define a list of local cultural institutions, artists, stakeholders and NGOs that will be actively involved in organizing the event; ▪ Define clearly the support provided by the local public authorities; ▪ Establish the most suitable venues for the events, defining a complex program (calendar activity) of the event in relation to the principles of the REFILL project and the local cultural potential and existing patrimony assets; ▪ Precise and targeted promotional actions for the event; ▪ Monitoring, evaluation and reporting activities.
PILOT PROGRAM 3. AREA-BASED REQUALIFICATION (LED BY TEMPORARY-USE INTERVENTIONS)	
ACTION FIELD	Local level/ pilot area (surrounding area of the Railway station)
JUSTIFICATION	REFILL project was the first official step for the city of Cluj - Napoca in the field of urban regeneration through temporary use. By joining a consortium of partners with extensive experience, Cluj-Napoca municipality has developed and improved its knowledge of integrated urban development, focusing on testing and implementing *soft* measures. It is very important that the intervention areas selected for the REFILL project remain a benchmark in terms

	of urban regeneration, namely to continue to be the target areas where projects and events with temporary use are organized.
POTENTIAL PARTNERS/ INTERESTED PARTIES	Local public authorities, local initiatives/ NGOs, universities, external experts in temporary use and urban regeneration, volunteers, media
GOALS AND COMPLEMENTARY ACTIONS	Goal: area-based urban regeneration through temporary use of vacant spaces Complementary actions: 1. Organizing temporary events within former industrial platforms (indoor activities - artistic and cultural activities, innovative activities for children and students: workshops, sports activities, educational and recreational activities, exhibitions) and reactivating outdoor spaces on Someş riverfront and surrpounding former industrial areas (activities: film and music festivals, cultural events, exhibitions); 2. Introducing vacant spaces (even industrial platforms partly) in the temporary use circuit through a wide variety of indoor activities established together with the owners of the buildings/ land; 3. Inviting external experts in temporary use to organize workshops with local stakeholders and community. The expertise may be structured to provide specific information on actions and measures needed to prepare temporary projects (coaching/ incubating TU projects).
DURATION/ TIMEFRAME	The area-based requalification (led by temporary-use interventions) was envisaged as a long process, initiated during REFILL project. Normally, the process would take about 5 to 10 years, but at least 3 vacant spaces have to be reactivated within the timeframe of 5 years after the official end of REFILL.
TARGET GROUPS AND BENEFICIARIES	Target groups: the local community in Cluj-Napoca and tourists who will be able to visit and enjoy the temporary use events organized in cultural spaces; Beneficiaries: local public authorities, cultural and educational institutions, economic and social stakeholders, who can learn about the importance of temporary use and will be keen to repeat the concept at the local level;
REQUIRED RESOURCES	Human resources and knowledge competences: Management team (in charge of identifying vacant spaces, matching spaces owners with potential temporary users and facilitate the dialogue with the local administration), local cultural & creative initiatives (as potential temporary users of the spaces), volunteers; Financial resources: approximately 10,000€/ space (at least 3 spaces will be reactivated in the following 5 years after REFILL official end); Funding opportunities: local/ metropolitan (even national cultural-related) budget, Non-reimbursable budget or grants; Sponsorship; Volunteering.

EXPECTED RESULTS	The area-based requalification (led by temporary-use interventions) is expected to provide the following results: ■ Increased number of temporary events and workshops locally organized; ■ An effective, targeted and locally-based awareness, communication and dissemination campaign carried out.
FURTHER OBSERVATIONS	For a step-by-step plan, the following subactions should be considered: ■ Enlarging the existing ULG list with a wider group of stakeholders who willing to be actively involved in organizing TU events/ projects; ■ Establishing a diverse program for thematic events and temporary workshops, according to the proposed areas of interest; ■ Identifying a list of potential sponsors who can contribute with material resources or logistical resources and potential volunteers that can help with the events/ workshops organisation; ■ Monitoring, evaluating and reporting activities.

Table 1 – IAP priorities and key actions

Chapter 5. Process description and next steps

The current chapter offers information on the process undertaken so far within the ULG (including relevant information on the composition and role of ULG members and the importance of transational experience sharing), the framework for delivery (particularly highlighting who will deliver the actions and what will happen after the URBACT project), as well as the next steps regarding the roadmap for implementation and which are the necessary steps to get the Integrated Action Plan done).

5.1. Process description

Cluj-Napoca city administration has understood right from the beginning the importance of temporary use development and it has encouraged all key people involved in this field to take part in REFILL project, to make the concept of temporary use publicly available and to spread the word about it. The city has been trying to find out the best solutions for both (private) landowners and local initiatives (potential temporary users) interested in developing temporary use projects. Towards the end of REFILL project, the city administration is in the stage of defining the concrete role public authorities could take in brokering/ mediating between the two parties involved in temporary use (private owners and local initiatives/ NGOs), as the municipality does not own many vacant spaces (also due to some litigation problems and the uncertain legal conditions of these buildings/ spaces). After the official end of REFILL project, political support in outlining and developing temporary use concept in Cluj-Napoca is particularly important as administration is already enagaged in working together with citizens and local initiatives and it aims to build upon relations and connections already existent towards a community sustainable development.

Fig. 7 – REFILL local process & ULG joint structure

The Integrated Action Plan was incrementally developed according to URBACT methodological framework, under the coordination of the ULG coorindator and the external expert. A total number of 10 ULG meetings has been organised and the involvement of the local community in the process of defininf the local context, challenges and needs and identifying solutions for vacant and abandoned buildings and spaces was an essential aspect. Along the way, the ULG members were very committed and the diverse backgrounds they were coming from (different departments from public administration, cultural and artistic initiatives, NGOs and associations, creative industries and start-up businesses, architects and urban planners, as well as communication platform representative) played a key role in setting the local scene for urban requalification based on temporary-use interventions and projects.

Fig. 8 – ULG meetings organisation

Additionally, the role of transnational experience sharing (of best practices, tools and methods) proved to be very important for the city of Cluj-Napoca, which has planned several temporary-use initiatives and supporting activities and instruments based on the transfer of information and knowledge gained from the other partner cities, but in accordance with the local policies and approaches. The city admitted and accepted the fact that it does not have an extensive experience in temporary use and, consequently, it

acknowledged a lot of practices and methods through this international conversation - which were promoted as best practices to boost the level of inspiration not only in the public administration, but also local initiatives and most importantly, private owners of vacant/ abandoned spaces. Based on the progress of temporary-use practice at local level, the city administration is opened to initiate a temporary-use oriented policy/ regulation to facilitate creative and innovative forms of using the spaces.

5.2. Framework for delivery and implementation roadmap

The city of Cluj-Napoca is gladdened by the fact that a lot of enthusiastic young people are willing to implement all sort of new and creative ideas regarding temporary use. The city administration strongly believes in the power of evolvement given by the element of temporary use and consequently, public administration undertakes the role of encouraging and supporting temporary use as a source of innovation, furthermore an incubator for the new forms of space/ land use. Stepping from the Integrated Action Planning stage to the implementation phase, the city of Cluj-Napoca acknowledges stakeholders' active involvement and engagement as a key pillar in the implementation phase of REFILL Integrated Action Plan. In this respect, a governance scheme has been proposed to manage and monitor the implementation phase (both during and after the official end of URBACT support).

The current ULG structure gathers representatives from different (public and private) backgrounds. Based on a mixed public-private-people structure, a committee of ULG members (5 to 7 persons, including the ULG coordinator from the public administration) will be set up to closely follow an implementation roadmap. The key taks of the ULG committee will be based on:
- Managing the group and organising ULG meetings (at least once every 3 months),
- Keeping the record of the ULG members and closely following the implementation;
- Monitoring and be actively involved in the implementation of the pilot programs;
- Monitoring the process (annually) and giving recommendations for actions to be implemented;
- Updating the IAP (by learning from the implemented actions and adapt the medium and long-term objectives, according to that).

However, the governance structure will remain flexible and it will be opened for new members, as well as for the withdrawal of members who are not interested anymore.

Fig. 9 – ULG Framework for delivery

5.3. Monitoring and evaluation framework

The monitoring framework will be based on the following set of monitoring indicators (directly linked with the intended objectives), as follows:

OBJECTIVE 1) INCREASED VISIBILITY AND COMMUNITY AWARENESS ON THE CONCEPT OF TU	
MONITORING INDICATORS	Set of quantiative indicators: ▪ No. of awareness campaigns/ workshops or local communication and dissemination events organised and attended (at least 5 by 2020); ▪ No. of people informed about the concept and benefits of temporary use (at least 1,000 citizens by 2025); ▪ No. of brochures/ materials promoting the concept of temporary sue (at least 100 materials disseminated by 2020); ▪ No. of events to promote best practices from Cluj-pNapoca on temporary use (at least 5 events attended by 2020); ▪ No. of urban walks organised on vacancy topic (at least 10 by 2020); ▪ No. of posts on social media / REFILL Facebook page (at least 10 per year).
OBJECTIVE 2) VALORISING THE POOL OF VACANT SPACES THROUGH RE-, MULTI- OR MIXED- USES	
MONITORING INDICATORS	Set of quantiative indicators: ▪ No. of vacant/ underused spaces re-used through temporary means (at least 5 by 2020 and 10 by 2025); ▪ No. of vacant/ underused areas transformed into temporary uses (at least 10 by 2030); ▪ No. of spaces transformed into multi/ mixed-use areas (at least 5 by 2025 and 10 by 2030); ▪ No. of vacant areas activated through temporary events (at least 20 by 2030).
OBJECTIVE 3) STRENGTHENING TEMPORARY USE SYSTEM BY DEVELOPING SUPPORTING TOOLS	
MONITORING INDICATORS	Set of quantiative indicators: ▪ No. of vacant/ underused spaces identified (at least 1 study for the pilot area and at least 50 additional spaces identified by 2025); ▪ 1 functional digital platform for mapping vacant spaces (public management of the platform by 2020); ▪ No. of vacant spaces identified and mapped through the platform (at least 50 by 2020); ▪ 1 Match-making methodology for brokering between stakeholders and no. of matchmaking workshops/ events (at least 5 by 2020); ▪ No. of legislative/ normative/ financial instruments to support temporary use (at least 1 tool by 2025 and 2 tools by 2030).

Table 2 – Monitoring and evaluation framework – set of indicators

Chapter 6. Risk analysis

The current chapter describes the risk analysis by identifying potential risks in connection with the intended objectives, based on the following aspects: types of risks, classification of risks (low, medium, high impact), as well as steps/ actions that might be applied to reduce the probability and impact of risks.

6.1. Risk analysis linked with IAP objectives

OBJECTIVE 1) INCREASED VISIBILITY AND COMMUNITY AWARENESS ON THE CONCEPT OF TU	
RISK DESCRIPTION: **Low level of interest and usage of the platform**	Probability of risk: low [ ] medium [**X**] high [ ] Impact of risk: low [ ] medium [ ] high [**X**] Reduction/ mitigation actions: ▪ Opportunity to provide more information about the importance and benefits of temporary use and the web platform through online and offline means (publications, digital communication posts, dissemination materials, participation to different events, conferences, seminars, etc). ▪ Find innovative methods to translate cultural/ social/ economic benefits and knowledge of the concept of temporary use to the local community; ▪ Opportunities given by the mapping platform should be promoted by local media and social media networks. As a consequence, local stakeholders can develop active partnerships for re-using vacant spaces.
RISK DESCRIPTION: **Low level of interest from local stakeholders**	Probability of risk: low [**X**] medium [ ] high [ ] Impact of risk: low [ ] medium [**X**] high [ ] Reduction/ mitigation actions: ▪ Provide more information about the importance of temporary use benefits for all categories of stakeholders through press articles and publications; ▪ Possibility to implement a targeted communication and dissemination campaign to reach different categories of stakeholders; ▪ Possibility to ensure a smooth collaboration between public administration and local cultural groups/ NGOs/ associations.
OBJECTIVE 2) VALORISING THE POOL OF VACANT SPACES THROUGH RE-, MULTI- OR MIXED- USES	
RISK DESCRIPTION: **Low level of stakeholders' activation and engagement**	Probability of risk: low [**X**] medium [ ] high [ ] Impact of risk: low [ ] medium [ ] high [**X**] Reduction/ mitigation actions: ▪ The opportunity of local expertise provided by people specialised in urban regeneration and implementation of temporary use projects will greatly contribute to the development of knowledge of local public authorities,

	stakeholders and private owners. By creating public-private partnerships or agreement contracts, the actions will contribute to the multilateral development of the local community in the medium and long term. ▪ The opportunity to provide more information on the importance of urban regeneration, by organizing workshops in Cluj-Napoca coordinated by foreign experts in the field of temporary use.
RISK DESCRIPTION: **Delays in the implementation of the actions**	Probability of risk: low [ ] medium [ ] high [**X**] Impact of risk: low [**X**] medium [ ] high [ ] Reduction/ mitigation actions: ▪ The ULG core group will be responsible to closely follow-up and monitor the implementation phase (from a quantitative and qualitative point of view) to ensure a sound implementation of actions; ▪ The opportunity of offering public financial instruments to support the implementation of actions (i.e. participatory budgeting, non-reimbursable funds for cultural/ social activities); ▪ Leave the city enough time to understand, test and accommodate the practice of temporary use into the local planning framework.
RISK DESCRIPTION: **Private owners' restraints**	Probability of risk: low [ ] medium [ ] high [**X**] Impact of risk: low [ ] medium [ ] high [**X**] Reduction/ mitigation actions: ▪ Possibility to implement a targeted communication and dissemination campaign to reach private owners and convince them for the benefits given by temporary use and find innovative methods to translate cultural/ social/ economic benefits of temporary use to private owners (leaflets/ flyers could be given when paying taxes to local administration); ▪ Opportunity to develop effective mechanisms and procedures for tax reduction in case of temporary use of vacant spaces (forcultural/ social/ community-oriented activities).
OBJECTIVE 3) STRENGTHENING TEMPORARY USE SYSTEM BY DEVELOPING SUPPORTING TOOLS	
RISK DESCRIPTION: **Legal framework burden**	Probability of risk: low [ ] medium [ ] high [**X**] Impact of risk: low [ ] medium [ ] high [**X**] Reduction/ mitigation actions: ▪ High necessity to pre-investigate law and administrative constraints before developing effective mechanisms/ procedures for tax reduction/ introduction of new financial mechanisms in case of temporary use of vacant spaces;

Table 3 – Risk analysis matrix (linked with IAP objectives)

Figures

Tables