

IP Investment Plan Fuenlabrada



ITN Cities4Co-Housing



Ayuntamiento de
FUENLABRADA

Rationale

The housing problem is a global issue at the EU level that has certain peculiarities in each country. In particular, two of the greatest difficulties that Spain faces in terms of access are: the lack of social housing (Spain's social housing stock is among the lowest in the EU, at less than 2%, compared to an EU average of 8%) and the high price of market housing (more than 60% of people aged 18-34 live with their parents). This is exacerbated by the issue of tourist flats in big cities and old buildings that are not adapted to the needs of their owners or the changing climate.

On the local level, Fuenlabrada faces multiple challenges, such as housing quality issues, accessibility, limited social housing stock (as those that exist are managed by the community of Madrid). Indeed, housing quality issues include 41% of dwellings facing accessibility problems, over 20% being unheated homes, and 15% of homes being in a deteriorated condition. These challenges underscore the need for improvements in housing infrastructure and living conditions across the city.^[1]

Furthermore, the population groups predominantly affected by housing quality problems include elderly people (20% of the population is over 65 years old), low-income individuals and migrant populations. These groups face challenges such as inadequate living conditions, accessibility issues and poorly maintained housing.^[2]

Therefore, thanks to the participation in the 'Cities 4 Cohousing' network and the SHARE project's EUI co-funding, Fuenlabrada now has the opportunity to make a large investment in new housing models, as modelling is a method that speeds up learning. We are interested in learning from the CALICO model:

- **Governance:** social support above all, which is so necessary in these times of increasing individualism in society.
- **Social:** the entire module, as our intention is to establish a new care ecosystem from an intergenerational perspective, so it would be extremely beneficial to understand how community activities are developed.
- **Legal and financial** aspects are also of interest, particularly tenure models and finding resources or firms to finance the initiative. As this will be the city's first experience, it would be interesting to learn about different models.
- **Building:** primarily energy efficiency and other climate-related features, as it is crucial that people are aware of all the available measures to help them achieve greater energy efficiency.

The refurbishment of the disused San Esteban school building (EUI-SHARE project) will provide 20 new dwellings for elderly people, who will then rent their former homes at affordable prices to young people. While this will not have a significant impact in terms of numbers, it will have a considerable impact on the city's housing policy. If the model is successful, it could pave the way for similar initiatives for other groups facing housing difficulties, such as migrants and wheelchair users. There are many disused buildings in the municipality that could be given a new lease of life.

[1] Quantitative survey conducted for the URBACT ITN Cities 4 Co-housing.

[2] Quantitative survey conducted for the URBACT ITN Cities 4 Co-housing.

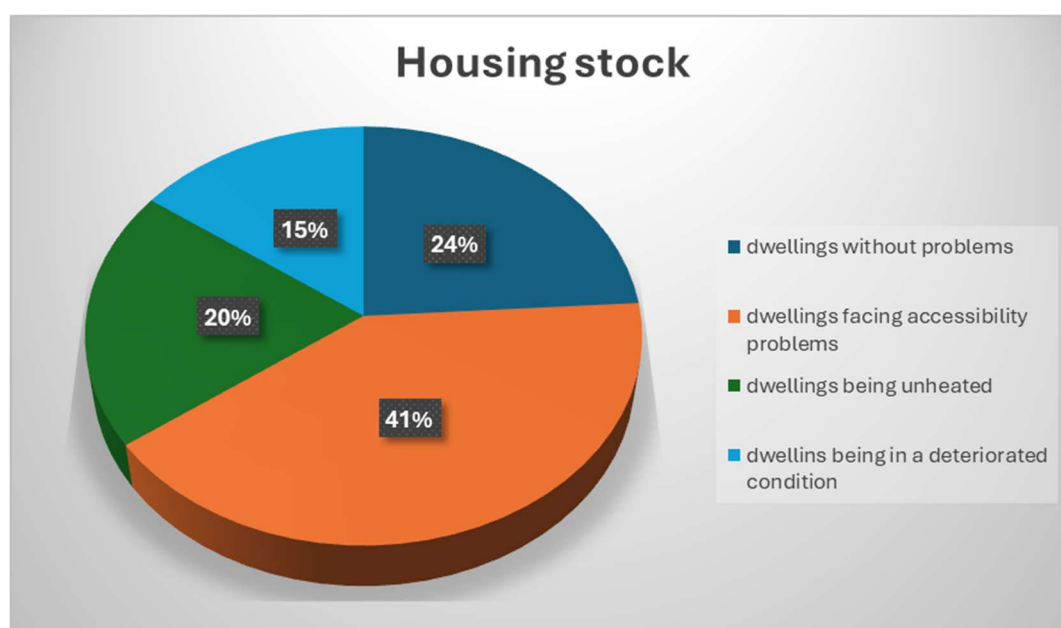
Table of Contents

1. IP Section: Needs Analysis & Policy Responses	5
1.1 The problem	5
1.2 Policy Response	5
2 IP Section: Investment Proposal	7
2.1 Specific Objectives	7
2.2 Adapted Practice	7
2.3 Integrative approach and participative practice	8
3 IP Section : Actions	10
3.1 Module I. Governance	10
3.2 Module II. Social	15
3.3 Module III. Legal & financial	15
3.4 Module IV. Building	18
4 IP Section: The funding case, costing and budget	21
4.1 Workplan	21
4.2 Governance	23
4.3 Barriers & Risks	24
4.4 Funding and Resourcing	27
5 IP Section: Evaluation and Monitoring	28
5.1 Cross Cutting Issues	28
5.2 Indicators	29
5. Monitoring	31

1. IP Section: Needs Analysis & Policy Responses

1.1 The problem

On the local level, Fuenlabrada faces multiple challenges such as housing quality issues, accessibility, and limited social housing stock. Indeed, housing quality issues include 41% of dwellings facing accessibility problems, over 20% being unheated homes, and 15% of homes being in a deteriorated condition. These challenges underscore the need for improvements in housing infrastructure and living conditions across the city.



Furthermore, the population groups predominantly affected by housing quality problems include elderly people (20% of the population is over 65 years old), low-income individuals and migrant populations. These groups face challenges such as inadequate living conditions, accessibility issues and poorly maintained housing.

1.2 Policy Response

The city of Fuenlabrada is planning to transfer the innovative practice CALICO to Share thanks to our participation in this URBACT ITN, which promotes social and affordable housing tenures.

To address the above noted challenges, Fuenlabrada has launched the SHARE Project (EUI), an initiative co-funded by the European Urban Initiative. The project focuses on transforming disused public buildings into housing solutions that promote social innovation and intergenerational living. One such transformation is the Children's Building of the San Esteban

Public School, where the SHARE Project will be implemented from March 2024 to August 2027, with a budget of €6.150.000, of which €4.920.000 is co-funded by the EU.

By revitalizing unused public spaces, SHARE seeks to create a model of inclusive and sustainable urban living. The SHARE Project in Fuenlabrada aims to redefine housing by addressing the needs of both seniors and young people through a sustainable, community-oriented model. Inspired by the CALICO project, SHARE aims to focus on creating inclusive spaces and policies that foster intergenerational living, solidarity, and care. Furthermore, in the Children's Building of the San Esteban Public School, seniors and young people will co-design accommodations and living spaces that reflect their needs.

For seniors, SHARE aims to offer a supportive community where they can live independently while sharing common spaces that promote mutual care. Their goal is to reduce loneliness by creating opportunities for intergenerational connections. This ecosystem of care ensures that older residents can maintain their autonomy while benefiting from social connections. And young people, on the other hand, gain access to affordable housing through moving into homes vacated by seniors who join the project. The project also emphasizes active participation, with meetings held across Fuenlabrada's districts to gather input from seniors and young residents.

2. IP Section: Investment Proposal

2.1 Specific Objectives

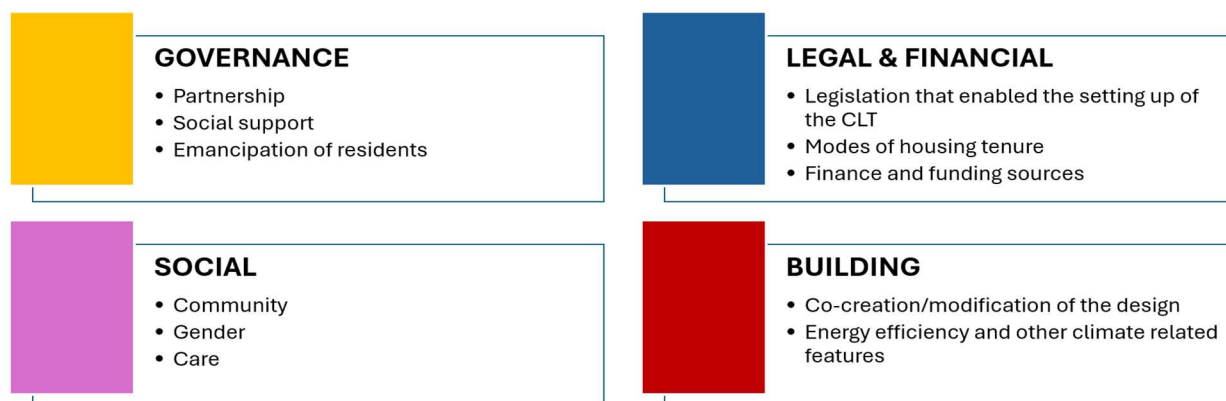
The specific objective of Fuenlabrada is to pilot an innovative housing model that focuses on the rehabilitation of unused or abandoned buildings and their adjacent spaces. Ideally, Fuenlabrada looks enabling the elderly to live in housing suitable for their current and future needs while facilitating the emancipation of young people. This model is grounded in principles of solidarity, intergenerational cooperation, and community engagement. It seeks to create inclusive living environments where both the individual and the collective well-being are at the core.

2.2 Adapted Practice

In terms of the key elements to be adapted from the CALICO project, the following aspects should be highlighted:

- Community building: Promoting social connections to reduce loneliness, encourage mutual support, and foster intergenerational exchange and solidarity.
- Management of shared spaces: Developing inclusive and participatory models for the use and governance of common areas to ensure shared responsibility and cohesion.
- Inclusive building design: Applying universal design principles to ensure accessibility, comfort, and adaptability for people of all ages and abilities. The objective is to do it through participative processes, ensuring that residents are engaged.
- Ecosystem of care: Establishing a network of formal and informal support services that respond to the diverse needs of seniors.
- Contractual and financial model: Designing a flexible and transparent co-housing agreement that defines financial contributions, responsibilities, and community living rules.
- Support during relocation: Providing guidance and emotional support to older residents during the transition into the new living arrangement to ensure a smooth and positive adaptation process.
- Sustainable use and maintenance: Implementing long-term strategies for the upkeep and responsible use of the housing infrastructure to ensure its environmental, economic sustainability.

CALICO PROJECT MODULES



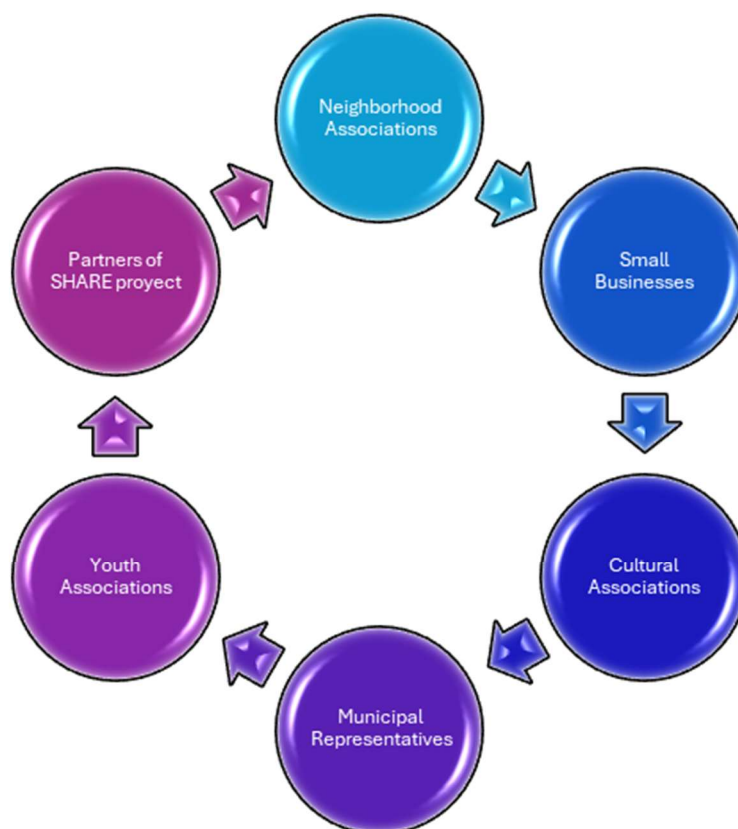
Source: Lead Expert

2.3. Integrative approach and participative practice

In Fuenlabrada, we are applying the URBACT method, which is firmly grounded in an integrative and participatory approach. This approach ensures that our work is not only cross-sectoral but also inclusive of the voices and expertise of the people and institutions directly involved.

The Fuenlabrada Urban Local Group (ULG) is composed of representatives from local associations, relevant municipal departments, and partners from the SHARE Project. This diversity of actors allows us to bring together different perspectives — technical, social, and policy-related — in order to shape well-rounded solutions.

Stakeholder map



Although the SHARE Project has its own predefined governance model, the URBACT Local Group (ULG) in Fuenlabrada plays a crucial role in assessing and proposing adaptations to this model based on the lessons learned from the CALICO good practices. Through regular meetings and active collaboration, the ULG identifies which elements can be integrated into SHARE to better address local needs.

In this way, the ULG and the SHARE governance structures are closely connected and aligned, working hand in hand to guarantee that the project remains flexible, locally relevant, and truly participatory. This collaborative process not only supports the technical integration of policies (housing, care, community engagement) but also strengthens ownership and cohesion among all stakeholders involved.

Looking forward, we will continue to empower the ULG as a co-creation and decision-making space, ensuring that the project remains dynamic, responsive to emerging needs, and fully integrated into Fuenlabrada's broader urban development strategy.

3. IP Section: Actions

The following table clarifies the timing of the actions. It shows you when the proposed actions are scheduled to take place.

	oct-25	nov-25	dec-25	jan-26	feb-26	mar-26	abr-26	may-26	jun-26	jul-26	ago-26	sep-26
Module I. Governance												
Action 1.												
Action 2.												
Module III. Legal & Financial												
Action 1.												
Module IV. Building												
Action 1.												

3.1 Module I. Governance

Action 1. Determine the amount of voluntary banking time young people will spend on the SHARE Project.

Responsible: Municipality of Fuenlabrada and ULG.

Deadline: From January 2026 to the end of March 2026.

- *What is the specific challenge?*

In the SHARE Project, the Municipality will rent homes—made available when elderly residents move to the SHARE Building—to young people at below-market rates. In return, young people are expected to spend time with the elderly. However, we need to determine the amount of time required, taking into account the young people's needs and their lifestyles.

One of the requirements for young people participating in the project is to spend time with the elderly. In order to obtain one of the former elderly dwellings, they must spend time with elderly people.

We want to determine with the young people how many hours they would like to spend each week or month, and work with them to ensure it is done smoothly and in a fun way, making it more than just an obligation.

- *How can the transfer of the CALICO Module/Sub-Module help?*

Learning about the intergenerational exchange in their module.

- *Which action is proposed?*

The action proposed is to determine the amount of voluntary banking time young people will spend on the SHARE Project.

We want to determine with the young people how many hours they would like to spend each week or month, and work with them to ensure it is done smoothly and in a fun way, making it more than just an obligation.

The final objective is to determine a fair voluntary banking time, considering gender balance, social issues and lifestyle of young people.

- *How to implement the action?*

- Two meetings with the International Relations & EU Projects Department, Animajoven, SHARE steering committee, and education department (this department has experience implementing the voluntary banking time) to suggest a fair range of time.
- Three meetings with young and elderly through the ULG, Youth Council and youth and elderly associations to assess whether the amount of time suggested by the municipality can work for young people and also meet the elderly needs.
- Write the questions and topic to start the discussion among the stakeholders mentioned above.
- Write the conclusions and share with the stakeholders (1 meeting).

In terms of funding, the defined rate costs are as follows:

- 1 hour municipal staff (person)/€: 37,21€ (annual costs for 1 Officer 56.000,00/1505 hours= 37,21)
- 1 workshop-meeting logistics/€: 150 € (logistics for meetings with stakeholders)

Below we define the costs of each activity we will carry out under this action:

Activity name	A Nº of person	B Nº of hours	C Logistics (€)	Amount (€)
Two meetings (between the council team)	5	4	0,00	744,20 €
Three meetings with stakeholders	2	12	450	1.343,04€
Preparation of meetings	2	5	0,00	372,1€
Conclusions report and contracts update	2	5	0,00	372,1€

One final meeting with stakeholders	2	2	150	298,84€
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Additionally we consider for this action the following costs:

- 100 € for meeting consumables.
- 1.000 € for communication expertise such as communication materials, poster or social media campaigns.

Costs summary:

Budget category	Amount
Staff costs	2.530,00
Consumables	100,00
External expertise and Services	1.600,00
Total	4.230,24

- *Which partners?*

ULG, Youth Council, Youth Associations, Elderly Associations, Education Department, SHARE Steering Committee, Animajoven, IMVF, International Relations & EU Projects Department.

- *Which timeline?*

From January 2026 to the end of March 2026

- *Indicators?*

- ❖ N° of people who participate, desegregating gender participation.
- ❖ N° of meetings.
- ❖ Number of hours arranged and included in the contract.

Action 2. Co-define the use of common spaces

Responsible: Municipality of Fuenlabrada and ULG.

From January 2026 to June 2026.

- *What is the specific challenge?*

The SHARE Building will have common spaces for the residents. Additionally, some areas will be open to the neighbourhood. However, regarding the future of the common spaces, we need to determine whether they will also be accessible to the young people participating in the project, and how we will organise their use by both young people—who do not live in the SHARE Building but in the former elderly houses—and the elderly residents.

The final objective of this action is to define the rules of the use of the common spaces of the SHARE Building.

- *How can the transfer of the CALICO Module/Sub-Module help?*

Learn about the governance of the building in general. Type of activities open to the neighbourhood, way of involving other stakeholders such as coffee shops, local commerce, etc.

- *Which action is proposed?*

The action proposed is to co-define together with the potential residents and users, the rules of use of the common spaces of the SHARE Building.

For that reason, we will meet elderly people (potential residents), with the support of the elderly department, to assess whether they would like to open the common spaces to young people participating in the project.

Additionally, we will meet with young people to assess if they would make use of the common spaces from the SHARE Project.

Finally, we will together elaborate the rules of the use of the common spaces that will be annexed to the contract.

- *How to implement the action?*

- Two meetings at the heart of the ULG, meet with both young and elderly people to discuss this topic.
- Write the questions and topics to discuss and prepare for the meetings.
- Carry out at least three workshops to discuss the potential rules of use.
- Provide the final version of the rules for using common spaces.
- Write the rules of the use of common spaces in the contract/annex to the contract.

In terms of funding, the defined rate costs are as follows:

- 1 hour municipal staff (person)/€: 37,21€ (annual costs for 1 Officer 56.000,00/1505 hours= 37,21)

- 1 workshop-meeting logistics/€ /€: 150 € (materials and other logistics for meetings with stakeholders)

Below, we define the costs of each activity we will carry out under this action:

Activity name	A N° of person	B N° of hours	C Logistics (€)	Amount (€)
Two meetings at the heart of the ULG	2	4	300,00	597,68 €
Preparation of meetings	2	5	0,00	372,1€
Three workshops to discuss potential rules	2	6	450,00	896,52€
Report and office work	2	2	0,00	148,84€

Additionally we consider for this action the following costs:

- 100 € for meeting consumables.
- 1.000 € for communication expertise.

Costs summary:

Budget category	Amount
Staff costs	1.265,14
Consumables	100,00
External expertise and Services	1.750,00
Total	3.115,14

So far, this action will be co-funded by the European Urban Initiative under the SHARE Project framework. Therefore, we do not need extra funding for this action.

- Which partners?

ULG, Youth Council, Animajoven, Elderly Department, IMVF, International Relations & EU Projects Department.

- Timeline

From January 2026 to June 2026.

- Indicators

- ❖ N° of people who participate (desegregation of gender and age participation)
- ❖ N° of people who participate in online forms
- ❖ N° of people who agree with the intergenerational use of common spaces.
- ❖ N° of people who disagree with the intergenerational use of common spaces
- ❖ N° of municipal departments involved.

3.2 Module II. Social

The UGL had not identified any action for this module.

3.3 Module III. Legal & Financial

Action 1. Create and assess the attractiveness of the legal model among the elderly

Responsible: Municipality of Fuenlabrada and ULG.

Deadline: From October 2025 to the end of September 2026.

- *What is the specific challenge?*

The challenge is divided into two different aspects:

1. Create with a lawyer's firm a specific new framework contract for this project, as we have to include the singular characteristics of this initiative.
2. Know whether potential beneficiaries feel comfortable with the proposed housing transfer, since elderly people should yield their own houses to the municipality in order to participate in the SHARE Project. Therefore, the suggested legal model must be sufficiently attractive and secure for older people to want to participate.

- *How can the transfer of the CALICO Module/Sub-Module help?*

The rental model contracts can serve as a valuable reference, guiding and inspiring the agreements we need to establish—particularly in defining community-related conditions and ensuring active participation in the project's community life.

- *Which action is proposed?*

The proposed action involves engaging the ULG in meetings with elderly people to assess their interest, address their questions or concerns about the proposed legal model, and allow time to incorporate their recommendations or specific needs as potential beneficiaries.

- *How to implement the action?*

The action will be carried out by the ULG with the support of the Department for the Elderly, coordinating meetings with the local elderly center.

- Six meetings between the lawyers and the city council team to create the specific framework contract.
- One meeting among International Relations & EU Projects Department Elderly Department and the ULG to prepare and structure the meetings with elderly people.
- Three meetings with elderly people to assess their questions, concerns and recommendations about the proposed legal model.
- Write the elderly's feedback (doubts and uncertainties) about the contract in a report for the layers.
- Ensure the contract's easy reading.
- One meeting to respond elderly's doubts and uncertainties about the contract, once their demands have been incorporated and present the final version of the contract.

In terms of funding, the defined rate costs are as follows:

- 1 hour municipal staff (person)/€: 37,21€ (annual costs for 1 Officer 56.000,00/1505 hours= 37,21)
- 1 workshop-meeting logistics/€: 150 € (materials and other logistics for meetings with stakeholders)

Below, we define the costs of each activity we will carry out under this action:

Activity name	A Nº of person	B Nº of hours	C Logistics (€)	Amount (€)
Six meetings between the lawyers and the city council team	4	12		1.786,08€
One meeting	4	3	0,00	446,52€

(between the council team and ULG)				
Three meetings with elderly people	2	9	450	1.119,78€
Write the report with the elderly's feedback	1	4	0,00	148,84€
Drafting of the contract in easy-to-read language.	1	20	0,00	744,20€
One meeting to respond to the elderly's doubts and present the final version of the contract.	4	2	150	447,68€

Additionally we consider for this action the following costs:

- 100 € for meeting consumables.
- 1.000 € for communication expertise.

Costs summary:

Budget category	Amount
Staff costs	4.093,10
Consumables	100,00
External expertise and Services	1.600,00
Total	5.793,10

So far, this action will be co-funded by the European Urban Initiative under the SHARE Project framework. Therefore, we do not need extra funding for this action.

- Which partners?

Lawyers from the firm, ULG representatives: mainly local associations, municipality representatives of the International Relations & EU Projects Department, the Elderly department, IMVF and the welfare department.

- *Which timeline?*

From October 2025 to the end of September 2026

- *Indicators?*

- ❖ N° of meetings
- ❖ N° of elderly people involved with the desegregation of gender participation.
- ❖ N° of contract updates based on the elderly's questions or requests.

3.4 Module IV. Building

Action 1. Co-design of the common areas of the SHARE building between potential participants and the architecture studio.

Responsible: Municipality of Fuenlabrada.

Deadline: From October 2025 to July 2026.

- *What is the specific challenge?*

The challenge lies in involving the future residents of the SHARE building in decision-making with the architecture studio regarding the use of common spaces. This will make them feel more invested in the space and help them make it their home.

We also recognise that it will be challenging for the architecture studio to incorporate the needs and perspectives of elderly people into their design.

- *How can the transfer of the CALICO Module/Sub-Module help?*

The sub-module for co-creation and modification of the design is fully adapted to our needs, using the work done at CALICO as a guide to adapt its co-creation process to the time frame and reference group we have in the SHARE project.

- *Which action is proposed?*

The proposal consists of holding three workshops with the architecture studio and elderly people. Using a architectural model of the building (to make it more visual) to give their opinion on the use and distribution of common areas, which can then be incorporated into the design.

This will give elderly people a voice in the design of the space in which they are going to live, enabling them to make it their own from the outset.

- *How to implement the action?*

The action will be carried out by the City Council through the Relations & EU Projects Department of Elderly, Urbanism Department, the ULG, Matia Foundation and the architectural studio.

- Two meetings among the International Relations & EU Projects Department Elderly Department, the ULG and the architectural studio to prepare and structure the meetings with elderly people.
- Three meetings between the city council team, the architectural studio and elderly people to assess their opinions on the layout of the common areas and how they will be used, as well as any concerns or recommendations regarding the proposed mock-up.
- Two meetings among the Urbanistic Department, Elderly Department, and the architectural studio. These meetings will assess the contributions made by the elderly people and consider which of these are appropriate. And make the necessary modifications to the execution project.
- One meeting among the International Relations & EU Projects Department Elderly Department, the ULG and the architectural studio to give feedback to the elderly people about their contributions and the final mock-up for the execution project.

In terms of funding, the defined rate costs are as follows:

- 1 hour municipal staff (person)/€: 37,21€ (annual costs for 1 Officer 56.000,00/1505 hours= 37,21)
- 1 workshop-meeting logistics/€: 150 € (materials and other logistics for meetings with stakeholders)

Below, we define the costs of each activity we will carry out under this action:

Activity name	A Nº of person	B Nº of hours	C Logistics (€)	Amount (€)
Two meetings among the International Relations & EU Projects Department Elderly Department, and the architectural team	4	4		595,36€
Three meetings among the city	4	9	450€	1.789,56€

council team, the architectural studio and elderly people				
Two meetings among the Urbanistic Department, Elderly Department, and the architectural studio.	2	6	0	446,52€
One meeting among the city council team, the architectural studio and elderly people	4	2	150	447,68€

Additionally we consider for this action the following costs:

- 100 € for meeting consumables.
- 1.000 € for communication expertise.

Costs summary:

Budget category	Amount
Staff costs	2.679,12
Consumables	100,00
External expertise and Services	1.600,00
Total	4.379,12

So far, this action will be co-funded by the European Urban Initiative under the SHARE Project framework. Therefore, we do not need extra funding for this action.

- *Which partners?*

ULG, Elderly associations, architecture studio, Urbanism Department, International Relations & Eu Projects Department, IMVF and Matia Foundation.

- *Which timeline?*

From October 2025 to July 2026.

- *Indicators*

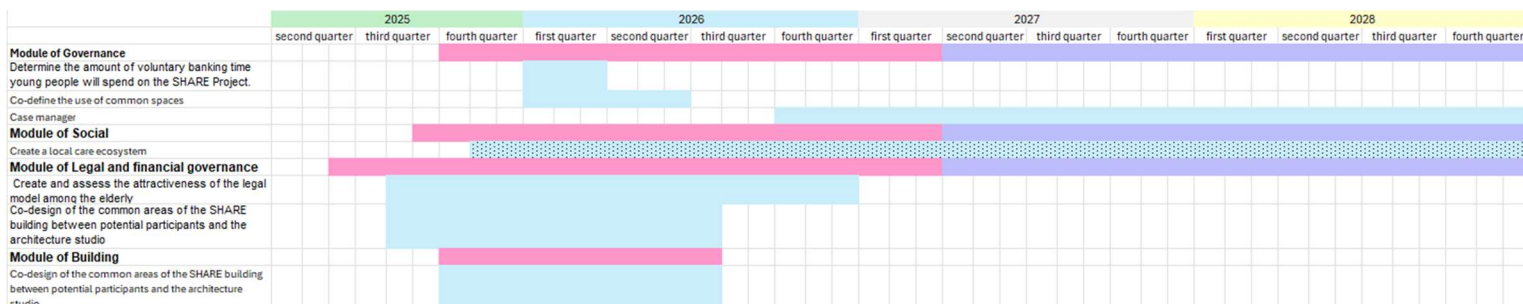
We are going to measure progress using the following indicators:

- ❖ The number of people who attend the meetings with the desegregation of gender and age participation.
- ❖ The number of proposals made.
- ❖ The number of proposals implemented in the execution project.
- ❖ The number of municipal departments involved.

4. IP Section: The funding case, costing and budget

4.1 Workplan

The work plan for the Fuenlabrada Investment Plan is based on the life cycle of the EUI SHARE project in its first phase. Once the co-financing period has ended, the aim is to strike a long-term balance between income and expenditure in order to replicate the concept.



In this regard, we could propose two timeframes:

1. Until the end of European co-financing (2027).

A. Module of Governance: During this period, we will focus on two actions that will determine how the building's common areas will function, ensuring that elderly people are included from the outset in decisions about the use of common spaces and that young people can also decide how and how many hours they will contribute to the project and whether they will be able to develop in the common spaces or extend to other areas of elderly people's lives..

See Action 3.1 **Module I. Governance** above.

B. Module of Social: Although no action has been carried out on this module within this IP, we consider it very important to work on the social aspect. For this reason, within the framework of the SHARE project, work is being done to create a local care ecosystem. This multidisciplinary system will be made up of multiple municipal agents, social entities and companies, and will seek to prioritise people, ensuring that older people feel cared for in their local community.

C. Module of Legal and financial governance: The main action is to create and validate a contract model that complies with legislation and is easy for older people to understand. This is the first step towards subsequently working on rental contracts for young people.

See Action 3.3 **Module III. Legal and financial governance** above.

D. Module of Building: During this period, work will focus on co-designing the common areas. This will involve ensuring that the proposals made by elderly people are taken into consideration by the architect's studio responsible for renovating the SHARE building. It will be carried out in accordance with NEB principles to ensure the building is energy efficient and integrated into the neighbourhood.

See Action 3.4 **Module IV. Building** above.

2. After funding (from 2028 onwards):

A. Module of Governance: The project will have the support of a case manager (who will be part of the welfare department), and will accompany elderly people in their daily activities, organise activities in the building's common areas, and act as a liaison with the young people.

The plan is for the 'case manager' to continue working on the project. They will support decisions made to revitalise common spaces and the functioning of the local care ecosystem. They will also accompany new individuals who join the SHARE project, ensuring that the principles of participation and solidarity are maintained over time.

B. Module of Social: The idea is to continue with the local care ecosystem, and for this community support network to become stable over time, despite changes to the project team.

C. Module of Legal and Financial: After creating the contract models to be signed by both the elderly and young people with the City Council, the legal structure of the project will be as follows:

- Elderly people will sign a contract with the Municipal Housing Institute (IMVF), to whom they will rent their property. They will then sign an assignment agreement with the City Council for accommodation in the SHARE building.

- Young people will sign a sublease agreement with the Municipal Housing Institute to live in one of the properties vacated by the elderly at below-market rates, in exchange for spending a few hours with the elderly each week.
- Estimates are being made of how much young people would have to pay to keep the rent low and how much older people would have to pay from their rental income to cover the costs of the SHARE building, ensuring that the project does not run at a loss.

In the first few years after European co-financing, the project's legal and financial functioning will be monitored to identify possible improvements.

- Is the business plan realistic? (Rent prices, non-payments, maintenance costs, etc.)
- Do the conditions need to be changed?
- Is the financial investment socially profitable for the City Council?
- Can the project be replicated with other groups?

D. Module of Building: Recurring workshops will be held to ensure that all residents of the SHARE building are aware of, and adhere to, energy-saving measures. The building's own systems and facilities will be maintained to ensure they continue to function optimally. The possibility of implementing these energy efficiency improvement systems in other public buildings will be studied.

4.2 **Governance**

The governance structure for the actions will remain operational until the completion of the final action. It is designed to ensure effective coordination, decision-making, and monitoring throughout the entire implementation process.

The governance model can be structured around three main committees:

1. Main responsible committee for the actions

Composed by the Coordinator of the Fuenlabrada's City Council and International Relations & European Projects Staff, this committee is in charge of the overall coordination and implementation of the actions. It ensures administrative management, financial oversight, compliance with project requirements, and alignment with municipal policies and strategic objectives.

2. Co-designed committee

The co-designed committee plays a central role in the participatory governance model. It supports the Municipality in shaping, validating, and refining decisions related to the actions, including their final conclusions and results. This committee ensures that the perspectives of key stakeholders and target groups are adequately represented throughout the process.

- **Co-designed body:** The ULG is the co-designed body with which the Municipality collaborates to make decisions regarding the final conclusions and results of the action.

The ULG is composed of a diverse group of stakeholders representing both the city and the primary target groups of the SHARE Transfer Project. Members include:

- Representative, “El Naranjo” Neighbourhood Association.
- Representative, “Chasa II” Neighbourhood Association
- Representative, “Eras-La Fuente” Neighbourhood Association
- Representative, ASOCUBA (Bubi Cultural Association)
- Youth Representative, Municipal Time Bank
- Representative, UNED (SHARE Project Partner)
- Representative, Municipality of Fuenlabrada (SHARE Project Partner and Transfer Partner)
- Representative, Khora (SHARE Project Partner)
- Living Together Board (SHARE Project Partner)

3. Experts

This group is composed of specialized stakeholders who contribute technical knowledge and thematic expertise. Experts provide advice, guidance, and support during the design, implementation, and evaluation of the actions, helping to ensure quality, feasibility, and sustainability.

- **Experts:** Other key stakeholders who participate in and may support the actions as experts include:

- The architecture studio that designed the SHARE Project building.
- Matia Foundation, a Basque Country foundation specialized in elderly housing.
- Animajoven Company, a public company specialized in youth engagement.
- Fuenlabrada Youth Council.
- Elderly Councils.
- The law firm involved in the SHARE Project.

As mentioned previously, most of the actions will be developed within the framework of the SHARE Project. Consequently, several key representatives within the governance structure are also actively involved in the SHARE Project, ensuring coherence, continuity, and effective integration between both initiatives implemented in Fuenlabrada.

4.3 Barriers & Risks

To address the barriers and risks identified at the beginning of the project, we have a matrix. This matrix is updated every six months.

The first matrix was used in March 2024:

N	CATEGORY	RISKS				MITIGATION MEASURES	
		RISK DESCRIPTION	EXPOSURE	RISK RATING (high / low (5-1))		DESCRIPTION	
				PROBABILITY	IMPACT		
R2	Capacity	Project Partnership	Lack of commitment, financial weakness or little execution capacity may affect the project implementation, since the majority of PPs are involved in more than one WP, they have experience and knowledge in the local context. PPs are experienced in the assigned activities and previously with MUA.	2	4	PPs involved have demonstrated technical & financial capacities since they have already worked in different projects with MUA showing commitment. P. Agreement has been shared and a detailed monitoring and coordination of PPs is planned. In case a PP fails other potential partners have been identified.	
R3	Capacity	Financial flows	Delays in the execution of some critical tasks (investments) may cause delays in Financial Claims 2 & 3, affecting capacity execution of the partners. All investments and external services are carried out by the MUA and PP2 (public entities).	1	2	Fuenlabrada has applied the financial flow required by UJA before with no issues. The municipality will allocate in the 2024 municipal budget 100% of the cost of the works and the external. A specific working group (D.2.5.1) has been created to speed up the construction contracts.	
R4	Capacity	Political environment	Municipal elections in Spain will be held in May 2023. However, improving and developing innovative solutions related to social housing is one of the objectives of the Fuenlabrada Urban Agenda 2030 approved by all political groups in 2022.	1	2	There is a strong political and social commitment to housing. The project has received the support of the Local Government Board. Local, regional and national public bodies and associations have signed letters of support for the project.	
R5	Operational	Legal framework and regulations regarding innovation (local, national, EU level)	The public entities (PP1, PP2, PP3 & PP4) and academia (PP7) follow strict rules of procurement/grants for each expenditure bids and tenders, evaluation, selection committee, etc. These procedures can be delayed over time, delaying project implementation.	2	4	Municipal-owned building permits have been reviewed and the future use contrasted. The ideas competition and the construction procedures will be shared with Madrid College of Architects (COAM, stakeholder). Rehabilitation housing tender has been successfully implemented already in Fuenlabrada.	
R6	Operational	Delays in the delivery of project activities	Delays in the execution of deliverables and activities of some partners may affect the execution of other connected activities impacting the whole project implementation.	4	2	A detailed definition of a PM and Monitoring model will be developed with quarterly meetings (Steering Com.). PP1 will use owned tools for a continuous information stream between PPs about planning, deliveries, mitigation actions, main tasks achieved, milestones reached and other critical elements.	
R7	Operational	Participatory approach	Low demand from elderly and young people in participating in the project and engagement and empowering activities.	2	4	An extensive dissemination and awareness campaign based on the target groups identified in A.5.2 will be carried out. A specific PP7, Coexistence Board, a local associative network that matches up more than 30 civil groups will be engaged in promoting participation and empowering.	

N	CATEGORY	RISKS				MITIGATION MEASURES	
		RISK DESCRIPTION	EXPOSURE	RISK RATING (high / low (5-1))		DESCRIPTION	
				PROBABILITY	IMPACT		
R8	Operational	Low participation in the call for beneficiaries	Not enough applications are received for the selection of elders and young people to be part of the Intergenerational Solidarity Housing System (ISHS). Not enough elders' owned homes or youth demand of housing in the centre due to lack of capacity in fulfilling the applications.	4	4	A collaborative approach for the Call for applicants is foreseen in order to ensure the capacity and eligible content of technical and administrative requirements. Specific support service is planned in WP6 & WP7 for providing technical assistance to beneficiaries (especially elders).	
R9	Investment	(Public) procurement procedure	Lack of interest from architecture studios in participating in an innovative call-for-ideas.	2	1	The Official College of Architects of Madrid (COAM), a SHARE stakeholder, will curate the call. Their dissemination works will provide a great impact on architecture-channels. In addition, MUA will offer great prizes for the best proposals (30,000).	
R10	Investment	Ownership & location of the site	The closure of an educational facility is not a welcoming news. Citizens take to the street to show their disapproval.	2	2	LHC comes from a bottom-up movement (as stated in the Urban Agenda participative process). Furthermore, the building will continue to be a public facility, thus, for the benefit of the citizens.	
R11	Investment	Delivery of investments	Recent increases in raw material costs and new risk of shortage in some materials in the coming future are expected to have an impact on the costs. In addition, the significant inflow of European funding for NIEB investments foreseen for the next years will increase the demand of these works.	4	2	A follow-up of market trends in the construction and energy efficiency sectors is planned, as well as an ongoing liaison with suppliers and contractors for prospective assessment of price trends. Administrative clauses will include a price revision formula.	
R12	Investment	Obsolescence of technical solutions	The technology used in the project (smart-homes and wearables) becomes obsolete for its correct functioning in the project.	4	2	MUA will ensure that EU rules on green public procurement cover all ICT products and services. Administrative clauses will include lifespan extension formula (following Life GreenTic recommendations).	

The second matrix shows the evolution of the risks (December 2025).

N	CATEGORÍA	RIESGOS				MEDIDAS DE MITIGACIÓN
		DESCRIPCIÓN RIESGOS	EXPOSICIÓN			DESCRIPCIÓN
				probabilidad v2	impacto v2	
R2	Capacity	Project Partnership	Lack of commitment, financial weakness or little execution capacity may affect the project implementation, since the majority of PPs are involved in more than one WP, they have experience and knowledge in the local context. PPs are experienced in the assigned activities and previously with MUA	2	4	The participating PPs have demonstrated their technical and financial capacity, having worked on various projects with MUA, thus demonstrating their commitment. Monitoring and coordination between the PPs has been planned. In the event that a PP fails, other potential partners will have been identified in advance.
R3	Capacity	Financial flows	Delays in the execution of some critical tasks (investments) may cause delays in Financial Claims 2 & 3, affecting capacity execution of the partners. All investments and external services are carried out by the MUA and PP2 (public entities).	3	3	Fuenlabrada has not encountered any problems related to financial flows. The municipality will allocate 100% of the cost of the works and external services in the 2024 municipal budget. A specific group (D 2.5.1) has been created to streamline the processing of works contracts. Considering that it is estimated to reach 35% in January 2027 (FC1), the City Council has opened the door to meetings with the PPs to study the lack of liquidity, especially with UNED (PP7) because it is the key partner in the evaluation phase after 6 months, and Mesa por la Convivencia (PP8).
R5	Operational	Legal framework and regulations regarding innovation (local, national, EU level)	The public entities (PP1, PP2, PP3 & PP4) and academia (PP7) follow strict rules of procurement/grants for each expenditure bids and tenders, evaluation, selection committee, etc. These procedures can be delayed over time, delaying project implementation.	5	5	Municipal building permits have been reviewed and their future use has been verified. The ideas competition and construction procedures will be shared with the Official Association of Architects of Madrid (COAM) as an interested party. The City Council has presented an updated schedule (25.05.26) with a series of demanding milestones that will allow the San Esteban project to be completed on time: the architectural firm will shorten its deadlines for drafting the PB and PE; and, in addition, the drafting of the tender for the work will be planned in advance to reduce the deadline to two months. The City Council has proposed the six-month extension internally and to the EUL.
R6	Operational	Delays in the delivery of project activities	Delays in the execution of deliverables and activities of some partners may affect the execution of other connected activities impacting the whole project implementation.	5	5	A detailed definition of a PM and monitoring model will be developed with quarterly meetings (Steering Committee). PP1 (Fuenlabrada City Council) will use its own tools to ensure a continuous flow of information between the PPs on mitigation planning, main tasks carried out, milestones achieved and other critical elements. Every six months, at coordination meetings, the partners will review and replan the development of activities in order to update the schedule.

N	CATEGORÍA	RIESGOS				MEDIDAS DE MITIGACIÓN
		DESCRIPCIÓN RIESGOS	EXPOSICIÓN			DESCRIPCIÓN
				probabilidad v2	impacto v2	
R7	Operational	Participatory approach	Low demand from elderly and young people in participating in the project and engagement and empowering activities.	4	4	"A broad dissemination and awareness campaign will be carried out, targeting the identified target groups (A 5.2). PP8, Mesa por la convivencia (Living together Board), is a local associative network that brings together more than 30 civil groups to promote participation and empowerment. On 25 May 2019, the City Council, with the mayor as its main representative, gave a presentation on the project to the public in the Assembly Hall, raising widespread awareness of the project. In addition, after the summer, a call for applications from older people is expected to be launched, which will generate real interest among the target audience as a reason for its implementation. On 1 December 2025, a strategic meeting was held to address the low participation of young people between the ages of 25 and 35. As concluded at the meeting, it was agreed that all activities aimed at this group would be developed once the beneficiaries had been selected, probably from January 2027 (this date is provisional).
R8	Operational	Low participation in the call for beneficiaries	Not enough applications are received for the selection of elders and young people to be part of the Intergenerational Solidarity Housing System (ISHS). Not enough elders' owned homes or youth demand of housing in the centre due to lack of capacity in fulfilling the applications.	4	4	A collaborative approach is planned for the call for applications to ensure the capacity and eligibility of the technical and administrative requirements. Specific support services are planned for work Packages 6 and 7 to provide technical assistance to beneficiaries, particularly elderly people.
R11	Investment	Delivery of investments	Recent increases in raw material costs and new risk of shortage in some materials in the coming future are expected to have an impact on the costs. In addition, the significant inflow of European funding for NEB investments foreseen for the next years will increase the demand of these works.	2	2	Market trends in the construction and energy efficiency sectors will be monitored, and liaison with suppliers and contractors will be ongoing to enable the prospective assessment of price developments. The administrative clauses will include a price revision formula. According to the National Construction Confederation's report (2024), prices are expected to remain stable from 2024 onwards. This will enable prices to be adjusted to avoid unexpected cost overruns at the last minute. Link to the article: https://apco.su/80zhP
R12	Investment	Obsolescence of technical solutions	The technology used in the project (smart-homes and wearables) becomes obsolete for its correct functioning in the project.	4	2	The MUA will ensure that EU procurement rules cover all ICT products and services. The administrative clauses will include the formula for extending the useful life (Life GreenTic recommendations). The City Council has a supply contract whereby the requested sensors are updated periodically.

		RIESGOS			MEDIDAS DE MITIGACIÓN
N	CATEGORÍA	DESCRIPCIÓN RIESGOS	EXPOSICIÓN		DESCRIPCIÓN
R13	Operational	Delays in the execution of activities	The winning design for the future retirement home does not comply with universal accessibility regulations, and no firm agreement has been reached between the architectural firm and the partners involved (PP5 - MATIA).	5	4
					On 21 May 2025, an agreement was reached between the architectural firm and PP5-MATIA, with Fuenlabrada City Council acting as an intermediary during the proceedings. This will allow a solution to be found that satisfies everyone. Work on the architectural design has continued over the last six months. Thanks to the City Council's greater involvement during the collaborative work process, an agreement has been reached between the three parties involved. Work is currently underway to define the common areas, facilities, and infrastructure in order to progress towards the approval of the PE.

4.4 Funding and Resourcing

The main funding resource for the actions is the SHARE Project.

Fuenlabrada's participation in the Cities 4 Co-housing Transfer Network was driven by a clear objective: to explore and transfer the best practices developed within the CALICO project.

Following an in-depth process of study, analysis, and discussion of the CALICO model, Fuenlabrada's ULG focused on assessing which of CALICO's core best practices could be realistically and effectively transferred to the local context and integrated into Fuenlabrada's model under the SHARE Project. This assessment took into account local needs, institutional capacities, regulatory frameworks, and the strategic priorities of the municipality.

The final step consisted of identifying specific actions capable of contributing to the objectives of the SHARE Project and eligible for co-funding. These actions were selected on the basis of their consistency, coherence, and strong alignment with SHARE's values, principles, and expected deliverables, ensuring both feasibility and long-term impact.

Taking the advantage of the flexibility of the European Urban Initiative funding as well as once we defined the actions, most of them will be co-funded under the SHARE Project since those actions truly contribute to the objective of the Project.

5. IP Section: Evaluation and Monitoring

5.1 Cross Cutting Issues

In terms of **gender equality**, a gender perspective will be systematically integrated through the following actions:

- Defining a voluntary time-banking scheme proposed by the Municipality to stakeholders and the ULG. In parallel, gender balance will be ensured in stakeholder consultation meetings, as well as in the participation of young and elderly people involved in the process.
- Designing common spaces through participatory processes that actively involve both women and men, ensuring balanced representation within the ULG, the Youth Council, the Elderly Councils, and all consultation meetings.

These measures aim to promote equal opportunities, inclusive decision-making, and fair representation throughout the design and implementation of the actions.

With regard to **digital inclusion**, given that the SHARE Project focuses on elderly people, the following measures will be ensured during the implementation of the actions:

- Meetings will be held in person in order to facilitate the participation of elderly people and to avoid potential barriers or reduced engagement related to the use of digital tools.

Additionally, for the action focusing on the contract model, the following measures will be taken to ensure full participation:

- All relevant materials will be provided in paper format to ensure accessibility for participants who are less familiar with digital tools.
- The law firm will actively participate in these sessions, ensuring that legal guidance is accessible to all and no one is excluded due to digital limitations.

Finally, the key aspects that ensure the **sustainability** of the actions are:

- Commitment to the “Do No Significant Harm” principle: The Municipality applies this principle to all actions it develops, ensuring that environmental, social, and economic impacts are carefully considered and mitigated across the project.
- Sustainable design of the SHARE Building: The building was conceived in line with the New European Bauhaus (NEB) criteria. Consequently, common spaces are designed and will be used according to sustainable principles, including energy efficiency, resource optimization, and environmental friendliness.

These measures are designed to promote sustainable development, inclusivity, minimize digital exclusion, and ensure that all stakeholders, including elderly participants and professional partners, can fully contribute.

5.2 Indicators

Progress towards the intended change will be monitored through a set of indicators linked to each action. Summative indicators will be used to measure the overall results and impact of a project once its activities have been completed. They provide a final assessment of whether the objectives have been achieved by comparing the baseline situation with the final outcomes. These indicators include output indicators, which track the implementation of activities (e.g. number of meetings).

Data will be collected through project reports, attendance lists and municipal records. The project coordination team will review the indicators on a regular basis to assess progress and, if necessary, adapt the implementation of the actions.

Action	Indicator	Measurement Method	Baseline	Target	Frequency
Action 1. Determine the amount of voluntary banking time young people will spend on the SHARE Project.	Nº of people who participate (gender disaggregation)	Attendance list	6	10	After each meeting
	Nº of meetings with stakeholders	Attendance list	0	3	After each meeting
	Nº of hours determined for the voluntary banking time	Project reports	0	1000	At the end of the action
Action 2. Co-define the use of common spaces	Nº of people who participate in the meeting (gender disaggregation)	Attendance list	3	10	After each meeting
	Nº of people who participate in online forms	Online forms (Teams/google forms)	0	20	quarterly

	Nº of people who agree with the intergenerational use of common spaces.	Online forms (Teams/google forms)	0	20	quarterly
	Nº of people who disagree with the intergenerational use of common spaces	Online forms (Teams/google forms)	0	0	quarterly
Action 3. Create and assess the attractiveness of the legal model among the elderly	Nº of meetings	Attendance list	0	3	After each meeting
	Nº of elderly people involved (gender disaggregation)	Attendance list	3	15	After each meeting
	Nº of contract updates based on the elderly's questions or requests.	Project reports	0	0	At the end of the action
Action 4. Co-design of the common areas of the SHARE building between potential participants and the architecture studio.	Nº of people who participate (gender disaggregation)	Attendance list	3	10	After each meeting
	Nº of proposals made.	Project reports	2	6	After each meeting
	Nº of proposals implemented in the execution project.	Project reports	2	6	At the end of the action

5.3 Monitoring

Monitoring and evaluation will be carried out throughout the implementation of the Investment Plan, implementation and coordination are tasks of the European Projects Department.

Monitoring activities will take place on a regular basis, mainly after each stakeholder meeting, in order to review the progress of actions and assess whether the planned activities are effectively reaching the target groups. Additionally, periodic reviews will allow the project team to assess the progress of actions and identify any potential delays or challenges.

Particular attention will be paid to the effectiveness of communication and dissemination strategies, and adjustments will be introduced when necessary to improve or expand communication tools and channels in order to reach a wider audience. The evaluation process will rely on the analysis of the defined indicators, comparing baseline values with the results achieved. This continuous monitoring and evaluation framework will support adaptive management, facilitate informed decision-making, and ensure that the actions remain aligned with the objectives of the Investment Plan.

In terms of data collection methods:

Data will be collected through progress reports, an indicators tracking table, attendance lists, and online forms. When relevant, feedback or meeting records will be used.

In terms of indicators:

The monitoring system will rely on the indicators defined in the Investment Plan. Baseline values will be compared with the results achieved in order to measure progress and evaluate the effectiveness of the actions implemented.

In terms of stakeholders involvement:

Members of the ULG and other relevant stakeholders will be involved in the monitoring process by providing feedback and contributing to the assessment of the actions.

Regarding adaptive management and reporting:

The results of the monitoring and evaluation process will support informed decision-making and adaptive management. When necessary, corrective measures will be introduced to improve the implementation of the actions and strengthen their impact, as mentioned for communication actions.

At the end of the implementation period, a final evaluation report will be prepared by the European Projects Department. This document will provide a comprehensive assessment of the actions carried out and the results achieved throughout the Investment Plan. The report will analyse the performance of the defined indicators, comparing baseline values with the final outcomes, and will evaluate the overall effectiveness, impact, and sustainability of the implemented actions. In addition, it will identify lessons learned, good practices, and potential areas for improvement. The final evaluation report will serve as a reference for future policy development, transferability and will support the dissemination of the results among relevant stakeholders and the wider community.