

# DT2.2.3 FINALIZED REGIONAL ACTION PLAN OF PPI

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## Project context

### Short description of the project

The PPI2Innovate project (Capacity building to boost usage of public procurement of innovation in Central Europe) explores how procurement strategies could be broadened and improved to support innovation within Central European countries. The project is carried out during the period of 1<sup>st</sup> of June 2016 - 31<sup>st</sup> of May 2019 within the frame of EU Interreg “CENTRAL EUROPE”. It operates as an association of partners from various Central European countries and regions, including partners from Croatia, Czechia, Hungary, Italy, Poland and Slovenia. It brings together agencies from different sectors (HAMAG BICRO, CTRIA and RRDA), actors from research and development (UNITO, ICT TN, DEX IC) and from public administration (Slovenian Ministry of Public Administration, the Region of Piedmont and local governments of Somogy Country in Hungary and Lublin in Poland).

The project can be divided into two phases:

- In the first phase, project partners worked together to create the background for public procurement of innovation (PPI). The outcomes were three thematic PPI2Innovate toolkits on the fields of SMART Health, Energy and Info-Communication Technology (ICT) related to innovative procurement. These three manuals have been translated to the six national languages of project partners and are available for the wider public to support PPI in the region. This phase was finished by the end of October 2017.
- In the second phase of the project started after the closure of the first phase in November 2017. Its primary aim is to carry out the implementation and dissemination of the knowledge gathered in the PPI manuals of the first phase. Therefore, the second phase consists of two parts. First, the implementation of 4 pilot PPI projects in the fields of health, energy and ICT to apply “learning by doing approach”. Second, six project partners are involved in the creation of knowledge hubs or national competence centres to develop further and share knowledge gathered on PPI.

## Goal of the document

This document has been developed on the basis of the template delivered by project WP2 leader in order to support the 6 founding members of the competence centre network to develop their national competence centres.



Each competence centre performed mapping process in region or country. They identified and described 8 implementable projects (48 total) and formulated 6 Maps (1 per each CC). The objective of each competence centre is to support (when relevant) the implementation of these 6 PPI projects after PPI2Innovate project closure, to keep creating awareness on PPI topic, to identify new PPI projects and to support them.

This Regional Action Plan has been developed by UNITO and it refers to the Italian Regional (Piedmont) Action Plan. The document aims to define the main tasks and activities of the competence centres to reach the general objective of the project.



## Stage 1

*Note: In stage 1 each project partner is asked to describe the framework conditions to their action plan following the indicated issues below. This part should lead to the definition of actions needed to reach the defined goals.*

- **Describe the relevant policy context of the CC operation**

*Note: Please describe here the relevant issues rooted from the existing policies, development strategies.*

Note: this section is an updated excerpt of PPI2Innovate project deliverable *DT1.1.1 “Trans-regional study on Institutional frameworks”*, for more information about Italian legal framework on Innovation please refer to the full document available at: <https://www.interreg-central.eu/Content.Node/PPI2Innovate.html> (section “Publications”).

In Italy, both the national government and the regional authorities play an important role in designing policies and providing an institutional framework for innovation.

The Italian institutional framework differentiates PCP and PPI that can be considered as different approaches to innovation. The Italian public contracts code (legislative decree 50/2016 as amended by legislative decree 56/2017 and Law No 55 of 2019) provides reference for the research and development services.<sup>1</sup> It applies exclusively to contracts for research and development services with the CPV codes from 73000000-2 to 73120000-9, 73300000-5, 73420000-2 or 73430000-5. In these cases, these two conditions must be met: (a) the exclusive use by the contracting authority and the contracting entity of the results of the research and development services; (b) the services must be fully funded by the contracting authority and the contracting entity. Nevertheless, the same provision allows the use of use pre-commercial public procurement in accordance with the principles set out in the Code, particularly in cases where the available solutions in the market do not meet the needs of the parties (both the contracting authority and the contracting entity) although the results will not be for their exclusive use nor funding be made by either or both of the parties (as defined in the Communication of the European Commission COM 799 (2007) of 14 December 2007). However, the detailed provisions for PCP are found in the Decree Law n. 83/2012 (article 20) converted with amendments by Law n.134/2012 and the Decree Law n. 179/2012 (article 19); a deliberation by the National Anti-Corruption Authority (A.N.AC.)<sup>2</sup> containing indications for PCP in the Italian system. The National central purchasing body (CONSIP S.p.A.) should provide for support in identifying specific simplification, innovation and cost reduction measures<sup>3</sup>.

At the national level, the National Digital Agenda (article 47 of the Law Decree 5/2012 and Article 19 of Law Decree 179/2012), a project by the Ministry of Economy and the Ministry for University and Research with the help of the EU Structural Funds and the EIB Risk Sharing Finance Facility support, provides for the modernization of public administration and the

<sup>1</sup>d.lgs. n. 50 of 2016, art. 158.

<sup>2</sup> d.lgs. n. 50 of 2016, art. 213, c. III.

<sup>3</sup> l. 28 dicembre 2015 n. 208, 514-bis, introduced by l. 11 dicembre 2016 n. 232, *Bilancio di previsione dello Stato per l'anno finanziario 2017 e bilancio pluriennale per il triennio 2017-2019*, art. 1, c. 419.



development of innovative services and products, inter alia, to public procurement. The Italian Agency for digitalization (Agenzia per l'Italia Digitale - AgID)<sup>4</sup> is in charge of achieving the goals provided in the above-mentioned Italian digital agenda. It ensures the IT coordination between and among the state, regional and local authorities.<sup>5</sup> It contributes to the diffusion of ITC solutions to foster innovation and economic growth. Moreover, AgID is a central purchasing body for PCP, and it coordinates a work group that monitors and support the adoption of e-procurement by the contracting authorities as a tool for innovation and modernization of public administration in Italy.

Before that, the Cohesion Action Plan (2011), a project by the Ministry of Education and Economic Development for boosting research and competitiveness in Italy, provides, among others, for the use of PCP in public tender. Furthermore, the Department of European Policies (a body of the Italian Government) plays a role in coordinating national and regional authorities in the implementation of the European strategies and other related activities that promote innovation procurement and pre-commercial procurement.

In Italy, specific guidelines for dissemination of innovative public procurement and pre-commercial procurement (such as the three-year program for IT in the Public Administration 2017-2019) have been approved. Accordingly, public administrations are encouraged to implement public service contracts and innovative products, as well as pre-commercial procurement.<sup>6</sup>

The Constitutional reform of 2001 recognized to the regions a competence to support innovation and the overall competitiveness of the productive sector. For this reason, each region should establish a Regional Innovation System (RIS). In Piedmont, the regional government completely restructured its RIS in 2005 as an offshoot of its policy reform with a framework that creates the targeted instruments for helping the private sector through networking and partnership. According to Piedmont regional law 4/2006, that provides the legal framework for its RIS, one of the investment priorities in Piedmont's restructured innovation policy is to promote and support synergies in research and innovation among enterprises, research centres, universities and higher educational institutes.

PCP has been applied in Piedmont region in accordance with Article 7 of Regional Law 19/2014 on the experimental use of PCP. In a most recent case, PCP was used by the Sustainable Energy Development Unit in the procurement of R&D services for the innovation of the smart grids networks, a project for infrastructural optimisation and the spread of recharge systems for electric vehicles. PPI has been applied in different EU projects carried out by the regional CPB S.C.R. Piemonte S.p.A. (together with the University of Torino) with the HAPPI project (<http://www.happi-project.eu/> - funded by EU Commission, DG ENTR, 2012-2015)<sup>7</sup>. In this project a joint cross border framework agreement of innovative medical devices for healthy ageing has been concluded and any hospital in Europe might use it. The "Procurement of Lighting Innovation and Technology in Europe" (PRO-LITE) project with the Municipality of Torino provided innovation in energy sector in a number of schools. The

<sup>4</sup> D.l. n. 83 del 2012, conv. in l. n. 134 del 2012.

<sup>5</sup> Italian Cost., art. 117, c. II, lett. r).

<sup>6</sup> see: [https://pianotriennale-ict.readthedocs.io/it/latest/doc/allegati/2\\_strumenti-e-risorse-per-l-attuazione-del-piano.html#progetti-ad-alto-contenuto-di-innovazione-e-il-supporto-di-AGID](https://pianotriennale-ict.readthedocs.io/it/latest/doc/allegati/2_strumenti-e-risorse-per-l-attuazione-del-piano.html#progetti-ad-alto-contenuto-di-innovazione-e-il-supporto-di-AGID).

<sup>7</sup> EU Commission, *Making Public Procurement work in and for Europe*, 3.10.2017, COM(2017) 572 final, available at <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017DC0572&from=EN>, 4. See also: Bundesbeschaffung GmbH - Statens og Kommunernes Indkøbs Service A/S, *Support of the internal market policy for growth: Feasibility study concerning the actual implementation of a joint cross-border procurement procedure by public buyers from different Member States*, 2017, available at <https://ec.europa.eu/docsroom/documents/22102/>.



“Procurement for eco-innovative catering” (Innocat) project provided innovation in the catering services too.

Intellectual property regulation in Italy does not contain explicit references to PCP, and is generally governed by Law 633/41 on the protection of copyrights and related rights (as amended by Law n.2/2008) and by the Code of Industrial Property Rights (Legislative Decree n.30/2005). It is possible, however, to regulate IPRs in PCP through an *ad hoc* contract between the economic operators and the contracting authorities since article 19 of Law Decree 179/2012 requires public authorities and economic operators to make public and available the outcomes of a PCP procedure. As for PPI, article 68 of the legislative decree 50/2016 (as amended by legislative decree 56/2017 and Law No 55/2019) requires Italian public authorities to indicate if the transfer of IPRs is required in PPI or in buying innovative services (i.e. drawing up functional and performance-oriented technical specifications).

- **Background condition**

*Note: the background conditions of the CC operation should be presented here. It can cover the regional/national needs, changing importance of PPI, supporting and hindering factors, etc.*

- Growing importance of PPI in Italy on national political level
- Growing interest in PPI among public procurers
- Limited experiences with PPI and risk-avoiding attitude among public procurers in case of larger procurements
- Limited innovative capacity among certain types SMEs

- **Defined goals:**

*Note: The goals should be defined considering the low level of PPI use within Central Europe that determines to support its growth within the region. Among other tasks, the Competence Centres aim to (1) transfer knowledge through trainings, (2) gather experiences from their wider region and (3) develop further the existing best practices.*

The Competence Centre has three defined goals:

1. Functioning as a Regional Knowledge Centre on PPI in Piedmont Region, gathering experiences and knowledge.
2. Exploring possible new PPI adapters and supporting them in PPI implementation through trainings.
3. Raising awareness and disseminating information about PPI and its use at a National and International level, also through existing networking links.



- **Planned actions:**

*Note: project partners are asked to identify the key activities of their competence centres, including with what actions the partners will support the selected promising projects, how do they achieve knowledge transfer, networking, awareness raising and other activities. Actions should be listed, if more than 3 are identified, please feel free to add more activities.*

**Action 1.** Training

**Action 2.** Creating linkages with possible new members and relevant stakeholders, disseminating knowledge and raising awareness

**Action 3.** Participating in the CE Network of PPI Competence Centres

**Action 4.** Supporting potential PPI2Innovate projects

- **Performance indicators:**

*Note: Here partners are asked to identify the main indicators for measuring the success or progress of each activity. For example: nr of training attendants, institutions reached by awareness raising campaigns etc.*

**Action 1:**

- Training conducted;
- Survey to explore satisfaction of training participants and to gain feedback;
- Implementation or considering the implementation of PPI strategies in National/Regional/Local public administration

**Action 2:**

- Number of procurers reached;
- PPI implementation if any;
- Number of interactions related to the newsfeed

**Action 3:**

- Number of meetings and related documentation;
- Number of shared knowledge and good practices;
- Number of newsletters

**Action 4:**

- Actual implementation was done or not;
- Letter of Commitment signed
- Evaluation of the PPI according to PPI review process
- Number of requests related to PPI



- **Stakeholders:**

*Note: Partners are asked to identify key actors who have influenced or participated in the activities.*

PPI2Innovate projects calls for the identification of institution (business supporting actors, innovative agencies) with interest to build capacities in PPI. It is foreseen that at least 6 institution, 1 from each participating country, will be listed.

At UNITO, we identified the following organisations that can be potentially be interested in joining the network:

(At Regional Level):

- City of Turin <http://www.comune.torino.it/>
- Metropolitan City of Turin (formerly “Province” of Turin) <http://www.cittametropolitana.torino.it/cms/index.php>
- ARPA Piemonte (Regional Agency for Environment Protection) [www.arpa.piemonte.it](http://www.arpa.piemonte.it)
- SCR Piemonte SpA (central purchasing body of the Piedmont Region) [www.scr.piemonte.it/cms](http://www.scr.piemonte.it/cms)
- Environment Park (Innovation accelerator for businesses looking to use eco-efficient solutions to expand their markets) [www.envipark.com](http://www.envipark.com)

(At National level):

- Ministry of Defence [www.difesa.it](http://www.difesa.it)

Although from some of these organisations, such for instance representatives (from purchasing offices) of Ministry of Defence have been trained on PPI topics they do not have the mandate to act as business supporting actors/innovative agencies.

In addition, it is worthy to mention that UNITO explored the opportunity to develop synergies with the H2020 project Procure2Innovate (*European Network of Competence Centres for Innovation Procurement*) <http://procure2innovate.eu/> by contacting one of the Italian partner participating to this Consortium, the expert Sara Bedin.

There is a long history of collaboration with this expert, who is also teaching at the University Master mentioned above. In order to extend the activities of the competence centre from Piedmont to other Italian regions, UNITO and Miss Bedin collaborated on October 2018 by applying in the call for proposal launched by Lombardia Region on “Academy for Open Innovation” - track on “Domanda pubblica di innovazione” (Demand from public entities for innovation) <https://www.openinnovation.regione.lombardia.it/it/b/2632/inarrivoquattroacademyperfar edelterritoriolombardounlaborato-3>



However, it will not be possible, during PPI2Innovate project lifetime, to formally establish the adhesion/support of such (potential) forthcoming academy to PPI CC network, but potential collaborations will be investigated also after the end of PPI2Innovate project.

In-depth networking and bilateral meetings/advanced training have been held mainly with the following organisations:

- ARPA Piemonte
- City of Turin
- Metropolitan City of Turin



## Stage 2

*Note: In the 2<sup>nd</sup> stage of this document each project partner is asked to detail the actions planned in the previous section. Project partners should name the action and then follow the table.*



Action 1 Training	
<b>time horizon</b> (when? dates a required)	Training activities should be organized during the 3 year period from March 2019 (4 <sup>th</sup> edition of the UNITO master on public procurement)
<b>responsible organisation and/or contact person</b>	UNITO <a href="mailto:Gabriella.racca@unito.it">Gabriella.racca@unito.it</a> <a href="mailto:Matteo.pignatti@unito.it">Matteo.pignatti@unito.it</a>
<b>description of implemented activities</b> (what, who, how?)	<p>This activity will be implemented by UNITO in synergy with the activities of the Master in „Strategie per l’efficienza, l’integrità e l’innovazione nei contratti pubblici“ organised by the University of Turin in cooperation with the Italian Anticorruption Authority (<a href="http://www.masterseic.it">www.masterseic.it</a>). This university course gathers public procurers from different local, regional and national Italian public administrations thus it permits to reach several potential members. The full Master programme is available at <a href="http://www.masterseic.it/didattica/">http://www.masterseic.it/didattica/</a></p> <p>The training will support procurers to implement PPI strategies and it will be implemented with the support of online platform and dedicated seminars. Some seminars will be opened also to external attendees (i.e. which are not Master students) on a case by case basis.</p> <p>Relevant PPI2Innovate project outputs (PPI Smart tools, general training packages,..) will be integrated in the teaching activities.</p> <p>An important aspect of the training module will refer to the strategic public procurement strategies aiming to foster innovation in relevant markets distinguishing among ‘what to buy?’ and ‘how to buy?’. Trainers will include UNITO staff and representatives from other stakeholders involved in the PPI2Innovate project.</p> <p>Representatives from PPI2Innovate Project Partner Piedmont Region will collaborate to this activity.</p>
<b>envisioned outputs produced</b>	Training session invitation and agenda; Training attendance sheets; Feedbacks and satisfaction evaluation of trained new members of the network; online training modules; Master certificates.
<b>proposed resources</b> (funds, economic sustainability)	<p>Room renting, fees for training materials and consumables, staff costs and externals.</p> <p>The synergy with the Master - which is presently financially supported by several organisations (Scuola Nazionale dell’Amministrazione, Istituto Nazionale di Previdenza Sociale) and by students’ fees - will ensure the sustainability of this activity. For the time being the Master has been approved for the 4<sup>th</sup> edition</p>



	(March 2019 - February 2020) and for the 5 <sup>th</sup> edition (March 2020 - February 2021) but we can assume that these course will be confirmed also for the following academic years.				
<b>monitoring</b> (define which monitoring methods will be used)	Practical testing of institutional capacities of trainees; Survey to explore the satisfaction of training participants; Survey to gain feedbacks from the training participants.				
<b>players involved</b>	UNITO; external trainers if required; new members of the network; PPI or procurement experts if required; external experts from implemented PPI pilots; recruited network members from the 6 <sup>th</sup> period of the project.				
<b>Detailed description of tasks for each action</b>					
task 1	task 2	task 3	task 4	task 5	task 6
Definition of the contents of training activities	Selecting dates	Selecting external experts	Organizing venue	Implementing training	Practical testing / survey



<b>Action 2 Creating linkages with possible new members and relevant stakeholders, disseminating knowledge and raising awareness</b>	
<b>time horizon</b> (when? dates a required)	At least for 3 years after PPI2Innovate project end
<b>responsible organisation and/or contact person</b>	UNITO <a href="mailto:Gabriella.racca@unito.it">Gabriella.racca@unito.it</a> <a href="mailto:matteo.pignatti@unito.it">matteo.pignatti@unito.it</a>
<b>description of implemented activities</b> (what, who, how?)	<p>UNITO will identify possible new members of the network. The difference between PCP and PPI technics will be disseminate through seminars and other kind of events; PPI materials will be presented; dissemination list should be updated and regularly news feed will be provided.</p> <p>This activity will be realized in cooperation with the Master in Strategie per l'efficienza, l'integrità e l'innovazione nei contratti pubblici held by the University of Turin in cooperation with the Italian Anticorruption Authority. To this activity will take part also Piedmont Region, which is partner with UNITO of the Interreg project CircPro (Smart Circular Procurement <a href="https://www.interregeurope.eu/circpro/">https://www.interregeurope.eu/circpro/</a> ). CircPro aims to increase the implementation of circular procurement under the targeted policy instruments so that the circular economy principles and criteria are incorporated into them or taken into account as a horizontal principle. CircPro targets the circular procurement from different approaches that have different complexity: all of which facilitate closed loops, but where the focus shifts from better quality products to new and innovative products and new business concepts.</p>
<b>envisioned outputs produced</b>	Public procurers reached
<b>proposed resources</b> (funds, economic sustainability)	UNITO funds; additional competitive grants.
<b>monitoring</b> (define which monitoring methods will be used)	Number of procurers reached; downloads from the website; PPI implementation if any; number of interactions related to the newsfeed
<b>players involved</b>	UNITO; public procurers; innovative SMEs



Detailed description of tasks for each action					
task 1	task 2	task 3	task 4	task ...	task ...
Preparation of a communication plan	Updating dissemination list	Preparation of newsletters for public procurers or innovative SMEs	Organizing public events to disseminate knowledge		



**Action 3 Participation in the CE Network of PPI Competence Centres**

<b>time horizon</b> (when? dates a required)	During the whole period of 3 years
<b>responsible organisation and/or contact person</b>	UNITO <a href="mailto:paola.colla@unito.it">paola.colla@unito.it</a> <a href="mailto:matteo.pignatti@unito.it">matteo.pignatti@unito.it</a>
<b>description of implemented activities</b> (what, who, how?)	The competence centre in Italy will participate actively in the Network of PPI Competence Centres. The participation requires certain activities including keeping contacts with other network members, creating and providing feedback on newsletters, sharing experiences and knowledge, informing network members about implemented projects and details, and finally the occasional online talks. Piedmont Region will also participate to this action.
<b>envisioned outputs produced</b>	Meeting invitation, agenda and minutes; exchanged experiences and outputs; newsletter plans, drafts and final versions
<b>proposed resources</b> (funds, economic sustainability)	Requested technical devices - including computer, teleconference platform, audio and camera;
<b>monitoring</b> (define which monitoring methods will be used)	Number of meetings; number of shared knowledge and good practices; number of newsletters;
<b>players involved</b>	UNITO; Network members; New members of the Network

**Detailed description of tasks for each action**

task 1	task 2	task 3	task 4	task ...	task ...
Organizing occasional meetings	preparation of e-mails for the network	Organizing network meetings	Knowledge sharing		



**Action 4 Supporting the potential PPI projects**

<b>time horizon</b> (when? dates a required)	For the whole duration of CC (possibly first 2 years)
<b>responsible organisation and/or contact person</b>	UNITO <a href="mailto:matteo.pignatti@unito.it">matteo.pignatti@unito.it</a>
<b>description of implemented activities</b> (what, who, how?)	<p>During the 3<sup>rd</sup> years of PPI2Innovate project implementation, UNITO identified with some public procurers 8 promising PPI2 projects to be carried out by those administrations. This activity has been implemented as “project work” by selected students of the Master in Strategie per l’efficienza, l’integrità e l’innovazione nei contratti pubblici.</p> <p>These promising PPIs were at a different stage of development, one of them - dealing with IOT and sensors in public schools by City of Torino - was more advanced but the strategy for the procurement procedure has been changed from PPI (as initially foreseen) to concession contract.</p> <p>Thus, we can’t commit about the future development of these promising PPI projects, because their implementation it is up to each contracting authority. Nevertheless, UNITO staff is ready to support these projects by providing relevant knowledge if the responsible administrations decide to keep carrying out them.</p>
<b>envisioned outputs produced</b>	Evaluation document of PPI implementations if relevant; recommendations for the improvement of PPI Tools
<b>proposed resources</b> (funds, economic sustainability)	knowledge and existing experiences; PPI Smart Tools; General Training package
<b>monitoring</b> (define which monitoring methods will be used)	Actual implementation was done or not; if implementation was done then evaluation of the PPI according to PPI review process
<b>players involved</b>	UNITO; Procurers of the promising projects

**Detailed description of tasks for each action**

task 1	task 2	task 3	task 4	task ...	task ...
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Ensuring and increasing their knowledge in PPI	and their	Potential support in the definition of a PPI strategy.				
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## Stage 3

*Note: In the 3<sup>rd</sup> stage of this document each project partner is asked to add the time frame of each activity in the following tables. Colour the tables according to the example. Add extra rows to the tables if needed.*

Year			
	Sep 2019 – Aug 2020	Sep 2020 – Aug 2021	Sep 2021 – Aug 2022
Act 1 – Training			
Act 2 – Networking and awareness raising			
Act 3 – Participating in the CE network of PPI Competence Centres			
Act 4 – Supporting promising PPI2 projects			