

The co-creation process of the new experimental policy program Mixed professionals of the primary sector (MPPS) in Gipuzkoa, Basque Country

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Is the project a case of...:

- State-initiated co-creation
- Entrepreneur-driven co-creation
- Grassroots-based co-creation*

*For an elaboration of the typology, please consult the GOGREEN theoretical framework p. 25.

Integrated case analysis

Before proceeding to the scoring of the GFs, please provide a *3–5 page case analysis* in which you describe the background, history, and national, regional, and local contexts of the case, the problems and goals addressed by the local collaboration, the participating actors and their relationships, the unfolding of the co-creation process, the most important governance factors (this may include factors other than those in focus in this project), and the generated outputs and outcomes. The conclusion may specify a few lessons learned from the case study.

1) Background, history, and national, regional, and local contexts of the case

The analysed case, *Baserritar Mixto Profesionalak* (Mixed professionals of the primary sector in Basque language) is developed in **Gipuzkoa**, one of three provinces of the Autonomous Community of the Basque Country (Basque Country), in the North of Spain (see Figure 1). The Basque Country is an industrial region, composed by three provinces, and it has the character of being a self-governed community regulated by a special legal framework (the Statute of Gernika), which grants the Basque Country with certain legislative and executive powers and political and fiscal autonomy different to other autonomous communities in Spain.

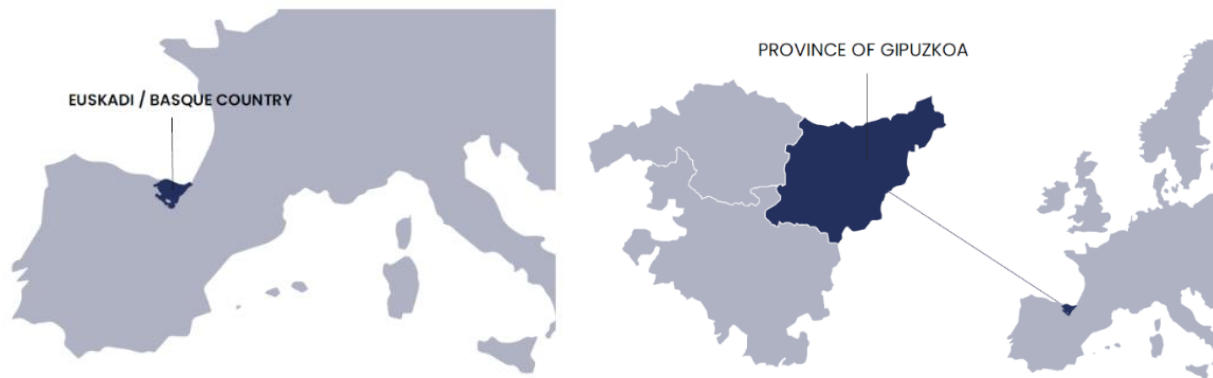


Figure 1: Location of the Basque Autonomous Community (Basque Country) and Gipuzkoa
 Source: Provincial Council of Gipuzkoa presentation

According to this legal framework, the Basque Country has competences in fundamental areas such as taxation and fiscality, healthcare, education, public safety and internal territorial organisation. These are exercised by an administrative system composed by different territorial scales and government bodies within the region.

- a) At the regional level, the Basque parliament exercises legislative regional authority, and the Basque Government has the executive and administrative functions, in areas such as Research and innovation policies, Education and Linguistic policies and Health system and policies.
- b) At the subregional level, there are three provincial legislative chambers (the General Assemblies) which elect the three Provincial Councils – one government body in each of the provinces. The Spanish Constitution recognises the unique legal status of the Basque provinces and defines them as historical territories. This is unique for the Basque provinces and Navarre, and their governments play important roles, since they have a special tax situation which gives them power to raise and administer taxes (most of them are then transferred to the regional government). Thus, provincial councils also have high level of autonomy and powers, including the tax raising powers, roads and public engineering, and social policies.
- c) The third governance level is the local level, that is, the town hall. In some policy domains (e.g. economic development and rural development) policies and services are delivered by county development agencies. These are agencies that belong to aggrupation of municipalities and that develop joint activities services for economic promotion and rural development in their areas.

Governance scale-level	Government	Different competences
Regional level	Basque government	R&D&i Healthcare system Education Security & Police ...
Sub-regional - province	Provincial Councils (3)	Tax collection Social policies Roads & infrastructure Economic policies ...
Local – counties & towns	Town halls (251) (and their county development agencies)	Town planning Waste management Economic promotions and employment services ...

1. Table: Administrative levels, governments, and distribution of powers in the Basque Country

Source: Arrona, A., Barandiaran, X., Canel, M. J., & Larrea, M. (2024)

Gipuzkoa is a small province in terms of size (1,980 square kilometres) but has a high population density (718,000 inhabitants in 2021). It is the province in Basque Country with the largest percentage of people who speak the language and has a strong sense of cultural identity. The population of the province is dispersed over its 88 municipalities, each of varying sizes, with only one in five residing in San Sebastian, the province's capital. A characteristic of Gipuzkoa is its territorial balance between middle-tier municipalities and population, and one of the challenges that its government faces is keeping this balance (also in terms of services, transportation, and infrastructure).

The **Provincial Council of Gipuzkoa** is the highest executive body in the province. It has high powers, including the collection of taxes through its treasury department and competences over some policy areas such as road infrastructure and social welfare. The project that this Case analyses is led by the Provincial Council of Gipuzkoa (the Council, onwards). Two policies of the Council are relevant to understand the context that frames the Case. One is Etorikizuna Eraikiz, a collaborative governance initiative under which the experimental project analysed is developed. The other is the sectoral agricultural policy and strategy.

Launched in 2016, **Etorikizuna Eraikiz** (EE) is an initiative developed by the Council to promote collaborative governance to address the region's main strategic challenges. It builds on the long tradition of collaboration of Gipuzkoa, which has been a core feature of its institutional, economic and political life. An illustration of this feature is Gipuzkoa's strong orientation towards associationism, which gave rise to its cooperative model and the largest industrial cooperative group in the world.

EE created deliberation and experimentation spaces between the government, organised society, and citizens, with the goal of deliberating, reflecting, experimenting, and collaborating in building responses to major territorial challenges. More than 900 organisations and 50.000 people have participated through different spaces and projects. These spaces and projects include: (i) Reference centres and strategies. EE

has launched 11 strategies and reference centres that aim at articulating collaborative strategies in critical areas for the province (such as new mobility, and ageing). (ii) Collaborative spaces for deliberation, innovation and experimentation, and instruments for citizen participation. EE has introduced direct communication channels with citizens, such as open budgets and participatory budgets, and has developed multiple types of collaborative arenas with territorial actors. One of the most relevant is the think tank, a space where representatives of the public policy ecosystem participate in knowledge cogeneration for impacting the policy agenda and political culture; and (iii) The so-called experimental projects, which experiment in real-life environments with different solutions to territorial challenges, and are developed by interdisciplinary partnerships made up of different agents (university, international agent, one or more organisations from Gipuzkoa, and the Provincial Government). The project that constitutes the Case study is one of such experimental projects.

The other relevant policy for the Case is the sectoral strategy the analysed project belongs to: the **primary sector strategies and policies**. Gipuzkoa has a primary sector that represents a small percentage in terms of land occupation (7% occupation of agricultural land, 60% of wooded forest area), but represents a strong weight in the rural areas of the territory, and 33 of the 88 municipalities are considered rural areas (3% of the population). Although Gipuzkoa has historically been a rural area focused on the small-scale family exploitation of meat, milk, vegetables, and fruits, the industrialization of the 1960s and 1970s brought about changes in habits, made society more urban and caused many farmers to change their way of life, and most farms became secondary sources of income for families rather than their primary source of work (Zabala-Iturriagoitia, 2023). However, it is thought that the rural environment has a crucial role in maintaining Gipuzkoa's idiosyncrasy, culture, and landscape as in generating economic activity and sustainability (Provincial Council of Gipuzkoa, 2022).

In fact, in 2021, the Council defined achieving a sustainable food system as one of its “missions”. In 2022, the Council started experimenting with a missions-oriented policy approach and defined two missions for Gipuzkoa: new mobility and a sustainable food system. The definition of the missions was made after an experimentation process started in 2020 with the support of Climate-KIC and the OECD Anticipatory Governance Observatory (OPSI). In 2021, they developed an analysis to identify priority areas for sustainable social, economic, and environmental transitions, and they identified opportunity areas on which to act from an intersectoral, multilevel, and systemic approach. The Council decided to work in a first phase with two of those opportunity areas - new mobility and sustainable food-. Specifically, in the field of sustainable food, the Council developed in 2021-2022 a process for constructing the mission with the collaboration of the main agents of the ecosystem. The mission was defined as follows: “In 2040, Gipuzkoa will have a sustainable, healthy, accessible, and competitive food system, that maximizes the potential of local production and promotes responsible consumption, projecting the culture and identity of the territory”. A series of strategic lines and actions were also defined for the development and deployment of the mission.

On the other hand, the challenges of the primary sector and climate change were selected to be treated in the first ever **Citizens’ Assembly** organized in Gipuzkoa, in 2022-2023. The Citizens’ Assembly, also organised under the umbrella of EE, was an initiative to put into practice deliberative democracy. It was promoted by the Council of Gipuzkoa, together with a private social research institute and one of the EE

reference centres, and carried out in collaboration with expert consultancy, process facilitators, and external evaluators. 32 citizens chosen by lottery were called to participate in the Assembly to answer the following question:” How can we secure the agricultural activity of Gipuzkoa to face the climate emergency?” The 32 selected citizens participated in a 40-hour deliberative process between November 2022 and January 2023. The participants met over four weekends to answer the challenge. They heard presentations from experts and professionals of the field to broaden their knowledge about the primary sector and the climate emergency. The four sessions were divided to respond to three phases: (1) The participants were informed by experts on the proposed question (first two sessions). (2) The participants were engaged in reflection and deliberation based on the received information (third session). (3) The citizens answered to the question and drafted a consensus recommendation document (fourth session). The Assembly made several recommendations that the Council analysed and responded to.



1. Figure. How Gipuzkoa’s Citizen Assembly is organized
 Source: www.arantzazulab.eus¹

As regards primary sector policies, the European common agricultural policy (CAP) is a common policy for all European Union (EU) and it significantly shapes primary sector policies at the regional level. In the Basque Country, the Basque Government develops, together with the three provincial councils, a strategic plan for the implementation of the CAP – currently, there is a plan for the periods 2023-2027. The formal competences of the sectoral policy are divided among the different territorial scales in the Basque Country: The Basque Government handles transformation and marketing areas, while the provincial councils handle policies related to production.

Until currently, the policies of the Council have been directed towards the professionals of the primary sector, which, following the EU’s criteria, are those professionals who dedicate more than 50% of their time and receive more than 50% of their income from primary sector activities. However, the Directorate of Agriculture of the Council started working on a new policy paradigm in the 2019-2023 term. From the

¹ <https://arantzazulab.eus/en/the-launch-of-the-citizens-assembly-of-gipuzkoa-the-second-of-its-kind-promoted-by-arantzazulab/>

approximately 16.000 agricultural exploitations of Gipuzkoa, roughly 700 are considered professionals, and thus, the great majority are out of the focus of the primary sector programmes. Driven by the challenge of generational replacement in the sector, the Council has been fostering a new paradigm. In the new rationale, sectoral policies still primarily target and benefit professionals, but the Council also wants to put some focus on and develop initiatives for those who are not professionals but are owners of exploitation.

The new policy paradigm has also involved a change in the approach to define and implement policies—a shift in the governance of primary sector policies, both a) within the government, in the department, and in the department’s interaction with other departments; and b) in relation to the department’s interaction with sectoral agents and society. When the government team was formed in 2016, the political representatives of the Department began implementing organisational and agent-related adjustments to better address challenges of the primary sector in an integrated manner. To give the department a more comprehensive perspective, they introduced changes to their functioning (e.g., weekly meetings between the three directors of the department and the directors of the services, reducing from three secretaries—one for each director—to only one for the three of them) and even in the physical organisation of the office (e.g., reducing the height of the office’s furniture to open the spaces and foster greater communication among the staff). On the external dimension, in 2016, the Department launched a process of strategic and collective reflection to define the future of the primary sector. It was launched with the help of the Directorate of Citizen Participation of the Council. This process has been institutionalised in the so-called **Participatory Table**, also called the Strategic Forum of the Primary Sector, which gathers the main actors of the primary sector and has the goal of defining the main strategic lines for the sector. The members of the Table belong to relevant actors in the sector: unions, rural development agencies, and representatives of associations (forestry, meat, horticulture, etc.). The Table meets approximately every two months to discuss issues related to the sector and the activities developed by the Department, and it is dynamized by an external consulting firm that defines the meeting agenda in coordination with the Council. The Table also contains three working groups—exclusively composed by agents without government members—on specific challenges defined by them (profitability, socialising, and updating of the agents’ network). In 2018, the Participatory Table defined the main challenges of the sector, and they identified 61 more specific challenges or areas to work on (e.g., profitability, commercialization problems, lack of collaboration in commercialization, need to foster ecological production, etc.) (Deusto, 2022). One of the challenges identified is generational handover in the primary sector, which is the challenge that the project, Mixed Professionals of the Primary Sector (MPPS onwards), aims at responding to.

2) The aims of the project and the sustainability problems that it seeks to address

“Mixed professionals of the primary sector” (MPPS) is an experimental project that seeks to promote pluriactivity in farmers, to increase Gipuzkoa’s productive capacity and the preservation of the rural environment. The project is part of the territorial strategy to support agriculture and environmental protection in Gipuzkoa. It aims at addressing the challenges of Gipuzkoa’s declining primary sector activity and the generational handover. It is also considered a potential measure to support the transition from other professions to the primary sector, and an intermediate step to become a full professional.

The project responds to different types of sustainability, cultural and identity challenges. Regarding the sustainability dimension, it addresses the problem of current agri-food systems' impact on climate change. The relevance of this sector for sustainability is clear in the 2030 Agenda (SDG 2 and 4) and the European Green Deal, which includes the strategy to "guarantee sustainable and responsible food production (agriculture, fishing, aquaculture, livestock), without exceeding the limits of ecosystems". In line with this rationale, the MPPS project's justification acknowledges that only 3% of what is consumed in Gipuzkoa is produced in the territory, and that Gipuzkoa" needs a sustainable and competitive agri-food ecosystem that facilitates the consumption of local, healthy and quality products, promotes that their production is done in an environmentally friendly manner, minimizing the impact on the climate and maximizing the potential of local production, and that protects the culture and identity of the territory" (project documents). The Council considers that farms need to be supported and preserved in order to ensure that. However, farming production is decreasing and there is a generational problem (only 33% of primary sector workers being under 40 years old), so that this project is one of the government efforts to address these issues.

The goal of the project is to design and experiment with a grant scheme to facilitate that people who want to work in the primary sector can make their activity compatible with the work outside the farm (e.g., company, public administration, etc.), so that they work on partial time in both cases. Thus, a "mixed professional of the primary sector", is considered to be a person that has a multi-activity through which the dedication to the primary sector is combined with the dedication that they may have either in the industrial sector, in the tertiary sector or in the public administration. In order to foster multi-activity, the MPPS involves the co-creation of a policy programme consisting of a grant scheme that provides incentives to enable farmers and their employees to experiment with a working relationship (e.g., time reductions) that allows farmers to have pluriactivity, and that will be implemented as an experimental programme for 5 years.

3) The participants and their interaction and communication in and between meetings

The process of co-creating the experimental programme MPPS is led by the representatives of the Council, specifically, the representatives of the Department of Green Territorial Balance, the Deputy (Highest political representative of the Department) and the Director of Agriculture². They lead the process with a group of experts, consultants, and other Council representatives, through a core group. Different types of participants are involved in the process through a complex network of dialogue arenas. Two types of participants can be distinguished in the co-creation process (see Figure 3):

- a) Participants who mainly participated in the discussion of the policy idea and the challenges it responds: relevant territorial agents of the primary sector, and citizens

² When the project started in 2021, the Directorate of Agriculture and Directorate of Forests were two directorates in the Economic Promotion, Tourism and Rural Environment Department of the Council. The project was launched and led by the two directors of the said Directorates. After elections in May 2023, the new government (formed in June 2023) created a new department, the Department of Green Territorial Balance. The former Director of Agriculture was appointed Deputy of the new department, and the former Director of Forests was appointed new Director of Agriculture. The two of them continued to be the leaders of the project.

- b) Participants who took part in the discussion of the specific contents and criteria of the grants scheme (the co-created green solution): the potential beneficiaries of the grants scheme, businesses and farmers

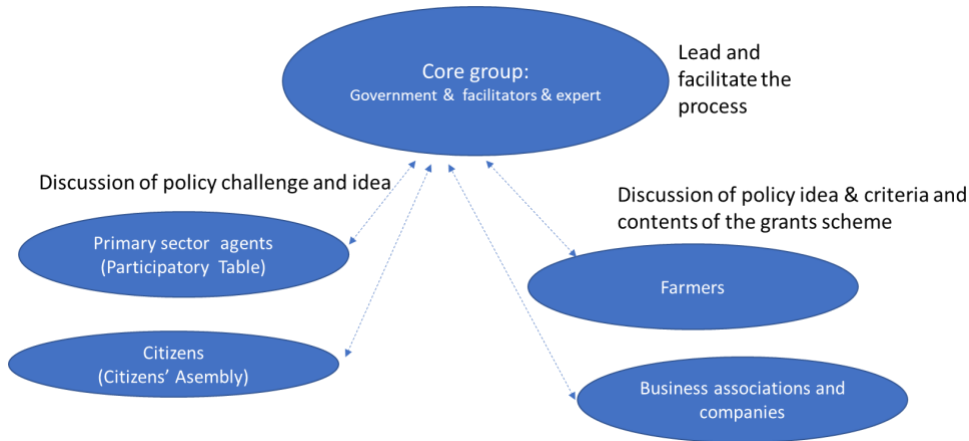


Figure 3: Types of participants in MPPS

Source: Arrona, A., Barandiaran, X., Canel, M. J., & Larrea, M. (2024)

Each of the types of actors and their interactions are described next:

- a) The core group:

The core group is the group that has led the definition of the idea and the co-creation process of the grants scheme, being responsible for organizing the workshops and meetings with participants, and leading dialogues with other actors. It has also been the group that has worked on drafting the contents of the grant scheme. It is composed by:

- b) Members of the Provincial Council:
- c) Political (Deputy and director) & technical representatives of the Department of Green Territorial Balance (project leaders)
- d) Political (director) and technical staff of the Strategy Area/Etorkizuna Eraikiz initiative - President's Cabinet (funders of the experimental project)
- e) Political representative (director) and technical staff (1 civil servant) from the Directorate of Economic Promotion, to ensure the connection with the business sector
- f) 1 University researcher
- g) Consultant team that acts as process facilitator & business experts

The core group has met on a regular basis since the launch of the project in early 2022. The group works with flexibility, adapting to the needs of the process – e.g., it has met more frequently for drafting internally the contents of the grant scheme, or when organizing a workshop with participants (e.g., farmers). Besides, the core group has at some points incorporated the collaboration of consultants on fiscal issues and consultants on legal issues.

Potential users, direct participants in the co-construction of the content of the policy programme-

There have been five meetings to gather views on the contents and conditions of the grant scheme. In the first phase, the meetings aimed at learning about and discussing the conditions for making a viable grant

scheme (for farmers and businesses); in the second phase, the meetings had the aim of discussing specific contents and criteria of the draft grant scheme to make a final version with the view of potential users

The meetings and workshops involved:

- a) Business associations & corporations. Representatives of the two business associations of Gipuzkoa (Asle and Adegí) and a representative of Mondragon Corporation, the biggest cooperative group of Gipuzkoa. They interacted first through informal dialogues, and afterwards they were also involved in a formal meeting to discuss the main elements of the programme.
- b) Businesses. Representatives of businesses have been involved through 2 formal co-creation meetings, and one last meeting to share the final draft.
- c) Farmers. They have been involved in the process through 2 co-creation meetings and one last meeting to share the final draft.

Actors that have been involved mainly in the discussions of the policy idea:

Informally, the policy idea has been discussed in different fora and one-to-one dialogues. However, there are two spaces where it has been formally discussed, and are significant for the co-creation process:

- a) The Participatory table of the primary sector, which gathers main actors of the primary sector, and it has the goal to define the main strategic lines for the sector. The table, formed in 2016 by the Council with the aim of acting as a strategic forum for the primary sector, is composed by members representing the main actors of the primary sector (associations, unions, rural development agencies). The Table meets approximately every two months to discuss issues related to the sector and the activities developed by the Department. It is dynamized by an external consultancy firm, who defines the meeting agenda in coordination with the department. The Table also contains three working groups – exclusively composed by agents, without Council members - on specific challenges defined by them. The challenge that MPPS aims at addressing (primarily the generational handover) has been discussed in the Table many times. The idea of MPPS and advances of the project have been shared on the Table at different moments. In a meeting on the final phase, more specific contents and criteria were also discussed.
- b) Gipuzkoa Citizens' Assembly on Climate Change. As explained in the Background section, in 2022, 32 citizens participated in the first ever Gipuzkoa's Citizens' Assembly to respond to the question: "how can we secure the agricultural activity of Gipuzkoa to face the climate emergency?" Four two-day sessions were developed with those citizens. One of the inputs that citizens received from experts and professionals (including Council members) was the MPPS project and the challenge that justifies its intervention. Citizens discussed MPPS in the deliberative sessions, together with other actions, measures, and policies, and proposed it as one of the recommendations of the Citizens' assembly to the government.

4) How often do they meet, and do they communicate between meetings?

Although MPPS was defined as a specific project with very concrete steps (which are described in forthcoming sections), the co-creation process can be visualised as different processes that interact between them, in which the Council is the actor linking all the dots and the centre of the different dialogues. The Figure 4 illustrates this process.

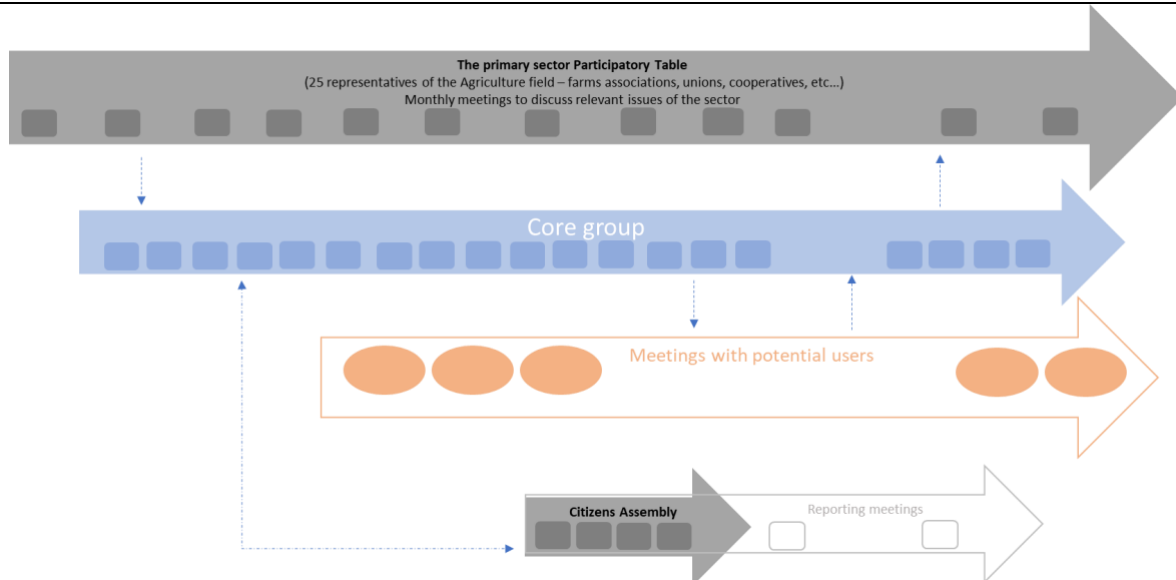


Figure 2: Meetings of different types of participants

Source: Arrona, A., Barandiaran, X., Canel, M. J., & Larrea, M. (2024)

The core group has been meeting on a regular basis (with a clear stop between May and September 2023 due to local elections held in May 2023 and further organisational changes in the government). Moreover, some of their members participate in other forums and projects, and thus, they have dialogues with different actors that take place outside the formal meetings of the project.

The relationship with representatives of farmers and relevant actors of the primary sector takes place in different spaces and projects. Besides, as described above, the Participatory Table of the primary sector gathers approximately 15 actors, meets every 1-2 months for addressing sectoral challenges, and the relationship with sectoral actors is quite fluent (Deusto, 2022). As for lay farmers (potential beneficiaries of the grant scheme), communication with them has been specific and limited to the 3 workshops organised with them. One in the initial phase of designing the policy programme (in November 2022); a second one in December 2023, to discuss the contents of the parts of the programme, and a last one in May 2024 to share the final draft of the programme.

Communication with businesses is scarcer. The Areas of Agriculture of the Council have not traditionally had interactions with the private sector (e.g., industry) other than with primary sector companies (e.g., milk companies). Thus, the communication with the private sector and the Department for the purpose of this project was limited to the specific process of designing the grant scheme. There were some informal and one-to-one dialogues between representatives of the Department and business representatives at the very initial phase of the project. Afterwards, business associations and specific businesses have been involved through discussion meetings (one meeting with business associations in December 2022, two meetings with businesses to discuss the programme in January 2023 and January 2024, and a final one to share the final draft in May 2024). It is worth noting that business associations and other businesses have regular relationships with the Council – mainly with Economic promotion and innovation directorates, and they even participate in other collaborative projects and co-creation projects (e.g., in think tanks, in

experimental projects to work on the meaning of work). While not directly with the department of Green Territorial Balance, the private sector regularly communicates and collaborates with other Council departments, and public-private collaboration is common.

5) The role and forms of knowledge sharing, coordination and joint problem-solving

Beyond the scope of the MPPS project, knowledge sharing and coordination of the Council with territorial actors - including the business sector and the primary sector actors- is relatively common. There are fluid communication and collaboration mechanisms between the Council and the representatives of the private and third sector of Gipuzkoa, which has been strengthened through the EE collaborative governance initiative. EE has increased the number of platforms and arenas for knowledge sharing and collaborative joint problem-solving for tackling territorial challenges: 4 deliberation groups of the think tank, 11 reference centres on strategic issues for the territory, 46 experimental projects, and 150 citizen's projects were developed in the 2016–2023 period. All of these were based on collaboration, experimentation, and deliberation with the participation of territorial actors and, to a lesser extent, citizens (Provincial Council of Gipuzkoa, 2023).

An important step in the primary sector has been the previously described participatory strategic process for identifying and developing strategic actions and its institutionalisation in the Participatory Table. In the Table's meetings, which are celebrated every 1-2 months and last around two hours, relevant actors discuss the main challenges and issues related to the sector. This includes sharing information about norms and the Council's grants, discussing relevant issues and problems in the sector, learning from examples and best practices, and involving experts around specific issues. The meetings are facilitated by an external consultant, who establishes the agenda of the meeting in coordination with the Department. Thus, the agenda of the meetings is primarily established by the Council, who informs and reports about their actions and raise issues that they consider to be strategic for the sector. There is part of the agenda which is previously established and structured and part of the agenda which is left open for emergent issues. Although this Table is a very relevant step and a highly valued arena for knowledge sharing, there is some room for improvement yet. The leaders of the Council acknowledge that they would like the Table to be a forum with a more forward-thinking and strategic orientation, and that they would like the territorial actors to have a more active role in setting the agenda. According to an assessment elaborated by a research team in December 2021 (Deusto, 2022), there are also some improvements areas in the view of participants. For instance, some participants request the space to be a decision-making space, not only a space for knowledge sharing and coordination.

As for the specific experimental project MPPS, dialogue, knowledge sharing, and coordination have taken place in parallel with the different types of actors, and the leaders of the project have been the connecting element in a distributed dialogue process. The challenges that frame the rationale for launching MPPS partly derive from the discussion held on the Participatory Table, where the challenge of the generational handover of the primary sector was identified as one of the challenges of the sector. Moreover, the idea of the policy has been shared in the Participatory Table with the main primary sector actors, who have received information on advances, clarified their positions on the issues, and discussed the contents. On the other hand, the idea of the policy and the challenges it addresses have been discussed with lay citizens in the Citizens Assembly, where a group of citizens selected randomly received inputs and deliberated

around it. The informed deliberation followed a well-designed deliberation methodology, and in the view of one of the participants “we learnt to listen well, with attention” to people with very different worldviews” (words from one of the participants in a panel organized in a congress of the primary sector, in November 2023).

Concrete details of the policy to be co-designed (including conditions, potential difficulties and barriers, specific needs, and criteria of the grants scheme) have been shared and discussed with potential beneficiaries of the grants scheme, that is, with farmers and businesses. These dialogues have taken place in ad-hoc meetings organized to learn about the views of participants, their reality, benefits and risks, and discussing inputs for designing the grants scheme. They have taken form of workshops where some contents were introduced by the facilitators, and then, group discussions were fostered to gather views and discuss the different issues among participants. These dialogues also made emerge challenges that farmers were facing more generally – and that could not be responded through the grant scheme – although these challenges were not addressed in the process. Meetings were organized separately with businesses and with farmers.

It's important to note that there were not workshops where both communities, farmers, and businesses, discussed and addressed together this issue in a joint problem-solving process. That is, the process of knowledge sharing and problem solving was carried out between members of the core group and the different communities separately.

6) The relation between consensus and conflict and the handling of the latter

The co-construction process has consisted of a process where a policy idea and a policy programme have been built with different types of knowledge and perspectives. Different views have emerged and have been addressed in the process. The dialogue in the Participatory Table with primary sector actors raised different positions: some actors had a positive view of the initiative, some others were neutral, and some were critical because they believed that putting the focus and funds on non-professional farmers could reduce the focus and funds for professional farmers. The dialogue allowed addressing critical views by clarifying issues and misunderstandings (e.g., that the experimental projects use additional funds, and thus no funds from professional farmers will be allocated to non-professionals). The different views that emerged in Citizen's Assembly, have been managed through the deliberation methodology undertaken. In workshops with potential beneficiaries (businesses and farmers), different positions on the issues discussed were also posed, including some critical views (specifically on the rationale of the programme and its capacity to respond to the farmer's challenges), and the Council established a dialogue responding to those different views.

Hence, the process has generated opportunities to emerge different views, also conflicting perspectives, and critical views. However, since the process has not been framed and approached as a consensus building project where different views need to be necessarily reconciled, there have not been attempts to mediate between different perspectives to reach consensus and seek agreement on each issue, but to establish a dialogue, and consider all the views, and make improvements consistent with the perspective of the Council.

7) The role and form of leadership: lead actor, steering group and/or collective leadership

The Council is the clear leader both in the MPPS project and, more broadly, in the primary sector strategy. However, there are elements that can lead to collective leadership.

The political representatives of the Department of Green territorial balance of the Council are promoters and leaders of MPPS. Observations and interviews show that they strongly believe in the project, and they have acted as policy entrepreneurs, especially within the Council, to gather support and find allies from other departments, and have access to funds for developing it. Doing so, they have also built the basis that could contribute towards collective organisational leadership. A core group has been established that is led by the representatives of the Department, it is facilitated by a consulting firm, and has also incorporated the participation of two other government departments: the Strategy department which is responsible of the EE initiative and the Directorate of Economic Promotion, due to their communication and previous relationship with businesses. Moreover, leaders have been open to the introduction of new perspectives and work approaches in the core group. For example, the core group had a facilitation training session under the umbrella of the EE collaborative governance initiative and was open to introducing new frameworks of facilitation in the process.

On the other hand, the Participatory Table can be seen as an attempt to foster collective leadership for promoting sector-wide strategies. As explained in the previous section, this table is an attempt to define collectively the territorial strategy in primary sector with the main sectoral actors, and it is a way to foster collective ownership of the strategies. However, there is still a way to become a group that collectively thinks and tackles strategic territorial challenges.

The specific MPPS project has not been approached as a project that needed collective leadership for its development, but as a government project that involves beneficiaries and other relevant actors in the co-creation process. Nevertheless, the rationale of promoting a co-creation process for developing a policy programme responds to the attempt of the Council to more generally building collective ownership and collective leadership of territorial challenges and solutions (through EE) and, more specifically, to primary sector challenges and solutions (through the Participatory Table, the Citizens Assembly, and the workshops with beneficiaries).

8) The temporal unfolding of the co-creation process: major shifts and ups and downs

The experimental project was officially launched in December 2021. For describing its temporal unfolding, and for making the process more understandable under a common framework, we classify the process in the phases proposed in the GOGREEN theoretical framework (Ansell, Sorensen & Torfing, 2023) for heuristic purposes. The Figure 5 (next pages) shows the temporal unfolding of the process, which is described next.

DECEMBER 2021 – JULY 2022. Initiation phase

According to the GOGREEN theoretical framework, this phase involves analysis of goals, constraints and opportunities and the effort to bring together and motivate relevant and affected actors to participate and align their expectations and building a common ground. In the case, this phase was developed in the first six months.

Official launch of MPPS as an Etorbizuna Eraikiz experimental project (**December 2021**). At the end of 2021, the leaders of the project presented the project idea in the Projects' Office of Etorbizuna Eraikiz. Composed by representatives of the Council, economic and social sectors, this body validates the experimental projects to be developed under the umbrella of EE. The project was presented and validated in December 2021, and thus, it was officially launched as an experimental project.

Period of maturing the idea and organising the process (January 2022- July 2022). During these months, the leaders of the process started giving form to the idea of developing an experimental programme to foster pluriactivity in farmers. It involved dialogues with other government members and one-to-one dialogues with business representatives, as well as organising the work to be developed. A university researcher who was already collaborating with the Department was also involved. The work was defined as a process with the following steps: (as included in project documents):

- a) Learn about international experiences of pluriactivity in the primary sector.
- b) Know the current labour and tax regulations to be able to develop the MPPS project.
- c) Define the changes needed to make the project attractive and viable.
- d) Delve into the current reality of farmers and their pluriactivity. Know what barriers they are encountering and what needs they have.
- e) Work with companies on the MPPS project as part of their contribution to Gipuzkoa and from a socio-environmental impact perspective. Delve into what barriers, needs and motivations they have, and design mechanisms to resolve them.
- f) Test the MPPS programme with pilot projects in companies to enable knowing how the programme works and what aspects need to be modified for its viability and scalability.

The primary sector Participatory Table

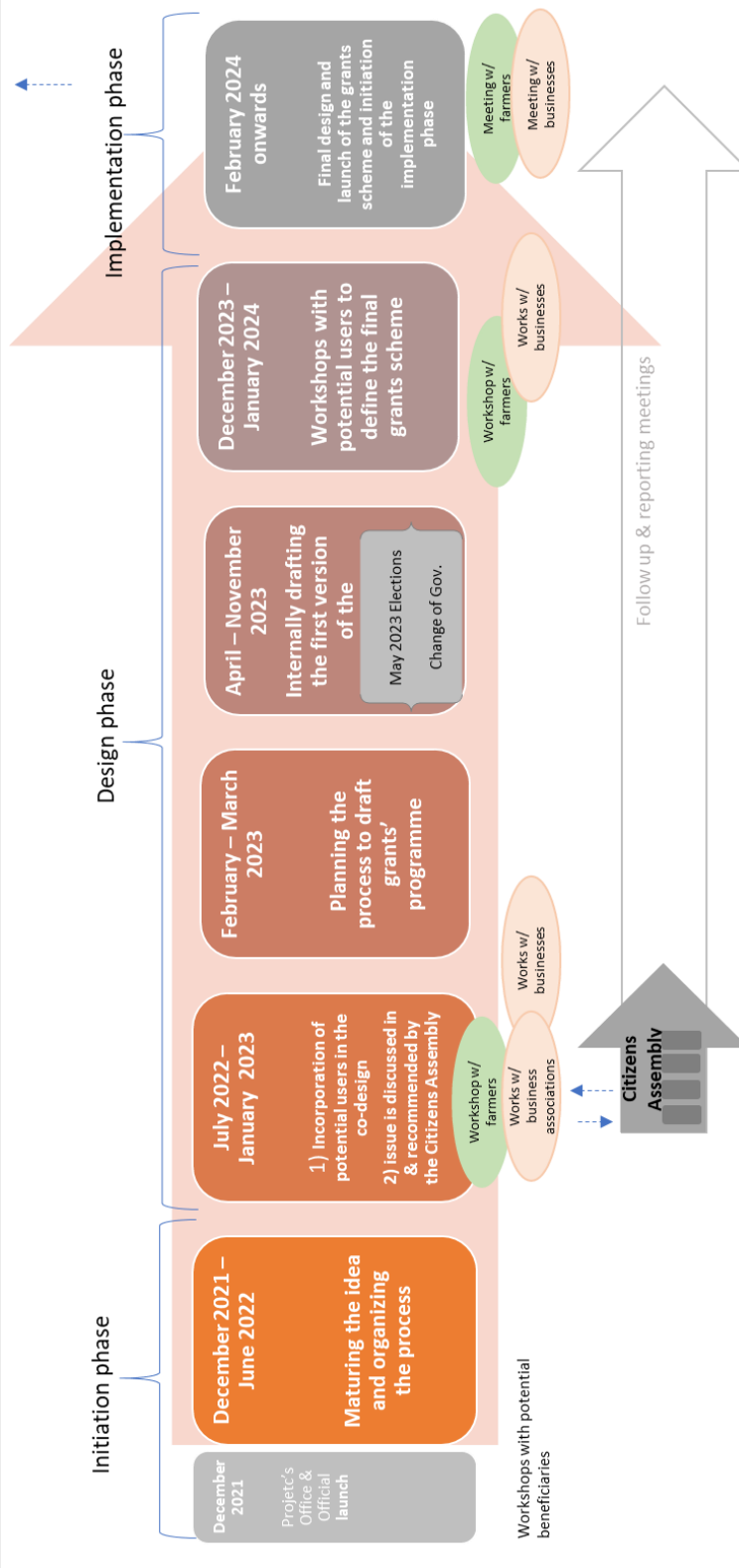


Figure 3 Temporal unfolding of the MPPS process

Source: Arrona, A., Barandiaran, X., Canel, M. J., & Larrea, M. (2024)

JULY 2022 – FEBRUARY 2024. The design phase.

According to the framework, this phase involves the process of problem-solving, by redefining the goals, creating a shared vision on the process and the outcomes, the exchange of ideas, and development and revision of prototypes. This case has different substages and milestones in this phase:

- a) The inclusion of potential beneficiaries in co-designing the programme & the incorporation of the issue in the Citizens Assembly (July 2022 – January 2023). A consulting firm is incorporated to facilitate the whole process, and the core group starts meeting regularly. The aim of the group is to develop the process as designed in the previous phase (described in previous paragraphs), and the group orients its efforts to organising workshops with potential users of the programme, to test the idea with them and incorporate their views in the design of the grant's scheme.

In this period, workshops are developed with potential users (one with business associations, one with companies, and one with farmers). Since the grant scheme was planned to be a programme to be requested by farmers and their employees, the two groups were considered potential users, and consequently, workshops were organised with the two groups: a) with farmers to discuss the project idea and learn about their reality and their view; and b) with businesses to deepen on and learn about their view, needs, motivations, and barriers to being part of an experimental pilot.

Besides, advances were also shared in the **primary sector Participatory Table** (meetings in October and December of 2022).

In parallel, the project idea was also discussed with a wider community in Gipuzkoa's **Citizens' Assembly** on Climate Change (November 2022–March 2023). As explained in the introductory section, the first ever Gipuzkoa's Citizens' Assembly was held in 2022, and the challenge to be addressed by the Assembly was posed as follows: "How can we secure the agricultural activity of Gipuzkoa to face the climate emergency?" 32 citizens discussed this issue, facilitated by experts in deliberative processes. The deliberation was an informed one since the group received input from experts and practitioners in the area. The MPPS was one of the inputs they received and was discussed through four two-day meeting sessions (November 2022–January 2023). The development of MPPS was one of the nine recommendations made by the Assembly to the government in January 2023. After analysing the proposal, the Council committed to its development (March 2023).

- b) **Internal work to plan the further co-creation process to draft the contents of the grant scheme & training on facilitation (January – April 2023)**

Based on the methodological knowledge developed under the umbrella of EE, three training sessions were organised for the core group with an expert in facilitation. These workshops also served to reflect on the roles of the members of the core group and other Council members, organise the work of the team, to reflect on what the co-creation process should look like, and plan accordingly. The group planned a process that envisaged a co-creation process to draft the content of the grants scheme with workshops and meetings with farmers and businesses, which

were planned to be held during May – July 2023. Advances were also shared in the Participatory Table (March 2023).

- c) **(Internally) Drafting the first version of the grant scheme (May – October 2023).** Due to its complexity, the core group finally decided to develop first an internal work to draft the contents of the program, and to incorporate the potential users (participants) in a later phase once they had drafted the main pillars of the programme. This work was carried out by the consulting firm, the political representatives, and three technical staff from the Council (two from the primary sector area, one from the legal area). The programme needs to consider four dimensions: (1) grants to the farmers; (2) incentives for businesses that accept to enter the programme; (3) the contract that should be signed between the farmers and their companies; and (4) investment grants for farmers for a further phase of the project. In this period, they mainly focused on developing the criteria and details of the first two elements, the conditions, and the criteria for the grants to farmers (and their coherence with other programmes) and the grants to businesses. This work took longer than expected, and workshops with potential beneficiaries were delayed by several months, mainly due to the local elections that were held in May 2023 and the change of government that was done afterwards.

2023 May elections and change of Council's government team – Delay in the planned co-creation process. In May 2023, local elections were held. The governing parties of the previous term continued in government, but there were changes in the organisational structures. One of the changes was that a new department was created: the Department of Green Territorial Balance. This department integrated the two directorates responsible for the MPPS process (agriculture and mountains), which were previously part of the department of economic promotion. With that change, the former Director of Agriculture (one of the leaders of the MPPS project) was appointed Deputy of the Department, the highest position of the Department (equivalent to a Minister), and the former Director of Forests (also a leader of MPPS) was appointed Director of Agriculture. The self-reported lack of time of the leaders in the initial months after taking office delayed the process, and the meetings with farmers and businesses that were planned to be held before August did not happen. Moreover, the necessary funds for the implementation phase of the pilot for 2024 onwards were still not allocated and secured in the government budgets, and this also caused the leaders to slow down the process.

- d) **Co-design of the final version of the grants programme (November 2023 – January 2024).** Two workshops, one with farmers (December 2023) and one with businesses (January 2024), were held to discuss the draft grant scheme with them. The grant scheme was also discussed with the main actors of the primary sector in the Participatory Table (first in November 2023, afterwards in a monographic session in December 2023).

In this period, it was also shared in some other socialisation activities, such as the yearly congress organised by the Department for the Sector (called Our Land, Gure Lurra in Basque).

- e) **Writing the final version and approval of the programme (February 2024 – May 2024).** Having received the inputs, the Council initiated the processes to write the final version, to formally launch the grant scheme afterwards. The final draft programme was shared with farmers and businesses in two meetings held in May 2024.

The implementation phase: expected from March 2024 onwards.

Following the Gogreen framework, the implementation phase involves mobilizing resources for the development of the solution, the coordination of the people involved in implementation and the strategic reflection for integrating the solution to the context.

The implementation phase of MPPS will start once the grant scheme is launched and farmers and businesses enter the experimental pilot. However, in previous phases, some of the above-described tasks have been developed, such as ensuring the mobilisation of resources to facilitate the continuous operation. At the time of writing the case, there were still no coordination and reflection mechanisms for this phase formally established, but the leaders of the project acknowledged the need to establish some type of mechanism for monitoring, evaluating, and learning about the pilot with the users.

9) The most important governance factors (may include factors other than those in focus in this project)

Two factors are the most relevant to explain the initiation, the development, and the result of this project, which are related to Gogreen governance factors: 1) the collaborative governance culture, arenas, and instruments created by the Provincial Council of Gipuzkoa 2) the leadership of the project.

The EE collaborative governance initiative has put the relevance of collaboration in governance on the political agenda of the territory (Provincial Council of Gipuzkoa, 2023). From an instrumental lens, it has created mechanisms that provide support to projects that are developed through experimentation and co-creation—that's the case of MPPS. Besides, as acknowledged by the leaders of MPPS, EE gave the leaders of MPPS a possibility for experimenting and for connecting with other views, actors, and ideas. EE has also given the leaders centrality and the normative legitimacy to receive support for the project from higher representatives of the Council. EE has also created many collaborative arenas and democratic innovation instruments, such as the Citizens' Assembly, which has also been part of the co-creation process of MPPS. Thus, EE has created the conditions for MPPS to develop a co-creation process (more details are described in GF 3). It has strengthened a public governance paradigm that fosters collaboration (GF3), and it has provided channels for participation and community mobilisation (GF4), among others.

The other relevant factor has been the leadership of the project. The project had a clear leadership of two political representatives of the Council, who have developed their leadership "inside" the government and outside, with the actors. Inside the government, they have exercised their leadership through building alliances and seeking financial and political support for their project, securing the funds for the implementation phase with additional funds outside their structural budgets. They have also exercised external leadership by creating a core group to organise the process, establishing dialogue with business representatives, farmers, and the primary sector actors, and acting as the connecting dot in a distributed co-creation process. Although there has been clear institutional leadership, the co-creation process is part

of an attempt by the Council to build stronger collective leadership in the primary sector and is also based on mechanisms created in that direction, such as the Participatory Table.

10) The generated outputs and outcomes

The tangible output of the process is a grant scheme, which will be implemented in the next 5 years. This is a grant scheme that aims at fostering pluriactivity among non-professional farmers by enabling them to have the possibility of reducing their working hours at their jobs. It supports businesses and farmers financially, and it will need to be requested together by the employee (the farmer) and their employer (the company). It is a grant scheme that is planned to be piloted in 5 years, and if it works, it would be incorporated into the structural programmes of the government. The characteristics of the programme are as follows:

- a) A programme by which a farmer may request, as long as his or her employee also agrees, a reduction in his or her working time by 50%. In order to do so, the farmer must meet specific criteria (both at the moment of requesting and afterwards).
- b) The programme includes financial help for farmers (to make the initial risk of reducing their income by 50% less difficult) and an economic incentive for their employees (to compensate for the difficulties that having an employee reduce their working time brings to business), and it may later develop some type of branding and reputational measures for businesses that enter the programme.
- c) The programme also envisages some special help for investments for farmers.
- d) The farmer is entitled to a 5-year test period, after which she or he must decide whether to continue working 50% of the time with his or her employer or to go back to the initial situation of working full time with the employer (or even to quit their job and work full time on the farm). This decision may be taken at any time prior to the 5-year deadline. After 5- years, the commitment of the company to having the employee back full-time ends.

Some more intangible results could be mentioned, such as strengthening a new policy paradigm for the primary sector in Gipuzkoa, strengthening collaborative and co-creation practices in the Council area, which is responsible for the process, and providing learnings for co-creation and collaboration to participants, the leaders, and the leaders of the EE collaborative governance initiative

11) Lessons learned about the conditions for co-creating green solutions

Some lessons can be drawn from the case, which will need to be further investigated:

- a) The co-creation process in MPPS has not been developed in a perfectly delimited way. Rather, it has been a distributed process where different dialogues have taken place in different spaces. This (in connection with some other previous experiences as researchers) makes us think that, especially in processes at the territorial or regional scale, many co-creation processes need to be looked at from a systemic lens.
- b) The case emphasises the relevance of the initiative EE to create the breeding ground for collaboration and co-creation, by creating a narrative and providing arenas and mechanisms to promote and support collaboration and co-creation. In sum, it shows the relevance of metagovernance for promoting and supporting collaboration and co-creation.

- c) However, the case suggests that, although the previous elements have been key for initiating and developing the process, the co-creation process could have benefited if it had received more methodological support on co-creation. The leaders acknowledged that when MPPS was selected as an experimental project, they thought that they would receive help to design the process. They afterwards hired consultants who facilitated the process, and they were ones that fostered the development of workshops with potential beneficiaries. Our observations made us think that the co-creation process, which is novel to the department and the regional context and a very relevant step in those terms, could have been more intense and maybe more transformational if it had received methodological support specifically on co-creation (e.g., by fostering the introduction of ongoing self-reflection and learning mechanisms). This can be a relevant lesson for the EE initiative and, more generally, to similar attempts to spur co-creation and collaboration.
- d) The case also reaffirms that political timing and factors need to be considered in co-creation processes that are led by the state or where the state has a relevant role to play. The case shows a process that clearly slowed down due to elections and a change in government. Any planning process should take such factors into account.
- e) The previous issue also provides a lesson in the case. The process relied on strong leadership, which has been positive for the whole process. However, the relevance of the leadership of two political representatives has affected the rhythm of the process and slowed it down due to time and agenda difficulties during elections and with the government change. The project promotes and is based on attempts to build territorial collective ownership and leadership through collaborative governance (i.e., through EE, through the Participatory Table), but it can also be relevant building collective leadership in each of the processes – either with participants or through a strong core leading group – to ensure smooth continuity of processes.
- f) Another lesson of the case refers to how a green agenda can be fostered among actors and in systems where this is not initially relevant nor the main priority or worry of the ecosystem of actors in that policy field. Sustainability issues are not the main driver of the project for the leaders, and they are not the main driver for farmers. Economic and cultural motivation is much stronger for them. However, sustainability was a relevant issue to connect with businesses and an important issue to connect politically with the policy framework of the mission on sustainable food. Hence, governments can also promote a consciousness of the green agenda and introduce this issue to actors' agendas through these types of policies.

Scoring and analysis of governance factors

1. Perceived importance of biosphere conditions

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The sustainability challenge has played a role in the project, together with other factors, and it has different relevance at different stages and for different actors.

The main original motivation of the leaders of the project was the uncertain future of the primary sector in Gipuzkoa, due to the reduction of activity and the lack of generational handover to the sector. Evidence of the relevance of this motivation for leaders and the sector they represent is a report elaborated by a university research team involved in the processes in 2021 (listed on references as “Deusto, 2021”). The report includes a table where different actions are framed under different sectoral challenges, and it classifies MPPS as an action that responds to the challenge of “generational handover” but not to the “environment” challenge. Thus, although all actions contribute to the mission of sustainable foods and MPPS responds to a sustainability challenge and rationale, this evidence is indicative that the original motivation was initially a different one.

However, the narrative and rationale around sustainability have gained importance in the project to connect the primary sector to the climate change challenge, to the mission on sustainable food adopted in Gipuzkoa, and to connect with the business sector. In fact, the very question that the Citizen’s Assembly addressed illustrates how the two elements—the primary sector and climate change—were interrelated: “How can we secure the agricultural activity of Gipuzkoa to face the climate emergency?”. Moreover, according to some participants, the perception of taking care of the environment has also been a fundamental issue in the project and a way to connect with the business sector, since this is an issue that the social agenda of businesses includes and constitutes part of their motivation to participate.

Somehow, the narrative around the contribution of farms to environmental sustainability may have helped to construct a narrative that connects with other actors (e.g., highest Council representatives) and to bring allies and financing to foster the programme, and it has been a motivation to collaborate for some of the actors (businesses), although it was not the primary motivation of the leaders, and it is not the motivation of farmers and primary sector actors for launching this specific project.

2. Legislation, programs, and formal goals

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

According to the leaders of the project, no national or international programmes or legislation have been relevant for initiating and developing the MPPS experimental project. It was initiated by a need to tackle a local challenge; some international inspiration was brought by a benchmarking exercise developed by a researcher of the core group to identify measures for fostering pluriactivity among farmers in other

European countries, and has later been shaped and influenced by other local programmes see GF 3). But no sustainability legislation or programmes are acknowledged to have influenced the initiation and development of MPPS. As described in GF 6, there has been an attempt to connect the project with the Basque 2030 Agenda by showing the alignment between the two and the contribution of MPPS to that Agenda – but it has been an alignment and coordination exercise and also an attempt to build an appealing narrative for the project, not an inspiration source for its development. However, the co-creation of the policy programme has been connected in its development to the Sustainable Food Missions framework, which was inspired and developed with international partners (Climate KIC) and connecting it to the EU European Green Deal. Thus, although very limited, there has been some influence from international programmes in the development of the project.

3. Relative openness of public governance paradigms

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The openness's to experimenting with collaborative public governance rationales has been quintessential for the emergence and development of the MPPS co-creation process, that is, for defining a grant scheme with inputs from non-state actors.

The programme has been led by members of a government (the Provincial Council of Gipuzkoa), which since 2016 has made an important effort to foster collaborative governance and incorporate a rationale and practices that resonate with the New Public Governance paradigm and the collaborative tradition of public administration through the EE initiative (see the introductory section for more details). This significant policy innovation has strengthened a collaborative culture in policymaking and governance in Gipuzkoa, which is acknowledged by territorial actors and even other governments, like the Basque Government (Provincial Council of Gipuzkoa, 2023).

In the specific case of MPPS, some interviewees and our own observations show that the leaders of the project are open and proactive, as compared to other practices in the region, to receive external input for the policies; otherwise, they would not have developed a process that incorporates co-creation and dialogue with actors, citizens, and potential beneficiaries to define a policy programme. In the words of two of the interviewees, developing a process like the one developed to define a policy programme is something novel in the Basque context, and it is an illustration of the collaborative governance culture that has permeated different government activities. Although interviews and observations also note that co-creation to address the challenge was limited in this process to the boundaries of the policy program, The creation of a participatory process in 2016 with the main actors of the primary sector in order to improve communication and collaboration between the Council and the primary sector actors is also evidence of

the openness of the leaders of the project of integrating non-state actors in public governance. This process was also influenced by the work of the Citizen's Participation Department of the Council, which assessed the design and accompanied the development of the process. Besides, the department that leads MPPS is very used to having meetings with many primary sector actors and to having direct communication with farmers.

The EE collaborative initiative provided the umbrella framework to develop MPPS as an experimental project, and it has been key to MPPS at least in four ways in a more instrumental sense, as acknowledged by the leaders of the project. (1) EE provided the opportunity to later commit government funds to developing a 5-year experimental pilot with additional funds. Hence, it also provided the possibility of reducing the resistance of primary sector actors who would consider using the department funds for this purpose as something negative because it would mean reducing other grants. (2) EE developed a missions' approach that defined sustainable food as one of the core missions of Gipuzkoa, providing the MPPS with a policy strategy to which the MPPS can discursively and practically connect. (3) EE also provided MPPS a door to new ideas and connections through its different learning and reflection spaces and mechanisms, allowing the leaders "to get out of inbreeding" and receive different inputs that could feed their way of thinking and the process. Besides, (4) EE fostered and financed the development of the first ever Citizens' Assembly in Gipuzkoa and invited and convinced the leaders of MPPS to participate there, so that the challenge to be worked on in the Assembly was the link between the primary sector and climate change. This enabled discussions with citizens, and later, once the Assembly included the development of MPPS in their recommendations, the government committed publicly (included in the Parliament) to develop it, thus granting the leaders the commitment of the highest representatives of the Council to develop the pilot in the next 5 years. However, at the time of writing the case, this was not clear due to the political affairs of the parliament, which rejected the council's budget for 2024.

Despite the previous positive elements, the leaders of the project also stated that initially they expected more methodological help from EE and that they believed they would receive methodological support once MPPS was selected as an experimental project, and we can hypothesize that the co-creation process would have been more intense if that help, specifically with a focus on co-creation, had existed.

4. Formalized institutional channels for citizen participation and community mobilization

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

As described in GF 3, besides providing the discursive framework in favour of collaboration, the institutional channels and mechanisms developed by the Provincial Council of Gipuzkoa have also been relevant for the process of MPPS. Specifically, through EE collaborative governance initiative and through

the Directorate of Citizens' Participation, the Council has fostered processes and spaces where MPPS has been discussed with citizens (the Citizens' Assembly) and with primary sector actors (the primary sector Participatory Table – which was created with the help of the Directorate of Citizen's Participation). Thus, these channels were key for sharing and/or discussing the policy idea with wider community and sectoral agents, hence improving the collaborative process.

5. Mechanism for ensuring top-down government and bottom-up social accountability

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The project must comply with some reporting and accountability requirements (both upwards and downwards) for the progress of the project.

Regarding the *upward accountability*, as any other experimental of the EE collaborative governance initiative of the Provincial Council of Gipuzkoa, the MPPS had to report yearly about the achievements of the year and the next year plan in an EE yearly published report. Besides, the co-created solution will be a grant scheme that must meet the standards and requirements of any government policy programme, thus ensuring that it is feasible and legitimate.

As for *downward accountability*, the Council must inform the Citizen's Assembly about the progress of each of their recommendations, one of which is the MPPS. Following the formally established rules by the Assembly, reporting meetings to the Assembly need to be held regularly. Moreover, this accountability mechanism also includes informing the parliament of Gipuzkoa about the progress of the recommendations. The leaders also inform about the project in the Participatory Table of the primary sector, but they do so on a voluntary basis.

In all cases, reporting and accountability mechanisms are rather general in that leaders inform in very general terms about the progress of the project rather than providing detailed information and using these interactions as feedback mechanism to improve the process content-wise and especially process-wise (although they have done so in the Participatory Table).

Lastly, the leaders of the project acknowledge that some type of monitoring and evaluation mechanism should be established for the implementation period of the pilot programme with direct participants and groups of beneficiaries (businesses and farmers).

6. Strategic agenda-setting by means of translation

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The rationale and narrative of the MPPS, as included in presentations used in meetings, include an explicit mention of the Sustainable Development Goals, indicating that "the project MPPS contributes directly to the objectives of Gipuzkoa in the 2030 Agenda of Euskadi." Specifically, it connects it to SDG 2, 8, 12, and 13. It is very interesting how the rationale of the project and the argument for developing it mix both the global context and the local challenges and contextual factors (especially in cultural terms), creating a narrative that makes reference to European strategies, climate change, and several dimensions and challenges (economic, social, and environmental) of Gipuzkoa, thus making it appealing to different audiences and connecting with the interests and aims of different actors.

However, this connection with the SDG has been an exercise of alignment for framing the project under Basque and territorial strategies in discursive terms. This connection with the Basque multilevel agenda and the SDG has also been made for coherence and to make it more appealing to businesses, because the SDG and sustainability are issues that many businesses are familiar with and that are on their agendas. It was also part of the narrative for the Citizens Assembly. Nevertheless, none of these issues were significant in the meetings, as they were not discussed and were not part of the dialogue with the participants.

7. Construction of narratives about successful multi-actor collaboration

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

In the specific process of MPPS and the meetings with potential users and the wider community, there have not been references to previous collaboration experiences, either negatively or positively. Nevertheless, several participants (e.g., businesses and primary sector actors) do have previous collaborative experiences with the Council that have influenced their willingness to participate in the process. Moreover, there has been a construction of a narrative around the importance of collaboration through the EE initiative at the meso level, building on the historical tradition of cooperation of previous generations in Gipuzkoa. Thus, both the other collaborative experiences of many of the participants and the narratives constructed around multi-actor collaboration within the wider initiative have been key to

engaging diverse actors in the co-creation process, although this issue was not explicitly mentioned in the interactions.

8. Building or harnessing institutional platforms and arenas

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The initiative EE has created many collaborative infrastructures (reference centres) and strategies (e.g., the mission on sustainable food systems) that aim at promoting collaborative problem-solving processes. It has also promoted democratic innovation instruments, such as the Citizen's Assembly. Equally, the leaders of the project have promoted the creation of the Participatory Table, which strengthens dialogue among the primary sector actors. These arenas have been used to discuss the policy idea with society (the Citizen's Assembly) and with primary sector actors (the Participatory Table, which always meets in the same physical venue).

Besides, there is a mobile application of the Department of Green Territorial Balance (an app called *Nekagip*), which contains relevant information for farmers and has also been used to share information about the project.

The ad-hoc meetings with potential beneficiaries (farmers and businesses) have been held in a physical venue that was created within the frame of the EE collaborative initiative, called EE Gunea. This is a room physically located on the ground floor of the main building of the Council, at street level. It was established in 2018 with the ambition of being an experimentation space and a meeting point for the Council, civil society, and territorial actors, as if it were "the public square"³ of the collaborative governance initiative EE. Its location, somehow on the boundary of the Council and the street (it is in the Council building premises but before security check), is also a reflection of this aim of being a collective connecting space that belongs to everybody. This is the physical venue in which most EE initiative-related meetings take place. Thus, whereas the Department that leads MPPS carries out their regular activities' meetings in their offices and meeting rooms (the Council "receives" others), meetings for MPPS have been held in EE Gunea (a somehow collective space where all actors meet). From our observations and experience, we could hypothesise that this physical space is a tool that helps policymakers instantly frame meetings within a collaborative context (a collective space where we must work together vs. a space where the Council

³ Term used by the Deputy General when the space was inaugurated: <https://www.gipuzkoa.eus/es/-/martxan-da-etorkizuna-eraikiz-gunea-politika-publikoen-laborategia>

receives others), and thus, it can be a driver for them to adopt a collaborative spirit and approach in the interactions that happen in this venue.

All in all, the various institutional platforms, and arenas with different types of actors have been key to the collaborative process.

9. Provision of access to blended financing

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

This project is financed by public funds, specifically with the funds of the Provincial Council of Gipuzkoa. The design phase (the experimental co-creation process of the grants scheme) has been developed with the resources of the Green Territorial Balance department, and the implementation phase (the 5-year pilot with grants to businesses and farmers) will be funded with extra funds, not with the ordinary budget of the project leaders. But they are all funds of the Provincial Council (public funds from one government).

10. The capacity to leverage support from authorities to enable local collaboration

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

This is a co-creation process for creating an experimental grant scheme, initiated, led, and owned by the Provincial Council of Gipuzkoa (a sub-regional government). The process did not involve or seek the help of governments of other scales, i.e., the Basque government. However, we do consider that the capacity to leverage support has been key to this process in the following terms: This was a project proposal by political representatives of the areas of agriculture and forests of the Provincial Council of Gipuzkoa. They needed political support to take steps towards a new policy paradigm and funds to develop their policy idea since it implied creating a new funding scheme, which was novel. To do so, they needed to secure extra government funds; taking from their regular budget would have created problems because it would have meant reducing other grants to the primary sector actors. Hence, the leaders of the project proposed the project as an EE experimental project, which provided not only access to more ideas, actors, and connections but also the possibility of strengthening the idea that this was a relevant project for the Council. Afterwards, the participation of the project and the leaders in other forums and dialogues that

the EE initiative opened for them (the mission’s strategy, the Citizens’ Assembly, and other formal and informal dialogue spaces with higher-level political representatives of the Council) allowed them to finally secure government funds for the implementation of the pilot from 2014 onwards. Thus, the leaders of the project had the capacity to leverage the support of higher-level authorities not from other governments but from their own government, which is key for the project.

11. Inclusion and empowerment of relevant and affected actors

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

In the opinion of informants, the most relevant and affected actors specifically for this project have been included in the process, although there are comments that point out that some more actors could have been included. The process to design the MPPS grant scheme has incorporated the most relevant and affected actors at different phases of the process and with different purposes. Public representatives have been involved so that they support and fund the process. The process has also incorporated potential beneficiaries of the project. The main business associations and some companies have participated in the co-creation workshops. However, it has been noted that the process maybe should have had a more representative sample of the business community (the selection was made based on previous knowledge about businesses that had a sensibility towards social and sustainability issues). Farmers have also participated in co-creation workshops. They were contacted and invited through local associations. In the first focus group, some of the farmers expressed that non-professional farmers have usually been outside the scope of Council’s policies, and that they were happy because they had been considered. Moreover, their views had an influence on the grant scheme (see GF14). Relevant actors of the primary sector have also been involved through the Participatory Table, where the goal and the policy programme have been discussed. The objective of MPPS and the challenge behind it were also discussed with citizens in the Citizen’s Assembly. Some informants have pointed out that the project could have incorporated more actors as the process was advancing; on the one hand, involving more explicitly the professional farmers (and/or their representatives), due to their worries with MPPS; on the other, co-creation involving a wider set of actors for discussing and addressing the underlying problem behind the project more widely and globally, transcending the specific purpose of the project.

On the other hand, observations and interviews evidence that opportunities have been created for participants to share their views and concerns (such as establishing working dynamics in small groups, which facilitated participants feeling comfortable sharing their opinion). However, there is no evidence that activities to empower participants or special efforts to include critical voices in the process have been developed.

12. Clarification of interdependence vis-à-vis common problem and joint vision

QCA score:

- 0
 0.33
 0.66
 1

Scoring confidence:

- Low confidence
 Medium confidence
 High confidence

Data sources:

- Interviews
 Documents
 Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

At the meso level, the collaborative governance initiative EE is strengthening a general narrative around the interdependency of all territorial actors and the government in tackling territorial challenges. In the primary sector, the creation and development of the primary sector Participatory Table also aims at generating this interdependency between primary sector actors.

Looking at the concrete collaborative process of MPPS, in the view of the leaders and facilitators, there has been an attempt to bridge two worlds that have usually been separated from each other: the world of businesses and the primary sector, which has traditionally seen industry as a threat. Hence, this process was a first attempt to start bridging both worlds. It is an interdependency and a common problem that goes beyond the specific collaborative process, and it is contextualised in territorial terms.

The documents of the project, which have also been used in the meetings, illustrate a narrative that emphasises the interdependence of participant businesses and farmers within a territorial framework. For the farmers (mixed professionals), the interdependence is obvious since companies are their employers. For the companies, the interdependence emphasised in documents and meetings by the leaders and felt by participants rests mainly on the idea that the farm—and thus, the farmers—are key to contributing to the territory (to its identity, biodiversity, food, etc.). The interdependence is that farms are key for our territory and businesses are key for developing this project that will foster that farm continue existing and hence also contribute to sustainable development. In meetings, businesses also stressed that farmers with the profile addressed in the project are usually hard workers. For the primary sector actors, this interdependence is not obvious (some have a critical view of giving businesses an economic incentive for participating in the programme), and the project leaders have underlined the idea that they are a relevant actor—that also needs to be supported—to help strengthen the primary sector and the farmers. The relevance of the Council to address this challenge is taken for granted since it has the means and funds to promote measures and incentives through its policies.

13. Trust-building and conflict mediation

QCA score:

- 0
 0.33
 0.66
 1

Scoring confidence:

- Low confidence
 Medium confidence
 High confidence

Data sources:

- Interviews
 Documents
 Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The MPPS co-creation has been a dispersed co-creation process where different actors have participated but they have not interacted continuously between them. Thus, there have not been specific measures to build trust among participants. In the view of some interviewees, trust has been fundamental, but it is mostly institutional trust from some participants towards the Council, that makes them participate in the co-creation process. Besides, informants and our observations evidence that meetings created a trust environment to express their views. Anyhow, doubts have also been expressed about the capacity of the Council (and more generally public institutions) to respond to their challenges.

As for the conflicts, the co-construction process has consisted of a process where a policy idea and a policy programme have been built with different types of knowledge and perspectives. Different views have emerged and have been addressed in the process. When discussing the idea with the primary sector actors, different positions emerged. The dialogue allowed for addressing critical views by clarifying issues and misunderstandings (e.g., that the experimental projects use additional funds, and thus no funds from professional farmers will be allocated to non-professionals). The different views that emerged in the Citizen's Assembly were managed through the deliberation methodology undertaken. In the dialogue with potential beneficiaries, different views and positions also emerged, including some critical views, and the Council clarified their views on these issues and established a dialogue responding to those different views.

In sum, the process has generated a trust environment and the opportunities to make emerge different views – also conflicting perspectives and critical views-. However, since the process has not been framed and approached as a consensus building project, but a process to define a programme considering different perspectives, there have not been attempts to reconcile and mediate between the different perspectives, to reach consensus and seek agreement, but to establish a dialogue, clarify the Council's positions, and take into consideration the different views of participants.

14. Use of experimental tools for innovation

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

MPPS has used a user-centred design approach for designing the grant programme. The policy idea was discussed with different types of actors and lay citizens—through the participatory table with the main actors of the sector and with lay citizens in the Citizens' Assembly (explained in the integrated case analysis section). The process of co-designing the content of the grant scheme has involved less interaction than expected with potential users, and the programme has been mainly designed internally in the Council with the participation of political and technical staff and consultants. Nevertheless, it has been key to include the views of participants in the design, and workshops with farmers and businesses were developed with

that aim. On the one hand, a workshop with farmers was organised to share the idea with them, learn about their reality, and gather their views (how is a typical working day for them, why they work in the farm and why they work outside the farm, what income reduction in their work would be acceptable for them, what specific problems they have, what they would request to businesses and the Council to be able to make compatible the two works, and what problems they would have in that context). On the other hand, two meetings were developed with businesses, one with business associations to discuss how to incorporate businesses into the project and one with specific businesses to learn about their views, needs, motivations, and barriers to being part of an experimental pilot (their needs, what would hinder the company from hiring a mixed professional, and what incentives could be proposed for businesses). Besides, two other meetings were held with businesses and farmers to discuss the content of the grant scheme. One meeting was developed with farmers (and an additional one with primary sector actors) to discuss with them the criteria and conditions of the programme for farmers, and one meeting was developed with businesses to discuss with them the criteria and conditions of the programme for businesses. Their inputs have influenced the design of the grant scheme, for example, criteria regarding the ownership of farms to make this scheme compatible with another policy programme of the Council for farmers (adopting a policy-mix perspective) and the grant amounts for businesses.

A phase of prototyping is envisaged from 2024 onwards, after the grant scheme starts working. Although this phase has not been planned yet, the leaders of the project state that mechanisms for learning and readjusting the programme will be needed, as well as mechanisms to incorporate the pilot programme into the structural programme of the department (if the pilot is successful). Many issues have been raised in the design phase linked to how this programme responds and adapts to different types of realities for farmers, which will not be addressed in the first pilot programme, due to the timing and the need to launch and start the experimentation. But there is a will to assess all the issues, improve the programme in further years, and/or seek new solutions that adapt to different types of realities. A public report (on the activities of the EE collaborative initiative in 2023) about the assessment of EE also includes the commitment to review the scheme to readjust it to new needs that may be detected in the implementation phase.

15. Ongoing critical self-reflection and learning (i.e., process and/or developmental evaluation):

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

At the meso level, several mechanisms have been put in place for promoting critical self-reflection and learning in the EE collaborative governance initiative, the umbrella initiative where the project MPPS has been developed (e.g., a formal evaluation, the participation of academics who promote an external critical view, and the use of methodological approaches such as action research to promote continuous learning). The Participatory Table of the primary sector has also aimed at introducing a critical learning culture, which

is evidenced by the introduction of researchers in 2020 with the aim of making recommendations to improve the governance mechanisms and working dynamics of the Table.

However, specifically looking at the MPPS co-construction process, there have not been mechanisms put in place to promote learning around the collaborative process. Meetings and interactions with participants have focused on the substantial issues (the content of the policy idea and programme) and not on the collaborative process. Thus, there has not been ongoing critical self-reflection and learning with those participants. Although it is worth mentioning that the Citizen's Assembly, in which the MPPS project was discussed with citizens, did have an evaluation exercise carried out by a university team.

It is also worth noting that there have been some reflections about the collaborative process in the core group, and there are two elements that have contributed to that. On the one hand, training sessions on facilitation were developed under the frame of EE, facilitated by an action researcher, which introduced learning and reflection about how the process was being facilitated. On the other hand, the incorporation of the project as a case in Gogreen, the incorporation of a research team that was analysing the process from a co-creation lens, and the dialogues of the research team with policymakers in the framework of Gogreen have introduced, in our view, a new element of learning and critical reflection about how co-creation is being developed (for example, strengthening the idea that an evaluation with participants should be made in the implementation phase). It is also worth noting that the leaders of the project acknowledge that learning and evaluation mechanisms will be established once the pilot is launched.

16. Exercise of facilitative leadership:

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Participants recognise the leadership of the formal leaders of the process, the political representatives of the Department of Green Territorial Balance of the Provincial Council of Gipuzkoa, and their strong belief and commitment to the project. Their leadership has been key in two dimensions: 1) It has been key (as explained in GF 10) to get the financial and political support from other areas of the Council to carry out the experimental project. They have performed a facilitator role in the sense of creating the conditions to develop the project. 2) to involve participants in the process (directly or indirectly through intermediaries like the consultants that act as facilitators), and they act as relational leaders in the meetings (both in the meetings with potential users and with primary sector actors), being open to dialogue directly with participants, although it has also been clear that the Council owns the process and the decisions.

As a downfall, the relevance of the leadership of the two political representatives has been an element that has also slowed down and changed the process from what was initially planned, since during elections

and the change of the term, the process stopped due to the time difficulties of the project leaders and the absence of others who would push forward.

Outcome variable: Successfully co-created green transitions

The outcome variable ‘co-created green transitions’ will be scored in two parts. First, ‘co-creation’ will be scored based on an assessment of whether the participants in the initiative, project or process engaged in collaborative problem-solving that fostered creative ideas and innovative solutions (data will consist of survey data combined with interviews and documents). Next, ‘green transitions’ will be scored based on an assessment of whether the initiative, project or process has fulfilled or is expected to fulfil its green goals, ambitions and aspirations (data will consist of survey data combined with interviews and internal and/or external evaluation reports, including scientific publications).

The scoring of this variable is done in two parts:

- 1. Is the developed solution based on collaborative problem-solving spurring creativity and innovative solutions?*
- 2. Does the developed solution engender a green transition?*

This scoring should be conducted based on both the survey and complementary green outcome evaluations. Please consult Sections 4.4 and 6.10 in the Research Protocol for more details.

1. Is the developed solution co-created?

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Survey
- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this part of the governance factor, including the data sources used for the scoring.

A diversity of actors has participated in the MPPS co-creation process in different and diverse dialogue spaces: citizens through the Citizens’ Assembly, the primary sector actors through the Participatory Table, farmers and business representatives through ad-hoc co-creation meetings, and researchers and policymakers through the core group. Hence, the grant scheme has been developed by including a variety of knowledge, ideas and perspectives. It has been a rich process of participation and collaboration and a novel and innovative way of working in its regional context, as underlined by participating actors in interviews, and supported by the results of the mini-survey.

The results of the mini-survey show positive scores in all items related to collaboration, creativity, and innovation (1,2,3,4,5,7,8,10,11,12), and thus, respondents’ views indicate a collaborative process that has produced innovation. Nevertheless, there is a comparatively lower score on some items that assess the innovative character of the solutions (items 4 and 5, which assess whether the solution breaks with established practices and wisdom). Besides, it must be considered that the survey was filled out by a small

group of key actors (it was not possible to send it to a wider group), and interviews and observations make us weight the scoring. The process was focused on discussing the problem and designing a policy programme with the views of different types of communities (farmers, businesses, citizens, primary sector agents) but these communities have not interacted with each other. Knowledge sharing and problem solving have occurred through the dialogue of policymakers with each of the communities separately; thus, the different types of actors have not exchanged their perspectives and views directly with each other to reframe the problem they were addressing, formulate objectives for the process and develop solutions. Hence, it has been a rich process of distributed co-creation in which a solution has been generated with the vision of different communities, and it has constituted an important step towards co-creation in the analysed context, because it is certainly a novel way of developing a programme; but participating communities have not interacted directly with each other to define the problem and the solution together (this could have increased the potential to develop other innovative solutions).

If possible, please insert your survey responses in the table below (in % for each response), including the mean/average % for each survey item.

	Strong. dis.	Dis.	Slight. dis.	Neither agr/dis	Slight. Agree	Agree	Strong. Agree	Mean
	-3	-2	-1	0	1	2	3	
1. Problem-solving mobilized different experiences, and/or ideas and/or forms of knowledge to develop new perspectives					10%	60%	30%	2.2
2. Through the collaborative problem-solving process, different experiences and/or ideas and/or forms of knowledge have been mobilized to search for unconventional solutions					10%	50%	40%	2.3
3. The collaborative problem-solving process mobilized different experiences, and/or ideas and/or forms of knowledge to search for solutions that go beyond standard/text-book solutions						60%	40%	2.4
4. The co-created solution breaks with established practices				10%	30%	50%	10%	1.6
5. The co-created solution disrupts conventional wisdom				20%	50%	30%		1.1
6. The co-created solution offers new ideas to address the green transition problem				10%	10%	70%	10%	1.8

7. I'm supportive of the co-created solution					20%	60%	20%	2
8. I'm content with the overall collaborative process of the project					50%	50%		1.5
9. I feel the multi-actor collaboration process was a prerequisite for the success of the project					10%	50%	40%	2.3
10. I'm satisfied by the results of the co-creation effort in terms of expected impact on the welfare of the community				10%	10%	30%	50%	2.2
11. The collaborative interaction in the project has led to an innovative solution					20%	60%	20%	2
12. The actors involved in the project are engaged in collaborative interaction that stimulated creative problem-solving					20%	50%	30%	2.1
13. The co-created solution meets the proposed goals of the project				10%		60%	30%	2.1
14. The co-created solution will be durable and robust in the long run				10%	10%	60%	20%	1.9
15. The co-created solution is expected to significantly improve sustainability for the whole community				10%	30%	40%	20%	1,7

2. Does the developed solution engender a green transition⁴?

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Survey
- Interviews
- Documents
- Observations

⁴ By "green transitions", we mean objectives and aspirations that correspond to at least one of the Green SDGs (SDG 6, 7, 11, 12, 13, 14, 15). The project does not have to refer explicitly to the green SDGs, but the project's green objectives

Please elaborate on the reasoning behind your scoring for this part of the governance factor, including the data sources used for the scoring:

Since the solution (the grant scheme for promoting pluriactivity among farmers) has not been launched and it will be piloted in the next five years, this factor can only be analysed in terms of the expectation that the solution will produce the desired outcomes.

The development of the programme is based on the hypothesis that the programme can be a measure to help the generational turnover in farms and contribute to maintaining farming activity, which in turn will contribute to environmental care. It is not possible to assess whether this is a valid hypothesis since the impacts of the program will have to be analysed in a later period and in the long term. However, the process has already produced an outcome: the co-created draft programme to be tested in the next 5 years, and that, according to the project rationale, should contribute to maintaining farming activity. The results of the mini-survey indicate that most respondents (66% of the small group of participants that filled the survey) have expectations that the programme will contribute to improving the current situation and the sustainability of the community (1.7 mean score in survey item 15) We (researchers) consider that the development of the solution has included some ingredients (introducing the green discourse and rationale in the primary sector and linking primary sector problems with climate change) that make it a first step in the construction of a new paradigm for primary sector policies linking them to environmental issues and climate change, and thus, it can contribute to a path of seeking green solutions through these policies in the future. In sum, this item cannot be scored as a full realization (1) because the green impacts should be assessed in the longer term, but the project has achieved its immediate goal, and is expected that it can have positive impacts in the future.

If possible, please insert your survey responses in the table below (in % for each response).

1. The project:	Yes	No	Don't know
...did not produce any green transition solution		11.11%	
...is expected to produce/has produced a green transition solution aiming to avoid a worsening in the status quo	11.11%		
...is expected to produce/has produced a green transition solution aiming to maintain the status quo	22.22%		
...is expected to produce/has produced a green transition solution aiming to improve the status quo	66.66%		

Please list all the informants you have interviewed for the case study (list project role + interview date):

Meetings with leaders and/or facilitators to know about the project and its progress (2022-2023):

- a) 2022/06/12
- b) 2023/02/22
- c) 2023/05/17
- d) 2023/09/20

Interviews:

- a) 2023/11/15 Leader
- b) 2023/11/15 Leader
- c) 2023/11/16 Facilitator
- d) 2023/12/12 University expert
- e) 2023/12/15 Participant 1 (farmer)
- f) 2023/12/15 Participant 2 (farmer)
- g) 2023/12/15 Participant 3 (farmer)
- h) 2024/01/10. Government representative of leading department (civil servant)
- i) 2024/01/10. Government representative President's cabinet department (political profile)
- j) 2024/01/18. Participant 4 (business representative)
- k) 2024/01/23. Participant 5 (business representative)
- l) 2024/01/24. Participant 6 (business representative)

Please list all the observations you have made (type of meeting/workshop/etc. + observation date):

- a) 2023/01/01. Workshop of the Council with businesses. Workshop developed to discuss the idea and receive inputs from businesses.
- b) 2023/02/01. Capacity-building session of the core group on facilitation.
- c) 2022/02/14. Capacity-building session of the core group on facilitation.
- d) 2022/03/03. Capacity-building session of the core group on facilitation.
- e) 2023/11/16. Meeting of the primary sector participatory table. MPPS was discussed in the meeting.
- f) 2023/11/23. "Our Land" congress – annual public congress organized by the Council to gather primary sector agents. There was a panel to explain the experiences of the Citizens Assembly – where MPPS was discussed.
- g) 2023/12/15. Workshop of the Council with farmers, to discuss the draft of the MPPS grants scheme.
- h) 2023/12/19 Meeting of the primary sector participatory table: monographic session on MPPS to share and discuss the grants scheme
- i) 2024/01/10 Workshop of the Council with businesses, to discuss the draft of the MPPS grants scheme

Please list all the documents you have analysed (document name + source + year):

Documents related to the Etorkizuna Eraikiz initiative:

- a) Etorkizuna Eraikiz Web page: <https://www.etorkizunaeraikiz.eus/en/>
- b) Provincial Council of Gipuzkoa, 2022a. Misión Alimentación Sostenible de Gipuzkoa – Sustainable Food System of Gipuzkoa Mission. Report.
- c) Provincial Council of Gipuzkoa 2022b. Balance 2022 de Etorkizuna Eraikiz (EE Assessment 2022)

- d) Provincial Council of Gipuzkoa, 2023a. Presentation of main results of EE evaluation (presented at the Gipuzkoa parliament)
- e) Provincial council of Gipuzkoa 2023b. Balance 2023 de Etorkizuna Eraikiz (EE Assessment 2023)
- f) Barandiaran, X., Canel, M.J., and Boukhaert, G. Eds (2023). Building collaborative governance in times of uncertainty, Pracademic lessons from the Basque Gipuzkoa province, Leuven University Press: Leuven

Documents related to the Primary Sector Participatory Table and the Citizens' Assembly:

- g) 2020-2021 Project report of the Participatory Strategic Process of the Primary Sector. Report elaborated by Deusto University, May 2021.
- h) 2021-2022 Project report of the Participatory Strategic Process of the Primary Sector. Report elaborated by Deusto University, July 2022.
- i) *Gure Lurra* journal, number 7 (May 2023) and 8 (September 2023)
- j) Meeting minutes of the Participatory Strategic Process of the Primary Sector – March 2022, October 2022, December 2022, March 2023
- k) Gipuzkoa Citizens' Assembly information at the web page:
<https://www.gipuzkoa.eus/eu/web/herritarrenbatzarra/zer-da>
- l) Gipuzkoa Citizens' Assembly – Recommendations of the members of the Assembly, January 2023.
- m) Gipuzkoa Citizens' Assembly – Answer of the Provincial Council of Gipuzkoa to the recommendations of the members of the Assembly, January 2023.
- n) Gipuzkoa Citizens' Assembly - Accountability of the Provincial Government of Gipuzkoa: degree of compliance with the commitments acquired, November 2023.

Documents related to the core MPPS project:

- o) Core group meeting minutes – 2022/09/27, 2022/10/21, 2022/11/11, 2022/11/30, 2023/01/11, 2023/04/26, 2023/05/08, 2023/05/18.
- p) Meeting minutes of the meeting of the core group with representatives of business associations – 2022/11/02
- q) Results of the workshop with farmers. 2022/11/16
- r) Presentation of the workshop with businesses – 2023/01/11
- s) Fiscal and legal consultant's report on measures for the MPPS – 2022/02/16
- t) University report on key dimensions for MPPS based on literature review, University of Deusto – 2022
- u) Zabala-Iturriagoitia, 2023. Innovando fórmulas para la sostenibilidad del sector primario – Innovating formulas for the sustainability of the primary sector. Article written by a researcher – member of the core group- in Alumni Deusto journal.

Please note the response rate for the survey/measurement of outcome variable:

10/11 It was not possible to do the survey to all participants, and researchers shared the survey with a small group of key participants.