

Executive summary

GREEN PROCUREMENT AND CONTRACTING PROGRAMME OF THE BASQUE COUNTRY 2030



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01.

THE STRATEGIC ROLE OF PROCUREMENT AND CONTRACT AWARDING

It has been more than twenty years since the nations of the world realised that unsustainable production and consumption patterns were among the main causes of environmental degradation and social injustice.

Aware of the significant impact of governments on consumption, and their potential to influence the market and public opinion, in

2002, the countries committed to *“Promote public procurement policies that encourage the creation and dissemination of goods and services that do not damage the environment”*.

Since that time, subsequent undertakings have made it possible to harness the power of public sector procurement for strategic purposes.

PROCUREMENT IS A CROSS-CUTTING INSTRUMENT

For achieving other policy goals, such as the fight against climate change, efficient use of natural resources, development of small and medium-sized companies and eco-innovation.

By including environmental, social and economic aspects throughout the lifecycle of products, works and services, it is having both a direct and indirect impact on the transformation of the economy and the achievement of the different Sustainable Development Objectives.

IMAGE 1.
Potential contribution of sustainable procurement to the SDG



However, public entities are not the only organisations with purchasing power and the ability to drive the market. The business sector also has tremendous capacity to transform the economy and change consumption models, both directly and through its value chain. This is acknowledged in the European Green Pact,

whose purpose is to steer industry towards a clean, circular economy.

All this is contingent on the existence of global commitment and coordinated work to maximise the impact of strategic public and private procurement.



02. THE TRAJECTORY OF GREEN PROCUREMENT IN THE BASQUE COUNTRY



The Basque Country has always been a leading European territory in the transition toward sustainable economic and social development.

The region's long history in the realm of green procurement can be divided into three stages:

**FROM
2002 TO
2007**

SETTING THE STAGE FOR DRIVING ENVIRONMENTALLY SUSTAINABLE PUBLIC PROCUREMENT

The mission of the Basque Sustainable Development Environmental Strategy (2002-2020) was to "Promote a public procurement policy that introduces ecological criteria". To achieve this, Ithobe set about preparing resources and undertaking differentiated work with the Basque administrations and business sector.

**FROM
2008 TO
2014**

THE COMMITMENT BECOMES CONSOLIDATED IN THE BASQUE GOVERNMENT

Green public procurement becomes a line of action in the successive Basque Country Environmental Framework Programmes.

Two crucial documents were approved during this stage:

- The Agreement of the Governing Council of 2008 on the incorporation of social, environment and other public policy criteria in procurement of the Government of the Autonomous Region and its public sector.
- The first Green Public Procurement Programme 2011-2014.

**FROM
2015 TO
2020**

GREEN PROCUREMENT IS STRENGTHENED THROUGHOUT THE BASQUE PUBLIC SECTOR

The most recent stage has seen a qualitative leap in terms of the strategic use of public procurement. Several factors contribute to this:

- The European Public Procurement Directives of 2014 and their transposition to state law in Law 9/2017 on Public Sector Contracts create a suitable legislative framework.
- In the Basque Country, green public procurement is an instrument that supports the vast majority of sustainable development policies and strategies. The Basque Country's second green public procurement programme was approved in 2016.

03. A NEW PROGRAMME FOR THE BASQUE COUNTRY



With a 2030 horizon, and considering the trajectory, and the current political and economic context and challenges, a new stage of green procurement has begun in the Basque Country, focused on:

- Overseeing the coherence of Basque economic and environmental policies, contributing to the three priority areas for the coming decade: circular economy, climate change, and nature and biodiversity.
- Consolidating the systematic implementation of green procurement in Basque public entities.
- Mobilising the Basque business sector to use the procurement procedure to offer sustainable solutions and improve environmental performance and competitiveness.

During this stage, as well as continuing with previous efforts, the intention is to make a qualitative leap by encompassing both the Basque public and private sectors.

3.1. INTERACTIVE PREPARATION PROCESS

The 2030 Green Procurement Programme of the Basque Country has been developed jointly by the regional Department of Economic Development, Sustainability and Environment and the Department of Economics of Finance.

Several types of institutions and agents have contributed to the report, including departments and publicly-owned companies of the Basque Government, provincial councils and local bodies active in green procurement, as well as Basque companies. In total, more than 350 agents with differing levels of involvement.

Participation is a hallmark of the Basque green procurement policy and, as such, it has been integrated naturally in all phases of the Programme drafting process. As a result, the interactive drafting process is as follows:

OUTLINE OF PARTICIPATORY PROGRAMME DEVELOPMENT

PARTICIPATION	SHARED LEADERSHIP Department of Economic Development, Sustainability and Environment and the Department of Economics of Finance of the Basque Government				
	COORDINATION AND WORK MEETINGS between the Heritage and Procurement Department and Ihobe				
TECHNICAL RULES	ANALYSIS May-July 2020		STRATEGIC PLANNING From July 2020 to July 2021		
	STATE OF THE ART		STRATEGIC VISION	LINES OF ACTION	ACTIONS AND MONITORING
	<p style="text-align: center;">STRATEGIC ELEMENTS</p> <p>What progress are we seeing at the European and international levels?</p>	<p style="text-align: center;">STRATEGIC CHALLENGES</p> <p>Where are we now and what challenges must we overcome to make progress?</p>	<p style="text-align: center;">VISION PRINCIPLES AND OBJECTIVES</p> <p>What is the Basque Country's ambition in this transition? What kind of strategic vision are we proposing for 2030?</p>	<p style="text-align: center;">LINES OF ACTION</p> <p>What actions must be put in motion to achieve the objectives and overcome the challenges identified?</p>	<p style="text-align: center;">ACTION PLAN 2025</p> <p>What are the specific actions to implement? How do we measure progress and the results obtained?</p>
PARTICIPATION	<p style="text-align: center;">SEVEN INTERVIEWS</p> <p>with benchmark European organisations</p>	<p style="text-align: center;">THREE WORKSHOPS</p> <p>with the main Basque Government agencies</p>	<p>FOUR PRESENTATION SESSIONS AND ANALYSIS QUESTIONNAIRES (from May to July 2021)</p> <p>with the main Basque Government agencies IREKIA: www.irekia.eus</p>		

In accordance with this overview, the interactive preparation process of the Basque Green Procurement Programme 2030 consists of the following interactive actions:

- Interdepartmental coordination and work meetings.
- Seven in-depth interviews with benchmark European personal.
- Three workshops with key Basque green procurement agents.
- Four sessions to present the draft programme and analytical questionnaires with Basque agents.
- Socialisation of the draft programme on the Irekia website.



04. STRATEGIC PLANNING TO 2030

4.1. STRATEGIC VISION

To use the purchasing potential of the Basque public and private sector in an excellent way and in coordination with the market for a sustainable social and economic development, while optimising the protection of the environment, business competitiveness and the welfare of the people in the Basque Country.

4.2. PRINCIPLES

The principles guiding the deployment of the programme are:

- **Coherence**
- **Transparency**
- **Joint responsibility**
- **Cooperation**
- **Efficiency and innovation**
- **Awareness raising and professionalisation**

4.3. CHALLENGES

To achieve the vision proposed, and with the intention of strengthening its strategic role, the programme must deal with five challenges:

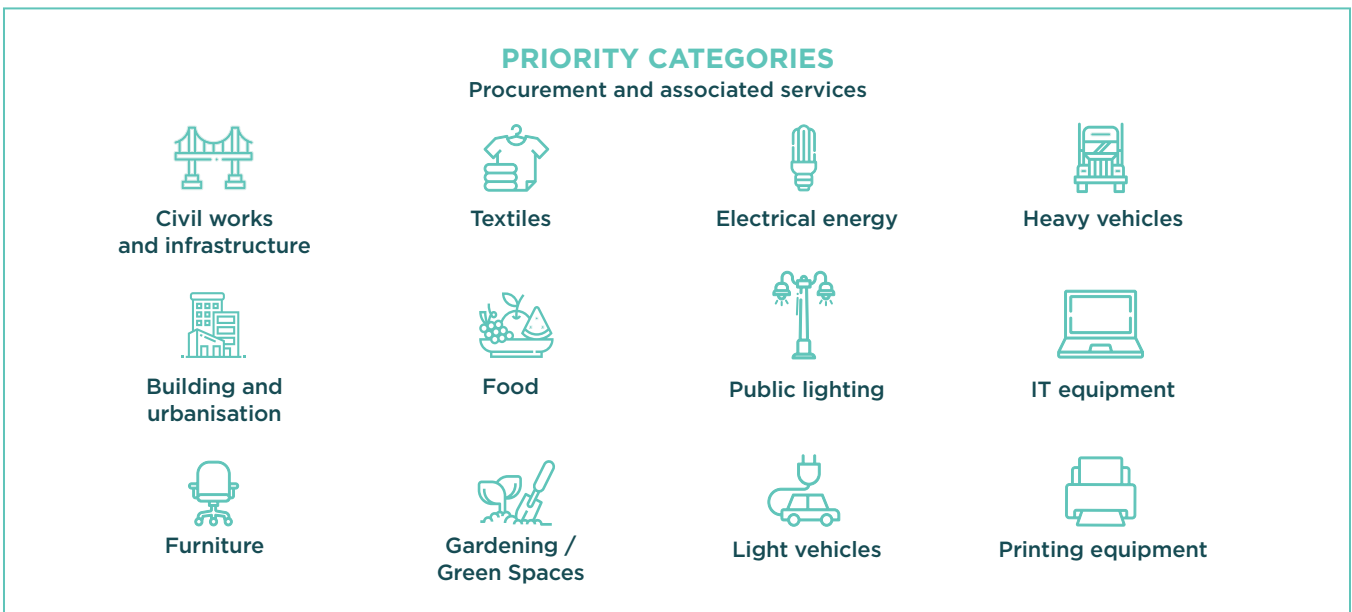
- Anchoring green procurement in a solid legal framework and ensuring support for the Basque Country's priority environmental and economic policies and objectives.
- Consolidate green procurement throughout the Basque public sector, converting it into a structural element for innovation in organisations.
- Implement green procurement in the Basque private sector because of its potential to drive the market through its value chains.
- Develop the green market with a high-quality, competitive and ready Basque offer, paying special attention to SMEs.
- Improve systems for monitoring and visualising impacts and benefits of green procurement in the Basque Country.

4.4. OBJECTIVES AND EXPECTED RESULTS

The programme established **four objectives** to achieve in the medium and long term:

STRATEGIC OBJECTIVES	OBJECTIVE 2025	OBJECTIVE 2030
Number of public entities signed up to the Programme	75	150
Number of private entities adhered to the Programme (purchasing bodies)	20	50
Sustainable Development Goal: indicator 12.7.1 (and 4.6 regarding green procurement)	4.0	4.2
Percentage of green procurement in the categories prioritised in the programme (and in procurement overall)*	55 % (40 %)	75 % (60 %)

* The categories prioritised in the programme are:



By achieving the objectives proposed, the following **results** are expected:

EXPECTED RESULTS:	OBJECTIVE 2025	OBJECTIVE 2030
Percentage reduction in carbon emissions associated with the purchase and use of green products, works and services	16 %	26 %
Percentage of electricity supply from renewable sources in the participating public entities	70 %	100 %
Percentage of recyclable or reusable packaging included in a relevant way in the tenders of member public entities	50 %	100 %
Percentage of waste (Tn) from construction sites destined for revaluation	80 %	95 %

4.5. AREAS AND LINES OF ACTION

The Basque Country Green Procurement and Contracting Programme 2030 is based on **five areas of action**, from which **ten lines of action** are derived.

VISION 2030



5 AREAS OF ACTION 2030

1. Consolidating green procurement as an essential tool for the deployment of Basque policies.
2. Secure greater commitment from the public and private sector.
3. Convert green purchasing and procurement into a structural and innovative element in organisations.
4. Foster the formation of a suitable market, of high quality and prepared.
5. Give visibility to the advances, achievements, and benefits of green procurement.

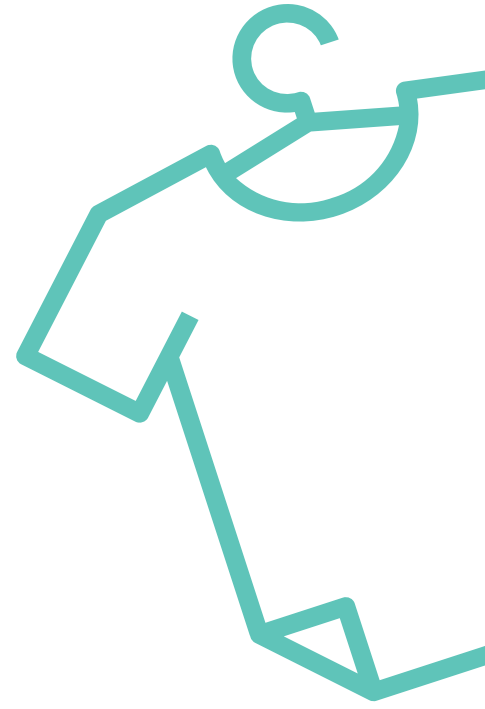


10 LINES OF ACTION TO 2030

- L.1. **Strengthen the role of green procurement** as an operational tool in the political and legal framework of the entire Basque public sector.
 - L.2. **Ensure that green purchasing is aligned with environmental in economic priorities in the Basque Country.**
 - L.3. **Achieve the participation of the entire Basque public sector.**
 - L.4. **Raise awareness and mobilise Basque companies.**
 - L.5. **Provide resources for a systematic and strategic implementation.**
 - L.6. **Professionalise procurement** in all staff involved.
 - L.7. **Encourage dialogue and collaboration with the market** to find more innovative, sustainable and competitive solutions.
 - L.8. **Train suppliers**, particularly SME, to meet the procurers' environmental demands.
 - L.9. **Measure implementation and estimate the benefits** of environmentally sustainable procurement.
 - L.10. **Communicate and promote Basque progress and achievements** internally, in Europe and internationally.
-

05.

DEPLOYMENT: ACTION PLAN 2021-2025



The 2030 Basque Green Procurement Programme will be deployed by means of **two fifteen-year Action Plans**, that sets out the medium to long-term actions to achieve the objectives defined.

The first, the 2025 Action Plan covers the period between approval of the Programme to 2025.

Once complete, the degree to which the plan has been implemented and its objectives achieved. These outcomes will be the basis for the 2026-2030 Action Plan. This will be an opportunity to update and tailor new actions to the situation and the results within the Programme framework.

The 2025 Action Plan is made up of **21 actions**.

Area 1

Consolidate green procurement and contracting as an essential tool for the deployment of green policies in the Basque Country

LINE OF ACTION 1:

STRENGTHEN THE ROLE OF GREEN PROCUREMENT AS AN OPERATIONAL TOOL IN THE POLITICAL AND LEGAL FRAMEWORK OF THE ENTIRE BASQUE PUBLIC SECTOR

1. Draw up an Instruction for the incorporation of environmental clauses in contracts with the Administration of the Autonomous Region and its public sector.
2. Include green purchasing in major new regulations and policies in the Basque Region.

LINE OF ACTION 2:

ENSURE THAT GREEN PURCHASING IS ALIGNED WITH ENVIRONMENTAL AND ECONOMIC PRIORITIES IN THE BASQUE COUNTRY

3. Review green purchasing criteria and update them every three years to align them with Basque priorities.
4. Ensure that green purchasing resources strengthen the priorities of sustainable development in the Basque Country.

Area 2

Make progress in the commitment of the public and private sector

LINE OF ACTION 3:

ACHIEVE THE PARTICIPATION OF THE ENTIRE BASQUE PUBLIC SECTOR

5. Create work groups according to the profile of the administrations, to speed up the incorporation of environmental criteria in tender processes using the main Udalsarea2030 network.
6. Create a work group to ensure the incorporation of secondary material in works, according to the uses and qualities defined in the 2030 Basque Waste Prevention and Management Plan.

LINE OF ACTION 4:

RAISE AWARENESS AND MOBILISE BASQUE COMPANIES

7. Define a specific strategy/programme for green purchasing and procurement in the Basque business sector, encouraging the inclusion of environmental criteria in purchases made by Basque companies.
-

Area 3

Convert green purchasing and procurement into a structural and innovative element in organisations

LINE OF ACTION 5:

PROVIDE RESOURCES FOR A SYSTEMATIC AND STRATEGIC IMPLEMENTATION

8. Strengthen the personalised support or advice service for greening of tender processes.
9. Create and/or adapt tools and technical resources for green purchasing and procurement.
10. Launch pilot initiatives in weak green purchasing areas that focus on priority areas, such as, for example, life cycle costs and purchases of innovation.

LINE OF ACTION 6:

PROFESSIONALISE PROCUREMENT IN ALL STAFF INVOLVED

11. Establish a stable line of training in green public procurement for the Basque public sector through the IVAP, among others.
12. Develop materials for onboarding manuals for recruits involved in the strategic role and obligation to consider environmental criteria in their actions.

Area 4

Have a suitable, high-quality, ready market

LINE OF ACTION 7:

ENCOURAGE DIALOGUE AND COLLABORATION WITH THE MARKET TO FIND MORE INNOVATIVE, SUSTAINABLE AND COMPETITIVE SOLUTIONS

13. Establish channels of dialogue between procuring entities (public and private) and supplier entities, focusing on priority product groups and areas to present needs, publicise existing solutions and maximise results, including through preliminary market consultations and partnerships for innovation.
14. Ensure participation by suppliers in the development of new tools and resources.

LINE OF ACTION 8:

TRAIN SUPPLIERS, PARTICULARLY SME, TO MEET THE PROCURERS' ENVIRONMENTAL DEMANDS

15. Integrating green procurement in the SME Circular programme.
 16. Hold training sessions for suppliers on how to include environmental variable in their goods and services and bid preparation.
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Area 5

Give visibility to the advances, achievements and benefits of green procurement

LINE OF ACTION 9:

MEASURE IMPLEMENTATION AND ESTIMATE THE BENEFITS OF ENVIRONMENTALLY SUSTAINABLE PROCUREMENT

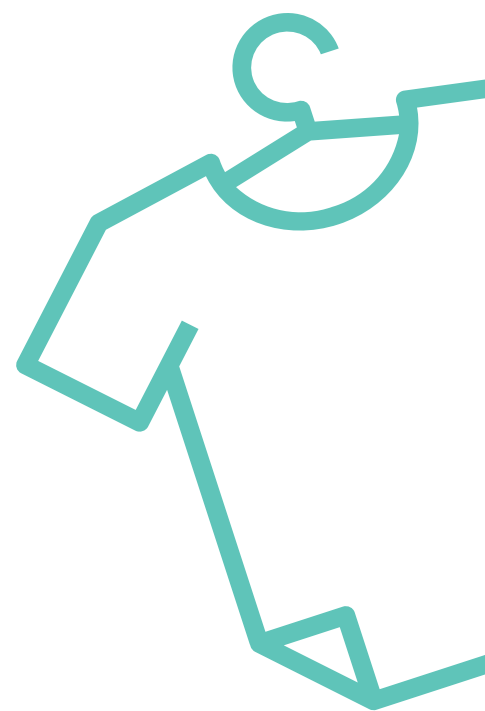
17. Define the system for measuring the benefits/results to be able to identify the advantages of green public procurement.
18. Integrate aspects that make it possible to calculate the environmental benefits into the available green procurement criteria.

LINE OF ACTION 10:

COMMUNICATE AND PROMOTE BASQUE PROGRESS AND ACHIEVEMENTS INTERNALLY, IN EUROPE AND INTERNATIONALLY

19. Disseminate good practices and examples of green purchasing specifications among the Basque public sector through biannual newsletters and news on the subject.
20. Achieve more participation in the United Nations' "Programme on Sustainable Public Procurement" Programmes and Iclei "Procura+" in the Basque Country.
21. Celebrate an annual forum on public procurement to acknowledge and share experiences and accelerate the incorporation of environmental criteria in procurement.

06. GOVERNANCE AND MANAGEMENT



6.1. GOVERNANCE

The 2030 Green Procurement Programme of the Basque Country is managed jointly by the regional Economic Development, Sustainability and Environment Department and the Department of Economics of Finance.

At the same time, and to ensure the active participation and involvement of all the agents involved and the achievement of the programme objectives, it defines a cross-cutting, interactive model of governance.

CROSS-CUTTING, INTERACTIVE MODEL OF GOVERNANCE

TECHNICAL SECRETARIAT

This project is led by the Department of Economic Development, Sustainability and Environment through the publicly-owned company Ihobe.

Main functions: invigoration of the different governance groups and supervision of the practical carrying out of the programme.

INTER- INSTITUTIONAL MONITORING COMMITTEE

It will be chaired by the Department of Economic Development, Sustainability and the Environment and by the Department of Economy and Finance, and will include all levels of Basque administration, Basque Government departments, provincial councils and local councils, as commitments to the Programme materialise.

Main functions: deployment and monitoring of the degree of implementation of the Programme and identification of improvement measures to achieve the established objectives.

GROUPS OF ENTITIES IN ACTION

These will be made up of all entities committed to the Basque Country Green Procurement and Contracting Programme 2030 and its objectives.

Main functions: strategic use of purchasing and contracting and systematic implementation.

6.2. FINANCIAL RESOURCES

The budgetary needs of the Basque Country Green Purchasing and Contracting Programme 2030 are adjusted to the current economic context, seeking to achieve the planned objectives and also to give continuity to the

actions that have been carried out and which must be maintained.

The estimated operating budget is as follows:

BUDGET PER AREA OF ACTION

Area	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	TOTAL	%
Area 1	16,000	14,000	19,250	19,250	19,250	16,500	15,400	14,300	13,200	16,500	163,650	10.3%
Area 2	50,000	43,750	35,000	35,000	31,500	27,000	25,200	23,400	21,600	27,000	319,450	20.1%
Area 3	44,000	38,500	52,500	52,500	47,250	31,500	36,400	31,200	26,400	27,000	387,250	24.4%
Area 4	40,000	35,000	43,750	43,750	43,750	45,000	42,000	39,000	36,000	45,000	413,250	26.0%
Area 5	50,000	43,750	24,500	24,500	33,250	30,000	21,000	22,100	22,800	34,500	297,650	19.3%
TOTAL	200,000	175,000	175,000	175,000	175,000	150,000	140,000	130,000	120,000	150,000	1,590,000	
%	12.6 %	11.0 %	11.0 %	11.0 %	11.0 %	9.4 %	8.8 %	8.2 %	7.5 %	9.4 %		

The resources required are based on the 2021 framework budget associated with the Vice-Ministry of Environmental Sustainability of the Basque Government's Department of Economic Development, Sustainability and Environment.

A budget requirement of 57 % of the total is foreseen for the first 2021-2025 Action Plan. For the second Action Plan, which will start in 2026, a reduction in budgetary needs is anticipated, reaching 43 % of the total budget.

6.3. MONITORING AND ASSESSMENT

The Programme incorporates a procedure and concrete actions to assess the degree of progress and the achievement of the established objectives.

– **Annual monitoring report:** this will take place at the beginning of each year and will include the degree of progress of the actions foreseen in the five-year Action Plan, the progress in the achievement of the key strategic objectives and recommendations for the annual work plan.

– **Annual summary report on the progress of the Programme's main indicators:** this will be drawn up and published each year, with the results of the indicators measuring the degree of compliance with the Programme.

– **Action Plan evaluation report:** to be produced at the end of the last year of each five-year Action Plan; it will include the progress made with the indicators of the Programme's scorecard, as well as reflections and recommendations for the definition of the next Action Plan and/or the new programme to replace the current one.