

# Integrated Action Plan for a balanced city centre in Granada

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# INTEGRATED ACTION PLAN GRANADA





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# Cities@Heart

## INTEGRATED ACTION PLAN

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### 1. Some words from our political leadership

*Granada moves forward when we take care of what we are and prepare the city for what we want to be.*

*We want a more attractive city to live in and invest in, which is why we have prioritized increasing and settling population to exceed 250,000 inhabitants. The vision of 'Granada para Vivir' (Granada for Living) advocates for continuous collaboration between the public and private sectors to consolidate an inclusive and sustainable city model that promotes economic development and social cohesion. Granada is a city that inspires, that combines innovation and tradition, and that wants to be a reference point for cultural industry, sustainability, and technology.*

*Although tourism is the economic engine of the city, the duty of the municipal government is to maintain and attract visitors while offering the best services to Granada's residents. We have a firm commitment to protect heritage, the wellbeing of neighbors and community coexistence, as well as to ensure that tourism is a driver of balanced, respectful development aligned with the needs of residents.*

Marifrán Carazo Villalonga, Mayor of Granada.

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## 2. Cities@Heart

**Cities@Heart** brings together ten European urban areas with diverse profiles but with one common goal: **achieving a balanced and inclusive city centre for all users**. By gathering relevant indicators and using a common methodology, this network aims to create a holistic policy framework for lasting and meaningful change in the heart of the city. Working hand in hand with local stakeholders and users, Cities@Heart is here to develop tools that foster happy, healthy and harmonious places.

It is led by the **Métropole du Grand Paris** and is composed of 9 project partners:

**Kraków Metropolis Association** - Poland

**Granada** - Spain

**Osijek** - Croatia

**Associação de Municípios de Fins Específicos**

**Quadrilátero Urbano** - Portugal

**Celje** - Slovenia

**Sligo** - Ireland

**Cesena** - Italy

**Fleurus** - Belgium

**Amfiktyonies** - Greece

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## 3. Why an Integrated Action Plan?

An URBACT Integrated Action Plan (IAP) is a key element of the URBACT methodology. It is a city-level output that defines actions to be implemented within the city in order to respond to a specific urban policy challenge - reflecting the lessons learned from local stakeholders, transnational partners and the testing of actions at local level.

IAPs thus provide both a focal point and end goal of the action planning journey that cities undertake within their URBACT Action Planning Network (APN). IAPs help to ensure that both local-level discussions (within the URBACT Local Group) and transnational exchange (between the network partners) have a practical focus on planning a coherent set of actions to address the local policy challenge in each participating city, embedding an integrated and participative approach.

IAPs are future oriented – setting out the actions that cities will implement beyond the life cycle of the URBACT network. For this reason, each IAP not only sets out what the city intends to do on its specific topic, but also has a strong implementation focus, for example through the identification of specific funding opportunities, governance structures and timelines for how the actions will be implemented and monitored.

In Granada's current context, the IAP is a timely vehicle to shift from diagnosis to delivery: it translates Cities@Heart learning into some concrete, a pipeline of actions for the historic centre and surrounding neighbourhoods—strengthening liveability, climate resilience and inclusive economic activity. By aligning projects with the Spanish Urban Agenda and EU 2021–2027 funds (e.g., regional ERDF programmes) and tapping short-term opportunities under the national Recovery and Resilience Plan, the IAP clarifies 'who does what, when and with what resources'—including municipal budgets and potential private co-investment. It also provides a governance frame to coordinate city–metropolitan actors and cultural, social and business stakeholders, while setting a pragmatic monitoring system with early wins and scalable actions ready for the next programming period. In short, the IAP turns shared ambitions into shovel-ready projects tailored to Granada's priorities.

## 4. Context, needs and vision

### 4.1. Context

Granada, a historic city located in the southern region of Andalusia, occupies a geographically strategic position at the foothills of the Sierra Nevada mountains, in close proximity to the Mediterranean coast. Renowned internationally for its cultural and historical significance, the city is home to several UNESCO World Heritage sites, including the Alhambra, the Generalife, and the Albaicín neighbourhood. These landmarks emphasize Granada's rich heritage and its influential role in shaping the cultural identity of the region.



The municipality covers an area of 8.8 square kilometres, with a population of 231,777 residents and a density of 2,633 inhabitants per square kilometre. However, over the past decade, Granada has faced a steady annual population decline of 0.4%, indicative of broader socio-economic and demographic challenges. The city's demographic profile reveals an aging population, with 54% of residents aged between 35 and 75 years and 18% over the age of 75. This demographic trend necessitates comprehensive strategic planning to address the future socio-economic needs of the city.



Economically, Granada is predominantly dependent on the service sector, which constitutes 72% of its economic activity. As the economic and administrative centre of a metropolitan area encompassing 34 municipalities and nearly 500,000 residents, Granada serves as a vital regional hub. Nevertheless, the city faces significant economic challenges, with a GDP per capita of €21,784—well below the national average. The historic city centre, which has served as the focal point of Granada since the 16th century, has undergone notable transformations over time. Initially concentrated in the Alhambra and Albaicín neighbourhoods, administrative and civic activities gradually transitioned to the flat area that now forms the heart of the city. However, from the mid-20th century onwards, the city centre experienced depopulation, driven by a combination of factors including the expansion of peripheral neighbourhoods, substandard housing conditions, and the neglect of historic building maintenance. These dynamics have resulted in significant social and economic fragmentation.

From an environmental perspective, Granada's unique geographical setting offers opportunities for sustainable development but also presents significant challenges. Persistent air quality issues and elevated CO2 emissions are notable concerns, exacerbated by a dense urban fabric and high traffic congestion. The city must implement effective measures to promote sustainable urban mobility, enhance green infrastructure, and align with regional and global environmental objectives.





The historic city centre covers an area of 5.3 square kilometres, with a functional core measuring 1.5 square kilometres and an area of influence encompassing 2.7 square kilometres. It is characterized by three distinct poles: the Alhambra, a monumental and globally recognized site; the Albaicín, a neighbourhood renowned for its cultural and architectural significance; and the Centro district, which functions as Granada's administrative and economic nucleus. Collectively, these areas accommodate approximately 20,000 inhabitants, with a population density of 3,773 residents per square kilometre. Despite its historical and cultural significance, the city centre faces persistent challenges, including depopulation, gentrification, and underutilization, all of which require targeted interventions to restore its vitality and inclusivity.



The demographic, economic, and environmental trends highlighted herein underscore the necessity of formulating a comprehensive strategy for revitalizing Granada's historic city centre. Strategic priorities must include the improvement of housing conditions to attract and retain residents, fostering economic inclusivity by supporting local enterprises and reducing inequalities, strengthening social cohesion through inclusive community-building initiatives, and promoting sustainable urban development through investments in green infrastructure and improved mobility systems. These measures are essential to ensuring that Granada's historic core remains a vibrant, accessible, and resilient space for current and future generations.

## 4.2. Relevant existing strategies

Granada has been working on the revitalisation of its city centre for more than a decade, mainly through urban planning and Smart City initiatives. However, the municipality does not currently prioritise Town Centre Management (TCM) schemes and there is no dedicated TCM manager or body within the municipal structure. This represents a strategic gap that the Integrated Action Plan (IAP) can help address.

At national and regional level, the Spanish legal framework does not explicitly promote TCM models, unlike countries such as France, the United Kingdom or Ireland. Despite this, Granada has developed a range of relevant policies, including neighbourhood revitalisation and heritage conservation programmes, as well as alignment with the Spanish Urban Agenda Action Plans. These instruments offer a useful base for tackling local challenges and advancing sustainable development.



Several local strategies already contribute to the transformation of the city centre. **The EDUSI Programme**, focused on the Boquerón quarter and the Alhacaba area, combines environmental improvements, infrastructure upgrades and social and economic revitalisation. **The Smart City Initiative** applies advanced technologies in the historic centre to improve urban management, with a focus on mobility, efficient use of resources and environmental monitoring. The **Strategic Municipal Commerce Plan** (2023–2027) sets out measures to support the local commerce sector and reinforce the economic vitality of the centre.

A major current project is the **Low Emissions Zone (LEZ)**, scheduled for implementation in 2024. It addresses key urban issues such as traffic, urban greening, parking, logistics and environmental awareness, and incorporates participatory and evaluative mechanisms to ensure inclusive implementation. Complementary tourism-related initiatives seek to monitor visitor flows and real-time air quality, strengthening urban resilience and optimising resources for residents and visitors.

Granada also has solid experience in integrated planning and European cooperation, with participation in **URBACT II and III programmes**, including projects such as **Gen-Y and URGE APNs**. Collaboration between municipal departments is supported by established public participation tools and a dedicated participation department. Digital tools such as the “Granada Mejora” app, official communication channels and social media enable ongoing dialogue with citizens and stakeholders.

Land use in the city centre is regulated by the **Plan Especial de Protección y Reforma Interior del Área Centro**, in force since 2002. The plan prioritises heritage conservation while allowing the adaptive reuse of listed buildings for commercial purposes. Residential use remains dominant (around 85%), with commercial, office and restaurant uses representing up to 40% of the area. Hotel and tourist apartment uses are saturated in some zones. Persistent challenges related to vehicle circulation, confusion over restricted access areas and noise from the night-time economy require further strategic attention.

Although Granada does not yet operate a comprehensive framework for monitoring and evaluating city centre policies, the city already collects relevant data through live and AI-enhanced cameras, air quality sensors and on-site observations. This monitoring focuses on mobility patterns, environmental conditions and urban flows, and provides a solid basis for more evidence-based policymaking. Building on this foundation, the combination of traditional planning, Smart City tools and evolving governance mechanisms can support the development of a more integrated, knowledge-driven model for city centre revitalisation.

#### PLAN ESTRATÉGICO DE COMERCIO MUNICIPAL DE GRANADA 2023-2027





### 4.3. Local challenge

Granada's city centre faces a series of interconnected challenges that stem from its unique urban dynamics, demographic changes, and evolving economic structure. The primary focus of this IAP is to address these challenges while enhancing the city's liability, sustainability, and inclusivity.

#### 1. Impact of Tourism on Housing and Residential Communities

The increasing concentration of tourism in Granada's city centre, particularly through the proliferation of tourist apartments and hotels, has led to the displacement of residential communities. As tourism dominates the central area, local residents have been pushed towards peripheral neighbourhoods, exacerbating social segregation. The escalation in housing prices has further compounded this issue, with housing costs in the city centre now double those in other areas of the city. This has created a housing affordability crisis, particularly for younger residents and families, and contributed to the loss of the social fabric that traditionally characterized the city centre.

#### 2. Public Space Deficiency and Congestion

Granada's city centre is characterized by a dense urban fabric, which limits the creation of expansive public spaces. The lack of significant open spaces is partly due to the preservation of historical buildings, and the resulting small-scale public spaces are often occupied by outdoor dining areas, limiting their functionality for residents. This situation is particularly problematic along the city's main streets, where high vehicular traffic and narrow sidewalks create difficulties for pedestrian mobility. At certain times of the day, particularly during peak tourist seasons, the concentration of tourist flows exacerbates this issue, making it nearly impossible for pedestrians to move freely through the streets. While some actions are in progress, such as restricting or redirecting large tourist groups, further measures are needed to improve the balance between tourism and the needs of the local population.

#### 3. Lack of Educational and Recreational Facilities

The city centre of Granada suffers from a lack of educational facilities, including primary and secondary schools, as well as small and medium-scale sports centres. This shortage of educational and recreational spaces is particularly detrimental to families who live in the city centre and contribute to the perception that the area is increasingly catering to tourism rather than to the needs of local residents. The lack of these essential services further undermines the sense of community and social cohesion in the area, reinforcing the trend towards residential displacement.

#### 4. Commercial Desertification and Economic Clustering

The economic structure of Granada's city centre is heavily skewed towards tourism and services, with 40% of businesses dedicated to commerce, 40% to services, and 20% to offices or workspaces. While this commercial structure meets the demand of tourists, it has contributed to commercial desertification in some parts of the city. Notably, only 15% of commerce in the city centre caters to basic necessities, while 65% focuses on occasional or tourist-related commerce. This shift has led to an increase in retail prices, making it more difficult for local residents to access affordable goods and services. Furthermore, while the city centre's commercial areas have seen a reduction in vacant shops (from 144 to around 64 in most areas), challenges remain, especially along streets like Calle Mesones, where 20.3% of premises are vacant. The high concentration of night-time economy activities, particularly around Calle Ángel Ganivet, has caused tensions with residents due to noise and other disturbances.

## 5. Overcrowding and Noise Pollution

The clustering of tourist-oriented businesses, along with the vibrant night-time economy, has led to overcrowding in certain parts of the city centre, particularly during events. These crowds, combined with the noise from pubs, bars, and the sound of wheeled suitcases, create significant disturbances for local residents, particularly at night. While events contribute to the vibrancy of the city centre, they also add to the challenges of managing pedestrian flows, noise pollution, and the impact on residents' quality of life.

## 6. Traffic Congestion and Last-Mile Delivery Challenges

Granada's city centre experiences significant traffic congestion, particularly along streets that connect the city centre with the metropolitan area and surrounding neighbourhoods. The bulk of traffic is related to work trips, with many employees in the service and administrative sectors commuting into the city. This, combined with the narrow streets and lack of efficient public transportation, creates barriers to effective urban mobility. Moreover, the logistical challenge of last-mile delivery, especially for businesses operating in the city centre, exacerbates congestion and contributes to the inefficient use of public space.

## 7. Need for Transformation of Public Space

The transformation of public space is a critical need in Granada's city centre, especially in commercial areas. The current lack of accessible, inclusive, and functional public spaces undermines the potential for economic revitalization, particularly for businesses that rely on these spaces to attract customers. The interaction between public space and transportation infrastructure needs to be reimaged to create more pleasant and accessible environments that support the growth of businesses while meeting the needs of residents. By managing the interplay between private utilization of public space (especially by tourism-related businesses) and the requirements of the local population, the city can enhance the accessibility, inclusivity, and sustainability of its public spaces.

## 8. Climate Change Adaptation and Urban Resilience

Granada's historic centre is becoming more vulnerable to climate stress, with heatwaves occurring more often and lasting longer, droughts intensifying, and heavy downpours becoming more disruptive. The area's compact urban form, limited tree cover, widespread hard and impermeable surfaces, and ageing buildings—many subject to heritage restrictions—worsen the urban heat island effect, increase the risk of flash flooding during cloudbursts, and contribute to energy poverty as homes overheat. As a result, walking and outdoor activity become less comfortable, vulnerable groups face greater health risks, and local businesses and cultural life lose attractiveness. Responding effectively calls for a combined nature-based and water-sensitive strategy for public space—expanding shade through trees, creating “cool corridors”, using permeable paving, and adding raingardens, drinking fountains, and misting points—alongside climate-resilient logistics and event planning, such as scheduling and routing to avoid peak heat hours. In parallel, heritage-compatible building upgrades should prioritise passive cooling, improved ventilation, and better water efficiency. Integrating these measures throughout the IAP will improve liveability, safeguard cultural assets, and reduce the social and economic impacts of extreme weather.

The local challenges facing Granada's city centre are complex and multifaceted, encompassing issues related to tourism, housing affordability, public space management, commercial structure, and social cohesion. Addressing these challenges requires a holistic approach that balances the needs of residents, businesses, and tourists while preserving the city's cultural heritage. By focusing on sustainable urban mobility, enhancing the functionality of public spaces, supporting local businesses, and fostering social inclusivity, Granada can revitalize its city centre and ensure it remains a vibrant, resilient, and equitable space for all.



## 4.4. Problem identification with and by local stakeholders

### 4.4.1. Cities@Heart ULG

The **ULGfor Granada** brings together a diverse range of stakeholders, ensuring a comprehensive approach to urban revitalization. These stakeholders are drawn from the **public sector, private sector, associations, and academic sector**, each contributing specific expertise and perspectives to the project. The goal of the ULG is to address the challenges of revitalizing the city centre, balancing tourism, residential needs, public space quality, and sustainable development.

The ULG is coordinated by **Ángel Luis Benito**, the **Technical Director of Sustainability, Urban Agenda, and European Funds** within the city council. In his role as ULG Coordinator, he ensures that the group operates with a clear focus on sustainability, aligning with the city's broader goals for urban regeneration, heritage conservation, and socio-economic inclusivity. The ULG has met 7 times during the project execution, including plenary and sectorial ones.



#### ULG Members:

##### 1. Public Sector

- **Local Government Representatives:** The city council, with direct input from Ángel Luis Benito, leads the development of policies and oversees the implementation of urban projects. Their involvement is critical for ensuring that the revitalization efforts are aligned with official city strategies, funding opportunities, and long-term urban planning goals.
- **Relevant Public Agencies:** These include departments focused on urban planning, heritage preservation, tourism, and commerce. These agencies help shape regulations, monitor implementation, and ensure that the city's development aligns with local and national policy frameworks, particularly the Spanish Urban Agenda and EDUSI programs.

##### 2. Private Sector

- **Business Representatives:** Local businesses, particularly those within the tourism, retail, and hospitality sectors, are crucial stakeholders. They provide practical insights into how urban policies affect day-to-day business operations, especially around the use of public space, the flow of tourists, and the economic viability of the city centre.
- **Real Estate Developers and Property Owners:** These stakeholders are key in revitalizing residential areas within the city centre, as they provide input on land use, zoning regulations, and development opportunities that could cater to both residential and commercial needs in a balanced way.

##### 3. Associations

- **Resident and Community Associations:** Local community groups represent the interests of residents, ensuring that their needs—such as affordable housing, access to public services, and quality of life—are central to the revitalization plans. They play a critical role in addressing issues related to gentrification, displacement, and public space use.
- **Tourism and Cultural Associations:** These organizations advocate for the integration of tourism into the city's broader development strategy, seeking to balance the needs of visitors with those of local residents. They focus on enhancing the cultural vibrancy of the city while ensuring the sustainable management of tourism.

##### 4. Academic Sector

- **Universities and Research Institutions:** Granada's universities and research centres bring academic expertise on urban studies, sustainability, social impact, and heritage conservation. They contribute valuable research and evidence-based recommendations, supporting the city's strategies with innovative, long-term solutions to the urban challenges at hand.

During the project, and particularly following the SMA, the ULG was reinforced with additional stakeholders to broaden representation and strengthen the diversity of perspectives. In this phase, Asociación de Vecinos Centro Boquerón–San Juan de Dios joined the group, complementing the existing core participants and enriching the discussions with residents' view. The table below lists the participants who took part in the ULG meetings in Granada over the course of the process.

*The following table lists the participants of the ULG meetings in Granada:*

COMPANY/ INSTITUTION		PRIVATE/CIVIL/PUBLIC SECTORS
Granada City Council	Mobility and Sustainability Department	Public Sector
Granada City Council	Commerce and Tourism Department	Public Sector
Granada City Council	Smart City Department	Public Sector
Granada City Council	Public Space Occupation Department	Public Sector
Centro Abierto	Commerce Association – Granada City Centre	Private Sector
Federación de Comercio de Granada	Provincial Commerce Association	Private Sector
Cámara de Comercio de Granada	Chamber of Commerce of Granada	Private Sector
Colegio Oficial de Arquitectos de Granada	Official Association of Architects	Private Sector
Escuela Técnica Superior de Arquitectura de Granada	Granada University School of Architecture	Public Sector
La Huella Verde	Association between University and Horeca	Public-Private Sector
Asociación de Vecinos del Realejo	City Centre Residents' Association	Civil Society
ASADIPRE (Asociación Andaluza de Director@s de Infantil, Primaria y Residencias Escolares)	Education centres association	Public Sector
La Ampliadora. Escuela Social de Fotografía	Social School of Photography	Private Sector
Lucía González (OVNI Bazar Bizarro)	Public events organizer	Private Sector
Asociación de Vecinos Centro Boquerón-San Juan de Dios	City Centre Residents' Association	Civil Society





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#### 4.4.2. ULG Methodology

The ULG of Granada employs a structured and inclusive methodology to foster collaboration and co-creation among stakeholders. This approach ensures that diverse perspectives are represented and integrated into the city's IAP.

Below is an overview of the methodology, including the human resources, tools, and key insights that underpin the process.

##### Human Resources

The ULG's activities are driven by a multidisciplinary team composed of **municipal staff from the European Funds and Innovation Departments**. These professionals play a crucial role in aligning the ULG's actions with European frameworks and funding opportunities, and they share their expertise in applying Smart City tools and data-driven strategies, ensuring that the group's initiatives are both innovative and impactful.

##### Methods and Tools

To enable productive engagement and effective collaboration, the ULG employs innovative and participatory methods tailored to the needs of the stakeholders:

##### 1. The newspaper of tomorrow

The Newspaper of Tomorrow tool gives you the opportunity to project into the future to create a shared vision on a certain topic. This creative visioning exercise empowers participants to imagine the future collaboratively. Stakeholders design a "newspaper" set in a specific future year, showcasing projected outcomes, achievements, and transformations in areas such as urban development and social progress. This activity encourages imagination, builds consensus, and aligns stakeholders' goals by providing a tangible vision of their collective efforts.

## 2. Thematic meetings

Regularly scheduled thematic sessions focus on critical topics such as housing, mobility, heritage preservation, and economic revitalization. These meetings are structured to include expert presentations, open discussions, and hands-on workshop activities, ensuring that all participants contribute meaningfully. This collaborative format facilitates in-depth exploration of challenges and opportunities within each theme.

### 4.4.3. Co-identification of local priorities

The collaborative efforts with the ULG have highlighted four pressing priorities that address the challenges faced by Granada's historic city centre. These priorities reflect the shared concerns of stakeholders and aim to enhance the area's liveability, economic resilience, and cultural integrity.

#### Priority 1: Free Space Occupation

Granada's historic city centre is facing significant challenges due to the privatization of public spaces by activities such as outdoor dining areas and temporary installations. These uses, while valuable for economic activity, have reduced the availability and quality of shared spaces, impacting mobility, accessibility, and the overall liveability of the area. Stakeholders have emphasized the importance of reclaiming public spaces through guidelines that balance private activities with the broader needs of the community. Additionally, efforts must focus on improving the usability of these spaces by prioritizing designs that are inclusive, functional, and pedestrian-friendly, ensuring that public areas foster social interaction and communal activities.

#### Priority 2: Local Commerce Reduction

The economic fabric of Granada's city centre has been disrupted by the steady decline of local commerce, as traditional shops and services are increasingly replaced by businesses catering exclusively to tourists. This shift has diminished economic diversity and undermined the character and sustainability of the area. Stakeholders recognize the need to support local businesses through targeted incentives and programs aimed at preserving establishments that serve residents and maintain the city's cultural identity. At the same time, efforts to diversify commercial offerings are essential, encouraging the establishment of businesses that appeal to both residents and visitors to ensure a balanced and vibrant urban economy.

#### Priority 3: Housing Prices

The rising cost of housing in the city centre, driven by the proliferation of short-term rentals and tourism-related demand, has created a severe affordability crisis for local residents. This trend has led to depopulation and the erosion of community vibrancy, as long-term residents are priced out of the area. Addressing this issue requires the implementation of affordable housing initiatives, including regulatory measures to curb the impact of short-term rentals and promote long-term rental options. Moreover, housing renovation programs must be prioritized, offering incentives to rehabilitate existing housing stock, improving affordability and living standards for residents while preserving the historic character of the area.



#### Priority 4: Tourism Overcrowding

Tourism, while a cornerstone of Granada's economy, has placed considerable strain on the infrastructure and accessibility of the historic city centre. The influx of visitors, particularly during peak seasons, has created conflicts over the use of public spaces and reduced the quality of life for residents. To mitigate these challenges, strategies to manage visitor flows, such as timed entry to popular sites and the promotion of off-season tourism, are essential. Equally important is the adoption of sustainable tourism practices that balance the needs of residents with the demands of visitors. These practices should include regulatory measures and awareness campaigns aimed at fostering a harmonious relationship between tourism growth and community well-being.

The priorities of **free space occupation**, **local commerce reduction**, **housing prices**, and **tourism overcrowding** represent the most immediate and impactful challenges facing Granada's historic city centre. The ULG has established these focus areas as critical for fostering a more balanced, inclusive, and sustainable urban environment. These priorities will guide the actions and policies outlined in the IAP.

#### 4.4.4. Co-created a vision for Cities@Heart

*To achieve a balanced Centro, attractive to visitors and friendly to residents, through strategies focused on improving public spaces, mobility, and community engagement*

This vision emphasises collaboration and collective action to address the diverse challenges and priorities of the city centre's stakeholders. It calls for mutual understanding and a willingness to prioritise shared goals while ensuring that all voices are heard. At its core is a commitment to balanced urban development—finding the right equilibrium between preserving cultural heritage, fostering economic vitality and ensuring environmental sustainability. Achieving this balance entails shared commitments and informed trade-offs, such as regulating tourism, revitalising local commerce and safeguarding public space, to create a thriving and harmonious urban environment.

#### 4.4.5. Main integration challenges

The integrated approach in Granada faces significant challenges that require strategic efforts to bridge gaps between existing policies, stakeholders, and urban management frameworks. Granada has assessed a broader set of integration dimensions to identify any gaps and opportunities. Below is an analysis of the current integration levels and the approach to key URBACT cross-cutting themes that need attention for a more cohesive urban revitalization strategy.

##### First Analysis of Current Levels of Integration.

Granada's urban development initiatives face significant challenges in terms of integration, both at the local and national levels. At the national level, there is a clear policy disconnect. Although Granada has various urban planning policies and strategies, such as the EDUSI Programme, the Smart City initiative, and the Strategic Municipal Commerce Plan, these initiatives tend to operate in silos. The absence of a unified Town Centre Management (TCM) framework at the national level exacerbates this issue. Without a national policy that specifically supports TCM schemes, Granada's urban development efforts, despite being well-intentioned, lack coordination across crucial areas such as commerce, heritage, mobility, and environmental sustainability. Additionally, the legal framework in Spain does not explicitly support TCM schemes, unlike in countries such

as France, the United Kingdom, or Ireland, where such policies are well-established. This gap in the legal framework presents a challenge for local municipalities like Granada, which would benefit from clearer national guidelines and frameworks for managing town centre revitalization.

At the municipal level, the fragmentation of efforts further complicates the integration process. Despite the existence of various policies, the coordination between initiatives such as Smart City strategies, heritage conservation, and sustainable urban development is often limited. Each of these areas operates within its own management and planning processes, making it difficult to align them around a common goal for the revitalization of the city centre. The lack of a unified management structure is another critical gap. There is no designated TCM manager or a specific managing body to oversee and drive the integration of these diverse policies and initiatives. While various departments and stakeholders are involved in the development and implementation of these strategies, the absence of a central leadership point for the city centre's revitalization means that efforts remain fragmented and less effective.

### **Current Approach to Key URBACT Cross-Cutting Themes**

Granada's current approach to key urban development themes faces challenges in integration across several areas.

#### **Sustainability**

Granada has taken important steps—such as the Low Emissions Zone (LEZ)—to cut emissions and improve mobility. However, these measures are not yet fully integrated with heritage conservation and wider city-centre revitalisation. A stronger sustainability approach will link transport, public space and cultural heritage, prioritising nature-based solutions, heat-resilient design and low-carbon logistics, so that mobility improvements reinforce (rather than compromise) Granada's historic fabric and liveability.

#### **Digitalisation**

The Smart City initiative provides a base (e.g., air-quality sensors, mobility tracking), but data remain fragmented and underused for real-time, cross-sector decision-making. Granada needs shared datasets, governance and dashboards that connect tourism flows, local commerce, mobility and resident needs, with clear operational “triggers” (what action, by whom, when). Digital participation is a missed opportunity: involving residents and businesses in co-creation and feedback loops would improve data quality, legitimacy and impact.

#### **Inclusion & Gender Equality**

Neighbourhood programmes and EDUSI actions have advanced inclusion, yet vulnerable groups—low-income households, older people, carers, children and youth—are not systematically embedded across policies. A gender-responsive lens is required to address differentiated mobility patterns, access to services, safety and time-use. Mainstreaming inclusion and gender equality in design standards, participation methods, housing/affordability tools and public-space management will mitigate gentrification pressures and ensure benefits reach those most at risk of exclusion.

## 4.5. Small Scale Actions (SSA)

Two Small Scale Actions have been designed to test innovative solutions and fostering community participation. These actions have served as tangible examples of the integrated approach to revitalizing Granada's city Centre, to engage residents, businesses and young people while promoting sustainability, mobility and inclusivity.

### Small Scale Action 1: Open Air Event

As part of the "Semana Europea de la Movilidad" (European Mobility Week; 16-22 September 2024), an open air festival has been organised on Saturday, 21st September 2024. For the first time, the Calle San Juan de Dios –one of the most crowded central streets in the city centre– got closed to traffic during the whole afternoon in order to celebrate a range of activities oriented to children and families living in the city centre. The decision to focus on children was a groundbreaking approach for an event typically geared toward an adult audience, which often overlooks the needs and interests of younger participants.



Among the activities offered were games such as bouncy castles, cultural neighbourhood gymkhana, workshops, theatre and live concert.

One standout event was the photography workshop led by La Ampliadora, a social photography school based in the centre of Granada. This school is committed to showcasing the local identity of every "barrio", and it conducted some technical instructions about photography for everybody, allowing all neighbours as well to be professional photographers for a while, taking portraits one each other, and exhibiting all of them afterwards on the brand new facade of San Juan de Dios Hospital, as a gentle reward and gratitude for all attendants.

Additionally, several workshops aimed at promoting the Circular Economy took place, including an organic food workshop organized by Brio and recycling workshops hosted by Ecoparque Norte and Inagra.



Finally, a gymkhana event was held, to further engage the neighbours, offering a series of challenges related to the identity of the cultural heritage and key data about the city centre, designed to bring the community together and to highlight the values of the neighbourhood. The goal was to involve residents in these activities, making the space more enjoyable for everyone while also promoting sustainable urban mobility.



## 5. Overall logic and integrated approach

The ultimate goal of the IAP for Granada is to create a balanced city centre through the dialogue among all stakeholders, focusing on the recovery and retention of local commerce and residents and a common and rational use of the public space. The ULG meetings play a key role in identifying local challenges, acting both as a mapping tool and creative think tanks. Each meeting focuses on a specific topics to ensure a comprehensive approach to the city's revitalization.

The development of the IAP follows a structured approach to address Granada's challenges holistically. The process began with establishing a clear, ambitious, yet realistic vision for the future of Granada's city centre, grounded in the city's current conditions and aspirations.

*To achieve a balanced Centro, attractive to visitors and friendly to residents, through strategies focused on improving public spaces, mobility, and community engagement*

The overarching goal is to revitalize the city centre, balancing the needs of residents, businesses, tourists, and the urban environment, while fostering a sustainable, inclusive, and dynamic urban space.

### 1. Strategic Objectives

The vision for Granada's city centre is translated into three strategic objectives, which will guide the overall direction of the IAP:

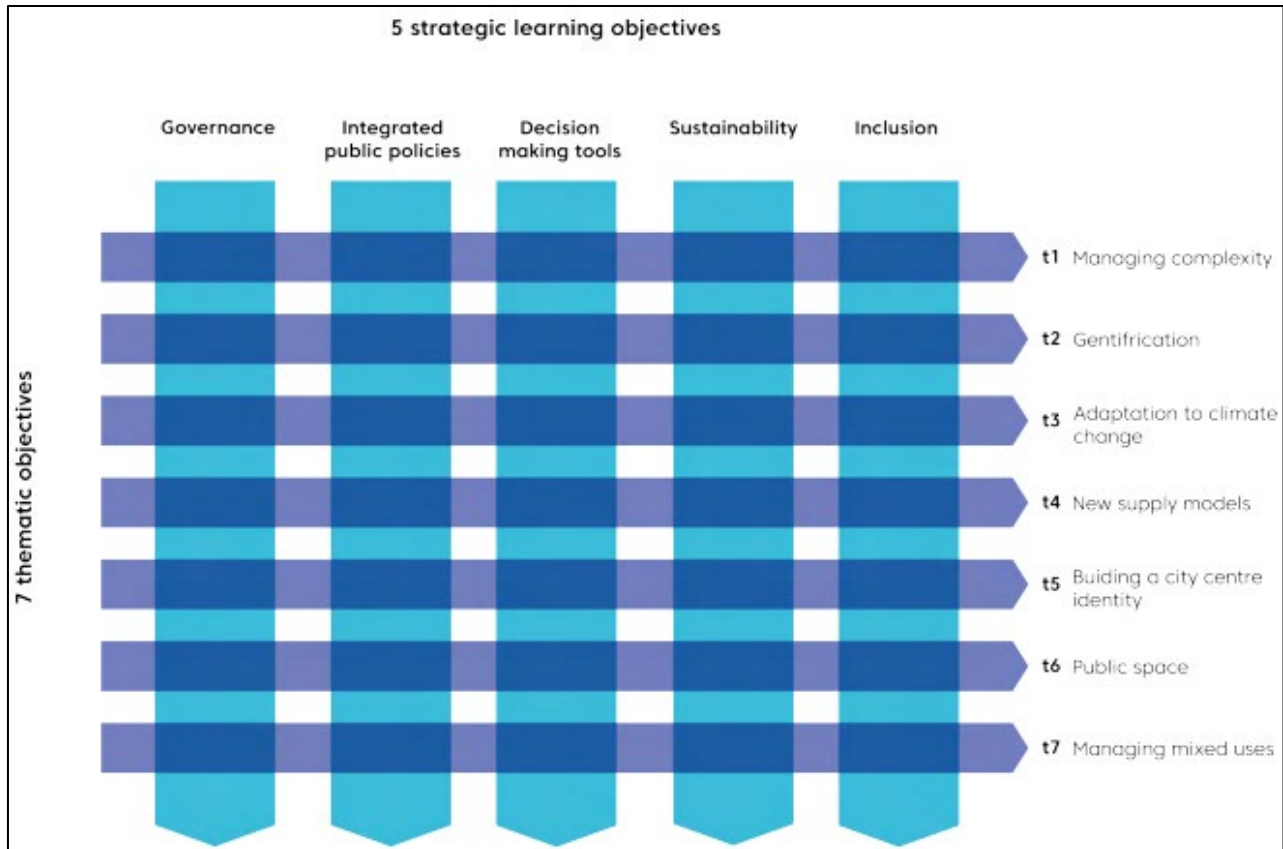
- 1) **Free Space Improvement for Communal Enjoyment:** Enhance the quality and functionality of public spaces, ensuring accessibility, inclusivity, and sustainability.
- 2) **Coexistence and Self-Identity in the City Centre:** Promote a sense of belonging and shared identity among residents and visitors.
- 3) **Recovery and Retention of Residents and Local Commerce:** Counter depopulation trends by improving housing conditions and affordability to attract long-term residents and to strengthen the presence of local businesses by creating attractive and supportive commercial environments.

### 2. Themes and Lines of Intervention

With these strategic objectives in mind, several **lines of intervention** have been identified to align with the vision. The Baseline Study has provided a roadmap that addresses both individual and collective capacity-building needs.

This roadmap is structured into a two-dimensional matrix, with one axis outlining **the thematic objectives** derived from the seven key challenges identified during the analysis phase: *managing complexity*, combating *gentrification*, *adapting to climate change*, integrating *new supply models*, preserving a *city centre identity*, enhancing *public spaces*, and promoting the *management mixed-use developments*.

On the other axis, the **strategic learning objectives** focus on advancing the implementation of *integrated public policies*, fostering the development of effective *governance models*, improving *decision-making tools*, and prioritizing *sustainability* and *inclusion*.



This matrix serves as a guiding framework for aligning thematic challenges with strategic solutions, ensuring a comprehensive and integrated approach to addressing Granada's urban priorities and, specifically, the **lines of intervention**.

To achieve these strategic objectives, the IAP establishes several operational objectives under four *key themes* or *Intervention Areas*. These lines are interconnected, ensuring that the actions taken in one area will contribute to achieving multiple strategic goals. The identified Intervention Areas include:

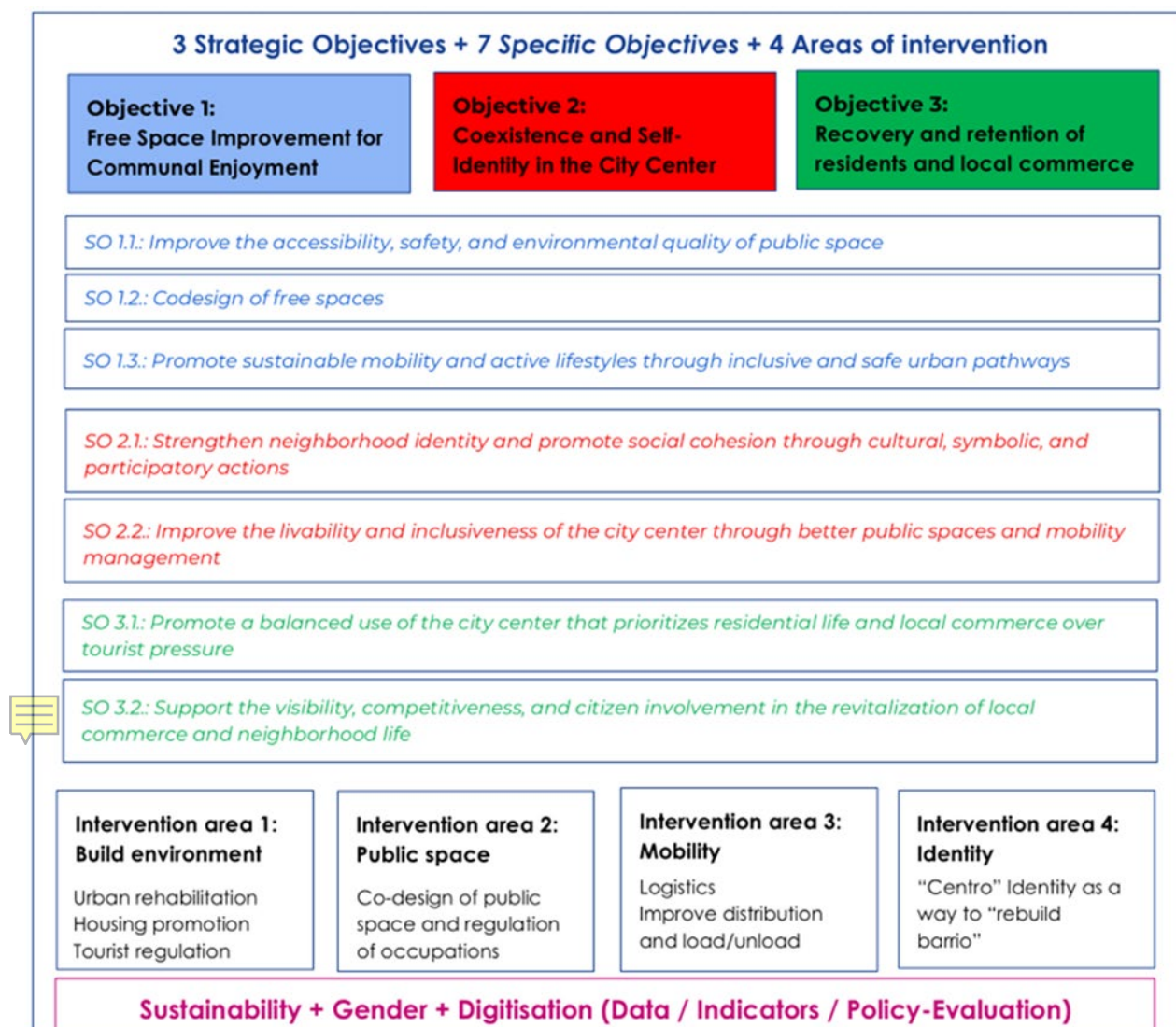
**Build environment:** Prioritise urban rehabilitation of the historic fabric through heritage-sensitive upgrades, energy retrofits and accessibility improvements that make homes healthier and more efficient. Housing promotion will focus on bringing and keeping residents in the centre—mobilising vacant stock, incentivising affordable rentals and supporting cooperative/rehabilitation models. A clear tourist regulation framework (e.g., caps, zoning, licensing and enforcement) will rebalance housing supply, protect neighbourhood life and align visitor accommodation with community goals.

**Public Space:** Advance co-design of public space with residents, traders and cultural actors to define layouts, shade/green elements, seating, play and universal accessibility. A transparent regulation of occupations (terraces, events, merchandise displays and logistics windows) will balance commercial vitality with pedestrian comfort, safety and heritage protection—using clear criteria, time slots and enforcement to avoid overcrowding and noise.

**Mobility:** Modernise logistics through low-emission last-mile solutions, micro-consolidation hubs and clearly signposted load/unload bays. Rules and digital tools will improve distribution—time-window management,

booking systems and cargo-bike incentives—reducing double-parking, cutting emissions and freeing space for walking, cycling and public transport.

**Identity:** Strengthen the *“Centro” identity* as a shared story and quality seal that helps *rebuild barrio* ties—celebrating local culture, crafts and everyday commerce. Place-based programming (signage and wayfinding, cultural routes, small grants for façade/artisanal restoration, street-level events) will foster community pride and diverse footfall, reinforcing the centre as a lived-in neighbourhood, not just a destination.



## Integrated approach

For Granada, the Integrated Action Plan represents a qualitative step forward in the way the city centre is understood and managed. In the past decade, different sectoral strategies – on heritage, mobility, commerce, Smart City or tourism – have advanced in parallel, often with limited coordination. The IAP offers an opportunity to bring these strands together around a shared vision for the historic centre: a lived-in, balanced and resilient place that can welcome visitors without losing its residential and commercial fabric.

The integrated approach is particularly relevant in the context of Cities@Heart, where each partner city applies the same principles to very different realities. In Granada, integration is not an abstract concept, but a practical



way of connecting policies, spaces, actors and time horizons so that each action contributes to several objectives at once. Four dimensions of integration are especially important.

### 1. Sectoral and policy integration:

The IAP links policy areas that have traditionally been treated separately: housing, tourism, commerce, mobility, heritage, environment and social inclusion. Measures to regulate tourist accommodation, for example, are considered together with housing affordability, neighbourhood life and commercial diversity. Public space interventions are designed in connection with logistics windows, terrace regulations and local business needs. This sectoral integration is crucial in a compact historic centre where every change in one policy area has immediate effects on others.

The plan builds on existing strategies (EDUSI, Smart City, Low Emission Zone, Strategic Commerce Plan) but uses the three strategic objectives of the IAP as a common framework. This helps align regulations, investments and programmes so they reinforce, rather than contradict, each other.

### 2. Spatial and functional integration:

The IAP treats the historic centre as an interconnected system, rather than a collection of isolated projects or streets. It recognises that mobility, public space, housing and economic activity are tightly interwoven in a small area with intense pressure from visitors, services and night-time uses.

Integration here means two things. First, looking at the centre as a whole, identifying where pressures and opportunities concentrate and how flows of people and activities move across it. Second, zooming into specific micro-areas – squares, streets, clusters of blocks – where targeted interventions can unlock wider benefits, for example by calming traffic around a school, rebalancing uses in a saturated street, or improving accessibility in a key route. This spatial and functional integration is supported by mapping, data and on-site observation.

### 3. Governance and participation integration:

Another key step forward is the way the IAP connects different departments and stakeholders. The Urban Local Group (ULG) brings together municipal services (Urbanism, Mobility, Commerce, Tourism, Environment, Participation, Social Services, Smart City) with residents, traders, cultural actors, universities and civil society organisations. This platform has already served to co-identify problems and test ideas; in the implementation phase it will continue as a space for coordination, learning and adjustment.

Internally, the IAP encourages more systematic collaboration between municipal departments that already share responsibilities in the city centre but do not always plan together. Externally, it combines formal participation tools (consultations, public meetings) with more flexible forms of engagement (on-site workshops, small-scale actions, digital tools such as the “Granada Mejora” app). This governance integration is essential for managing tensions around mobility, night-time economy or tourism pressures and for building shared ownership of the changes.

### 4. Temporal and financial integration:

Finally, the IAP integrates different time horizons and funding sources. Short-term, visible actions – such as small-scale public space interventions or temporary uses – are used to test ideas, build trust and show that change is possible. At the same time, the plan prepares medium- and long-term structural changes in regulations, housing policies, mobility systems and governance arrangements.

On the financial side, the IAP is conceived to combine municipal budgets, European funds and national or regional programmes, and where appropriate, private and community resources. This diversified approach increases feasibility in a context of budget constraints and helps to stage investments over time in line with the three strategic objectives.

## 6. Action planning

### 6.1. Summary action table

A total of 16 specific actions has been identified. Each of them covers a *Strategic Objective* as well as a *Specific Objective*.

OBJECTIVE 1: FREE SPACE IMPROVEMENT FOR COMMUNAL ENJOYMENT							
Specific Objective 1.1: Improve the accessibility, safety, and environmental quality of public space							
Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A1.1.1	Mapping of terraces, parking and private occupations of free space	3 Analysis (1 for terraces; 1 for parking; 1 for private occupations)	City Council	University of Granada	With own resources: small budget	Medium term (2-3 years)	Reinforce Residential Life
Specific Objective 1.2. Codesign of free space							
Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A1.2.1	Co-design campaigns for public spaces and furniture (University + Citizens)	Annual campaign (1 campaign per year)	University of Granada + ESADA + Val del Omar School	Neighbors + Hoteliers + La Huella	With own resources and external from other entities participating: small budget	Medium term (2-3 years)	Build your City Centre Identity
A1.2.2	Annual program of free space recovery actions (similar to Pilot Action, but yearly) and pop-up stores	Annual program (1 programme per year)	City Council	La Ampliadora / Chamber of Commerce	With own resources: mid budget	Medium term (2-3 years)	Build your City Centre Identity
A1.2.3	Popular plantation program to foster citizenship cooperation in public space and gardening	Popular plantation sessions (1 session each 2 years)	City Council	Plant-For-The-Planet	With own resources: mid budget	Ongoing	Build your City Centre Identity
Specific Objective 1.3. Promote sustainable mobility and active lifestyles through inclusive and safe urban pathways							
Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A1.3.1	"Safe Paths" program for school pedestrian arriving	1 Plan for every school in city centre	Families Association of every School	City Council + Regional Government	With own resources: mid budget	Ongoing	Promote Inclusive Urban Environments
A1.3.2	European Mobility Weeks actions	Semana Europea de la Movilidad (1 vez al año)	City Council	Diputación de Granada	With own resources: mid budget	Ongoing	Promote Inclusive Urban Environments
A1.3.3	Accesible paths app (mobile application to track for reduced mobility people)	1 App	City Council		With own resources: small budget	Short term (1-2 years)	Create a Shared Governance
A1.3.4	Extension of pedestrian areas (Plan de Obras)	Free space extensions (civil works)	City Council		With own resources: big budget	Ongoing	Promote Inclusive Urban Environments

**OBJECTIVE 2: COEXISTENCE AND SELF-IDENTITY IN THE CITY CENTRE****Specific Objective 2.1. Strengthen neighbourhood identity and promote social cohesion through cultural, symbolic, and participatory actions**

Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A2.1.1	Identity design (graphic and actions) for city centre neighborhoods	1 identity handbook and Logo	Neighbourhood Associations	University and Schools of Design	With own resources: small budget	Medium term (2-3 years)	Build your City Centre Identity
A2.1.2	Verbenas program for city centre neighborhoods	Neighbourhood parties (2 per year)	Neighbourhood Associations	City Council	With own resources: mid budget	Medium term (2-3 years)	Reinforce Residential Life

**Specific Objective 2.2. Improve the liveability and inclusiveness of the city centre through better public spaces and mobility management**

Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A2.2.1	Playground areas improvement and extension	New playgrounds round city centre (plan and civil works)	City Council	Neighbourhoods Association	With own resources: big budget	Ongoing	Promote Inclusive Urban Environments
A2.2.2	Traffic restrictions and logistics regulation	ZBE (Low Emissions Zone) + New Municipal Regulation	City Council	Chamber of Commerce	With own resources: big budget	Ongoing	Promote Inclusive Urban Environments

**OBJECTIVE 3: RECOVERY AND RETENTION OF RESIDENTS AND LOCAL COMMERCE****Specific objective 3.1. Promote a balanced use of the city centre that prioritizes residential life and local commerce over tourist pressure**

Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A3.1.1	Vacant Residential and commerce mapping vs Touristic uses in city centre	1 Study / Analysis	University of Granada	City Council	With own resources: small budget	Short term (1-2 years)	Sustain your Local Commerce
A3.1.2	Tourist regulation (Local norm for restriction of tourist apartments in Granada)	Municipal Norm to restrict new tourist apartments	City Council	Regional Government	With own resources: mid budget	Ongoing	Reinforce Residential Life

**Specific objective 3.2. Support the visibility, competitiveness, and citizen involvement in the revitalization of local commerce and neighbourhood life**

Action N°	Action Description	Output target(s)	Action Lead	Key partners	Resources needs	Timeframe	Levers
A3.2.1	Local commerce dissemination actions and platform	1 Dissemination campaign per year	Commerce Association	City Council + Schools of Design	With own resources: mid budget	Medium term (2-3 years)	Sustain your Local Commerce
A3.2.2	Regular participation processes via Municipality platform (Granada Decide)	Participatory processes via online platform, results analysis and governance feedback	City council	Neighbourhood Association	With own resources: small budget	Ongoing	Create a Shared Governance





## 6.2. Detailed prioritized action

To achieve immediate impact while ensuring alignment with long-term goals, 10 specific actions out of the 16 listed above, have been prioritized together with the ULG members. This integrated approach ensures that Granada's city centre revitalization is inclusive, sustainable, and reflective of local identity, with active participation from all stakeholders. The IAP's emphasis on collaboration and innovation provides a strong foundation for achieving a balanced and vibrant city centre.

#1 Extension of pedestrian areas (Plan de Obras)	A1.3.5
#2 "Safe Paths" programme for school pedestrian arriving	A1.3.2
#3 Tourist regulation (Local norm for restriction of tourist apartments in Granada)	A3.1.2
#4 Traffic restrictions and logistics regulation	A2.2.2
#5 Mapping of terraces, parking and private occupations of free space	A1.1.1
#6 Accessible paths app (mobile application to track for reduced mobility people)	A1.3.3
#7 European Mobility Week actions	A1.3.2
#8 Popular plantation program to foster citizenship cooperation in public space and gardening	A1.2.3
#9 Vacant residential and commerce mapping vs. touristic uses in city centre	A3.1.1
#10 Playground areas improvement and extension	A2.2.1

## #1 Extension of pedestrian areas (Plan de Obras)

<b>Action number</b>	<b>A1.3.5</b>
<b>Action description</b>	Extension of pedestrian areas in the city centre by widening sidewalks, reducing car-traffic, and redesigning streets to prioritize walking, cycling and accessibility. Through the integration of green elements and urban furniture, the aim is to create safer, more inclusive and attractive public spaces that support local commerce and sustainable mobility.
<b>Specific Objective</b>	1.3. Promote sustainable mobility and active lifestyles through inclusive and safe urban pathways
<b>Timing</b>	Ongoing
<b>Output target(s)</b>	Free space extensions (Civil Works)
<b>Action lead</b>	City Council
<b>Key partners</b>	<b>Neighborhoods and Commerce Associations, Public schools</b>
<b>Funding</b>	Own resources
<b>Costs</b>	Mid budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>▪ Square metres of new pedestrianized streets</li> <li>▪ Number of cars entering the area (reduction of traffic)</li> <li>▪ Air quality and noise levels</li> <li>▪ Number of trees/plants added to pedestrian zones</li> <li>▪ Number of public/cultural events hosted in pedestrian zones</li> </ul>

## Implementation steps:

<b>1. Planning and preparation</b> <p>1.1 Baseline diagnosis: analyze current traffic, pedestrian flows and public space use.</p> <p>1.2 Feasibility studies: technical, legal, and financial assessment.</p> <p>1.3 Urban design proposal: draft plans showing the areas to be pedestrianized, materials, landscaping and urban furniture.</p> <p>1.4 Stakeholder consultation: engage residents, businesses, and mobility experts.</p> <p>1.5 Environmental and mobility impact assessment: forecast changes in air quality, traffic redistribution, and noise.</p> <p>1.6 Budget allocation and tender preparation: define cost estimates and prepare procurement documents.</p>
<b>2. Regulatory and administrative procedures</b> <p>2.1 Approval of Works Plan (Plan de Obras).</p> <p>2.2 Permit management: coordinate with utilities, transport authorities and emergency services.</p> <p>2.3 Communication campaign: inform citizens, businesses and visitors.</p>
<b>3. Execution</b> <p>3.1 Preliminary works: rerouting traffic, relocating bus and taxi stops, protecting underground services.</p> <p>3.2 (Demolition and site clearing: removal of asphalt, existing barriers, and obsolete infrastructure.) Only if the plan is to use new sustainable materials.</p>

- 3.3 Civil works: pavement widening, street lighting, drainage adaptation.
- 3.4 Installation of street furniture: benches, bike racks, waste bins, etc.
- 3.5 Greening and shading: planting trees, adding planters, installing shading structures.

#### 4. Completion and monitoring

- 4.1 Final inspection and quality control.
- 4.2 Official inauguration and awareness activities: promote the benefits of the new pedestrian areas.
- 4.3 Maintenance plan: establish cleaning, repairs, and greenery care schedules.
- 4.4 Feedback collection: surveys with residents, businesses, and users to adjust future phases.

### Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Delays in permits and administrative approvals	Medium	High	Start permit management early, maintain close coordination with authorities, and allocate buffer time in the schedule.
Opposition from local businesses worried about reduced car access	High	High	Conduct early stakeholder consultations, provide evidence of economic benefits of pedestrian areas, offer logistical solutions (delivery hours, parking nearby).
Traffic congestion in surrounding streets during works and after rerouting	Medium	Medium	Plan traffic detours carefully, communicate alternative routes, monitor traffic during implementation, adjust mobility plan as needed.
Insufficient accessibility for people with reduced mobility in final design	Low	High	Apply universal design standards, involve disability associations in consultation, test accessibility before completion.
Lack of citizen awareness or acceptance of pedestrian zones	Medium	Medium	Implement strong communication campaigns, organize cultural events in new areas to showcase benefits.



## #2 "Safe Paths" programme for school pedestrian arriving

<b>Action number</b>	A1.3.2
<b>Action description</b>	Programme to create safe and accessible routes for children to walk or cycle to school. It combines traffic calming, infrastructure upgrades, and awareness campaigns with active participation from families, schools, and local authorities.
<b>Specific Objective</b>	1.3. Promote sustainable mobility and active lifestyles through inclusive and safe urban pathways
<b>Timing</b>	Ongoing
<b>Output target(s)</b>	Plan for every school in the city centre
<b>Action lead</b>	Parents' Association (AMPA) of each school
<b>Key partners</b>	City Council and Regional Government
<b>Funding</b>	Own resources
<b>Costs</b>	Mid budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>▪ Number of traffic-calming measures installed (speed bumps, zebra crossings, traffic lights)</li> <li>▪ Accidents/incidents involving schoolchildren (baseline vs. after the project)</li> <li>▪ Kilometres of safe school paths created or improved</li> <li>▪ Percentage of schools participating in the programme</li> <li>▪ Parental perception of safety (surveys)</li> <li>▪ Reduction in CO2 emissions and noise level</li> </ul>

## Implementation steps:

<b>1. Diagnosis and planning</b>
<p>1.1 Baseline study: map existing school routes, traffic patterns, accident data, and safety risks.</p> <p>1.2 School selection and prioritization: choose pilot schools based on need.</p> <p>1.3 Stakeholder engagement: involve schools, parents' associations (AMPAs), local police, etc.</p> <p>1.4 Needs assessment with children: participatory workshops or "walking audits" to identify unsafe points.</p> <p>1.5 Design of safe routes: define recommended pedestrian paths and crossing points, adapted to each school.</p>
<b>2. Infrastructure and regulation</b>
<p>2.1 Traffic calming measures: install speed bumps, signage, pedestrian crossings, bollards, traffic lights.</p> <p>2.2 Sidewalk and crossing improvements: widen pavements, remove barriers, add ramps and tactile paving.</p> <p>2.3 Reorganization of drop-off/pick-up zones: designate safe areas, restrict cars in school surroundings.</p> <p>2.4 Cycling and micromobility facilities: bike racks, protected bike lanes where feasible.</p> <p>2.5 Accessibility compliance: ensure routes are usable for children with reduced mobility.</p>
<b>3. Education and awareness</b>
<p>3.1 School workshops: road safety education and sustainable mobility promotion.</p>

- 3.2 Parent engagement sessions: highlight benefits of walking, cycling and reduced car use.
- 3.3 Awareness campaigns: posters, leaflets, social media, community events.
- 3.4 Safe Paths ambassadors/volunteers: organize parents, teachers, or neighbors to accompany children.

#### 4. Governance and coordination

- 4.1 Formal agreements with schools, AMPAs and local police on responsibilities.
- 4.2 Training for municipal staff and police on supporting safe school mobility.

#### 5. Monitoring and sustainability

- 5.1 Pilot implementation in selected schools.
- 5.2 Regular monitoring: traffic counts, pedestrian flow, accident records.
- 5.3 Surveys with parents, children, teachers to assess perception of safety and satisfaction.
- 5.4 Adjustments and scaling: refine routes and measures, extend programme to more schools.
- 5.5 Annual reporting with progress, challenges and success indicators.

### Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Resistance from parents preferring car drop-offs at school gates	High	High	Organize awareness sessions on health and safety benefits, provide safe designated drop-off zones nearby, highlight reduced congestion advantages.
Lack of coordination among multiple stakeholders	Medium	High	Establish formal agreements, create a coordination committee, hold regular progress meetings.
Insufficient enforcement of traffic-calming measures	Medium	Medium	Strengthen collaboration with local police, install clear signage, ensure regular patrols near schools.
Low participation of students and families	Medium	Medium	Involve children in participatory workshops, create fun awareness campaigns, promote volunteer-led school paths.
Lack of sustained awareness and behaviour change over time	Medium	Medium	Plan recurring awareness campaigns, integrate road safety education into school curricula.

## #3 Tourist regulation (Local norm for restriction of tourist apartments in Granada)

<b>Action number</b>	A3.1.2
<b>Action description</b>	Local ordinance to regulate tourist apartments in Granada, limiting saturation in central neighbourhoods. It protects residential housing, stabilizes rents, and promotes a healthier balance between tourism, local commerce, and community wellbeing.
<b>Specific Objective</b>	3.1. Promote a balanced use of the city centre that prioritizes residential life and local commerce over tourist pressure
<b>Timing</b>	Ongoing
<b>Output target(s)</b>	Municipal norm to restrict new tourist apartments.
<b>Action lead</b>	City Council
<b>Key partners</b>	Regional Government
<b>Funding</b>	Own resources
<b>Costs</b>	Mid budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>Number of licensed tourist apartments (before vs. after regulation)</li> <li>Percentage of change in residential housing availability, average rental prices</li> <li>Tourist accommodation mix (% hotels/hostels vs. tourist apartments)</li> <li>Occupancy rates</li> <li>Population stability (residents maintained vs. displacement)</li> <li>Employment in tourism sector vs. residential services</li> <li>Tax revenue from tourist accommodation</li> <li>Resident satisfaction surveys on quality of life in affected neighborhoods</li> </ul>

**Implementation steps:**

<b>1. Diagnosis and policy design</b>
<p>1.1 Baseline analysis: map existing tourist apartments (licensed and unlicensed), assess impact on housing availability, rents, commerce and neighborhood balance.</p> <p>1.2 Benchmarking: review best practices in other Spanish/EU cities with similar regulations.</p> <p>1.3 Problem definition: identify priority areas within the city centre with housing pressure and tourist saturation.</p> <p>1.4 Drafting regulatory scenarios: limits by district, minimum requirements, zoning restrictions.</p>
<b>2. Consultation and consensus building</b>
<p>2.1 Stakeholder engagement: meet with neighborhood associations, housing platforms, hoteliers, real estate sector, and tourism operators.</p> <p>2.2 Public consultation period: open for citizen input and objections.)</p> <p>2.3 Legal review: ensure compliance with regional, national, and EU legislation.</p>
<b>3. Regulatory approval</b>



- 3.1 Drafting of the local ordinance: restricting tourist apartments.
- 3.2 Submission to municipal committees: Urbanism, Tourism.
- 3.3 Approval by the City Council plenary session.
- 3.4 Publication in the Official Bulletin and dissemination to stakeholders.

#### 4. Implementation and enforcement

- 4.1 Creation of a municipal registry of tourist apartments.
- 4.2 Inspection plan: periodic verification of compliance.
- 4.3 Sanctions system: fines and closures for illegal or non-compliant uses.
- 4.4 Coordination with platforms (Airbnb, Booking) to ensure only licensed units are listed.
- 4.5 Communication campaign: inform citizens, tourists, and property owners of the new rules.

#### 5. Monitoring and evaluation

- 5.1 Indicators tracking: number of tourist apartments, number of infringements, housing rental prices, resident satisfaction, etc.
- 5.2 Annual reporting on enforcement results.
- 5.3 Mid-term evaluation: assess effectiveness, adjust restrictions if needed.
- 5.4 Integration into urban planning policies: ensure coherence with housing, commerce, and mobility plans.

### Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Legal challenges from property owners, real estate sector or platforms (Airbnb, etc.)	High	High	Ensure strong legal review, align ordinance with regional/national/EU law, prepare legal defense resources, engage with the sector early.
Difficulty enforcing restrictions on unlicensed or illegal tourist apartments	High	High	Create robust inspection and sanction systems, strengthen coordination with online platforms, and allocate sufficient enforcement staff.
Public opposition from citizens who rely on tourist apartments for income	Medium	Medium	Communicate long-term benefits for housing affordability and neighborhood balance, offer transition measures (e.g., assistance for conversion to long-term rentals).
Risk of reduced tourism income and local economic pushback	Medium	High	Monitor tourism trends, promote alternative accommodation, encourage diversification of local economy, showcase benefits of resident stability for sustainable tourism.
Inaccurate or outdated data on tourist apartments and housing market	Medium	Medium	Carry out comprehensive baseline study, update municipal registry regularly, cross-check with digital platforms.

## #4 Traffic restrictions and logistics regulation

<b>Action number</b>	A2.2.2
<b>Action description</b>	Implementation of a Low Emissions Zone (LEZ) with new rules for vehicle access and logistics in the city centre. It reduces traffic, improves air quality, and supports clean mobility through regulation, incentives, and monitoring systems.
<b>Specific Objective</b>	2.2 Improve the liveability and inclusiveness of the city centre through better public spaces and mobility management
<b>Timing</b>	Ongoing
<b>Output target(s)</b>	ZBE (Low Emissions Zone) + New Municipal Regulation
<b>Action lead</b>	City Council
<b>Key partners</b>	Chamber of Commerce
<b>Funding</b>	Own resources, Next Generation
<b>Costs</b>	Big budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>Reduction in private vehicle entries into restricted zones (vehicles/day)</li> <li>Public transport ridership in affected areas (%)</li> <li>Air quality and noise levels, CO2 emissions avoided</li> <li>Number of enforcement actions</li> <li>Number of access permits issued</li> </ul>

## Implementation steps:

<b>1. Diagnosis and planning</b> <p>1.1 Baseline analysis: collect data on traffic flows, delivery routes, emissions levels, and accident black spots in the city centre.</p> <p>1.2 Environmental impact assessment: model expected reduction in NO2, PM10 and CO2.</p> <p>1.3 Definition of Low Emissions Zone boundaries: delimit the area, identify sensitive zones (schools, hospitals, historic centre).</p> <p>1.4 Regulatory framework draft: propose rules on vehicle access (by emissions class, time slots for logistics, exemptions for residents and essential services).</p>
<b>2. Consultation and consensus</b> <p>2.1 Stakeholder engagement: workshops with residents, businesses, logistics operators, and environmental groups.</p> <p>2.2 Institutional coordination: align with Andalusian and national mobility/air quality legislation.</p>
<b>3. Approval of regulation and technical setup</b> <p>3.1 Drafting legal review of the municipal regulation for traffic restrictions and logistics in the LEZ.</p> <p>3.2 Approval of the regulation and LEZ boundaries.</p> <p>3.3 Infrastructure and control systems: install signage, bollards, and ANPR cameras. Redesign loading/unloading bays and designate clean logistics hubs.</p>
<b>4. Communication and transition</b>

- 4.1 Awareness campaign: explain the new rules, objectives and timelines to residents and businesses.
- 4.2 Support programme for logistics operators: incentives or guidance to shift towards electric vehicles, cargo bikes, or consolidated delivery systems.
- 4.3 Transition period: phased entry into force of LEZ (warnings before fines).

### 5. Enforcement and monitoring

- 5.1 Activation of LEZ: restrictions enforced according to the new municipal regulation.
- 5.2 Inspection and sanction system: fines for non-compliance, regular inspections of delivery practices.
- 5.3 Monitoring indicators: traffic volumes, logistics compliance, air/noise quality, citizen/business satisfaction.
- 5.4 Annual reporting: publish results to ensure transparency and guide future policy adjustments.

## Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Strong opposition from businesses and logistics operators due to delivery restrictions	High	High	Conduct early consultations, design flexible delivery windows, provide support for clean logistics.
Resistance from residents dependent on private car access	Medium	High	Communicate health and quality-of-life benefits, provide exemptions for essential trips, improve public transport alternatives.
Increased congestion in surrounding streets due to traffic diversion	Medium	Medium	Monitor traffic flows, adjust boundaries or traffic management plans, promote modal shift to public transport.
Negative perception among citizens and media (seen as restrictive or unfair)	High	Medium	Launch transparent communication campaign, highlight success stories, publish annual results on air quality and livability improvements.



## #5 Mapping of terraces, parking and private occupations of free space

<b>Action number</b>	A1.1.1
<b>Action description</b>	Project to digitally map and analyze terraces, parking spaces, and private uses of public space. It identifies legal/illegal occupations, evaluates impacts on accessibility and safety, and delivers GIS-based reports to guide fairer and more sustainable urban management.
<b>Specific Objective</b>	1.1 Improve the accessibility, safety and environmental quality of public space
<b>Timing</b>	Medium term (2-3 years)
<b>Output target(s)</b>	3 analysis (1 for terraces, 1 for parking, and 1 for private occupations)
<b>Action lead</b>	City Council
<b>Key partners</b>	University of Granada
<b>Funding</b>	Own resources
<b>Costs</b>	Small budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>Number of terraces, parking spots, and private occupations mapped (absolute and % coverage)</li> <li>Percentage of public space under private occupation (m2)</li> </ul>

## Implementation steps:

<b>1. Preparation and design</b> <p>1.1 Define scope and methodology: agree on definitions (terrace = horeca use, parking = regulated/unregulated, private occupation = kiosks, vending, other concessions). Determine data to be collected (location, size, compliance status, permits, usage intensity).</p> <p>1.2 Set up the working team: urban planning, mobility, public space, University of Granada and IT/GIS staff.</p> <p>1.3 Develop digital mapping tools: prepare GIS basemaps, mobile data collection apps, and integration with municipal cadastre/licensing databases.</p>
<b>2. Data collection</b> <p>2.1. Terraces: fieldwork to map all horeca terraces, check alignment with permits (surface, furniture, accessibility compliance).</p> <p>2.2. Parking: inventory of on-street parking (regulated/unregulated, resident, loading, disabled, etc.), identification of illegal or informal parking spaces.</p> <p>2.3. Private occupation: map kiosks, vending stands, concessions and other private uses of public space, verify compliance with municipal authorisations.</p>
<b>3. Analysis and reporting</b> <p>3.1 GIS integration: create three thematic layers (terraces, parking, and private occupations)</p> <p>3.2 Compliance analysis: compare real occupation with municipal permits and regulations.</p> <p>3.3 Impact assessment: evaluate effects on pedestrian mobility, accessibility, and public space quality.</p> <p>3.4 Draft 3 reports: terraces analysis report, parking analysis report, private occupations analysis report.</p>

**4. Validation and communication**

4.1 Internal validation: present findings to municipal technical departments (urban planning, mobility, licensing).

4.2 Stakeholder discussion: share results with neighbourhood associations, horeca sector, mobility groups.

4.3 Final publication: deliver the three analyses in a consolidated format (reports + GIS maps + executive summary).

**Risk assessment**

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Incomplete or inaccurate data collection during fieldwork	Medium	High	Use GIS/mobile tools, train data collectors, conduct quality checks and pilot surveys before full rollout.
Resistance from horeca sector or private concession holders fearing stricter controls	High	Medium	Communicate that the mapping is diagnostic, involve stakeholders in discussions, emphasize transparency and fair rules.
Identification of numerous unlicensed or illegal uses leading to conflict	Medium	High	Prepare a communication strategy, coordinate with licensing and enforcement departments to manage findings progressively.
Technical issues with GIS integration and data compatibility with municipal databases	Medium	Medium	Involve IT/GIS staff from the start, run compatibility tests, allocate resources for technical support.
Low engagement from neighbourhood associations or stakeholders in validation phase	Low	Medium	Organize participatory sessions, present results in clear visual formats (maps, infographics), collect feedback actively.
Risk that findings are not translated into policy or regulatory change	Medium	High	Link the reports to municipal planning processes, prepare executive summaries for decision-makers, propose follow-up measures.

## #6 Accessible paths app (mobile application to track for reduced mobility people)

<b>Action number</b>	A1.3.3
<b>Action description</b>	Development of a mobile application that maps and guides accessible routes for people with reduced mobility. It integrates GIS data, user feedback, and inclusive design features to support independent, safe, and barrier-free mobility in the city.
<b>Specific Objective</b>	1.3. Promote sustainable mobility and active lifestyles through inclusive and safe urban pathways
<b>Timing</b>	Short term (1-2 years)
<b>Output target(s)</b>	1 App
<b>Action lead</b>	City Council
<b>Key partners</b>	
<b>Funding</b>	Own resources
<b>Costs</b>	Small budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>Number of accessible paths mapped (km)</li> <li>Number of downloads/active users</li> <li>Percentage of registered users with reduced mobility</li> </ul>

**Implementation steps:**

<b>1. Preparation and design</b>
<p>1.1 Needs assessment: identify what people with reduced mobility require (step-free routes, curb cuts, elevators, slope limits, tactile paving, etc.).</p> <p>1.2 Benchmarking: review similar apps or platforms in other cities.</p> <p>1.3 Technical specifications: define app features (real-time navigation, alerts for barriers, route planning, accessibility filters, feedback tool).</p> <p>1.4 Partnerships: coordinate with disability associations, transport providers and IT/GIS departments.</p>
<b>2. Data collection and mapping</b>
<p>2.1 Audit of accessible paths: field survey of sidewalks, crossings, ramps, elevators, transport stops.</p> <p>2.2 GIS integration: build a digital accessibility map of Granada (barrier-free vs. non-accessible routes).</p> <p>2.3 Data validation: cross-check with municipal databases and disability associations.</p>
<b>3. App development</b>
<p>3.1 Backend development: integrate GIS maps and routing algorithms.</p> <p>3.2 Frontend/UI design: ensure inclusive, easy-to-use interface with accessibility standard (voice commands, high contrast, screen reader compatibility).</p> <p>3.3 Beta version: release a test version with core functionalities.</p>
<b>4. Testing and co-creation</b>



- 4.1 User testing: involve people with reduced mobility in real-world navigation tests.
- 4.2 Feedback collection: gather suggestions for improvements (usability, missing data, new features).
- 4.3 Refinements: adjust app features, routes, and interface based on feedback.

## 5. Launch and communication

- 5.1 Official launch of the app.
- 5.2 Promotion campaign: workshops in associations, social media, municipal website.
- 5.3 Training sessions: short tutorials for target users.

## 6. Maintenance and monitoring

- 6.1 Continuous updates: update route database when new works, ramps or barriers appear.
- 6.2 Citizen feedback function: allow users to report obstacles or suggest improvements.

## Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Difficulty collecting accurate and up-to-date accessibility data	Medium	High	Conduct systematic audits, involve disability associations, integrate citizen reporting for continuous updates.
Limited adoption by target users	Medium	High	Run awareness campaigns, provide training workshops, partner with disability associations to promote the app.
Budget limitations affecting long-term maintenance and updates	Medium	Medium	Plan low-cost but sustainable maintenance, allocate municipal IT staff, explore partnerships with universities or NGOs.
Risk of outdated information if paths are not updated after urban works	High	Medium	Establish regular update protocol with municipal departments, enable real-time citizen reporting of barriers.
Negative perception if the app highlights barriers but no corrective action follows	Medium	High	Link app findings to municipal accessibility improvement plans, ensure feedback loop with public works and mobility services.

## #7 European Mobility Week actions

<b>Action number</b>	A1.3.2
<b>Action description</b>	Annual programme of activities in line with the EU campaign, including workshops, car-free days, cycling routes, and awareness events. It engages schools, associations, and citizens to promote sustainable mobility, inclusion, and active lifestyles.
<b>Specific Objective</b>	1.3. Promote sustainable mobility and active lifestyles through inclusive and safe urban pathways
<b>Timing</b>	Ongoing (once a year, in September)
<b>Output target(s)</b>	European Mobility Week (once a year)
<b>Action lead</b>	City Council
<b>Key partners</b>	Diputación de Granada
<b>Funding</b>	Own resources
<b>Costs</b>	Mid budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>▪ Number of events/activities organized</li> <li>▪ Number of participants</li> <li>▪ Percentage of schools involved</li> <li>▪ Number of volunteers/associations engaged</li> <li>▪ Reach of communication campaign</li> </ul>

## Implementation steps:

<b>1. Preparation and planning</b>
<p>1.1 Define objectives and theme: adapt the EU annual theme to Granada's local priorities (sustainability, inclusion, youth engagement).</p> <p>1.2 Create an organizing team: designate roles within the City Council (mobility, environment, education, communication).</p> <p>1.3 Work plan and budget: allocate resources for events, logistics, materials and communication.</p> <p>1.4 Stakeholder engagement: involve schools, universities, neighbourhood associations, NGOs, cycling groups, transport operators and businesses.</p>
<b>2. Programme design</b>
<p>2.1 Select activities: workshops, car-free day, cycling routes, awareness campaigns, school contests, public transport promotions, workshops.</p> <p>2.2 Logistics planning: permits for street closures, insurance, coordination with police, mobility plans for car-free day.</p>
<b>3. Communication and outreach</b>
<p>3.1 Communication campaign: posters, social media, municipal website, press releases.</p> <p>3.2 Partnership promotion: highlight involvement of local businesses and civic groups.</p>
<b>4. Implementation</b>
<p>4.1 Daily coordination: ensure smooth execution of activities and events.</p> <p>4.2 Public engagement: interactive stands, mobility games, info points for citizens.</p>

4.3 Car-Free Day: flagship action with restricted car access and alternative mobility activities.

4.4 Data collection: attendance counts, feedback surveys, photos/videos.

## 5. Evaluation and reporting

5.1 Internal debriefing: evaluate what worked and what could be improved.

5.2 Indicators analysis: number of participants, media coverage, citizen feedback.

## Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Limited citizen participation due to lack of awareness or interest	Medium	High	Strengthen communication campaigns, involve schools and universities, create attractive activities for families and youth.
Logistical issues with street closures and permits	Medium	High	Coordinate early with police and mobility services, prepare contingency plans, secure permits in advance.
Budget limitations restricting the scale of activities	Medium	Medium	Prioritize high-impact, low-cost actions, seek sponsorships or partnerships with local businesses/NGOs.
Low engagement of schools and educational institutions	Medium	Medium	Design tailored activities for students, collaborate with teachers, provide incentives.
Negative media coverage or perception of the event as symbolic without real impact	Low	Medium	Showcase measurable results (participation numbers, CO2 avoided, awareness raised), share success stories through press and social media.
Difficulty sustaining long-term impact beyond the event week	Medium	Medium	Link activities to permanent mobility policies, promote follow-up campaigns, integrate lessons into municipal mobility strategy.



## #8 Popular plantation program to foster citizenship cooperation in public space and gardening

<b>Action number</b>	A1.2.3
<b>Action description</b>	Citizen participation initiative fostering collective planting sessions every two years in public spaces. It promotes biodiversity, climate adaptation, and community engagement while greening the city with trees and shrubs cared for by volunteers and municipal staff.
<b>Specific Objective</b>	1.2. Codesign of free space
<b>Timing</b>	Ongoing (1 session every 2 years)
<b>Output target(s)</b>	Popular plantation sessions (1 session every 2 years)
<b>Action lead</b>	City Council
<b>Key partners</b>	Plant-For-The-Planet
<b>Funding</b>	Own resources
<b>Costs</b>	Mid budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>▪ Number of participants</li> <li>▪ Number of community groups/associations involved</li> <li>▪ Satisfaction surveys</li> <li>▪ Number of trees/shrubs/plants planted</li> <li>▪ Surface area of public space improved/greened</li> <li>▪ Estimated CO2 absorption capacity</li> </ul>

## Implementation steps:

<b>1. Planning and preparation</b> <p>1.1 Define objectives: clarify the goals (biodiversity, shade increase, climate adaptation, citizen engagement).</p> <p>1.2 Site selection: identify available public spaces (parks, squares, schoolyards, empty plots).</p> <p>1.3 Species selection: choose appropriate native and climate-resilient species.</p> <p>1.4 Technical plan: determine soil preparation, irrigation needs, planting techniques.</p> <p>1.5 Partnerships and funding: involve schools, neighbourhood associations, NGOs, and environmental groups.</p>
<b>2. Organization and outreach</b> <p>2.1 Activity design: set calendar of plantation days.</p> <p>2.2 Volunteer recruitment: call for citizen participation via social media, schools, neighbourhood associations.</p> <p>2.3 Educational materials: prepare guides on planting, maintenance, and environmental value.</p> <p>2.4 Logistics preparation: tools, gloves, plants, water, safety measures.</p>
<b>3. Implementation</b> <p>3.1 Kick-off event: launch the program with municipal presence to generate visibility.</p> <p>3.2 Guided plantation activities: municipal gardeners or environmental educators instruct participants.</p> <p>3.3 Inclusive participation: ensure accessibility for children, elderly, and people with reduced mobility.</p>
<b>4. Maintenance and follow-up</b>

- 4.1 Watering and care plan: assign maintenance either to the municipality or shared with volunteers/schools.  
4.2 Citizen stewardship: encourage neighbourhood groups to “adopt a tree” or maintain a garden space.  
4.3 Monitoring survival rates: check plant/tree health periodically and replace if needed.

### 5. Communication and evaluation

- 5.1 Awareness campaign: share photos, stories, and impact of the plantations in local media and municipal website.  
5.2 Indicators and reporting: number of citizens involved, number of trees/plants planted, diversity of species, neighbourhood coverage.

## Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Limited citizen participation	Medium	High	Strengthen communication campaigns, involve schools, universities and associations.
Poor survival rate of planted trees/shrubs due to lack of maintenance or drought	Medium	High	Select climate-resilient species, establish clear maintenance plans, assign responsibilities to municipal gardeners and volunteers.
Risk of vandalism or neglect of planted areas	Low	Medium	Promote citizen stewardship programs (e.g.: adopt a tree), install awareness signage, involve nearby schools/neighbours in care.
Negative perception if plantations are symbolic without long-term results	Low	Medium	Monitor survival rates, communicate environmental impact (CO2 absorption, biodiversity gains), share success stories in media.

## #9 Vacant residential and commerce mapping vs. touristic uses in city centre

<b>Action number</b>	A3.1.1
<b>Action description</b>	Analytical study to map vacant housing, empty commercial premises, and tourist accommodations in the city centre. It evaluates pressures on residential life and local commerce, informing urban and tourism policies for a more balanced city.
<b>Specific Objective</b>	3.1 Promote a balanced use of the city centre that prioritizes residential life and local commerce over tourist pressure
<b>Timing</b>	Short term (1-2 years)
<b>Output target(s)</b>	1 study/analysis
<b>Action lead</b>	University of Granada (UGR)
<b>Key partners</b>	City Council
<b>Funding</b>	Own resources
<b>Costs</b>	Small budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>Number of residential units mapped (occupied vs. vacant)</li> <li>Number of commercial premises mapped (active vs. vacant)</li> <li>Number of tourist-use accommodations identified (licensed and unlicensed)</li> <li>Percentage of empty homes in city centre</li> <li>Diversity index of commercial activity (shops, services vs. tourist-oriented businesses)</li> </ul>

## Implementation steps:

<b>1. Planning and preparation</b> <p>1.1 Define objectives and scope: map vacant residential units, vacant commercial premises, and tourist accommodations.</p> <p>1.2 Methodology design: establish a criteria for vacancy, tourist use, and data sources (municipal cadastre, licensing databases, field surveys).</p> <p>1.3 Set up a technical team: urban planners, GIS specialists, and data analysts.</p> <p>1.4 Develop data collection tools: GIS platform, mobile survey apps, and database templates.</p>
<b>2. Data collection</b> <p>2.1 Residential survey: field verification of occupancy, building condition and vacancies.</p> <p>2.2 Commercial survey: map active vs. vacant businesses, identify types of commercial activity.</p> <p>2.3 Touristic use mapping: identify apartments, hostels, hotels; verify licensing and compliance.</p> <p>2.4 Data validation: cross-check field data with municipal cadastre, tax records and tourist registries.</p>
<b>3. Analysis</b> <p>3.1 Spatial analysis: create GIS layers for vacant residential units, vacant commercial premises and tourist uses.</p> <p>3.2 Occupancy vs tourism assessment: compare the proportion of residential vs. tourist use in each block/zone.</p> <p>3.3 Impact evaluation: assess pressures on housing affordability, business diversity, and neighborhood population stability.</p>

#### 4. Reporting and outputs

- 4.1 Draft three main reports: residential vacancy, commercial vacancy, and tourist uses vs. local uses.
- 4.2 Visualization: maps, charts, and infographics for easy understanding.
- 4.3 Internal validation: review by municipal departments (Urbanism, Tourism).
- 4.4 Final publication: deliver reports with recommendations for policy or regulatory measures.
- 4.5 Policy integration: feed results into housing, tourism, and commercial regulations.

#### Risk assessment

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Difficulty in accessing reliable and updated data on residential and commercial occupancy	High	High	Cross-verify with multiple sources (cadastre, tax records, field surveys), collaborate with City Council to obtain official data.
Resistance from property owners or tourist accommodation operators to provide information	Medium	High	Use official registries, anonymize data for reporting, emphasize research purpose rather than enforcement.
Possible political sensitivity around results (housing affordability, overtourism)	Medium	High	Present results with evidence-based analysis, focus on transparency and technical rigor, prepare communication strategy.
Risk of public criticism if results are perceived as incomplete or biased	Low	Medium	Ensure methodological transparency, publish clear explanations of data limitations, involve stakeholders in the review process.



## #10 Playground areas improvement and extension

<b>Action number</b>	A2.2.1
<b>Action description</b>	Project to upgrade existing playgrounds and build new ones in central neighbourhoods. It ensures safety, inclusivity, and accessibility while providing greener, shaded, and engaging play spaces that strengthen community life.
<b>Specific Objective</b>	2.2 Improve the liveability and inclusiveness of the city centre through better public spaces and mobility management
<b>Timing</b>	Ongoing
<b>Output target(s)</b>	New playgrounds round city centre (plan and civil works)
<b>Action lead</b>	City Council
<b>Key partners</b>	Neighbourhoods Associations
<b>Funding</b>	Own resources
<b>Costs</b>	Big budget
<b>Monitoring indicators</b>	<ul style="list-style-type: none"> <li>▪ Number of playgrounds improved</li> <li>▪ Number of new playgrounds created</li> <li>▪ Resident satisfaction surveys</li> </ul>

### Implementation steps:

<b>1. Planning and assessment</b>
<p>1.1 Needs assessment: survey existing playgrounds to identify gaps, safety issues, and areas lacking playgrounds.</p> <p>1.2 Site selection: choose playgrounds for improvement and locations for new playgrounds based on population density, accessibility, and neighbourhood demand.</p> <p>1.3 Community consultation: involve residents, schools, and neighbourhood associations in identifying priorities and preferences.</p> <p>1.4 Define objectives and specifications: safety standards, inclusive design, materials, play equipment types, surface type, shade, and seating.</p> <p>1.5 Budget allocation and funding plan: establish costs for renovation and new installations, including maintenance considerations.</p>
<b>2. Design and regulatory approvals</b>
<p>2.1 Urban design proposals: draft layout plans for each playground with equipment placement, accessibility and safety zones.</p> <p>2.2 Accessibility audit: ensure compliance with universal design principles for children with reduced mobility.</p> <p>2.3 Regulatory approvals: obtain permits, environmental approvals, and public works authorization.</p>
<b>3. Procurement and preparation</b>
<p>3.1 Tendering and contractor selection: hire construction companies or suppliers for play equipment and civil works.</p> <p>3.2 Site preparation: demolition of old equipment, surface leveling, and ground preparation.</p> <p>3.3 Safety preparation: fencing, temporary barriers, and signage for ongoing works.</p>

**4. Construction and installation**

- 4.1 Civil works: install new flooring, drainage, and structural foundations.
- 4.2 Equipment installation: swings, climbing frames, slides, inclusive play structures.
- 4.3 Greening and shading: plant trees, add planters, and provide shaded seating areas.
- 4.4 Final inspections: verify compliance with safety standards.

**5. Community engagement and handover**

- 5.1 Official inauguration: open playgrounds with community participation.
- 5.2 Educational activities: workshops on safe play and environmental care.
- 5.3 Feedback collection: surveys with parents, children, and neighbours.

**6. Maintenance and monitoring**

- 6.1 Maintenance plan: regular inspection, cleaning, repairs, and seasonal checks.
- 6.2 Monitoring indicators: playground usage counts, accident/incidents, resident satisfaction, and inclusivity coverage.
- 6.3 Continuous improvement: use monitoring data to plan future extensions or upgrades.

**Risk assessment**

Implementation risk / challenges	Likelihood	Impact	Mitigation measures foreseen
Delays in site selection and regulatory approvals (permits, environmental authorizations)	Medium	High	Start the approval process early, maintain close coordination with relevant departments, allocate buffer time in planning.
Budget overruns due to high construction and equipment costs	Medium	High	Conduct detailed cost estimates, use transparent procurement processes, include contingency funds.
Vandalism or rapid deterioration of equipment after installation	Medium	Medium	Use durable materials, provide regular maintenance, engage the local community in stewardship and awareness activities.
Negative environmental impacts (trees removal, soil sealing)	Low	Medium	Apply sustainable design principles, integrate greening measures (trees, shrubs), use permeable flooring materials.

## 7. Framework for delivery

### 7.1. Monitoring framework

The implementation of the IAP requires a clear distribution of roles, stable coordination mechanisms and a realistic timeframe. This section outlines the governance structure, the main responsibilities for delivery and the way in which actions will be sequenced over time.

Several components of the IAP are already in motion and will form the starting point of the implementation phase: preparatory work and consultation for the Low Emission Zone; the small-scale action carried out during Mobility Week; ongoing adjustments to rules on terraces, public space occupation and logistics windows; and the use of Smart City tools to monitor mobility, environmental conditions and flows of people in the historic centre. These initiatives will be explicitly linked to the action table and monitored within the same framework.

In terms of timing, the IAP is conceived as a multi-year roadmap. A simplified Gantt-style logic can be described in three steps. In the first years, the focus is on setting up the coordination structures, consolidating the ULG, completing and scaling up actions that have already started, and launching quick, visible interventions that build confidence. In a second phase, priority actions under each strategic objective are rolled out more widely, lessons from pilots are incorporated into permanent regulations and standards, and municipal budgets and external funds are progressively aligned with the plan. In a third, longer-term phase, successful interventions are consolidated, temporary measures are replaced by more structural solutions, and the IAP approach is embedded into ordinary planning and budgeting cycles, with updates based on monitoring results and stakeholder feedback.

#### **Governance Structure for Implementation**

To ensure coherent progress in the implementation of the *Granada URBACT Cities@Heart* Integrated Action Plan, a governance structure has been established.

Its purpose is to provide **continuity, accountability, and coordination**, while ensuring that the collaborative spirit of the URBACT Local Group (ULG) is preserved throughout the implementation period.

The governance model is built on three principles:

- **simplicity**, to avoid administrative burden;
- **inclusiveness**, ensuring that all relevant stakeholders remain engaged;
- and **flexibility**, allowing each action to evolve at its own rhythm while staying aligned with the overall strategic direction of the city.

The **Área de Sostenibilidad, Agenda Urbana y Fondos Europeos** will act as the General Coordination body of the Action Plan.

Its responsibilities include:

- Ensuring the coherent implementation and monitoring of all actions;
- Aligning the plan with Granada's strategic frameworks (Agenda Urbana 2030, etc.);
- Identifying and disseminating funding opportunities at the local, regional, national, and EU levels;
- Leading communication and public dissemination activities linked to the plan;

Assessing how implemented actions contribute to Granada's sustainability, innovation, and economy goals.

The General Coordination team will work closely with technical departments to integrate new knowledge, identify emerging opportunities, and ensure that the action plan remains relevant in the medium and long term.

### **Operational Coordination**

Each action will have a **designated operational coordinator**, typically the entity responsible for its execution.

Operational coordination principles:

- Municipal departments lead actions directly under their remit (e.g., mobility, waste, water, economic development).
- When an action involves multiple partners, a lead organisation will be appointed as liaison with the General Coordination team.
- This structure ensures clear responsibilities, avoids duplication, and supports agile decision making.

Operational coordinators will also be responsible for providing regular progress updates and participating in monitoring activities.

### **Technical and Scientific Advisory Group**

To reinforce the Action Plan with solid technical expertise, a **Technical Advisory Group** will be established, composed of representatives from:

- University of Granada (UGR);
- Sectoral experts and professional associations.

Main functions of this group:

- Provide technical validation for methodologies and pilot initiatives;
- Support the preparation of project proposals and funding applications;
- Facilitate transfer of knowledge and good practices across actions;
- Strengthen the connection between local initiatives and broader metropolitan, regional, or national strategies.

### **Supporting and Implementing Entities**

Depending on the nature of each action, **specific supporting entities** will be engaged, including:

- Municipal public companies
- Chamber of Commerce and business associations;
- NGOs, neighbourhood associations, or sector-specific collectives;
- Educational and training organisations.

These entities will contribute through technical know-how, equipment, community mobilisation, or operational support. Selection of supporting partners will be carried out jointly by the General Coordination and the relevant Operational Coordinator, ensuring that partnerships remain responsive to each action's evolving needs.

### **Management and Monitoring Procedures**

A **regular monitoring rhythm** will be established through coordination meetings between the General Coordination team, Action Leads and supporting partners.

These meetings will be used to:

- Review progress and update implementation timelines;
- Collect monitoring indicators and qualitative information;
- Identify delays or bottlenecks and agree on corrective measures;
- Plan communication, dissemination, and stakeholder-engagement activities;
- Ensure alignment with funding requirements.



### **Purpose and Added Value of the Governance Model**

The governance model reflects the integrated, participatory and multi-level spirit of URBACT. It aims to guarantee:

- **Transparency** in decision-making and progress reporting;
- **Shared responsibility** among public entities, businesses, academia, and citizens;
- **Continuous learning and knowledge transfer** between stakeholders;
- Scalability, allowing successful actions to evolve into larger projects or be replicated across districts;
- **Long-term continuity**, ensuring that Granada's city centre transformation extends beyond the URBACT programme.

By fostering coordinated action, collective ownership, and strategic alignment, this governance framework ensures that the *Cities@Heart* plan becomes a lasting driver of transformation for Granada.

## **7.2. Resourcing**

The implementation of the IAP will rely on a combination of **municipal resources** and **external funding**, used in a coordinated way. The plan is not conceived as a separate funding programme, but as a **roadmap that helps Granada prioritise and package investments, regulatory changes and service improvements** in the city centre.

In many cases, actions can be launched or maintained using **own resources**, particularly those linked to regulation (public space rules, logistics windows, tourist accommodation criteria), participation processes, small-scale interventions in public space, and the use of existing Smart City tools and staff time. These actions do not require large capital investments but do require clear political commitment, internal coordination and the allocation of working hours within the involved departments.

For investments that go beyond the municipality's ordinary capacity, the IAP identifies **families of external funding** that are relevant for Granada's city centre:

- European cohesion funds (especially **ERDF** and, where appropriate, **ESF+**) and other EU instruments that support sustainable urban development, energy efficiency, green and digital transitions, and social inclusion.
- National and regional programmes that finance **urban rehabilitation, housing, mobility, heritage, commerce and tourism**—including schemes for historic centres, climate adaptation and local economic development.
- Other possible instruments, such as **Interreg / cross-border cooperation** or thematic calls, in which Granada can participate using the IAP as a reference for mature, integrated projects.
- **Private and community co-investment** in specific actions (e.g. façade improvements, cultural and commercial initiatives, temporary uses), where appropriate frameworks and incentives can be developed.

The strategic approach to these fundings is threefold. First, the IAP serves as a **project pipeline**: it offers a clear list of actions, grouped under three strategic objectives and specific objectives, which can be assembled into coherent funding applications when suitable calls open. This helps reduce fragmentation and avoids designing ad hoc projects disconnected from a broader vision.

Second, the city will seek to **combine low-cost, regulatory and service-based measures funded from its own budget with larger, externally-funded investments**. Quick, visible actions and adjustments in rules can move ahead with municipal resources, while more capital-intensive interventions (public space transformations, rehabilitation programmes, mobility infrastructures, major digital systems) are prepared and timed to match

external funding windows. This phasing also allows the lessons from pilots and small-scale actions to inform the design of larger projects.

Third, Granada will use the IAP to **align sectoral funding streams** around the same objectives for the city centre. Rather than treating housing, mobility, commerce or tourism programmes separately, the municipality will prioritise those combinations of funds that reinforce the three strategic objectives of the IAP and generate multiple benefits (for residents, local commerce, environment and heritage) with each investment. This integrated use of funds will be monitored through the same action table and governance structure described in the previous section.

In summary, resourcing the IAP is less about creating a new fund and more about **using existing municipal, regional, national and European instruments in a more focused and coordinated way**, with the city centre as a priority area and the IAP as the reference framework for decision-making.

### 7.3. Risk analysis

It is good practice to accompany the Integrated Action Plan with a structured risk analysis. In the current phase, however, Granada has prioritised the definition of shared objectives and actions, as well as governance and resourcing arrangements. A more detailed and quantified risk assessment will therefore be developed in the next cycle of work, building on the implementation experience of the first year.

The municipality plans to complete this risk analysis during the coming year, using a simple, comparable format inspired by the Local Group Charter (LGC). The proposed framework will:

- describe the **type of risk** (for example: operational, financial, legal, staffing, technical, behavioural/social);
- categorise each risk as **low, medium or high**;
- outline **mitigation measures** which can be taken to reduce likelihood and/or impact.

As a starting point, the main risk families for the IAP are expected to include:

- political or strategic shifts that delay or alter the implementation of measures affecting the city centre;
- financial constraints that limit the capacity to co-finance projects or match external funds;
- operational and staffing limitations within key departments involved in delivery;
- legal or regulatory uncertainties related to changes in public space, mobility or tourist accommodation rules;
- social and behavioural risks, such as resistance from certain groups to measures like the Low Emission Zone, regulation of terraces or reallocation of road space.

These can be summarised in an indicative table format such as the one below, which will be refined and completed during the next year:

Type of risk	Description	Level	Possible mitigation measures
Political/strategic	Change of priorities or leadership delaying key actions in the city centre	Medium	Secure cross-party support on core objectives; formal approval of IAP; regular reporting
Financial	Insufficient municipal budget or failure to obtain external funds	Medium	Prioritise low-cost measures; prepare mature projects in

			advance; diversify funding sources
Operational/staffing	Limited capacity in key departments to implement and coordinate actions	Medium	Clarify roles; strengthen the city centre coordination team; plan workload and training
Legal/regulatory	Legal challenges to new regulations (LEZ, terraces, tourist rentals, etc.)	Low–Medium	Early legal review; phased introduction; consultation with affected stakeholders
Behavioural/social	Resistance from residents or businesses to changes in mobility or public space	Medium–High	Early communication; co-design processes; pilot and temporary measures before permanent change

## 8. Conclusions

This Integrated Action Plan (IAP) is the main local output of Granada's participation in the URBACT Action Planning Network **Cities@Heart**. It is the result of a structured action planning journey combining

- (i) evidence and baseline analysis,
- (ii) co-creation with the URBACT Local Group (ULG),
- (iii) transnational exchange with partner cities, and
- (iv) local testing through Small Scale Action.

Together, these elements have enabled Granada to move from a shared diagnosis to a coherent package of implementable actions for the city centre.

The IAP responds to a complex and interconnected local challenge: ensuring that Granada's city centre remains a lived-in, attractive and inclusive place for residents, while managing pressures linked to tourism, public space occupation, mobility and logistics constraints, climate vulnerability, and changes in the local commercial fabric. The plan adopts *the URBACT "integrated approach"* by connecting sectoral policies that are often developed separately—housing, tourism, commerce, mobility, heritage, environmental sustainability and social inclusion—so that actions reinforce each other and generate multiple benefits.

The participatory dimension of the URBACT method has been central to the quality and legitimacy of the plan. The ULG has acted as a permanent platform for dialogue between municipal departments, residents, business representatives, academia and civil society, supporting problem identification, prioritisation and the co-creation of a vision. The group's composition has evolved over time to strengthen representation, including additional stakeholders. This collaborative process has helped build ownership, anticipate implementation barriers and identify feasible solutions that reflect local realities.

Granada's vision—*to achieve a balanced Centro, attractive to visitors and friendly to residents, through strategies focused on improving public spaces, mobility, and community engagement*—is translated into three strategic objectives and a set of operational objectives structured under key intervention areas. A total of 16 actions have been identified, with 10 prioritized for early implementation. The action mix intentionally combines regulatory measures (e.g. public space and tourism-related rules), spatial and service-based interventions (e.g. pedestrian extensions, safe routes to schools, playground improvements), digital tools (e.g. accessible paths app, mapping and monitoring), and community-based initiatives (e.g. participatory greening, local identity and engagement activities). This balanced portfolio supports both "quick wins" and longer-term structural change.

A strong implementation focus is embedded throughout the IAP. The plan clarifies *who does what, when and with what resources* through defined action leads, partners, timeframes and monitoring indicators. It also proposes a governance structure that ensures continuity beyond the URBACT network: a general coordination role anchored within the Área de Sostenibilidad, Agenda Urbana y Fondos Europeos; operational coordination for each action; and a technical/scientific advisory function linked to the University of Granada and relevant professional expertise. This delivery framework is designed to maintain the integrated and participatory spirit of Cities@Heart during implementation, while supporting agile coordination and evidence-informed adjustments.

In terms of resourcing, the IAP functions as a pipeline of mature, fundable projects and measures. It is conceived to mobilise municipal resources alongside regional, national and European funding opportunities, and—where appropriate—private or community contributions. By packaging actions into a coherent framework aligned with broader strategies (e.g. Urban Agenda objectives, Low Emission Zone implementation, Smart City



tools, commerce planning), Granada increases readiness to respond to funding windows and reduces the risk of fragmented, ad hoc interventions.

Overall, the IAP provides Granada with a shared direction and an operational roadmap for revitalising the historic centre in a balanced and inclusive way. Its added value lies not only in the proposed actions, but also in the governance culture strengthened through URBACT: cross-department collaboration, ongoing stakeholder involvement, and a practical commitment to monitoring and learning. As implementation progresses, the plan offers a flexible framework that can be updated based on results, stakeholder feedback and changing conditions, ensuring that Granada's city centre transformation remains both realistic and sustainable over time.

## 9. Acknowledgement

The City Council of Granada wishes to express its sincere gratitude to all individuals and entities who have contributed to the development of this Integrated Action Plan within the framework of the URBACT IV Network "CITIES@HEART".

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Special recognition is due to the members of the URBACT Local Group (ULG) – representatives from municipal departments, the University of Granada, local businesses, NGOs, public agencies, and engaged citizens – whose active involvement and insights have been fundamental to shaping this plan. We are particularly grateful for their generous commitment and the time they have selflessly devoted to developing this Integrated Action Plan. Their enthusiasm and collaborative approach have transformed an ambitious vision into a practical and achievable roadmap.

Finally, we thank the people of Granada, the core of this Plan. Their creativity, engagement, and community spirit continue to inspire us as we work together towards a more balanced, sustainable and resilient city for residents and visitors.

