

Taking Mula to New Heights

Revitalizing Mula's Historic Barrios Altos

Integrated Action Plan



EUROPEAN UNION
European Regional Development Fund



KAI
RÓS



Content



Content	Pages
CREDITS	03 → 04
FOREWORD BY THE MAYOR	05
CHALLENGE AND APPROACH	07
BARRIOS ALTOS OF MULA: VISION AND OBJECTIVES	08 → 14
PRE-EXISTING LOCAL PLANNING FRAMEWORK	14 → 15
A STRENGTHENED INTEGRATED APPROACH: THE KAIROS EFFECT	15 → 17
PARTICIPATION AND CO-PRODUCTION MODEL	17 → 18
CORRELATION WITH THE SPANISH URBAN AGENDA	19 → 22
ASSEMBLAGE OF ACTIONS	25
IGNITING AND DRIVING ACTIONS	26
HOUSING, PUBLIC SPACE AND ACCESSIBILITY	27 → 31
COMMERCIAL LIFE	32 → 33
REBUILDING ATTRACTIVENESS	34 → 37
REDUCING EXCLUSION	38 → 42
IMPLEMENTATION FRAMEWORK	45
COST ESTIMATION AND FINANCING	46 → 48
IMPLEMENTATION SCENARIO	49
FUNDING SOURCES	50 → 51
MONITORING THE PLAN	52 → 53
RISK ANALYSIS	54 → 56

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Foreword by the Mayor.

Dear reader,

The present KAIRÓS Integrated Action Plan for the historic Barrios Altos of the City of Mula represents the culmination of two and a half years of rigorous and conscientious analysis. Analysis not only of the existing pitfalls but also of the potential for the effective revitalisation and recovery of the social fabric and liveability of these run-down neighbourhoods that, nonetheless, feature valuable built heritage.

The plan has been built, on the one hand, upon the guidelines forwarded by the URBACT Programme and the structure and guidance provided by the project's lead expert, and, on the other hand, on the active participation and contributions of the city's residents, the multi-stakeholder URBACT Local Group, strong interdepartmental support within the municipality, the professional advice of external consultants and the dedication of the KAIRÓS team.

As Mayor of the KAIRÓS lead partner, the City of Mula, I have closely followed the ongoing evolution of the plan, and indeed recognise that the very development process and related activities of the KAIRÓS Project have made an undoubted impact on the way we, as Local Government, now view the integrated approach to regeneration policies and the revalorisation of our urban heritage.

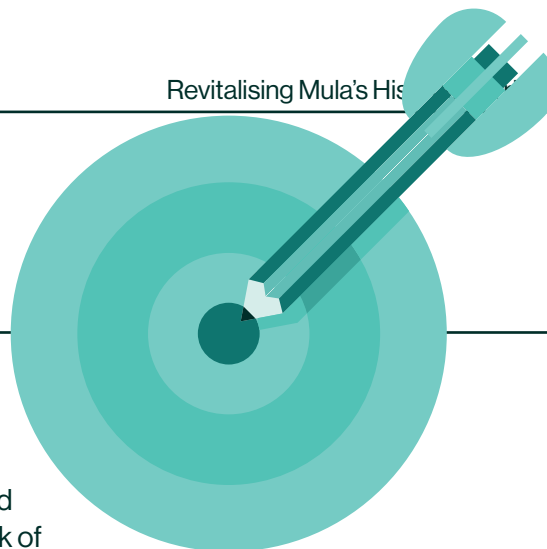
In this sense, we will spare no efforts to heed and implement the guidelines set forth in this Integrated Action Plan, which we consider to be a valuable tool to spread further awareness, to ensure continuity, and undoubtedly also to apply for largescale funding on a regional and national level.

Juan Jesús Moreno
Mayor of Mula



Challenge and Approach.

Barrios Altos of Mula: Vision and objectives.



The Barrios Altos de Mula, of medieval origin, have long been immersed in a **gradual process of social change and physical degradation of the urban environment**.

The ageing of the population, shifting demographics, and the lack of facilities and public services have triggered a lack of social cohesion in what was once a consolidated “neighbourhood”.

In Mula, in pursuit of the creation of a compact city, it is necessary to regenerate the Barrios Altos by fighting against poverty and abandonment, generating social cohesion and equal opportunities, improving the urban environment to make it accessible and inclusive, and improving the quality and sustainability of buildings. All this is taking place in the context of re-embracing the heritage value of Mula.

At The Open Dialogue with Citizens event, which took place in December 2019, within the framework of URBACT-KAIRÓS, the residents of the Barrios Altos of Mula (henceforth referred to as ‘neighbours’) themselves identified the following problems:

- I. Difficult accessibility and mobility
- II. A sense of insecurity
- III. Depopulation and a significant group of elderly people, many of whom live alone
- IV. Shifting demographics including new neighbours with different cultures
- V. Proliferation of abandoned houses, many in a state of ruin
- VI. Quasi-disappearance of commercial life in these neighbourhoods
- VII. Insufficient green or open public spaces
- VIII. Many of the cultural heritage sites remain closed most of the time, reducing the incentive to visit the area

With the neighbours’ input as a starting point, the technical diagnosis for an effective revitalisation of the Barrios Altos area has **6 main objectives**.

1. → PHYSICAL, FUNCTIONAL AND ENERGY REGENERATION, INCLUDING ENERGY TRANSITION

The physical condition of the area of the upper neighbourhoods is substandard and in many cases below the threshold of infrahousing. The area does not meet the minimum standards established under the current regional regulations in terms of minimum surfaces and accessibility, and also falls below national regulations in terms of ventilation, sanitation, thermal transmittance, water-proofing and so on.

It is vitally important to establish a threshold above which the houses are viable or needed, and below which complete renovation would be more viable, together with possible proposals for public housing competitions.

Objective:

Although in the field of housing there is currently a huge task for energy renovation, when seeking to reduce consumption and improve habitability throughout the year there is a focus on individualised intervention aimed at individual housing or multiple occupancy buildings.



Given the need for an integral intervention between housing and urbanism in the Barrios Altos de Mula, the ideal future framework would be a system of energy supply and waste processing that is integrated across the whole town. This would mean an integrated garbage collection system, rainwater collection and reuse, air conditioning and heat recovery systems all unified by blocks or streets, and common facilities at the neighbourhood level. A framework where the economic efforts are integrated rather than individual would achieve energy and economic savings for the inhabitants of this ambitious neighbourhood.

6

2. → GREEN FABRIC

In towns such as Mula, there is often a limited introduction of a wide variety of plant species into the urban environment – public spaces lack vegetation and there is an abundance of urban furniture preventing the optimal use of those spaces. It is important to introduce plant species to facilitate the adaptation of the urban environment, and absolutely necessary for the development of environmental awareness, a sense of connection to both the material and green urban space, to know the plant species, their changes throughout the seasons, to understand the reason for their use and the objective reasons for the use of some and not others within or outside the urban space.

Not only is it important to introduce species that make up a new arboreal fabric but also to revitalise the inner gardens of the city, wherever possible, as they provide an identity to the urban spaces that have lost them. This is a way of incorporating the surrounding landscape into the city and the daily lives of its inhabitants, thereby creating greater awareness of the importance of the territorial landscape amongst the residents.

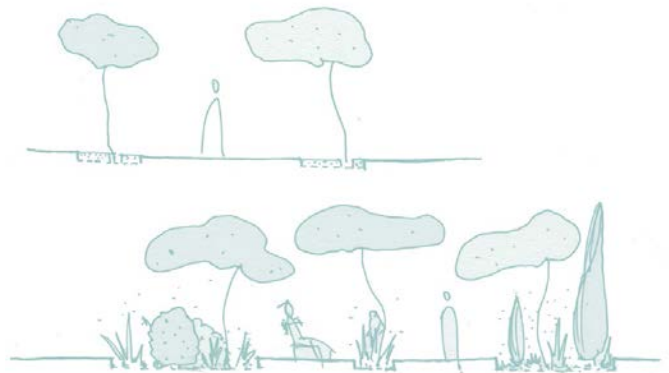
A new approach should be adopted when planting vegetation, moving away from placing isolated elements through precise perforations of the pavement, towards more biodiverse plant networks similar to gardens or orchards, capable of generating hygrothermal control in the environment.

10

Objective:

The urban space of Barrios Altos, in its current state of degradation, morphology and orientation, is exposed to extreme climate conditions to a greater degree than other areas of the city, which must be taken into account when working toward its regeneration.

What would be desirable here would be the inclusion of plant species showing the passage of the seasons, moisturising the environment in the warmest season of the year and absorbing excessive solar radiation to improve energy efficiency. It would be an effective and holistic framework to take advantage of nature and create awareness from an early age that green spaces should not be understood only as an ornamental element of the city but also as an inherent system, as essential for its proper functioning as its electricity or water supply networks.



3. → COMMERCIAL LIFE

Over time, in the upper areas of hillbased medieval cities, commercial areas have gradually disappeared due to accessibility problems. The lack of vehicular access through the steep and narrow stair-strewn streets prevents the supply of goods to shops in these areas of the city.

This reality – worsened by the problems of accessibility and the lack of space for large shops – generates a supply problem for the community, who are forced to travel above-average distances to buy essential goods, which in turn accelerates the process of abandonment of houses in this area.

Objective:

There are two key elements that Mula should focus on. Firstly, halting the disappearance of businesses from the historic centre where certain places of commercial activity still remain. Secondly, generating spaces in the upper areas where trade can be located making it attractive for the non-local population and thus covering the basic needs of the residents of this urban nucleus. These aspects would largely rely on policies for the conservation of local heritage and would require taking advantage of the flow of visitors to generate income within the municipality.



4. → ATTRACTIVENESS TO VISITORS

The attraction of Mula as a tourist destination has aided the recovery of the most monumental assets of the city, with a historical range from the fifteenth to the eighteenth centuries. The reality of the Barrios Altos has been left out of this recovery, as there is no heritage value within the recovered historical period, except for occasional religious elements such as chapels or churches.

While there are not elements of monumental or musealisable heritage within the medieval urban fabric of the city, the environment does have the scale and medieval layouts that can provide visitors and residents with pleasant places and public spaces to enjoy on a day-to-day basis or as an itinerary between visits to the different elements already musealised.

Objective:

Mula is reliant on rural tourism, which, together with local areas of natural beauty – especially the nearby National Park, Sierra Espuña – is mainly oriented towards natural and historical heritage sights that the local population have always enjoyed and taken care of.

An aspirational framework would link the growth associated with tourism to the improvement of urban space, the quality and habitability of housing, and the integration of social groups and families that are at risk of exclusion, moving forward together without leaving anyone behind.

An ideal framework would envisage heritage at the heart of public spaces – which in turn could be spaces for coexistence, promoting integration and creating a sense of belonging as a shield against urban degradation and the social, urban and environmental exclusions that could arise in the future. In a best-case scenario, such a framework would give the community the necessary tools to respond effectively to challenges in the future, without being completely reliant on institutions and administrative procedures.



5. → SOCIAL, URBAN AND ENERGY INCLUSIVITY

A social and geographical divide has built up within the municipality of the Barrios Altos, which – due to habitability factors such as accessibility problems, and the remoteness of facilities and shops in the town – has resulted in an exclusively residential neighbourhood in the upper part of town, with homes in poor conditions of habitability, occupied by low-income families with no options to access other types of housing in the lower part of town.

According to the Community of Social Services of the Mula River, there is a problem of hereditary exclusion in the Barrios Altos, which is passed from parents to children over several generations, without breaking the chain. For this reason, it is vitally important to create new habits, new references and better equipped and more energy efficient urban environments, as well as to work with school children and youngsters to avoid the phenomenon further expanding to the next generations.

Objective:

A future to aspire to in this area would be to achieve a system that serves to provide resources and means to those who need them and ensure that these means – physical, economic and social – are available in a resilient way, shielding the principles of dignity and rights, of which the inhabitants of Mula are an active part, as beneficiaries and guarantors of the equity achieved. In short, the Barrios Altos de Mula would become accessible to those from all kinds of economic circumstances, ages, genders and origin, but being adopted for their benefits and not to access other housing in the newest areas. In the same way, those already resident in the area should have access to the same economic and social opportunities and municipal services as those in the neighbouring areas.

6. → EDUCATION

In 2013, the Municipal Plan for the Prevention, Monitoring and Control of Absenteeism and School Dropout was drawn up. In this document it was determined that “the most disadvantaged sector of the population with the highest number of users of social services is concentrated mostly in the upper part of town: Alto de las Mizas, Altos de Santo Domingo, Calle Alta, Puntarrón, Calle Molinos”, the Barrios Altos. At the regional level, the Regional Programme for the Prevention, Monitoring and Control of School Absenteeism and Reduction of School Dropout establishes the threshold for absenteeism at 20% of unjustified absences in a month.

Objective:

To combat school absenteeism, it is necessary for educational centres to offer a range of options beyond regulated education, creating centres where the personal, individual and collective interests of their users – the educational community that make them up – have a place. It is important that children and young people can develop skills beyond the minimum standards stipulated by formal education, without denying these. This personal and emotional development, linked to the social diversity that exists in the area, is key to integration and community cohesion in the medium and long term.

PRE-EXISTING LOCAL PLANNING FRAMEWORK

Beyond existing planning regulations, the Integrated Action Plan of the Barrios Altos de Mula is in itself a framework document that brings together solutions by the area's residents and by external consultants. It is the roadmap for coordinated, integral and multidisciplinary action, guided by the URBACT Local Group (ULG) and building on the management of the described environment by those in charge of the various elements.



14

Special Plan for the Protection and Revitalisation of the Historic Ensemble of Mula.

Approved in 1999, it did not have the expected effect, lacking an integrated approach and the mechanisms to ensure its implementation. It brought together a set of proposals on pedestrianisation, sponging of blocks, green areas, parking solutions, recovery of heritage sites – castle and walls – and the urgent need to address the lack of habitability of older homes.

Master Plan of Mula's Castle.

Of interest because it delimits the BIC environment of the castle, which includes the streets Altos de Mizas and Paleras de los Barrios Altos, in which a pedestrian layout is proposed parallel to Altos de Mizas along with a large public space with an interpretation centre (the "Atrium of the castle"), in addition to the rejuvenation of façades in both streets. These areas are in a high state of degradation.

Current planning PGOU (URBAN LOCAL PLAN).

Currently, the main norm that articulates the urban space of Mula as a whole is the General Municipal Ordinance Plan, carried out in 1998, with subsequent modifications between 2009 and 2014.

Analysis and diagnosis of the municipal planning of Mula.

The Polytechnic University of Cartagena carried out a follow-up investigation in 2019 and determined the need to work with two homogeneous areas within the Barrios Altos, based on the social fabric, less compact to adapt to gradients, the size of the plots (small) and the situation of the buildings (many abandoned), besides reorganising the network of roads, promoting transverse axes for road traffic and horizontal axes for pedestrian traffic.

Area of rehabilitation and urban and rural regeneration (ARRUR).

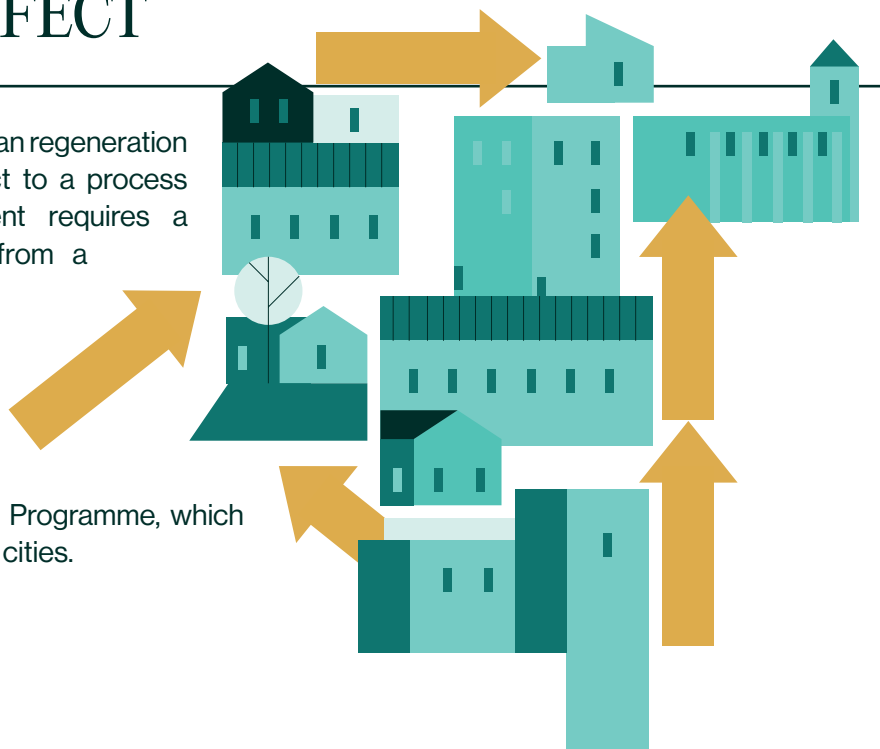
Activated in Mula in 2019 and linked to the State Housing Plan 2018–2021, this is more than an integrated plan, it is an instrument of financial support. The aim is for Mula to receive subsidies for the maintenance, rehabilitation, energy improvement and accessibility of 45 buildings (up to €17,400 per home) and reconstruction of 5 properties (up to €36,000 per property).

II Plan for Equal Opportunities in the municipality of Mula 2020–2024.

Drafted after the modification of Law 7/1985 Regulating the Bases of Local Regime, which gives municipalities powers to carry out actions in promotion of equality between men and women under the Royal Decree-Law 9/2018, of August 3, on urgent measures for the development of the State Pact against gender violence. The plan seeks to advance gender equality through various aspects across the municipality, from **improving insecurity in public spaces**, to a clarification of the language used in official documents from the local administration.

A STRENGTHENED, INTEGRATED APPROACH: THE KAIRÓS EFFECT

Addressing the challenge of the urban regeneration of historic neighbourhoods subject to a process of degradation and abandonment requires a new vision of cultural heritage from a city-scale perspective, where concepts such as the Historic Urban Landscape (HUL) acquire instrumental value. This new methodological framework is derived from the KAIRÓS project, within the context of the URBACT Programme, which Mula is sharing with other European cities.



KAIRÓS aims to maximise the use of heritage in urban regeneration and sustainable urban development. To do this, it proposes a five-pillar model, adaptable to each specific circumstance. Each of those pillars can be understood as areas of impulse or transformation, namely:

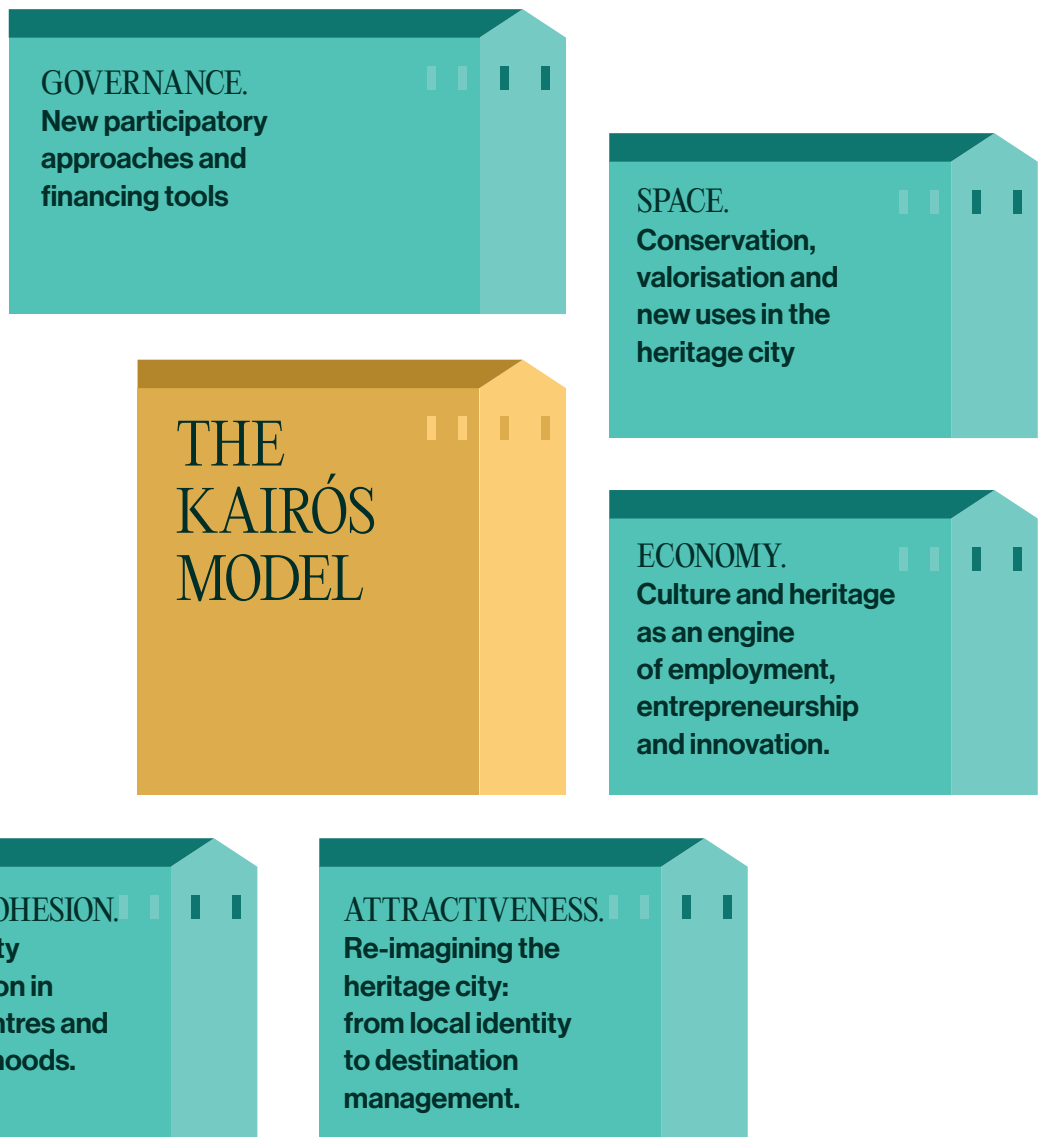
Space. Conservation, valorisation and new uses in the heritage city.

Economy. Culture and heritage as an engine of employment, entrepreneurship and innovation.

Social Cohesion. Accessibility and inclusion in historic centres and neighbourhoods.

Attractiveness –. Re-imagining the heritage city: from local identity to destination management.

Governance. New participatory approaches and financing tools.



KAIRÓS is a pioneering attempt to respond, from the city's perspective, to 3 major changes experienced in cultural heritage management in recent years:

- Change of scale: where in face, of the heritage building, ideas of the cultural urban landscape and urban heritage are increasingly important.
- Change of purpose: since the concepts of valorisation and reutilisation now matter as much as preservation, as a way of reconnecting heritage with the contemporary city, in terms of use and function.
- Change of method: as a consequence of the above, heritage management sits at the crossroads of diverse fields (for example, culture, urbanism, tourism, and society). An integrated approach is therefore required to address the multi-dimensional nature of heritage valorisation, which in turn has given rise to the concept of *heritage-driven urban development and regeneration*

In the words of Manuel Ibernón, of the City Council of Mula, “the architectural rehabilitation of a palace is not the same as addressing the rehabilitation of that palace within its urban context, seeking not only the architectural but also the social, environmental and economic recovery of the urban fabric in which it is housed”.

PARTICIPATION AND CO-PRODUCTION MODEL

Boosted by URBACT KAIRÓS, the City Council of Mula has already implemented the following organisational and governance mechanisms for the integral urban regeneration of the Barrios Altos.

URBACT Local Group (ULG) bringing together about 20 stakeholders segmented as follows:

- University (Department of Architecture of the Polytechnic University of Cartagena)
- Administrations and public-private organisations (DG of Finance and European Affairs of the Autonomous Community of the Region of Murcia, Tourism Institute of the Region of Murcia, information point ARRUR —programme for the promotion of urban and rural regeneration and renewal of the Ministry of Transport, Mobility and Urban Agenda— INTEGRAL Rural Development Group, Sierra Espuña Tourism Association and Association of Río Mula municipalities)

- Neighbourhood Associations (Associations of the Neighbourhood of Los Molinos, Islamic Community of Mula and Platform of Mula for its Castle)
- Private sector

Cycle of Open Dialogue with Citizens in order to maintain communication with the neighbourhood at all times. Structured in order to identify problems, motivate ideas and proposals and validate initiatives and projects. With a language and methodology different from that used at the Local Support Group meeting.

Inter-Departmental Working Group. : For inter-departmental coordination, the City Council created an Inter-Departmental Working Group as a task force for the urban regeneration of the Barrios Altos. Its mission is to ensure an integrated response and to break down the “competency silos” within the municipal structure. It is made up of the following areas of the municipal organisation: Town Planning and Public Works, Public Safety, Tourism, Culture, Historical Heritage, Social Policy, Associations, Youth and Adolescence, Senior Citizens and Citizen Participation.

In order to give it greater legitimacy, it is envisaged that the Municipal Plenary will formalise it as a Working Group, endowing it with a set of rules and granting the chairmanship to the mayor or a person appointed by him. There is also an intention to make the Group more operational, by involving a variety of technicians and councillors with a range of experience, depending on the agenda of each meeting.



First **Open Dialogue with Citizens** for the regeneration of the Upper Towns, November 2019



the constitution of the **Inter-Departmental Working Group** for the regeneration of the Upper Towns. December 2019.

CORRELATION TO THE SPANISH URBAN AGENDA

KAIRÓS
PILLAR ON

GOVERNANCE
GOBERNANZA

KAIRÓS
PILLAR ON

SPACE
ESPACIO

KAIRÓS
PILLAR ON

ECONOMY
ECONOMÍA

KAIRÓS
PILLAR ON

ATTRACTIVENESS
ATRATIVIDAD

KAIRÓS
PILLAR ON

SOCIAL ACCESSIBILITY
COHESIÓN SOCIAL

AGENDA URBANA ESPAÑA

strategic goal 10:
10.1 achieve an updated and flexible planning framework
10.2 participation, transparency and multi-level governance
10.3 local empowerment and improve financing
10.4 dissemination of urban knowledge

strategic goal 02:
02.1 compact urban model
02.2 functional complexity and diversity of use
02.3 ensure universal accessibility of public spaces
02.4 boost urban regeneration
02.5 improve the sustainability of buildings

strategic goal 07:
07.1 seek local productivity
07.2 promote smart, sustainable and quality tourism

strategic goal 01:
01.2 preserve and improve cultural heritage landscape
01.3 improve green infrastructures

strategic goal 06:
06.1 reduce exclusion in disadvantaged urban settings
06.2 strive for equity from the perspective of gender

strategic goal 08:
08.1 promote and adequate housing stock
08.2 guarantee access to housing

There is a direct correlation between the Spanish urban agenda and the United Nations Sustainable Development Goals. Specifically, in the context of the urban and social situation in the upper districts of Mula, 6 out of the 10 strategic objectives of this agenda fit perfectly with the model of the 5 pillars of KAIRÓS. Heritage in this environment, as we have already seen, cannot be relegated to a testimonial or historicist vision of the city, but must be compatible with the existing plans and within the current legislative framework and its strategic funds.



1. → KAIRÓS PILLAR ON GOVERNANCE

Urban Agenda Strategic Objective 10: Improve intervention instruments and governance

The URBACT projects always seek to encourage a sustainable model for the self-management of urban processes, i.e., a system of active citizen participation that recovers and maintains the link between inhabitant and inhabited space. Similarly, the Kairós project, in this case linked to the management of urban heritage, seeks to simplify the existing regulatory framework and join forces through integrated action, promoting training in urban matters, not only at a local level but also, as stated in the EUA, by promoting “experiences based on the transfer of successful pilot projects elsewhere”.

2. → KAIRÓS PILLAR ON SPACE

Urban Agenda Strategic Objective 02: Avoid urban sprawl and revitalise the existing city

Kairós relies on the pillar of Space to make the leap from monumental heritage, whether specific or musealisable, to the integral urban environment with direct repercussions on everyday users.

Currently, the growth that is taking place in many urban centres consumes the productive environment, creating new buildings where farms were previously located on fertile soil that justified the location of the population in that specific location.

This growth in Mula, together with other factors, results in the progressive abandonment of interior environments, which are degraded, abandoned and produce the problems described in the analysis of the upper districts of Mula. This is not an isolated case.

Therefore, it is of vital importance to join forces on what has already been built and is being abandoned, avoiding consuming more land while under-utilising what is already consolidated. This would not only acknowledge the value of the land as a non-renewable resource but also the urban reality of the upper districts, with the fabric of its heritage urban in danger of disappearing.

3. → KAIRÓS PILLAR ON ECONOMY

Urban Agenda Strategic Objective 07: Promote and foster the urban economy

The reality for local residents is the gradual disappearance of commerce in the upper areas, with only a couple of shops supplying them with basic necessities. These shops are located on the ground floor of houses and at the crossroads of several streets. There are often groups of people drinking alcohol outside the shops, creating conflict and degradation and increasing the pressure on these small businesses, as well as increasing the feeling of insecurity in the area. This situation needs to be reversed, encouraging a greater number of businesses to settle in the area on an ad-hoc basis (for example, street markets, stalls, and delivery trucks), or permanently as a longer-term objective.

There are spaces that have traditionally been bustling places and commercial exchanges, such as the Plaza del Puntarrón, an old medieval gateway where the city's medieval market was located.

4. → KAIRÓS PILLAR ON ATTRACTIVENESS

Urban Agenda Strategic Objective 01: Land management and rational land use, conservation and protection

This emphasises the development of strategies to enhance the value of the urban cultural landscape. The Kariós project emphasises taking a leap beyond the more monumental reality, incorporating integrated solutions based on heritage as a local resource.

The pillar that encompasses this situation is that of attraction, understood as the capacity of a place to promote social, economic and cultural exchanges.

During the various participatory processes and the diverse studies carried out, such as the Special Plan for the Protection and Revitalisation of the Historic Centre of Mula (PEPRCH), the problems of accessibility and the need to improve the public spaces and street furniture are mentioned. Similarly, in the document 'Analysis and diagnosis of municipal planning' carried out in 2019 by the Polytechnic University of Cartagena, it is determined that the road that has a greater horizontality should be reserved for pedestrian use and the perpendicular streets with a greater slope for road access.

Also, from the Master Plan for the Castle of Mula, an archaeological park is established in the upper area, above the medieval quarters, where access to the complex is integrated. This park could be a great focus of attraction for current rural tourism in the area and tourism promoted by other infrastructures such as the greenway or protected environments (for example, the regional park of Sierra Espuña). This could also enhance the value of the medieval heritage of the area, which currently has limited access and is difficult to reach, as well as generate a public space that can be used on a daily basis by the residents of the upper neighbourhoods

5. → KAIRÓS PILLAR ON SOCIAL COHESION

Urban Agenda Strategic Objective 06: Sustainable management of resources and promotion of the circular economy

Kairós puts the focus on the social reality we find in historic centres. The functional obsolescence, the dedication to the maintenance of the oldest buildings, and the problems of accessibility in the buildings and in the public spaces are significant contributors to the problem of housing abandonment. Those who still reside there have not yet managed to leave this environment or are tied to it, due to very difficult economic and social situations – this includes problems of integration, drug addiction and unemployment, as well as an ageing population that becomes increasingly isolated and suffers from worsening mobility and lack of access to essential goods.

In addition, there is a serious social emergency: the occupation of abandoned and dilapidated dwellings, which poses a great risk to the physical integrity of the people who live in them in an irregular manner, leading to collapses in structures that could be inhabited. The town council has taken responsibility for this issue through the Mula workshop school, which is responsible for boarding up abandoned dwellings that pose a risk to people's lives.

Ultimately, Kairós has become a tool for local development through heritage. In this case, the layout of the road system is one of the main assets, preserved not only by its alignment which has been minimally modified but also by the PEPRCH of Mula, which limited the height of new buildings, thus maintaining the quality of the area in terms of climate conditions, light and ventilation.

Urban Agenda Strategic Objective 08: Ensure access to housing

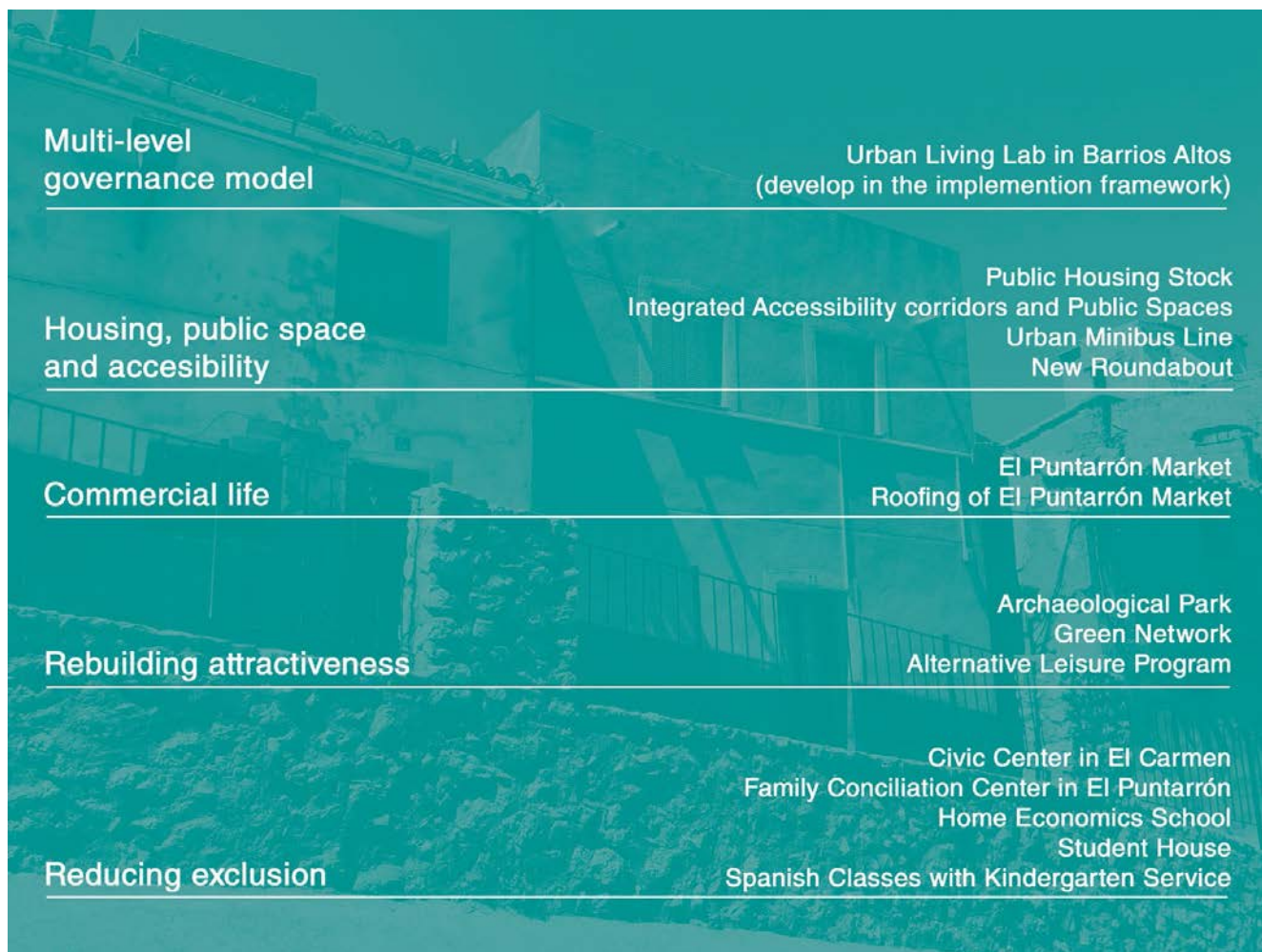
In the same way, Kairós, in its definition as a moment of opportunity and action to ignite the start-up of activity and recovery, serves as a call for the promotion of public housing. The administration must focus on the rehabilitation of the built environment, the replacement of housing in a state of ruin and the expansion of the housing stock, focusing on subsidised housing.





Assemblage of Actions.

IGNITING AND DRIVING ACTIONS



26

Actions are separated into two types, the first of them titled **IGNITING ACTIONS**: actions to prepare and begin the transformation of the urban fabric at minimal cost. These are actions that the City Council could begin to implement by itself.

The other actions are titled **DRIVING ACTIONS**: actions to consolidate the urban regeneration over time. The cost of implementing these increases in line with the actions already taken, but they are necessary to ingrain a deep urban transformation and, in this way, stop the dereliction process in the Barrios Altos of Mula.

HOUSING, PUBLIC SPACE AND ACCESSIBILITY

PUBLIC HOUSING STOCK DRIVING ACTION

Acquisition, energy and functional rehabilitation or, if necessary, complete renovation of substandard housing in the Barrios Altos.

STAKEHOLDERS TO INVOLVE:

Asociación de Vecinos Barrio de Los Molinos
Comunidad Islámica de Mula
INTEGRAL, Sociedad para el Desarrollo Rural
Mancomunidad Servicios Sociales Río Mula
INTEDIS

DRIVING UNIT:

Committee on Town Planning, Public Works and Services, City Council of Mula

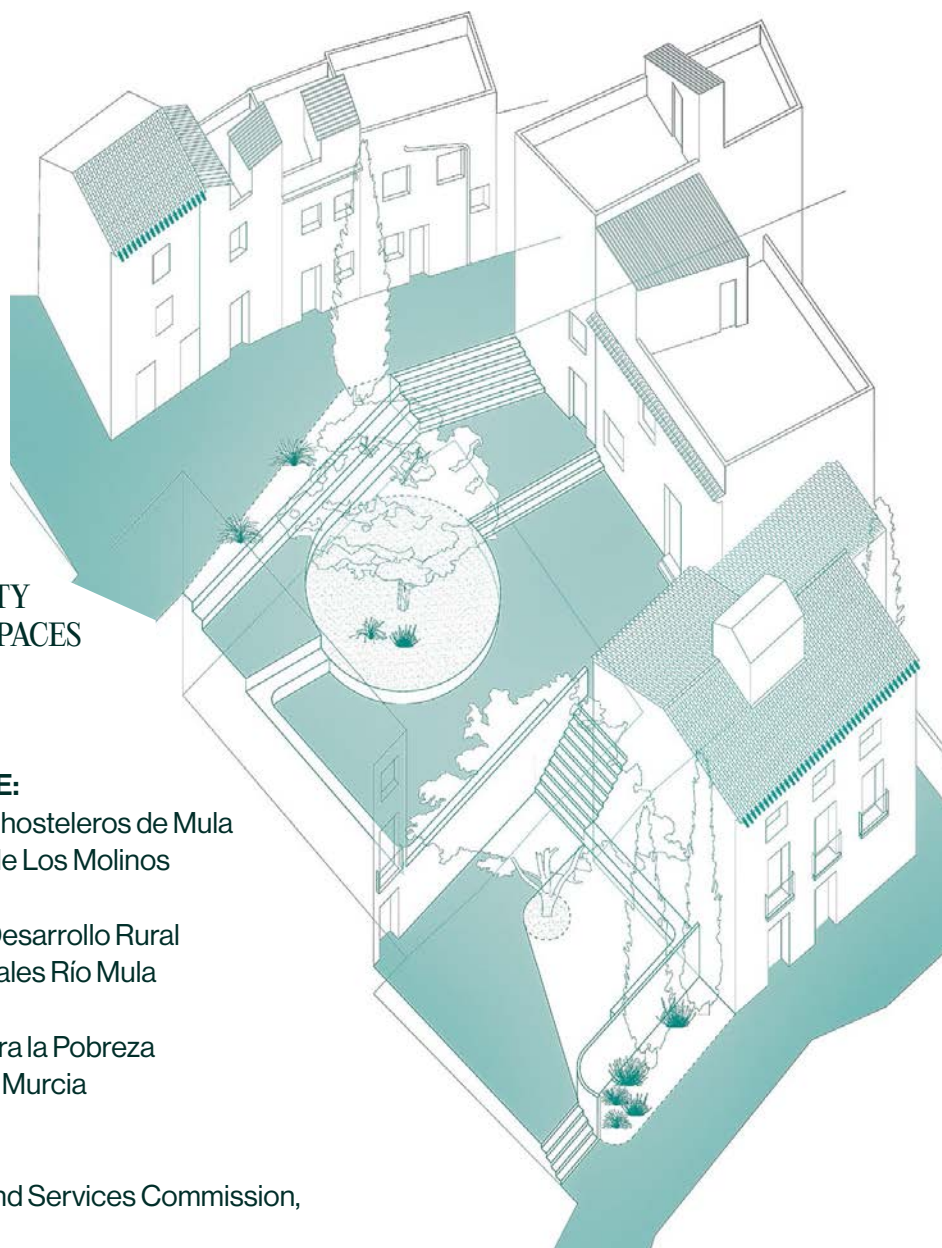
Currently, in the Barrios Altos, there is a process of housing abandonment that is growing exponentially, as well as a process of illegal occupation of housing which, being in an advanced state of deterioration, not only generates a problem of greater stigmatisation of the area but is also a safety risk for the occupants of these dwellings.

Given the current state of the neighbourhood, we propose the creation of a Public Housing Park (PPV in Spanish) of cooperative design, through the purchase of properties that currently need to be renovated, that pose a safety risk to the inhabitants of the neighbourhood, and that have a low market value. In this way, we would regulate access to housing within the area, guaranteeing the quality and conservation of efficient and sustainable housing stock, applying the necessary measures for accessibility, energy rehabilitation and other conditions of habitability to these properties so that they can be implemented, tested and sold on the private housing market in the area.

This measure would not only improve the physical situation of the neighbourhood but also the employability of the inhabitants, encouraging cooperative design, local contracting and the reuse of existing building materials in the area, such as tiles from the renovated houses or from the demolition of buildings in the surrounding area. In this way, we can restore the image of the neighbourhood in an integrated manner, generating identity, employment and affordable housing for the community that inhabits it, and reducing the cost of materials.

As a consequence of this line of action, it will be possible to generate the necessary incentives to recover the natural environment through the private promotion of the owners, giving them the facilities created through the PPV – all the tools developed in the execution of public housing, some of these being: access to local material banks, access to professionals who have accumulated experience in the execution of the PPV, and knowledge of the possible financing channels for energy rehabilitation from which previous projects have benefited.





INTEGRATED ACCESSIBILITY CORRIDORS AND PUBLIC SPACES DRIVING ACTION

STAKEHOLDERS TO INVOLVE:

Asociación de Comerciantes y hosteleros de Mula
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza
 y la Exclusión Social Región de Murcia

DRIVING UNIT:

Town Planning, Public Works and Services Commission,
 City Council of Mula

One of the biggest problems of inclusion that we find in the Barrios Altos is its steep incline. This must be studied and resolved from the earliest stages of the Integral Plan, as resolving this is vital for the development of the rest of the lines of action.

This line of action consists of the renovation of existing public ramps and stairways in the Barrios Altos for those that meet the minimum requirements described by the regional regulations. Public open spaces must be integrated within these routes, as they are necessary for the habitability of the built environment, but the density of the urban development does not currently allow for compliance with the minimum limits for public open spaces in the area.

URBAN MINIBUS LINE
IGNITING ACTION

STAKEHOLDERS TO INVOLVE:

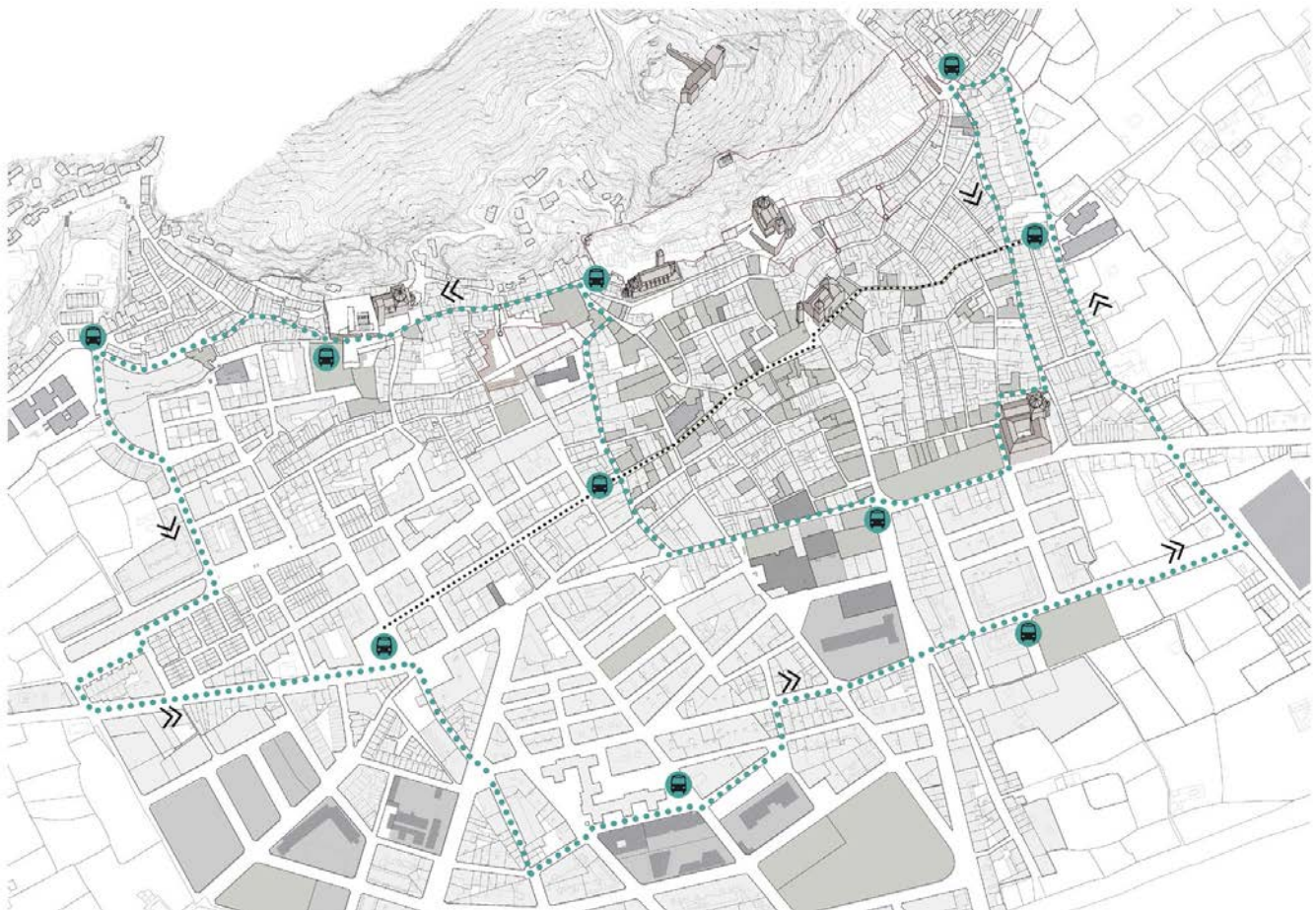
- Asociación de Comerciantes y hosteleros de Mula
- Asociación de Vecinos Barrio de Los Molinos
- Comunidad Islámica de Mula
- INTEGRAL, Sociedad para el Desarrollo Rural

DRIVING UNIT:

Committee on Urban Planning, Public Works and Services, City Council of Mula

A necessary tool, which does not involve an initial urban transformation effort, is an urban minibus line. The line proposed in the plan covers the entire urban area of Mula, connecting the medieval quarters with the modern parts of the city and the services offered there. It consists of a **total route of 5 km within the city, 10 stops at strategic locations** in the upper districts and at facilities and services in the lower areas, completing a full circle in approximately 35 minutes. This route must take into account the compatibility of the dimensions of the model of the minibus that will carry out the route, ensuring it conforms to the maximum height clearance at the arches of the Convento de la Encarnación.

30



This line should stop at the bus station and at regional bus stops (for example, Carretera de Caravaca) to encourage transfer and interconnection with other municipalities.

The green dotted line indicates the route of the minibus line. The black arrows indicate the direction of travel. The black dotted line indicates the possible route that a user of the line can take downwards through the city centre until they take the line again to return to the upper districts.

This action is defined as a precursor to actions to improve accessibility and interconnection between the different neighbourhoods of the city.

NEW ROUNDABOUT IGNITING ACTION

STAKEHOLDERS TO INVOLVE:

Asociación de Comerciantes y hosteleros de Mula
Asociación de Vecinos Barrio de Los Molinos
INTEGRAL, Sociedad para el Desarrollo Rural
INTEDIS

DRIVING UNIT:

Committee on Urban Planning, Public Works and Services, City Council of Mula

The old orchard at the convent of San Francisco is currently closed around the perimeter. One action that is necessary to connect the historic centre with the rest of the town centre is the renovation of this space and the creation of a single platform at the crossroads of Calle del Caño and Avenida Juan Antonio Perea. This would serve to break down the existing psychological barrier at this point, thus generating an overall impression of the surroundings and recovering the character of the 'gateway' to the historic centre.



COMERCIAL LIFE

EL PUNTARRON MARKET. IGNITING ACTION

STAKEHOLDERS TO INVOLVE:

Dirección General Comercio e Innovación Empresarial
 Dirección General Presupuestos y Fondos Europeos
 Departamento de comercialización e investigación de mercados de la UMU
 Asociación de Comerciantes y hosteleros de Mula
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 Mancomunidad turística Sierra Espuña
 AJE
 AMUSAL
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza y la Exclusión Social Región de Murcia

DRIVING UNIT:

Commission for Education, Culture and Public Safety, City Council of Mula

One of the demands of the residents of Barrios Altos is to avoid having to walk long distances to the shops and businesses to buy basic necessities. The most desirable situation would be to attract and permanently establish small and medium-sized businesses in the neighbourhood squares, but this is not yet realistic or possible.

Historically, the Plaza del Puntarrón has been one of the main entrance gates to Mula. A place where daily exchanges took place, such as the market, which was located there until the 20th century.

The proposal is to bring various stalls from the existing weekly clothes market and fruit and vegetable market to the Puntarrón square one morning a week. This need not every stall, 5–6 would be enough, with financial incentives to encourage this initially. It should be well publicised in the streets of the upper neighbourhoods, and the scheme should be in place for at least 3 months before reviewing its effectiveness.

This space would be linked by proximity to the Family Conciliation Centre. It would also serve to maintain the small amount of commerce that remains in these neighbourhoods and encourage the emergence of new businesses.

ROOFING OF EL PUNTARRON MARKET. DRIVING ACTION

ENTIDADES A IMPLICAR:

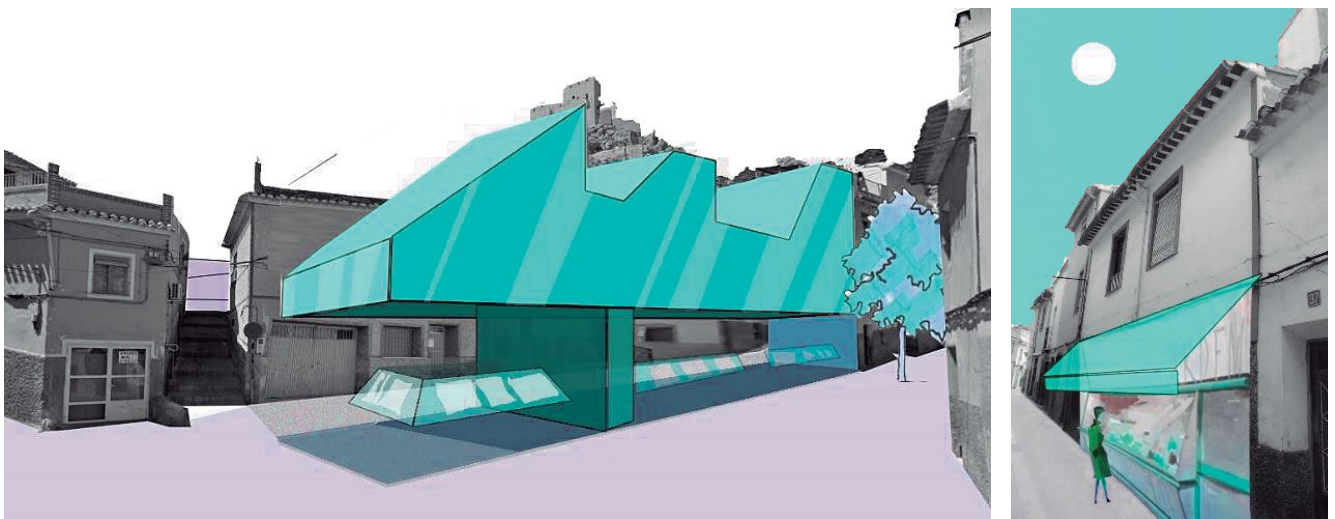
Dirección General Comercio e Innovación Empresarial
 Dirección General Presupuestos y Fondos Europeos
 Departamento de comercialización e investigación de mercados de la UMU
 Asociación de Comerciantes y hosteleros de Mula
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
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 AJE
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 EAPN-RM, Red de Lucha Contra la Pobreza y la Exclusión Social Región de Murcia

DRIVING UNIT:

Comisión de Urbanismo, Obras Públicas y Servicios.

Once a certain consolidation of the weekly market in Puntarrón has been achieved, it is important to further consolidate it through a symbolic and representative space in order to maintain it and stimulate the recovery of the identity of commerce and exchange that characterised this site in the past, encouraging the emergence of new businesses.

33



REBUILDING ATTRACTIVENESS

ARCHAEOLOGICAL PARK OF BARRIOS ALTOS. DRIVING ACTION

STAKEHOLDERS TO INVOLVE:

- Dirección General de Patrimonio Cultural
- Dirección General Presupuestos y Fondos Europeos
- Dirección General Turismo
- Servicio Regional de Empleo y Formación
- Asociación de Vecinos Barrio de Los Molinos
- Comunidad Islámica de Mula
- INTEGRAL, Sociedad para el Desarrollo Rural
- Mancomunidad turística Sierra Espuña
- AJE
- AMUSAL

DRIVING UNIT:

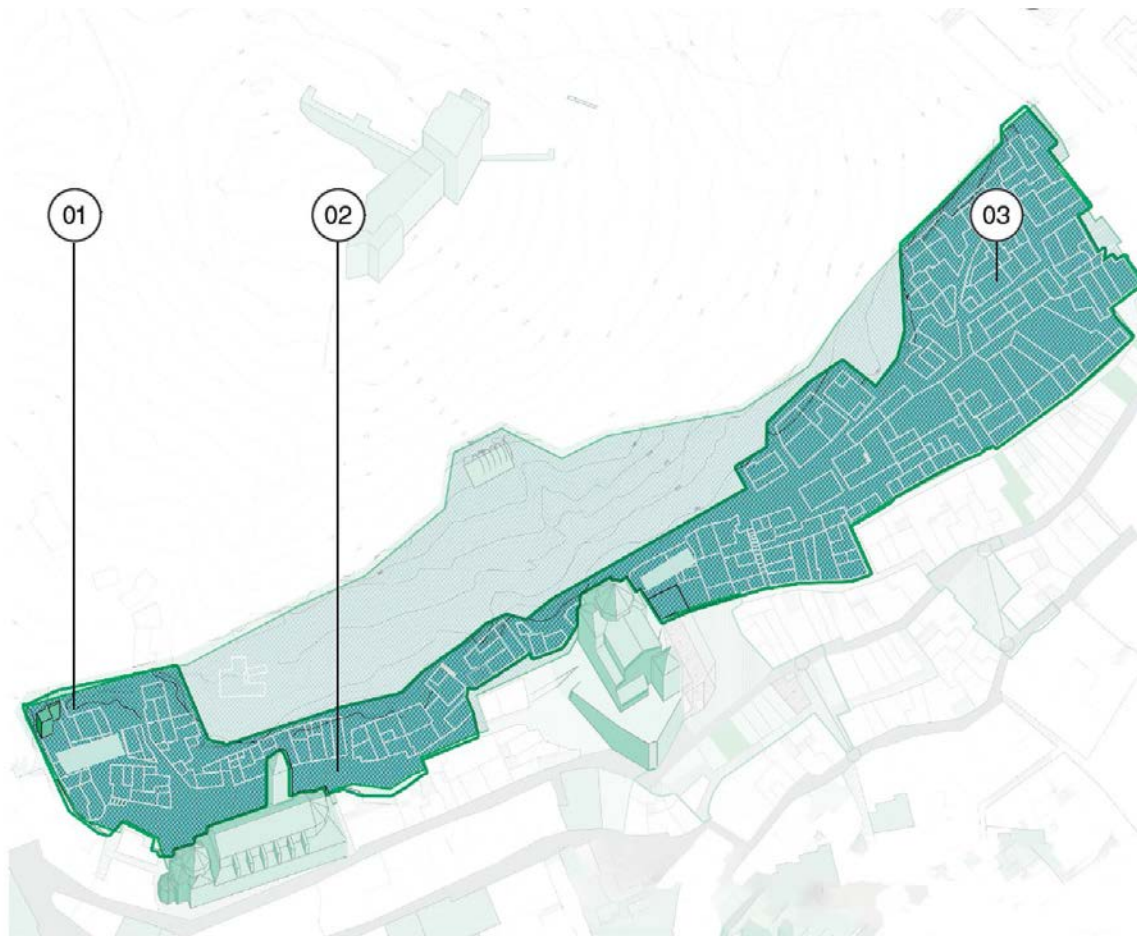
Committee on Education, Culture and Public Safety

34

The most significant degradation is in the highest areas and close to the slopes of the castle of Mula, as well as some slopes that are really very difficult to overcome, meaning functional and economic ruin for the few constructions that are struggling to remain standing in these areas. It is for this reason that the Mula Archaeological Park (PAM) is proposed as an intervention.

The PAM is a free public space, which recovers a large park on the northern edge of the city, in the higher areas, creating a unique space before the entrance to the castle, as well as a place to insert tree species that can help to limit erosion and landslides in these areas with steeper slopes. In this way, we protect the lower urban areas from landslides and runoffs that could be damaging to built-up areas. This would incorporate a significant area of public recreational space into the already consolidated urban space.





**PROGRAMME OF INTEGRATED ACTIVITIES AND ALTERNATIVE LEISURE
IGNITING ACTION**

STAKEHOLDERS TO INVOLVE:

- Asociación de Comerciantes y hosteleros de Mula
- Dirección General de Patrimonio Cultural
- INTEGRAL, Sociedad para el Desarrollo Rural
- Mancomunidad Servicios Sociales Río Mula
- Dirección General Turismo
- CEIP Florentino Bayona
- Asociación de Vecinos Barrio de Los Molinos
- Comunidad Islámica de Mula
- Mancomunidad turística Sierra Espuña
- INTEDIS
- Proyecto Abraham



DRIVING UNIT:

Commission for Social Policy, Equality and Youth

It is necessary to create a programme of integrated activities and alternative leisure to stimulate the use of public space and its appropriation by the inhabitants.

There are activities and actions that are currently being carried out in Mula that have the capacity to attract the local population and people from other nearby towns.

These links would be very positive if they happened in the urban actions proposed by the integrated action plan, for the consolidation and self-management of a new multilevel governance model.

This programme can start from the coordination of the activities already being carried out in the municipality, identifying those that are possible in strategic points of the higher neighbourhoods, while creating new leisure activities and new workshops to address the objectives that appear in the plan and others that may arise over time.

GREEN NETWORK.**DRIVING ACTION****STAKEHOLDERS TO INVOLVE:**

Dirección General de Patrimonio Cultural
 Dirección General Turismo
 Servicio Regional de Empleo y Formación
 CEIP Florentino Bayona.
 Asociación de Vecinos Barrio de Los Molinos
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad turística Sierra Espuña
 Proyecto Abraham

DRIVING UNIT:

Committee on Town Planning, Public Works and Services, City Council of Mula

This line of action represents a paradigm shift in the conception of public trees. It involves the creation of a network on the main roads connecting the Barrios Altos with the surrounding neighbourhoods.

Currently, tree planting or the introduction of plant species within the urban fabric is limited to the placement of small oak trees or ornamental planters. It is necessary to create spaces and places where plant reserves can be created to acclimate the public spaces, which are changeable throughout the year and generate a controlled climate in the layout. In this way, we can help to make the spaces pleasant throughout the year and throughout the day in summer months when temperatures are more extreme.

This applies both to public roads and public spaces and to existing trees or vegetation in private spaces, such as orchards or courtyards, which it is important to preserve in order to maintain a sufficient level of environmental quality in the interior spaces of the block.



REDUCING EXCLUSION

BARRIOS ALTOS CIVIC CENTRE, LOCATED IN EL CARMEN DRIVING ACTION

STAKEHOLDERS TO INVOLVE:

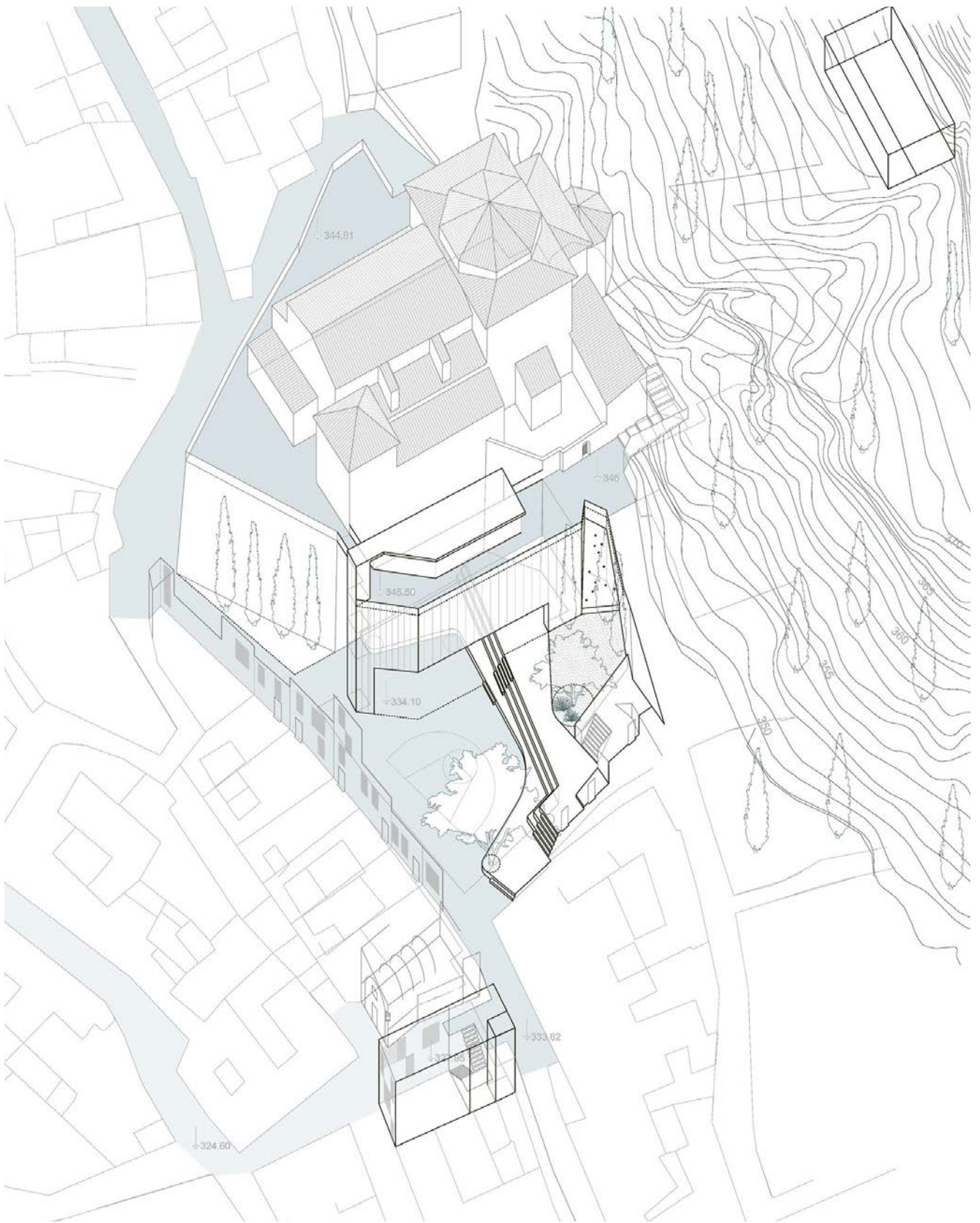
Dirección General de Unión Europea
 Dirección General de Patrimonio Cultural
 Dirección General Presupuestos y Fondos Europeos
 Servicio Regional de Empleo y Formación
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 AJE
 AMUSAL
 INTEDIS
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza
 y la Exclusión Social Región de Murcia

DRIVING UNIT:

Commission for Social Policy, Equality and Youth, City Council of Mula

The creation of the Public Housing Stock and its effect on the increase of the population brings with it the creation of services of endowments, from public open spaces and street furniture to the execution of a Civic Centre within the Barrios Altos. In order for the regeneration of urban fabric to be effective, we must redefine and mix uses, recover social interactions, and provide common spaces for coexistence. This is of vital importance when it comes to generating a sense of belonging, identity and social bonding.

The administration and the residents of the Barrios Altos are also demanding the installation of a Civic Centre, where activities ranging from cultural events to inclusive leisure can be organised. This would act as a "living room" for the neighbourhood as a whole, always closely linked to the heritage and different areas of the city's identity. It would be a meeting point, where non-formal training is provided, where cultural differences can be exchanged and made visible closely, in order to make them everyday and accepted, thus improving coexistence.



FAMILY CONCILIATION CENTRE IN EL PUNTARRÓN DRIVING ACTION

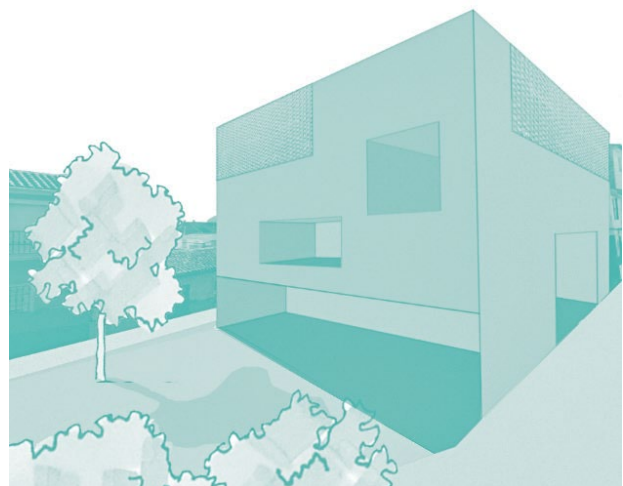
STAKEHOLDERS TO INVOLVE:

Dirección General de Unión Europea
 Dirección General Presupuestos y Fondos Europeos
 Servicio Regional de Empleo y Formación
 Asociación de Comerciantes y hosteleros de Mula
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 AMUSAL
 UCOMUR
 INTEDIS
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza y la Exclusión Social Región de Murcia

DRIVING UNIT:

Commission for Social Policy, Equality and Youth,
 City Council of Mula

According to the Community for Sial Services of the River Mula, as well as the II Plan for Equal Opportunities in the Municipality of Mula 2020–2024, problems have been identified deriving from a lack of family reconciliation. In neighbourhoods at risk of social exclusion, as is the case in the Barrios Altos, families receive little help with childcare, which keeps parents/caregivers (almost all of them women) at home taking care of children. This prevents the personal and professional advancement of parents/caregivers in the neighbourhood, which perpetuates economic and emotional roles and dependencies. Breaking these roles is the main tool in cases of abuse and gender violence.



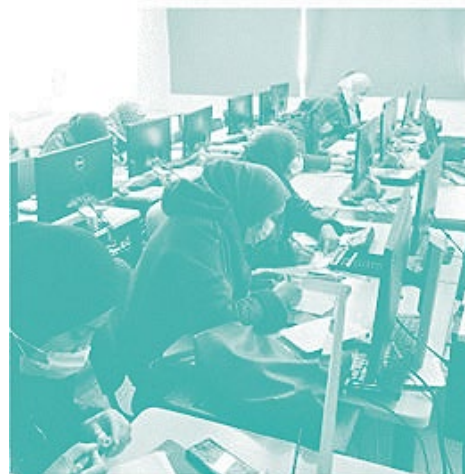
Another problem, specifically in non-Spanish-speaking immigrant groups, is that minors end up acting as translators for their parents in all kinds of procedures (including legal, medical and banking), thus exacerbating the problem of school absenteeism.

For these reasons, the creation of a space for conciliation is of vital importance – The Puntarrón Family Conciliation Centre. A place where children can be left in the afternoon (when there is no school) to facilitate homework and personal matters. A place where Spanish language classes and training for parents/caregivers can be given, while in the adjoining space/classroom the children can attend workshops, receive school reinforcement classes or enjoy general leisure time, allowing the parents/caregivers to receive classes, talks or training in workshops.

SPANISH CLASSES. IGNITING ACTION

STAKEHOLDERS TO INVOLVE:

Dirección General de Unión Europea
 Dirección General Presupuestos y Fondos Europeos
 Servicio Regional de Empleo y Formación
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 AJE
 AMUSAL
 INTEDIS
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza y la
 Exclusión Social Región de Murcia



DRIVING UNIT:

Commission for Social Policy, Equality and Youth, City Council of Mula

It is clear that there is a need for training in this respect in the Barrios Altos. This measure promoted by the City Council and the Abraham Project, which must be maintained and sustained over time.

It is important to provide these classes as a play centre of sorts – many parents (mostly women) who attend these classes have to reconcile this teaching with childcare and parenting, so it is vitally important that alongside the space used as a classroom, there is a space where parents/caregivers can leave their children in workshops, remedial classes or simply playing, under the supervision of an adult. This would significantly increase attendance since it would not only be a space for training but also for rest and female exchange, which is not linked to the domestic space, something that is fundamental for promoting women's autonomy.

41

HOME ECONOMICS SCHOOL. IGNITING ACTION

STAKEHOLDERS TO INVOLVE:

Dirección General de Unión Europea
 Dirección General Presupuestos y Fondos Europeos
 Servicio Regional de Empleo y Formación
 Asociación de Vecinos Barrio de Los Molinos
 Comunidad Islámica de Mula
 INTEGRAL, Sociedad para el Desarrollo Rural
 Mancomunidad Servicios Sociales Río Mula
 INTEDIS
 Proyecto Abraham
 EAPN-RM, Red de Lucha Contra la Pobreza y la Exclusión Social Región de Murcia

DRIVING UNIT:

Commission for Social Policy, Equality and Youth, City Council of Mula

A strong recommendation from the social services of Mula was to create a kind of model home or housing unit, in order to break the chain of generational exclusion and create new habits. A refurbished dwelling belonging to the Public Housing Park, close to the Barrios Altos Civic Centre, where people can put into practice and train home economics habits, learn to cook in a safe and healthy way, carry out household chores, and practise good hygiene. The benefit is this would always be in situ and not in classrooms linked to one specific task/activity at a time, disconnected from the other domestic tasks, encouraging learning and overall personal development

STUDENT HOUSE**DRIVING ACTION****STAKEHOLDERS TO INVOLVE:**

Dirección General de Unión Europea

Dirección General de Patrimonio Cultural

Dirección General Presupuestos y Fondos Europeos

Dirección General Turismo

Servicio Regional de Empleo y Formación

CEIP Florentino Bayona

Asociación de Vecinos Barrio de Los Molinos

INTEGRAL, Sociedad para el Desarrollo Rural

Mancomunidad Servicios Sociales Río Mula

Mancomunidad turística Sierra Espuña

AJE

AMUSAL

INTEDIS

Proyecto Abraham

EAPN-RM, Red de Lucha Contra la Pobreza y la Exclusión Social Región de Murcia

UNIDAD DE DIRECCIÓN:

Commission for Social Policy, Equality and Youth, City Council of Mula

In order to address the problems of absenteeism and the lack of integration of groups at risk of social exclusion in the Barrios Altos, it is necessary that the relationship between schools and pupils/families goes beyond compulsory education – they should become a second home where children, young people, staff and parents can create a community through extracurricular activities (for example, Skate, Escape Room, Theatre, Gardening, Photography and video, experimental plastic arts, electronic music production, e-sports, LAN Party), generating a student community from the last stages of primary school through to high school. By encouraging them to be the ones to define the activities to be carried out, with guidance from the administration, students can be given as much autonomy as possible from an early age. This autonomy and guided self-management will help to generate a sense of community within their school life.

One of the measures linked to the establishment of these urban and social regeneration dynamics is the construction of the Student House, within a listed heritage building. A place to encourage local associations and student representation. A meeting place, somewhere to manage proposals, workshops, courses, talks, conferences, parties and interdisciplinary leisure or training activities, developed by the students themselves, associations, centres and the local administration.



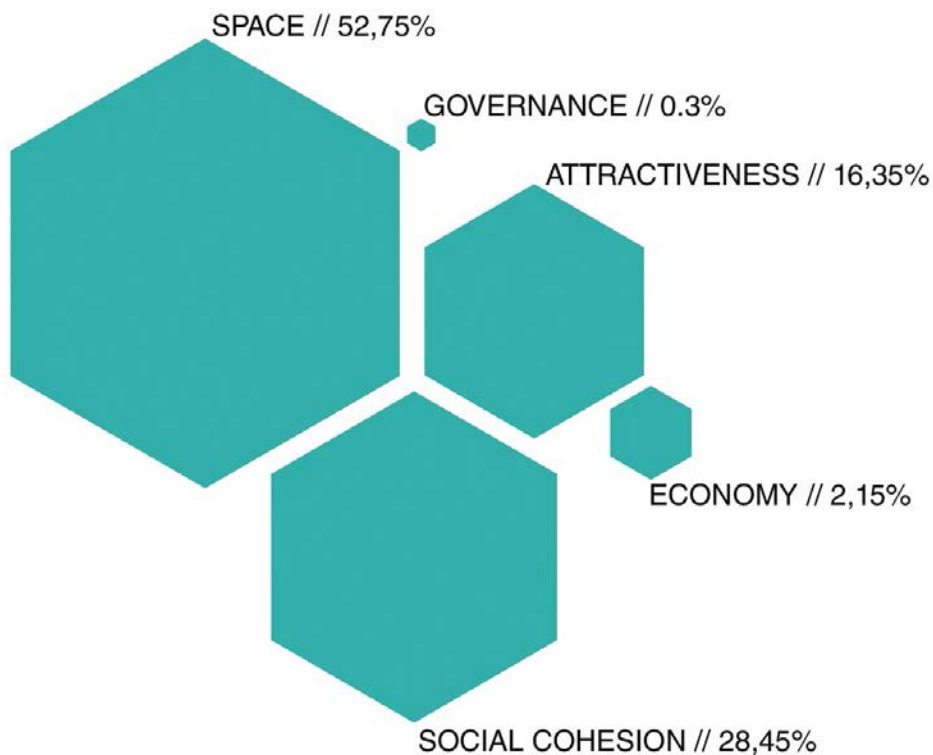


Implementation Framework.

COST ESTIMATION AND FUNDRAISING

		COSTE ESTIMADO <i>Estimated Cost</i>
<p>/// ACCIONES IMPULSORAS /// <i>IGNITING ACTIONS</i></p>		
<p>GOBERNANZA MULTINIVEL <i>MULTI-LEVEL GOVERNANCE MODEL</i></p>		
Laboratorio Urbano de los Barrios Altos <i>Barrios Altos Living Lab</i>		35.000 €
<p>VIVIENDA, ESPACIO PÚBLICO Y ACCESIBILIDAD <i>HOUSING, PUBLIC SPACE AND ACCESSIBILITY</i></p>		
Línea de microbús <i>Micro-bus Line</i>		200.000 €
Apertura de la Glorieta <i>New Roundabout</i>		560.000 €
<p>VIDA COMERCIAL <i>COMMERCIAL LIFE</i></p>		
Mercado del Puntarrón <i>El Puntarrón Market</i>		30.000 €
<p>RECONSTRUIR EL ATRACTIVO <i>REBUILDING ATTRACTIVENESS</i></p>		
Red Verde de los Barrios Altos <i>Barrios Altos Green Network</i>		420.000 €
Programa de Ocio Alternativo <i>Integrated Activity Program</i>		21.000 €
<p>REDUCIR LA EXCLUSIÓN <i>REDUCING EXCLUSION</i></p>		
Hábitat Modelo <i>Home Economics School</i>		120.000 €
Clases de Español <i>Spanish Classes</i>		50.000 €

 ACCIONES DE AFIANZADO DRIVING ACTIONS	COSTE ESTIMADO <i>Estimated Cost</i>
VIVIENDA, ESPACIO PÚBLICO Y ACCESIBILIDAD <i>HOUSING, PUBLIC SPACE AND ACCESSIBILITY</i>	
Corredores Accesibles Integrales <i>Integral Accesible Corridors</i>	2.940.500 €
Parque Público de Vivienda (40 viv.) <i>Public Housing Stock</i>	4.030.000 €
REDUCIR LA EXCLUSIÓN <i>REDUCING EXCLUSION</i>	
Centro Cívico de Barrios Altos <i>Barrios Altos Civic Centre</i>	3.200.000 €
Casa del Estudiante <i>Students House</i>	220.000 €
Centro de Conciliación Familiar <i>Family Conciliation Centre</i>	2.283.500 €
RECONSTRUIR EL ATRACTIVO <i>REBUILDING ATTRACTIVENESS</i>	
Parque Arqueológico de Barrios Altos <i>Barrios Altos Archaeological Park</i>	2.750.600 €
VIDA COMERCIAL <i>COMMERCIAL LIFE</i>	
Cubierta Mercado del Puntarrón <i>Roofing of El Puntarrón Market</i>	250.000 €

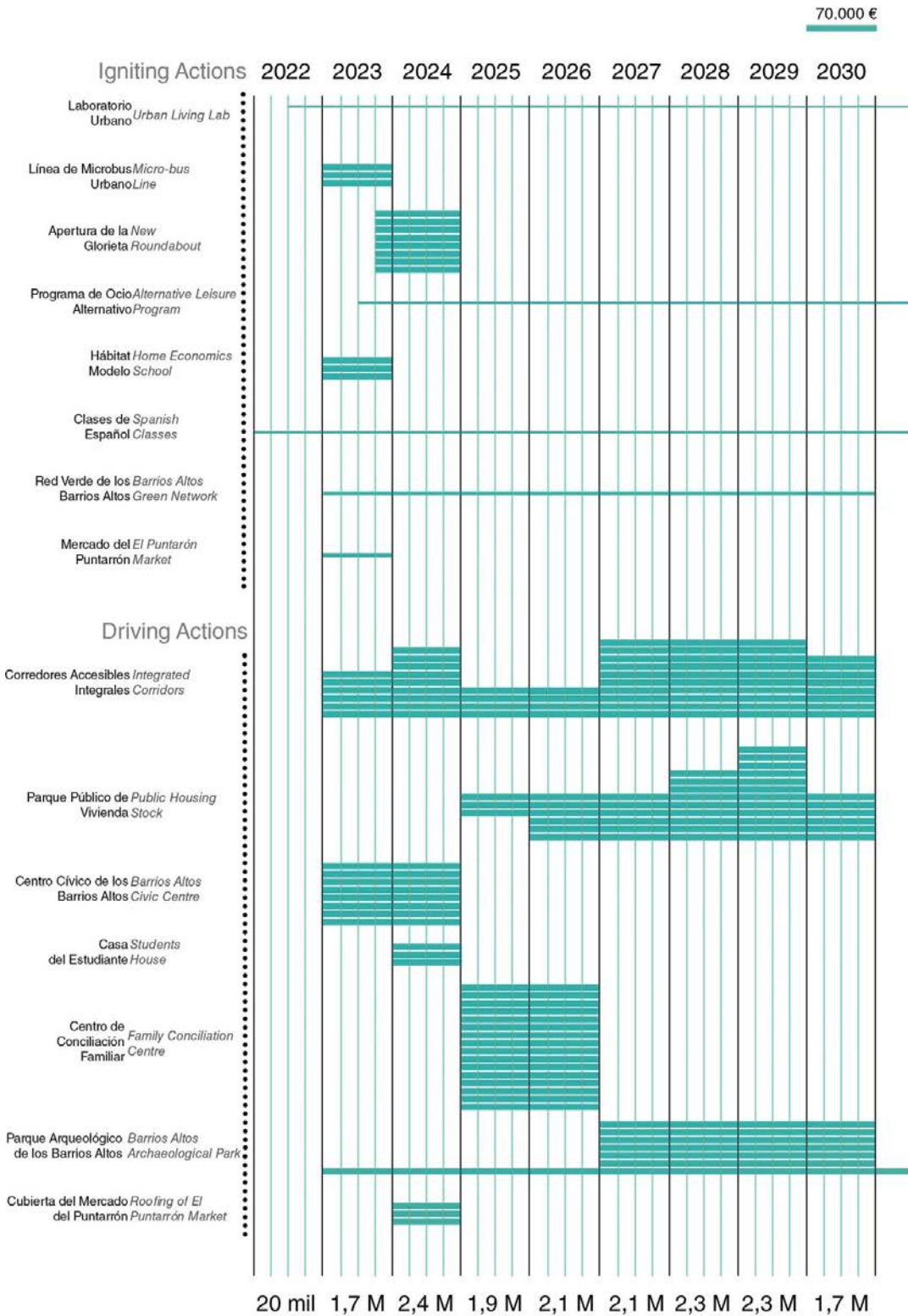


48

Total Estimated Cost: €16,472,600 (2022–2030 period)



IMPLEMENTATION SCENARIO.



FUNDING SOURCES.

Linking the actions with their potential funding sources

LOCAL LEVEL

- **Mula Town Council**
Integrated Leisure Programme
- **Association of Municipalities Río Mula**
Spanish Classes
Integrated Leisure Programme

REGIONAL LEVEL

- **Regional Operational Programme for the period 2021–2027** [art. 7 ERDF]. It is supposed to be connected to the Strategic Plan for the Region of Murcia 2021– 2027, now being drafted.
 - Accessible Passages
 - New Roundabout
 - Green Network of Barrios Altos
 - Public Housing Stock
 - Barrios Altos Civic Centre
 - Students' House
 - Family Conciliation Centre
- **Regional Employment Servicee** (Kairós training school). When hiring staff, it is necessary both to carry out initial training and maintain training in the future.
 - Micro-bus Line
 - Green Network of Barrios Altos (Local School of Gardening)

NATIONAL LEVEL

- **Recovery, Transformation and Resilience Plan of the Spanish Government** (NextGenerationEU facility): 3 macro-interventions as a result of Next Carm: Murcia Azul, Murcia Verde (517 initiatives totalling €4,228.40 M) and Murcia Innovadora. Murcia Verde talks about the “development of accessible, inclusive, sustainable and smart cities and rural areas” and “actions for the regeneration of disadvantaged urban environments”.
 - Micro-bus Line
 - Home Economics School
 - Barrios Altos Civic Centre
 - Students' House
 - Family Conciliation Centre

- **Plan de Sostenibilidad Turística del Ministerio de Industria Comercio y Turismo.**
Archaeological Park of Barrios Altos
- **Urban and Rural Rehabilitation and Regeneration Area ARRUR** (State Housing Plan 2018–2021).
ARRUR Mula 2019–2021. Subsidies for the rehabilitation, energy improvement and accessibility of 45 buildings (up to €17,400 each) and reconstruction of 5 properties (up to €36,000 each). A total investment of €1,041,000 is forecast.
New roundabout
Public Housing Stock
- **Grants from the Ministry of Transport, Mobility and the Urban Agenda**, to finance conservation or enrichment work on Spanish Historical Heritage properties within the “1.5% Cultural” Programme.
Archaeological Park of Barrios Altos

EUROPEAN UNION

- **Rural Development Group (LEADER Initiative).** (INTEGRAL Association)
Urban Living Lab of Barrios Altos
El Puntarrón Market
Roofing of El Puntarrón Market
- **New European Urban Initiative:** : in particular, Urban Innovative Actions (UIA)
Barrios Altos Civic Centre
Students' House
Family Conciliation Centre
- **European Green Deal**, which includes a cascade of reforms, sectoral plans and also financial instruments (such as the Just Transition Facility).
Green Network of Barrios Altos
Micro-bus Line

51

MONITORING

The monitoring system of the Integrated Action Plan will be based on a realistic system of indicators, and a decentralised monitoring and evaluation protocol, which will also give a role to citizens and stakeholders. In this way, it is crucial to implement the Urban Laboratory.

Furthermore, each component of the Action Plan will be labelled according to the strategic objectives of the Spanish Urban Agenda. In order to maximise the harmonisation of indicators, the proposal for indicators made in the framework of the SUA will also be taken into account.

Noting that not all the actions need to implement an indicator system. Some of them are exclusively urban physical interventions, such as the New Roundabout.

INDICATORS BY ACTION:

Public Housing Stock: the number of public houses recovered/built per year (30 between 2025 and 2030)

Integrated Accessibility Corridors and Public Spaces: transformed areas of Mula's public space (square metres per year, between 2023 and 2030)

Mini-bus Urban Line: the number of users per month

El Puntarrón Market: : the number of users per trimester and incomes per trimester.

Barrios Altos Archaeological Park: transformed areas of Mula's upper urban fabric (square metres per year, between 2023 and 2030)

Integrated Activity Programme: : the number of stakeholders and users that collaborate on programme editing and activities in the first year

Green Network: the number of trees planted per year (between 2023 and 2030)

Spanish Classes: the number of users and the number of female users per trimester.

BARRIOS ALTOS URBAN LABORATORY

*To maintain the process and to keep alive the multi-level governance model.
The Monitoring, adaptation and executive capacity of the Barrios Altos IAP.*

DRIVING UNIT:

Committee on Finance, Personnel, Transparency and Citizen Participation

Kairós has begun a process that should not fall into the anecdotal and punctual but should lead to continuity for the governance model established by URBACT. In order to nurture continuity, there is a proposal to establish regular meetings to create an Urban Laboratory. These regular meetings would facilitate a working group open to the inhabitants of Mula, to hold workshops, make decisions, vote on the actions already proposed, suggest future modifications or adaptations of existing proposals and make new proposals to be included in the Integral Action Plan – all towards making the Integral Action Plan a living resource and a permanent tool in the urban model of the city, enabling the inhabitants of Mula to have the necessary information and prepare the way to access funding lines in the future.

At least one member of each informative commission of the local administration – whose functions are to study, report, prepare and consult on matters to be submitted to the Plenary of the City Council – must be present at the sessions of this Urban Laboratory.

In the first sessions, it is important that members of the Local Support Group that have worked on the KAIRÓS project to date are present – to facilitate an effective handover between the KAIRÓS project and the local governance model.

A place where the Urban Laboratory sessions could be held on a regular basis would be the Ermita del Carmen. Consultations have already been held here in the past, given its wide availability throughout the year and the compatibility of this action with its current use.

This involves conducting quick, anonymous surveys among those directly impacted by the development of the plan (such as Spanish school girls, owners of market stalls in Puntarrón and the inhabitants of these neighbourhoods). As a suggestion, it would be very beneficial if the surveys were to invite participation in the Urban Laboratory, whether on paper, by telephone or via the municipal website.

In this way, it is possible to have feedback on the depth and acceptance in real-time of the implementation of the IAP for the Barrios Altos de Mula.

8

RISK ANALYSIS

	Gravity			
Probability	Innocuous	Slight	Severe	Very Severe
Certain		Failure to achieve commercial settlement in the Barrios Altos	Lack of Participation	
Likely			Lack of funding	
Possible			Political Consensus	Continuity of the Local Support Group
Unlikely				

54

The main risks detected in the case of Mula and in the structure of the plan are around the possibility of discontinuity for the plan, losing effectiveness in the proposed actions and – what would be even more serious – creating exhaustion in the local population, hindering participation as a pillar of the new governance model sought from URBACT and in this case KAIRÓS. Therefore, the following risk analyses have been developed:

R01. Continuity of the ULG

This is a possible and catastrophic risk. As a small municipality with limited resources, people tend to perform many and varied functions, which can lead to overload. To avoid this, it is vital to carry on convening and detecting new participants and representatives of the different stakeholders in the sessions – creating an annual calendar of the different ULGs is essential for maintaining this momentum. **The working sessions of the ULGs must be defined in terms of content, scheduled in the Municipal Calendar and prioritised by the administration.**

In the case of Mula, the meetings held so far have brought together a satisfactory number of people. There is still interest to hold more meetings and to – at least at the beginning – divide the meetings into small groups according to the five organisational pillars of the Kairós project model so that the meetings can go deeper into the issues to be dealt with and be more effective.

R02. Political consensus

Within the party political reality, there may not be a consensus on the adoption of the plan among the different political parties and, even if the plan is adopted, implementation could be interrupted if there is a future change of power in the local administration before implementation is completed. This is a clear risk.

In order to guarantee the strength and autonomy of this PAI, it is necessary to have the capacity to transform and adapt the Plan to gain approval in the Municipal Plenary. Approval to be gained in a comprehensive manner by all the political groups represented in the Municipal Plenary, always maintaining the capacity to transform and redesign the document throughout its useful life by the neighbours (Urban Laboratory, ULGs and stakeholders).

R03. Lack of participation

This is a very likely but marginal risk since as long as continuity and regularity are maintained, participation will increase, albeit slowly. There should be no gaps or breaks in the continuity of the IAP and its implementation. Lack of continuity is a problem that is often repeated in projects that have a fixed duration in Mula. This has caused the inhabitants of the Barrios Altos to become suspicious of government initiatives, and it is difficult to involve them and make them believe in projects. This is why **it is important that the stakeholders are associations and social collectives formed by the majority of the inhabitants**, and that the administration is the facilitating agent for the governance system acquired through Kairós.

R04. Failure to achieve commercial settlement in the Barrios Altos

This is a risk that we identify as certain, but also marginal. In Mula, the disappearance of shops or businesses in the upper neighbourhoods is a long-standing problem and there have been attempts to address this in the past. These previous attempts provided financial aid and tax benefits to those who decided to establish their businesses in these areas, but they were not as successful as expected, largely because they were isolated actions that did not address other social and urban aspects, which are now understood to be fundamental and unavoidable: the IAP must be comprehensive.

It is very likely that, even with the consolidation of a small weekly market (Puntarrón Market), it is not possible to establish local commerce in the upper areas within the timeframe of IAP's implementation.

However, the main objective of encouraging trade in this urban area was to provide services to the inhabitants and create public life in the area. Therefore, if local commerce is not achieved, it would not be a serious problem, as long as the weekly Puntarrón market is maintained.

However, the way to encourage local commerce would be to help SMEs and local people to establish business models close to home, within the neighbourhood. Firstly, by promoting vocational training and the workshops that already exist in the municipality. Secondly, by again providing financial aid and tax benefits to those who set up their businesses in the area.

In any case, it is of vital importance to locate and condense activities, workshops, festivals and events that already exist on a regular basis in

R05. Lack of funding

Finally, this risk is defined as probable and critical. It is understood that the IAP of the Barrios Altos de Mula is an ambitious plan and that its implementation requires a very large economic budget for the municipality to take it on in its entirety – even more so within a timeframe that will be very marked by the humanitarian challenge that the war in Ukraine represents for Europe.

The response to this risk is to adapt the timing. Timelines can be “stretched” if sufficient funding is not available at the time of implementation.

It is important not to start implementing new actions until it is guaranteed that existing actions in process will be completed – with the exception of the actions of the Public Housing Park, the Archaeological Park and the Accessible Green Corridors, which can be implemented by sections of streets, or house to house, throughout most of the implementation period and extended to other areas of Mula if so deemed once the implementation is completed in the locations determined by the IAP.

Priority in funding should be given to the tractor actions – those that appear as PHASE 01 in table X, as they are fundamental for the development of the actions of PHASE 02. In addition, the tractor actions also have a great potential transformative capacity where budgets are more limited, as is the case for the Mula municipality.

18



KAIROS, Heritage as Urban Regeneration

Kairós is an URBACT Action Planning Network led by Mula (ES) and joined by Šibenik (HR) Ukmergė (LT) Cesena (IT) Heraklion (EL) Belene (BG) and Malbork (PL). It has focused on expanding the role of cultural heritage as a driver for sustainable urban development and regeneration. **Kairós** has worked at two levels. Locally, each network city has co-produced an Integrated Action Plan along with a group of selected stakeholders. Internationally, a learning and exchange itinerary was rolled out, including baseline study, thematic workshops, study visits and peer-reviews.

URBACT is a European programme promoting sustainable urban development. URBACT's mission is to enable cities to work together to develop solutions to major urban challenges, reaffirming their key role in facing increasingly complex societal changes.

Kairós is a word in ancient Greek meaning the right time for moving into action.

