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1. Introduction

This document covers the deliverable D2.4 of the COOPENERGY project for the Basque Country.

2. COOPENERGY

The main goal of COOPENERGY is to foster the development of collaboration models in sustainable energy planning between the regional and local public authorities to lead the transition towards low carbon communities and regions.

COOPENERGY aims to mobilize eight (8) regional public authorities to work hand in hand with the local authorities and demonstrate their collaboration by developing Multi-Level Governance (MLG) models that support the creation of mutually beneficial Sustainable Energy Action Plans (SEAP) at regional and local levels and the development of joint actions in energy planning for the successful implementation of SEAPs.

In complement to cooperation in strategic regional energy planning, three (3) **themes of collaboration** were identified as key cross-cutting pillars for the successful definition and implementation of the MLG models. COOPENERGY will focus on these collaboration themes:

- **Financial instruments**
- **Modelling, planning and monitoring tools for decision making**
- **Awareness raising and stakeholder involvement instruments**

3. Overall context in sustainable energy planning

Achieving sustainable energy solutions often requires the development of a number of interrelated measures such as a change in land use, sharing of sustainable energy resources or development of new financial models. Therefore, successful implementation will require coherent and concerted energy planning to bring all the differing strands together at regional and municipality levels. This could include additional support for the development of:

- infrastructure planning at a spatial and network level (covering more than one public authority or region) such as renewable energy networks
- cross boundary renewable energy resource supply chains e.g. wood fuel biomass
- natural resource use planning and conflict management
- comprehensive monitoring of energy use and GHG emissions at regional and local levels to inform development of local SEAPs and business cases
- development of innovative financial mechanisms supporting local actions



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Successful implementation is further complicated by the fact that regional SEAPs are often part of a wider plan or strategy involving a greater number of stakeholders, and a longer plan development time. It is therefore imperative at the outset to develop a firm multi-level governance basis for action.

4. Main purpose

Each regional partner will perform an **analysis of the situation in its region** with regards to the implementation of MLG models in **sustainable energy planning** and provide recommendations for further improvements to the planning processes.

It will:

- Analyse if the local and regional needs are addressed in the regional SEAP by interviewing the regional authority and a number of municipalities (at least 3 per region).
- Identify areas of potential conflict for each stakeholder and propose a mapping of inconsistencies.
- Identify the drivers to provide a comprehensive business case for the definition of ambitious regional SEAPs.
- Assess if the financial instruments are planned and approved.
- Provide recommendations for improving the regional SEAP in terms of methodology for its revision as well as priority areas.

The report of the review analysis will be discussed with the regional authorities and serve as basis for COOPENERGY activities.

5. Regional situation in energy planning

5.1 General information

➤ Energy planning responsibilities at regional level

Please indicate the areas of responsibilities of your regional government in relation with energy. Please indicate (YES/NO). If YES please describe.

- Public buildings (schools,..): YES. Most public buildings in the sectors of health and education (possibly the public building sectors with highest energy consumption) belong to the regional government. However, the primary education schools are normally managed by the municipalities. There are also different types of administrative buildings in the region that belong to the national, regional and local administrations. The regional government also manages other public buildings such as museums, regional police. Sport centres generally depend on the local administrations, and social services and public lighting on the local or the provincial administrations.
- Public transport: YES. Public transport is generally managed by consortiums where different administrative levels are involved. As an example, Metro de Bilbao is owned by a consortium that is owned by the Basque Government (50%), the provincial government (25%) and the connected municipalities (25%). There are local bus companies owned by the biggest cities in the region and other owned by the provincial governments with a provincial range (Bizkaibus, Lurraldebus), which are managed by private companies.
- Energy network infrastructures (planning, operation,.): NO. Gas and electricity networks can be classified as transport networks and distribution networks. The planning of the transport networks is carried out by the Spanish government, taking into account local and regional needs through a consultative process. The transport networks are managed by national-level companies, private but highly regulated quasi-monopolies. Distribution networks are owned by private distribution companies.
- Local energy production (planning, authorisation, operation,..): NO. Energy production in Spain was liberalised more than a decade ago, and any new entrant is free to set a new plant within certain environmental and administrative rules. In some cases the Basque Government has acted as a “private” promoter of specific projects under this liberalised framework.

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- Energy and GHG monitoring: YES. The regional government monitors energy use and GHG emissions through the public bodies Ente Vasco de la Energía and Ihobe.
- Land use and spatial planning: YES, but limited. Land use and spatial planning depend mainly on the local authorities, under certain rules determined by the regional authority (spatial planning directives) and under the regional and national law.

➤ **Regional SEAP and Covenant of Mayors**

What is the name of the “regional SEAP”?

- Estrategia Energética de Euskadi 2020 or Energy Strategy for the Basque Country 2020.

When was it established?

- It was approved by the Basque Government in November 2011.

Does it need to be revised, if yes when?

- The evolution of the indicators of energy use show a landscape that is very different to what was foreseen in the approved Plan. For this reason, the objective is to revise the SEAP along 2014.

Are there any Covenant Of Mayors coordinating structures in your region?

- DG TREN publicly recognised EVE by the agreement signed in Brussels in February 2009, as a Covenant Coordinator for the Basque Country. In relation to this appointment, EVE is committed to promote membership to the Covenant in the Basque Country, to provide support and coordination to partner municipalities, to provide technical assistance to the municipalities with lack of necessary resources to prepare a SEAP, to analyse and approve the SEAPs as to contribute to the established goals, to support the municipalities in the development of awareness actions and to report regularly to the Commission. A dedicated team composed by 3 full-time people is working in EVE in the Covenant Coordination tasks and other activities with the municipalities. EVE is supporting technically these municipalities in the steps towards the approval of the SEAP, in the selection of a consultancy company and setting the criteria for the preparation of the SEAP. Additionally, EVE is assisting municipalities in the implementation phase, where projects have to be identified and search for financial resources to carry them out.

How many CoM signatories are present in your region?

- There are 251 municipalities in the Basque Country, with very different sizes and characteristics. To date, 18 municipalities among which are the three Basque

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capitals, have joint the Covenant of Mayors: 2 in 2008, 8 in 2010, 4 in 2011, 3 in 2012 and 1 in 2013. These municipalities are at different stages of the development of the SEAP. To date 13 SEAPs have being approved and 1 of them is waiting for the evaluation. As result, 50% of the Basque inhabitants are committed to the European Commission's objectives of 20-20-20.

	MUNICIPALITY	GHG Emissions reduction
1	Abanto-Zierbena	22%
2	Amezketza	21%
3	Amurrio	Undelivered
4	Areatza	%39
5	Balmaseda	%29
6	Basauri	%33
7	Bilbao	Not performed
8	Errenteria	Undelivered
9	Hondarribia	%20
10	Irun	%20
11	Mungia	Undelivered
12	Oñati	%23
13	Portugalete	%22
14	Donostia-San Sebastián	%20
15	Tolosa	%24
16	Usurbil	%20
17	Vitoria-Gasteiz	%26
18	Muskiz	Undelivered

5.2 Cooperation between national and regional levels

- To what extent are National public authorities involved, support or can influence energy planning activities at regional and local levels? The National public authorities have great influence in the energy planning at the regional and local levels in the Basque Country because they establish most of the regulative body and an important part of the support schemes for renewable energy and CHP, and the rules under which the energy infrastructures should be built. In the case of renewable energy, the National authority determines the feed-in tariffs to be applied; in 2012 the feed-in tariff scheme was ruled out for new entrants and modified for existing ones.
- Are there any collaboration processes in place between the National and Regional levels that support the design and/or implementation of the regional and local SEAPs? There have been supporting grants for different types of projects which were administered by the regional authority under the framework of the Spanish E4 Energy Efficiency Strategy. The money for these schemes was coming from the electricity bill, and the destination was agreed between the national and the regional government under specific rules determined by the national government. These schemes have been ruled out in 2013.

5.3 Cooperation between regional and local levels

➤ Content of the regional SEAP

What are the 3 main sectors targeted by the “regional SEAP”?

- The three main sectors targeted by the regional SEAP are industry, transport and buildings; in the building sector there is a separate section focused on the public sector.

What is the level of recommendations/actions at regional level/joint actions between regional and local levels, proposed within the regional SEAP?

- The regional SEAP includes an action line dedicated to promote a more energy efficient and sustainable public administration with specific actions to improve the commitment of the Basque cities to sustainable energy. However, the regional SEAP is the regional government’s plan and there is no commitment for the local authorities to work in the direction set by the regional plan. The main points covered by the regional SEAP related with action at a local level are the following.
 - Promotion of improvements in municipal energy management through specific management plans for their facilities in large and medium-size towns, and the figure of the local energy manager to coordinate action in

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sustainable energy. Promotion of energy audits in municipal facilities to detect opportunities for cutting consumption and establish annual programmes for investing. Promotion of energy service companies.

- Commitment by local authorities in the Covenant of Mayors. The objective is to extend the municipal action to all energy consumers in the town, not only to municipal facilities.
- Promotion of the construction of public housing with low energy consumption criteria, with standards above the mandatory criteria in order to generate a pool of high energy grade dwellings for sale or rental.
- Promotion of district heating systems. The installation of centralised systems with individual control and low consumption will be promoted in new developments, incorporating district heating were possible.

Does the regional SEAP include an estimated budget for implementing the recommendations/actions?

- The total cost of the 10 years plan for all the administrations involved is 365 million euro. 60% of this figure will come from the Basque government.

Does the regional SEAP provide recommendations or measures for addressing interrelated measures such as a change in land use, sharing of sustainable energy resources or development of new financial models?

- No. These three issues are not addressed in the regional SEAP.

Does the regional SEAP provide recommendations for implementing joint sustainable energy planning tools between the regional and local levels (see COOPENERGY pillars)? If yes, please specify.

- Among the actions defined in the regional SEAP there are several that involve action at a local level, as it has been described before. As an example, one is the promotion of the CoM. The commitments included in the regional SEAP are defined as general objectives rather than specific interventions. These commitments are later settled into specific actions in the annual action plans.

➤ **Regional SEAP design and approval process:**

What was the process followed for designing the “regional SEAP”?

How was the regional public authority represented and involved?

- The regional Government is the final responsible and promoter of the regional SEAP; the regional energy agency EVE supported the regional Government in the task of writing the SEAP.

How were the local public authorities represented and involved?

- The local public authorities were invited to a round table where the main lines of the SEAP were discussed. The local public authorities were represented by the 3 provincial governments, the association of municipalities Eudel and the main cities in the region. They had the opportunity to provide their comments during the workshop and later by email.

Were other regional stakeholders represented and involved during the design process?

- Other stakeholders were selected to participate in different workshops because of their capacity to influence on the energy scene in the future or their interest in the sectors affected by the action plans: departments of the Basque Government, other regional public bodies, universities, enterprise and professional associations, industry clusters, ecologist groups and other socio-economic stakeholders. The stakeholders were called up to meetings in groups (5 to 50 participants) where a document was and then the participants were asked to provide one-by-one their opinions about the document, followed by an open discussion on topics relevant to the stakeholder profile.

What were the different phases followed for designing the “regional SEAP”?

How long did it take?

The total duration of the process was almost 18 months:

- Development of different studies to have the best knowledge about the energy consumption in the region, the international framework and the regulatory framework.
- Identification of alternatives for action, modelling of the results.
- Validation of alternatives with stakeholders
- Writing of the document and revision by the regional Government and external revisers.

Was the National level involved?

- No, the National government did not participate in the development of the regional SEAP.

What was the process followed for approving the “regional SEAP”?

Who approved the regional SEAP within the regional authority?

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- The board of ministers of the regional Government approved the regional SEAP in December 2011. Then it was presented to the Industry commission of the Basque House of Representatives and approved in May 2012.

Did any local public authority representatives approve the regional SEAP?

- No.

Did any other regional stakeholders approve the regional SEAP? If yes, please specify.

- No.

Were there any communication activities implemented following the approval of the regional SEAP? If yes, please specify who was involved?

- There was a public presentation of the regional SEAP, press releases and presentation of the document in the government's and energy agency's web pages.

➤ Needs of local and regional public authorities

This section is based on the feedback from regional and local public authorities.

Public authorities interviewed:

- Name: [EUDEL – Association of Basque Municipalities](#) Type of PA: **local**
- Name: [Municipality of Balmaseda](#) Type of public authority: **local**
- Name: [Municipality of Vitoria-Gasteiz](#) Type of public authority: **local**

Question 1: In your case, what are the benefits and dis-benefits of implementing a collaboration process in sustainable energy planning between the regional and local levels?

Please identify and discuss at least 3 benefits and 3 dis-benefits.

❖ **Benefits** of collaborative approach in sustainable energy planning:

- Coherence between regional and local SEAPs (Eudel and Balmaseda)
- Possible synergies between public authorities (e.g.: joint procurement, access to energy planning tools for smaller municipalities,...) (Eudel, Balmaseda and Vitoria)
- Experience sharing within the same region – Pool of ideas, experience,...(Balmaseda and Vitoria)



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- Proper knowledge base for feasible actions with high potentials (Eudel)
- Avoid duplication – Coherence of policies (Vitoria)
- Choices not selected:
 - Facilitate the link between spatial planning and sustainable energy planning
 - Economies of scale
 - More effective use of natural resources (e.g.: water management)
 - Facilitate the development of local energy supply chains (e.g.: wood energy)
 - More efficient spending (value for money)
 - Solidarity mechanisms between communities (for instance urban/rural)
 - More reliable and stable conditions for investors (back up from regional authorities)
 - Ensure consistency - Avoid confusing citizens and regional stakeholders
 - Demonstrate common interest in climate protection. Impetus for energy transition
 - Political participation in a democratic system

- ❖ **Dis-benefits of collaborative in sustainable energy planning: see table**

EUDEL:

Considero que los beneficios más interesantes de la integración son el conocimiento mutuo y explicado de la planificación regional por los agentes locales y de los agentes regionales respecto de las planificaciones locales. Esto es especialmente interesante en un territorio pequeño y muy denso, para que las planificaciones compartan los objetivos grandes y regionales, aprovechando todas las sinergias para el logro de la suma de pequeños objetivos modestos y locales. He destacado como ventajoso el hecho de que el conocimiento de la realidad local ofrezca realismo y priorice de otra forma las posibles acciones regionales. Sin embargo, esto en sí mismo también puede ser la esencia de la mayor desventaja de la planificación regional que puede tender a prescindir de las necesidades locales, no tanto porque no las comparta, sino porque asumirlas como propias debe condicionar el establecimiento de objetivos regionales en tanto que los objetivos locales precisan del apoyo económico, reglamentario, de control, etc. de los poderes regionales (al menos hasta que la gestión de los temas energéticos esté interiorizado y asumidos por los niveles regionales y locales)

Dis-benefits of collaboration in sustainable energy planning:

- Asumir en la planificación regional las necesidades derivadas del conocimiento de base (realista y por tanto, que puede condicionar si es atendido)
- Falta de cultura en la planificación de la energía, su integración y sus consecuencias en otros ejercicios de planificación a nivel local y regional.
- Visión exclusivamente sectorial

Summary for Q1: the most important benefit is the mutual knowledge of regional and local administrations of each other's plans. Local energy planning brings realism to regional planning and a different point of view.

Question 2: Considering the existing regional SEAP, what are the potential conflict areas or inconsistencies (due to the lack of cooperation) that could prevent its successful implementation? Or prevent the implementation of the local SEAPs? Please provide details about the targeted area, reasons for the potential conflict and inconsistency.

EUDEL: Desde un punto de vista local, el PAES regional no necesariamente tiene que entrar en conflicto con los locales por falta de cooperación. Probablemente el tema a destacar es que no existe una verdadera integración y mientras el PAES regional se preocupa de objetivos macro o de encuadre, los PAES locales hacen un esfuerzo solitario y probablemente sobredimensionado para tratar de influir en el comportamiento energético de la ciudadanía de su término municipal. Es decir, los PAES locales tratan de diseñar e implementar medidas de ahorro en el consumo de energía, impulso de las energías renovables y apuesta por la eficiencia energética con unas posibilidades de éxito muy limitadas porque la planificación energética no tiene una priorización en la actividad de los Ayuntamientos y las medidas que proponen precisan de un marco colectivo de trabajo que supera la esfera local. Esto es especialmente acusado desde el punto de vista económico, aunque no sólo, en tanto que muchas acciones de los PAES locales deben apoyarse normativamente y abordarse en otras planificaciones, no sólo la energética regional, sino la de vivienda, rehabilitación de edificios, edificación sostenible o con emisiones casi cero, urbanística, etc.

BALMASEDA: Ambos planes están alineados y comparten visión y objetivos, las mayores dificultades pueden surgir a la hora de desarrollar los mismos, como consecuencia de los distintos ritmos que lleven las administraciones implicadas, en función de su capacidad (económica, técnica, recursos, ...), para materializar las actuaciones recogidas en sus respectivos planes.

Según las circunstancias de cada municipio, pueden existir aspectos concretos más o menos problemáticos (peatonalizaciones, modificaciones en el A.P.,...), sin embargo, uno de los puntos más ambicioso de los PAES y a la vez el más difícil de conseguir es el de la implicación de la ciudadanía. Si no existe una estrategia común y coordinada a nivel local y regional, no será posible conseguir el compromiso de corresponsabilidad que estamos demandando de nuestros vecinos y vecinas.

VITORIA: El 3E2020, al ser un plan regional, es muy general, es decir, marca líneas estratégicas pero no define proyectos concretos. Nuestra visión es que se deberían tener más en cuenta a los ayuntamientos a la hora de diseñar esa estrategia ya que en gran medida van a ser estas las que implementen los proyectos que ayuden a conseguir los objetivos planteados.

Summary for Q2: The regional SEAP is very generic, it defines strategic lines and the local SEAP is more specific, with definite projects to be implemented. Both of them should be integrated because the feeling is that local authorities are working alone in a complex area (especially when referring to citizens). If regional and local efforts do not add up, it is considered that the objectives will be difficult to reach. Many of the actions defined in the regional SEAP require from the collaboration of the municipalities for going ahead.

An opinion is that the capacity of the local authorities to influence the citizen in the bid for energy efficiency and renewable energies is very limited, in many cases the measures proposed in the SEAP require a collective framework. It would be interesting to analyze the local SEAPs from this point of view: which actions defined in the local SEAP would be most benefited from the establishment of a regional framework.

On top of everything it is the idea that, at least until today, energy planning has not been a priority for municipalities.

Question 3: What recommendations would you like to suggest to improve the cooperation in sustainable energy planning between the regional and local levels?

EUDEL: Probablemente se podría aconsejar que la planificación del nivel regional se construya sin prescindir de las necesidades locales. Es decir, que entre los elementos a considerar en la planificación regional se atienda a la suma de necesidades de la planificación local que supere las necesidades que exclusivamente atiendan a la comunidad vecinal o incluso que afectando a la misma se puedan abordar de forma regional para que sean comunes a toda la ciudadanía (por ejemplo, las necesidad de la certificación energética para abordar una rehabilitación integral sin prescindir de las consideraciones energéticas). Igualmente sería interesante institucionalizar y reforzar la importancia de esta planificación. Por último, también sería conveniente que esta cooperación o integración se visualice en los procesos de elaboración para que el nivel regional y local sientan como propias ambas planificaciones, diferenciadas por una diferente y necesaria visión de las necesidades energéticas.

BALMASEDA: Al día de hoy se han establecido mecanismos específicos muy útiles como las reuniones de seguimiento individualizadas. En este sentido, podría ser de utilidad el establecer (al margen de los foros y jornadas puntuales ya existentes), mecanismos que facilitasen el intercambio de experiencias y el desarrollo de proyectos comunes, entre los distintos entes locales participantes a nivel regional.

Así mismo, sería interesante tener en cuenta el enfoque local y el encaje en los PAES locales, a la hora de organizar las jornadas y congresos que se vienen desarrollando por parte de la administración regional, a fin no sólo de dar a conocer las directrices de la planificación



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energética regional, sino también tener pautas de cómo implementarlas a nivel local.

En este sentido, una tercera derivada, pero no menos importante, sería establecer mecanismos eficaces de comunicación (coherentes entre las distintas administraciones y evitando duplicidades) a la ciudadanía para que conozcan y comprendan los objetivos de eficiencia energética y sostenibilidad establecidos en los PAES regional y locales.

VITORIA: Por un lado, consideramos que es importante y urgente que el mismo Gobierno sea capaz de coordinar las distintas estrategias de diferentes departamentos. Por ejemplo, las estrategias del departamento de medio ambiente, las de vivienda y las referentes a energía. Consideramos que si esto se alcanzara, las actuaciones a nivel local serían más eficientes. Por otro, es importante que los ayuntamientos entre sí compartan conocimiento y experiencias ya que aprender “de los iguales” tiene un valor importante. Y sobre todo, consideramos que la coordinación en estrategias y actuaciones entre Gobierno y administración local es básica.

Summary for Q3: It is important when designing the regional SEAP to meet the sum of local needs. In this way the cooperation of regional and local plans could be reinforced and both local and regional authorities would feel the plan as their own.

Another key issue is to share good practices and experiences so common projects could arise.

Communication of objectives and results it is seeing as very important and also to strengthen, among local authorities, the idea of energy planning.

It is also necessary that the regional policies in energy, environment and housing are coordinated in their approach towards the local level.

6. Synthesis

6.1 SWOT analysis

<p>Strengths</p> <ul style="list-style-type: none"> • Strong public sector at regional level • Regional government's competencies on public buildings in energy consuming sectors like education and health, and public transport • Local competencies on schools, sport centers, social services • There are already MLG consortiums for public transport networks • Mild climate helps reduce the consumption of energy for heating and air conditioning • Strong regional energy agency with links with relevant stakeholders. It is a CoM coordinating structure. • Regional SEAP already approved, including objectives and list of actions 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Governance complexity is an obstacle for collaboration: one regional government, 3 provinces and 251 municipalities. • Social housing is not extended • Small and complex territory for wind energy, limited resources for hydro and PV energy • Economy is largely based on heavy industry, which is a large energy consumer • High dependency on imported fossil fuels (gas and oil) • Consumer habits are difficult to modify • Limited capacity to promote energy infrastructures at a regional level. • Regional energy agency weakly linked with local authorities • Lack of technical expertise in small municipalities • Construction of new housing has slowed down • Lack of coordination between different regional policies (energy, environment, housing, transport)
<p>Opportunities</p> <ul style="list-style-type: none"> • High energy prices provide an stimulus for action on energy saving • Concentrated population, compact cities provide opportunities for public transport 	<p>Threats</p> <ul style="list-style-type: none"> • Financial crisis is cutting possibilities for investment; feed-in tariffs for new projects have been stopped • Social opposition to large scale projects

<ul style="list-style-type: none"> • Increasing awareness about energy-related risks and cost helps coordination at different political levels • More than 50% of population live in towns that have signed CoM, with a strong level of compromise to work on sustainable energy • Forests can be better exploited for use as energy source • Refurbishing existing housing provides an opportunity to work on sustainable energy 	<ul style="list-style-type: none"> • The acquired debt of the electricity system limits the possibilities of future investments in renewable energy • The regional energy agency has limited resources to work with all municipalities • Reduction in the availability of funds for grants for new projects • Complexity of involving private stakeholders in the public policies
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6.2 Recommendations for collaborative sustainable energy planning

Please provide a list of recommendations related with collaboration activities for sustainable energy planning within your region in relation with:

The revision and approval of the regional SEAP

Preliminary proposal of actions in relation to a future revision of the energy strategy of the Basque Country to improve the level of collaboration between different authorities and establish more effective action plans:

- Define the regional SEAP in such a way that the local authorities feel that it is their own plan. This needs to be done in a collaborative manner.
- Study the local SEAP as a part of the definition of the regional SEAP.
- Working with different departments of the Basque Government to transmit harmonized messages and coordinating activities from the various sectoral plans and energy strategy, in particular in the areas of:
 - Promotion of public housing and rehabilitation of private housing
 - Land use planning
 - Environment
 - Transport
- Establish an energy action plan that covers a broader range of sectors and indicators, such as mobility. For example, set targets % of mobility in bicycle.



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- Organize a workshop with a representation of city councils to define action proposals to be included in the energy strategy of the Basque country. Arrange communication days for municipal technicians and authorities to promote sustainable energy.

The implementation of joint actions (in relation with above COOPENERGY pillars)

- Analyze the local sustainable energy action plans to identify areas in which you can help from the regional level to put up new projects and coordinate actions between local authorities and the Government of the community, to determine which actions are most benefited from the coordination.
- Share good practices between the local authorities; the regional administration can help in this task.