Challenge sheet

Bilbao Ekintza

Improving the legal and technical drafting process for procurement tender documents

How might we make the drafting of public procurement tender documents more legally and technically robust, incorporating specific regulations and references from other administrations, in order to reduce the risk of legal challenges and speed up the launch of services and projects?

Sub-challenges

- How might we systematize the search for technical and regulatory requirements through efficient capture of external knowledge?

  This sub-challenge seeks a solution that extracts information from tender documents of other administrations, sector-specific regulations and previous rulings, structuring all this historical knowledge into a reusable database that optimizes the drafting of new contracts.

- How might we optimize the identification of the most suitable evaluation criteria for each tender?

  It focuses on creating a dynamic repository capable of suggesting the most appropriate combinations of award criteria and weightings according to the subject matter and sector of the contract, always ensuring an objective and justified link that serves as the basis for the subsequent assessment of bids.

- How might we ensure the correct integration of cross-cutting considerations into tender documents?

  It involves enabling an advanced validation system that incorporates regulatory, social or environmental requirements in a balanced way, verifying that these clauses scrupulously respect the principles of proportionality, equal treatment and effective non-discrimination in public competition.

Context

Bilbao Ekintza is a Local Public Business Entity attached to Bilbao City Council, whose core mission is to promote economic development, employment, trade and tourism in the city, as well as to position Bilbao as an attractive ecosystem for investment and talent. In order to meet these objectives of general interest, the entity manages a constant volume of tenders and files ranging from specialized service contracts to technology supplies and strategic consultancy. Public procurement is therefore the essential operational pillar through which Bilbao Ekintza structures and provides its public services, and it is subject to strict procedural rigidity and a heavy administrative burden.

Currently, the process of preparing and drafting the Particular Administrative Clause Documents and Technical Specifications falls to the technical-legal staff of the Legal Unit, working together with the entity's requesting departments. This task is carried out mostly manually, requiring a considerable amount of time due to the need to cross-check scattered information, such as previous tenders, tender documents from other administrations, sector technical standards and the ever-changing case law of contractual appeal tribunals. The lack of structured support tools leads to a certain heterogeneity in the documents, which significantly increases the risk of legal inaccuracy, disproportionate requirements or special appeals in procurement matters.

Identified problem

The preparation of public procurement files at the entity faces considerable regulatory complexity and a heavy administrative burden, since the process of drafting tender documents and the subsequent assessment of bids is carried out entirely manually. This manual effort lengthens processing times, requiring on average between one and one and a half months per file for repetitive tasks such as scattered information searches or the constant exchange of document versions. Lacking structured technological tools to assist the technical-legal staff, there is a lack of consistency in the criteria applied and a high risk of making material or formal errors in defining the contract. This technical and legal vulnerability increases the likelihood of special appeals, legal challenges or litigation, which can bring tendering procedures to a halt and jeopardize the efficiency of managing essential public services.

Stakeholders involved

The following profiles are involved in this challenge:

- **Bilbao Ekintza Legal Unit:** Its technical-legal staff acts as the system's main expert user, operationally guiding the tender preparation process and being responsible for the mandatory final validation of all proposals and recommendations issued.

- **Requesting or Technical Departments:** They actively participate in the file's lifecycle as the parties responsible for drafting and submitting the initial draft defining each

department's needs, and also take part in the later stage by preparing the technical bid assessment reports for the offers submitted by bidders.

- **Information Systems and IT Department:** Acts as a key cross-cutting player, taking responsibility for ensuring the correct technical deployment of the solution within the entity's infrastructure, ensuring strict compliance with the National Security Framework (ENS), and coordinating the tool's future integration.

Materials and tools

Below is a description of the entity's current technology environment, for context. Integration with these systems does not need to be a requirement of the pilot, but participating entities should be aware of it so that their proposals are realistic and compatible with any future deployment. Information on data format, hosting, type of systems, the person managing them and any relevant information on integrations will also be included.

- **Corporate management systems:** The entity's main technology environment for this challenge consists of Microsoft Dynamics Business Central for internal management of the entity, and the Basque Country Procurement Platform (Contracting Profile) for the publication, processing and official management of public tenders.

- **Office tools and current support:** Staff usually work with tools from the Microsoft 365 E3 environment (mainly Word for drafting tender documents and reports). Likewise, for the bid analysis and assessment report stage, the entity has previous experience using conversational agents based on Copilot Chat, operating under the team's direct supervision.

- **Data format and structuring:** The information needed to build the tender documents is mostly in unstructured format. This includes historical tender documents in editable text format (Word) or PDFs from the entity's own previous tenders, as well as external tender documents publicly hosted on the contracting profiles of other public administrations.

  It is important to note that the bulk of these documents is stored on network drives that cannot be accessed from outside. We have cloud storage from Microsoft, included in the Office 365 E3 license, which is not currently being used. A move of data storage could be considered, but it would need to be compatible with security regulations and internal policies.

- **Integration requirement:** Direct integration with corporate systems (such as Business Central or the Basque procurement platform) is not a mandatory requirement for developing the initial pilot. However, the proposed solution must be technically compatible and realistic enough to allow for eventual deployment and integration in later phases.

- **Management and Governance:** Ongoing maintenance of the technology solution once deployed will be the responsibility of the external provider. Internally, the Information Systems and IT team will oversee the technical guidelines of the operating environment and coordinate the requirements of the National Security Framework (ENS) to ensure that confidential bid and tender data always remains under strict control and within the entity's own environment.

What are we looking for?

A technological solution that enables:

- Assisting in the preparation and review of contractual documentation.
- Automatically identifying applicable regulations and assessing the adequacy of criteria and qualification requirements in line with case law and legal doctrine of the tribunals.
- Structuring external knowledge (best practices, recurring clauses) into a reusable database.
- Technically and legally validating the contract elements to detect inconsistencies or risks.
- Analyzing the technical bid assessment report to ensure its consistency, justification and objectivity.
- Automatically generating the file's documentation (justification report, tender documents, reports), ensuring its coherence and traceability.

Key considerations

- **Transparency and Explainability:** Mandatory traceability of regulatory sources and clear justification for any suggestion.
- **Human Oversight:** Legal Unit staff will always retain decision-making control and oversight of the outcome.
- **Information Security:** Tender and bid documents may not leave the entity's own environment under any circumstances.
- **Reliability:** It is not acceptable to provide incorrect data based on hallucinations (e.g., inventing articles or rulings).
- **Integrability:** The solution should be capable of being integrated in the future with current tools, such as Microsoft Dynamics Business Central and the Basque Country Procurement Platform.

- **Regulatory Compliance:** Alignment with data protection (GDPR), the AI Regulation and compliance with the National Security Framework.

Process and key dates

To take part in the challenge, send your proposal to the challenge at the email address from which you received this challenge sheet: govtech@bindplatform.com

The deadline for receiving a response to the proposal is: **October 1, 2026 at 4:00 PM.**

The selection process consists of two phases

Phase 1 (Oct 26-28): pitches from semifinalists with the company. Startups will have to present their
proposal in 10 minutes. As a result, three startups will be selected as finalists.

Phase 2 (Nov 17-18): round of interviews with finalists and the company. Startups will need to go into more depth on their proposal.

What you gain access to

Winning startup: Paid pilot with a maximum of €15,000. The pilot to implement the winning solution will begin in December and will last 6 months.

In addition, finalist startups will gain access to a **B2G market-entry training session** on November 17 and 18.