INNOVATION PROCUREMENT BROKERS

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Authors	Camilla Raagaard Ernst (Gate21), Lucía Díaz Martín (AAC), Mike McGrath (PTI), Hannes Pöcklhofer (OUAG)
Reviewers	Rafael Hirt (ICLEI), Meritxell Díaz (ICLEI)
Abstract	This Catalogue of Good Practices showcases five exemplary cases in Public Procurement of Innovation from the different InnoBrokers pilot projects. The good practice cases presented in the document encompass different stages of the brokerage service and focus in particular on pre-procurement planning and support, exemplary needs assessment process and market engagement methods.
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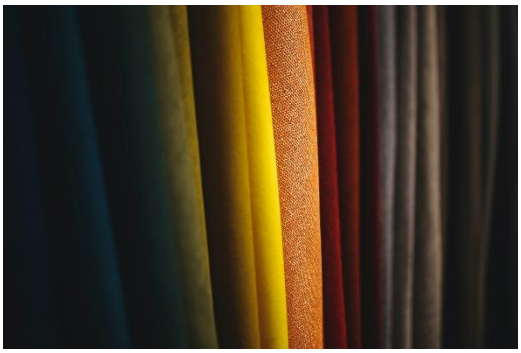
1. GATE 21: Circular textiles

1.1. Background to the procurement



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The City of Copenhagen and the Capital region of Denmark procure a range of different textiles to be used for home- and eldercare, kindergartens, hospitals, road and park service etc. Procurement of these textiles are highly focused on health and safety regulations as well as sustainability in terms of chemical restrictions. Yet, the textiles procured as products and services are still highly based on a linear principle of buy-use-burn. The majority of post-consumption textiles are incinerated, and no actual policy is in place for the reuse or recycling of the textiles. The circular element is largely missing from procurements.

Based on their large purchasing capacity, the City of Copenhagen and the Capital region of Denmark wanted to accelerate a circular transition by moving the market towards circularity and requesting these qualities in upcoming procurements.

1.2. Innovation brokerage approach

Gate 21 was involved from the very beginning of the project. Since Gate 21 is a partner organisation, the informal relationship was already in place between Gate 21 and the City of Copenhagen and the Capital region of Denmark.

1.3. Public authority needs and procurement objectives

The project started out with a **need analysis**, used to initiate and guide the conversation and the qualification of specific needs. The need assessment scheme was filled out, highlighting what Gate 21 knew and especially what was not known, and served as a preparation to the first market engagement. At the same time, a **baseline study** was made concurrently with the use of outside expertise from PlanMiljø to set the baseline of current procurement volumes, types, etc.

PlanMiljø found that the City of Copenhagen was procuring approximately 90 tonnes of textiles each year. With a little more than half of these through a leasing contact, and the rest through own ownership. In addition, the Capital Region of Denmark made their own baseline of approximately 200 tonnes of textiles (mixed items) and 500 tonnes of one-time-disposal textile items (mixed items). For the Capital Region of Denmark, it was also an approx. 50/50 Leasing and ownership.

The results from the need analysis and the baseline study made it possible to collect enough data and materials to present to the market already at that point in time. Therefore, Gate 21 prepared for a large **workshop as an early open dialogue** (50+ participants) with different market actors related to the textile industry in Denmark (public, private, stakeholders, universities, NGOs), where current status and affairs were discussed with possible 'low hanging fruits' and solutions that the market actors were contributing with. The workshop was an early open dialogue, focusing on gathering different professionals to estimate the market maturity and readiness level for circular textiles. Clues and ideas were gathered from the workshop, and the general comments from the participants were used as input to work with the need analysis in more details, and potential ideas were assembled.

The workshop was followed by a **joint-buyers workshop** between different public procurers interested in the topic of procurement of circular textiles, where the goal was to narrow down the scope and effort collectively with regards to specific individual goals for procurement. The result was a list of questions that needed clarification and a scheme that could be used for upcoming market dialogues. Gate 21 then started planning a series of dialogues with selected suppliers and producers of textiles products and services for public procurement.

1.4. SME involvement and solutions offered

The market for public procurement of textiles products and services is a very established market with large dominant producers and suppliers and high entry barriers. Therefore, Gate 21 planned for the involvement of SMEs and start-ups in the form of a National Challenge, which was a good way of seeking SME support and capture new ideas and let SMEs know the intention of the public buyers. See more regarding the Challenge, in the section of Market engagement.

1.5. Market engagement

Gate 21 decided to deploy different approaches to market engagement:

- **1:1 market dialogue (Roundtable sessions)**

  Four suppliers and producers were each invited to a roundtable market dialogue where the conversations were more specific in terms of discussing details for e.g. new circular materials and current experience with their different qualities and the supply chains involved. As preparation to the dialogues, Gate 21 made a scheme with questions that were used to guide the conversation, and to ensure that all four suppliers and producers were asked the same questions and had the opportunity to respond to the same.

- **National Challenge (Crowdsourcing)**

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A National Online Challenge was organised and arranged in collaboration with the Ministry of Business and Affairs, during August to October 2019. The goal was to activate entrepreneurs, start-ups and even entrepreneurs (a proposal was even submitted by an internal unit from one of the hospitals). The Ministry of Business and Affairs was supporting the crowdsourcing competition with both a celebration event of the winners and a cash prize for the winners (2 x 3,300 euro for the two winners). A total of 24 proposals were received. The Challenge made it possible to reach out nationally and collect different ideas – especially from entrepreneurs, startups and students. Three start-ups have reached out to Gate 21 afterwards, looking for new EU-funded projects or similar to continue to public-private engagement and collaboration.

- **Enterprise Europe Network (EEN)**

  Contact established to the official textile network (sector group), approached via the assistance of local office in Denmark with a search for existing (or close to market) products or solutions.

1.6. Procurement approach and criteria

The market dialogue advanced the understanding of the current market abilities when it comes to circular products and services. It also became evident that the market for circular textiles is immature and there are significant gaps if new public contracting authorities are seeking to use new circular criteria or specifications to implement circular procurement of textiles at this stage. The market maturity level can be classified as low with little or no products ready on the market

at a commercial scale relevant to the public buyers. Solutions are simply not there yet, largely due to an inconsistency of types of products in the market space, which represents the current (in)ability of the different market actors to deliver circular textiles products. Upcycling of materials is not a common practice yet. It is neither at scale nor yet profitable. There are simply too many pre-steps involved that are still too uncertain.

The demand side development is vital for changing the *status quo*. The four selected suppliers and producers also confirmed that there is not much on the market yet when it comes to recycled fibers and alike, but that it is not just a matter of a technical impossibility but also a question of demands. One supplier stated "*choose the new criteria, then the market will follow as a general rule. However, don't ask for something unrealistic in the beginning and remember to weight (price-quality ratio) accordingly.*"

The public contracting authorities are therefore in a position where they can trigger circular change in their procurements of textile products and services by focusing on the introduction of new circular demands. The aim of writing new tender specifications and criteria is therefore to motivate the market to make a shift towards circularity, and to make sure that the market has the capacity to translate our ambitions of procuring public circular textiles into reality. Therefore, the objective was to develop, promote and adopt new criteria for future procurement that could motivate change and award circular developments.

1.7. Lessons learnt

Given that the pilot has been working with circular textiles, it naturally challenged the search for products and solutions in this linear market economy. A large part of the pilot was to discover potentials for re-structuring the industry in ways that fit with the overall demands from the buyers – being circular products.

Innovation where the market is immature needs a series of different interventions with the public and private actors. This meant deploying a range of different market engagements to not only identify existing solutions in the market space but also to discover and estimate innovations and upcoming tendencies in the market space. The supplier-buyer paradox of buying what is available on the market and supplying what is demanded is a large barrier regarding many types of innovations.

By transforming public textile procurement from linear to circular procurement, the results are potentially twofold. For the public buyers, the transformation should result in the identification for new procurement demands and policies, based on actual tests and demonstrations as a reference point, which can dictate and accelerate a market shift towards circularity. For the private companies in the value-chain, the transformation can result in the creation of new business opportunities, based on the principles of circularity and systems innovation with new working relations in the chain of actors. Together, the two create the right conditions for circular economy to emerge at a large systemic scale.

2. AAC: Strategy for the impulse and consolidation of innovation procurement in the public administration of Andalusia

2.1. Background to the strategy

Public purchasing (or contracting) is the expenditure of public money for the provision of public works, services and/or products. It plays a key role in the Europe 2020 Strategy, as one of the market based solutions that should be used to achieve smart, sustainable and inclusive growth, while ensuring a more efficient use of public funds. Contracting is not only an essential factor in the rationalisation of public spending and administrative simplification, but due to its direct contact with the private sector, it is a key instrument for stimulating the productive sector and to trigger innovation.

The integration of measures to promote R + D + I (Research, Development and Innovation) in public procurement has been subject to analysis and regulation through various instruments, both at the community level, as well as national and regional level. Innovation, according to the definition of the COTEC Foundation, is any change (not only technological) based on knowledge (not only scientific) that generates value (not only economic). The importance of innovation is internationally recognised, and the Organization for Economic Cooperation and Development (OECD) has developed a system for the measurement and interpretation of innovation activities. The innovation process encompasses Research and Development (R&D), as well as later stages, such as pre-production, production, distribution, training, market preparation and the development of new organizational or marketing processes.

The Andalusian region presents an important strength in terms of innovation capacity, achieving the 4th position at national ranking (2016c)[1] in terms of number of companies implementing innovation activities. On the other hand, Andalusia counts with an advanced assessment of public needs and challenges focused on improving the public services, which has been elaborated in close collaboration with all the regional ministries and public entities.

[1] Survey on innovation in companies. Spanish National Institute of Statistics (2016)

2.2. Rational behind the strategy

- The implementation of the Andalusian regional assessment of public needs and challenges focused on improving the public services, elaborated in close collaboration with all the regional ministries and public entities.
- Regional commitment to increase the R&D investment up to a 2% in terms of GDP and up to 17.5% in terms of companies implementing technological innovation.
- Andalusian capacity to undertake innovation projects.
- Innovation Procurement has been proven to be the most adequate instrument to face innovation and the risks linked to the innovation process.

2.3. Description

The Strategy for the Impulse and Consolidation of Innovation Procurement (IP) in the Public Administration of Andalusia is a combination of economic measures and other actions (such as IP awareness, training and the creation of a regional structure for the provision of support services and governance) with the main aim of producing a change in the Andalusian Public system towards innovation, promoting innovation in the long term requiring companies to innovate and to promote research via the acquisition of Innovation.

2.3.1. Main challenges:

- Modernisation of the Andalusian public administration towards an innovative public organisation at the service of citizenship.
- Stimulation of the R&D investment and the competitiveness of Andalusian companies.
- Establishment of effective coordination mechanisms for all the agents involved in the Innovation procurement process.
- Raising awareness and dissemination of the benefits of Innovation Procurement among the citizenship.

2.3.2. Specific measures:

- Give answer to the needs / challenges already identified by the regional government that cannot be covered by traditional public procurement instruments.

- Contribute to increase the level of Public R&D investment in Andalusia up to an average of 2.6 % per year.
- Contribute to increase the level of private R&D investment in Andalusia up to an average of 0.5 % per year.
- Encourage demand driven innovation by the Andalusian Public Administration.
- Consolidate the use of Innovation Procurement by the Andalusian Public Administration ensuring a minimum number of projects per year.

2.4. Main objectives

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Innovation Procurement in Andalusia is currently a take-off contracting mechanism. Acting on Innovation Procurement is acting on the transformation and diversification of the Andalusian Knowledge based economy. Through Innovation procurement, the regional government will foster the development of new markets and the introduction of some other ones by participating entities, using the Public administration as reference buyer. Furthermore, the incorporation of innovative goods and services to the public administration will improve the public services due to an improvement of management and processes that will lead to a more efficient answer to the needs of the citizenship.

It is therefore foreseen to provide the maximum relevance to this instrument in Andalusia since the use of Innovation Procurement by the Public Administration will be a priority in the coming years in order to promote the development of innovative solutions, the competitiveness of the industry and in particular SMEs, and to improve the provision of public services in terms of efficiency and quality.

2.5. Lessons learnt

The most important thing about this strategy has been the support provided by the regional government to this mechanism (Innovation Procurement) that will enable the promotion of demand driven innovation at regional level as well as the promotion of innovative solutions

coming from Andalusian Universities and SMEs, contributing this way to foster their competitiveness and growth.

The implementation of the strategy is also contributing to Innovation procurement project planning based on the most critical needs and challenges of the regional government (in terms of growth generation and impact, both from the economic and social point of view).

3. PTI: Workwear

3.1. Background to the procurement

The Innovation Procurement Brokers (Innobrokers) facilitates procurement of innovative and sustainable goods and services by linking public buyers with innovative suppliers. PTI is the Innobroker's Irish project partner and has recruited two Irish public buyers, Wexford Co. Co and An Taisce, to participate in brokerage pilots.

3.2. Innovation brokerage approach

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Through a series of workshop discussions, these public buyers have identified a need to source more sustainable workwear, specifically Personal Protective Equipment (PPE) for outdoor workers. The primary focus is that PPE items must consist of circular qualities and solutions which make an end-of-life recycling possible in order to avoid landfilling.

PTI has conducted desk research on suppliers of Personal Protection Equipment workwear in the local region and throughout the island of Ireland. PTI also researched recycle options which can be applied to PPE at the end of its lifecycle.

Thereafter, PTI utilised a number of supplier search tools and the European Enterprise Network to source suitable suppliers, specifically, stating that it is seeking manufacturers and/or distributors which can supply a more sustainable solution to its current range of PPE workwear.

3.3. Public authority need and procurement objectives

Specifically, the Irish Contracting Authority is seeking PPE for outdoor workers. Products included Hard Hats, Work coats, Hi-Viz Jackets, Hi-Viz Pants, and Hi-Viz Tabards. The PPE items must consist of circular qualities and solutions which make an end-of-life recycling

possible in order to avoid landfill. All items must have reclaim-attributes and must adhere to all mandatory health and safety standards, plus bear the “CE” mark in accordance with CEN Standards and conform to the appropriate EN ISO accreditation, also.

3.4. SME need and solution offered

It is envisaged that market consultation sessions will be held in the near future where the buyers can meet with potential suppliers to discuss sustainable solutions. Therefore, exact solutions from the market have yet to be defined, while the buyer is also open to co-development with prospective manufacturers and suppliers.

3.5. Market engagement

PTI has conducted desk research on suppliers of Personal Protection Equipment workwear in the local region and throughout the island of Ireland. Thereafter, the requirements were gathered and shared with the EEN, and the network of participants disseminated the request to local partners and possible solution providers e.g. www.sqetch.co

3.6. Procurement approach and criteria

This ongoing research is still pre-Procurement activity and the Procurement approach/strategy will not be defined until the market research concludes. The Selection/Award criteria will be defined at that stage.

3.7. Results

It is too early to define the outcomes from this initiative.

3.8. Lessons learnt

The primary lesson to-date is the lack of an effective marketplace to source appropriate suppliers. The EEN has the potential to connect stakeholders online but the non-platform activities of the network (through email communications and personal connections) bore the most effective outcomes, to-date.

4. AAC: Measuring the degree of innovation: *Innovation and Technology Watch Panels*

4.1. Background

Measuring the degree of innovation of an already detected need is essential to identify and define the best tools and instruments in the course of an innovation process. In particular, to better understand the most suitable instrument to address the need: Public Procurement of Innovative solutions (PPI) or Pre-Commercial Procurement (PCP).

In order to do that, the Andalusian Knowledge Agency (AAC) together with the Secretariat - General for Environment, Water and Climate Change, Andalusian Regional Ministry for Agriculture, Livestock farming, Fisheries and Sustainable Development (SG-Environment) organised an innovation & Technology Watch Panel.

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The objective of this panel was to measure the degree of innovation of a need focused on the development of an IT Management platform for processing and storing data to be converted into environmental management solutions. In particular, an "e-infrastructure with the capability to spatially integrate and manage environmental online data, coming from online storage platforms as well as other sources of information. This solution will store, manage, maintain and offer possibilities of exploitation of the information collected." In addition to measuring the degree of innovation, the panel was also organised to obtain additional information on the state of the art of the potential solutions to build the business case that was going to be used for the Market Consultation and the Market Dialogue.

4.2. Methodology

The methodology applied for the organisation of the Innovation & Technology Watch panel has been the following:

Prior to setting up the panel:

- Identification of the different experts to take part in the Panel. The broker should support the contracting authority in the identification of the different experts.
- A non-disclosure agreement should be sent to all the participants in the panel. This document needs to be signed and forwarded beforehand.
- A Descriptive memory / Document need to be elaborated, compiling all the available information on the identified need. This document should be sent to all the participants.

During the panel:

- Presentation, by the Contracting Authority, of the identified need, the related technologies and the already identified potential solutions, the state of the art of the potential technologies and R&D potential needs.
- Open discussion: all the participants will have the opportunity to contribute and provide their know-how, vision and expert opinion on the need.

After the panel:

- All the contributions should be collected and included in the Minutes of the Panel and this document should be treated as confidential.
- The contracting authority, with the support of the InnoBroker, will build the business case.

Duration of the panel: 4 hours

4.3. Participants in the panel

Together with the InnoBroker and the Contracting Authority, it is essential that experts from different fields and areas of expertise participate in the Panel:

- Experts from the field / sector of activity related to the identified need.
- Researchers and Scientific experts working in the field and/or area of analysis
- Associations and related clusters
- Administrative and Innovation Procurement experts.

4.4. Market engagement

The Innovation & Technology Watch Panel is a previous and a key step prior to the Market Consultation through which the contracting authority formulates the market engagement.

In this particular project, the market engagement has been formulated through a Market Consultation and Market dialogue, consisting in:

- Publication of the Market Consultation on the contractor's profile.
- Organisation of an informative workshop to present the process.
- Organisation of an Info Day to present the challenge / need.

4.5. Results

In order to be financed under an Innovation Procurement Project, the identified need / challenge needed to be evaluated in terms of the degree of innovation of the potential solution.

The result of the Innovation & Technology Watch Panel, was the following:

- The innovative nature of the identified need / challenge was confirmed.
- The market potential was evaluated to give an answer to the required needs on time and manner was evaluated.
- The necessity of working further on the need and the challenge was required to launch the market consultation / market dialogue.

After the implementation of the Market Dialogue SG-Environment is just about to launch a call for tenders under the formula of a Pre-Commercial Procurement Project.

4.6. Lessons learnt

The most important conclusion or lesson learnt from the organisation of an Innovation & Technology Watch Panel is that prior to start working on the process of launching an Innovation Procurement Project, the contracting authority is going to be able to determine the degree of innovation of the identified need and therefore select the most suitable instrument to address the need ("traditional" public procurement, Public Procurement of Innovative solutions (PPI) or Pre-Commercial Procurement (PCP)).

5. OUAG: 2SEC – Two-sense emergency call for elevators

5.1. Background to the procurement

The European Union has incorporated the equality of treatment for disabled persons in its policies. The guidelines promote the integration of people with disabilities as well as their full participation in social life[2]. To achieve these goals, the public must be accessible and therefore barrier-free. Accessibility includes elevator systems in the public, which should be equipped with so called 2-sense emergency systems to show consideration for people with visual or hearing disabilities. Therefore, a 2-sense system is needed to provide people with information that are visually- and or hearing-impaired. The Austrian attorney for persons with disabilities, Mr. Hansjörg Hofer supports the development towards a completely barrier-free public and continuously works on the legislation and standards for the protection of handicapped people.

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A further benefit of the 2-sense system is to provide information in public places. Screens are usable to display actual news like the weather or the best connection for public transport. However, the devices can also be used for security reasons and display information like warnings about natural disasters.

Additionally, such displays should be environmentally friendly, meaning they should be sustainable, reduce costs and energy consumption. Through their further use like “black boards”, additional synergies could be established in the sense of environmental protection, as paper is saved, CO_2 is reduced and information is spread more easily. False alarms and maintenance of elevators incur high costs and could be easily controlled and prevented with a 2-sense system installed. The technology should be further developed to enhance the sustainability of the device.

[2] https://ec.europa.eu/social/main.jsp?catId=1202&langId=en

The aspect of safety also plays an important role. A solution, where displays are able to enhance security in public areas would fulfil these requirements. Detection of vandalism, abandoned objects or prevention of violent attacks may be part of the safety aspect. The detection of unconscious persons in elevators would enhance the personal security aspect and shorten the reaction time for real emergencies. Furthermore, the system should be available in various languages to also ensure safety for non-native speakers.

Therefore, the Upper Austrian State Government researched several solutions on events like the Interlift exhibition, the biggest fair in the elevator industry. Conversations with TÜV and the attorney for disabled people have been conducted, to define the requirements of a system. Additional events like the “Lift Innovation Tour, Roadshow 2018” have been visited to gain further insights into the topic and several potential partners and solutions have been examined. Also an EEN technological request was executed via the regional coordinator.

The goal was that the new system should create an additional benefit, e.g. information system network for internal and external communication and possibilities of advertising to create additional financing sources without an increase in the price on the other hand.

Many Public Procurers in Austria were interested in this case and joined the project.

Public authorities involved in the project:

- “Land OÖ Schlossmuseum”. Type: Public Museum of Upper Austrian Regional Authority
- “WKO” Austrian chamber of commerce. Type: Public Body
- “BIG” Federal Real Estate Agency. Type: Federal Public Enterprise
- “Magistrat Salzburg” City of Salzburg. Type: Municipal Authority
- “Land Kärnten”. Type: Regional Authority of Carinthia
- “Land Burgenland”. Type: Regional Authority of Burgenland

Pilot devices for testing were bought which created further interest from other Public Procurers. The project results were repeatedly presented on Public Procurer Meetings.

The InnoBroker contacted the Federal Public Procurement Department to set up a large Tender for the aggregated demand in Austria the future.

On the other hand, the project partners in InnoBrokers are spreading this information to their Public Procurers to scale up the demand on a European level.

5.2. Innovation brokerage approach

Mr. Pöcklhofer, as InnoBroker, initiated this project by bringing together the Public Procurers, to check their common demand and making market research to search for solutions. He activated his regional, national and international supplier-networks to find suiting solutions.

Mr. Pöcklhofer was involved from the very beginning and checked the demand with the procurement managers in his organisation after getting inputs from start-up incubators for new solutions of emergency calls. This is still an informal relationship.

Mr. Pöcklhofer was acting as the project initiator at the very beginning and is the project leader until the end of the project.

5.3. Public authority need and procurement objectives

The information about new possibilities in the emergency call business came from the innovation bridge between InnoBroker and Start-up incubator and accelerator. The need was identified via communication between the InnoBroker and Public Procurer. (*See also above, point 5.1*)

5.4. SME need and solution offered

The new solution offered by the SME presents customers a disruptive new emergency-call-system with additional benefits. So, it is complicated to compare it with the actual one, especially in pricing. The slightly higher price was a barrier at the beginning to public authority contracts. But, step by step, most of them see the additional benefit and the solution provider informs that the price will drop due to an increase in production.

5.5. Market engagement

Needs were communicated via special national and international fairs, via yearly supplier dialogues but also via the InnoBroker and his regional, national and international supplier-innovation networks as well as via an EEN technological request. After identifying a suitable supplier, a market dialogue was held.

5.6. Procurement approach and criteria

The Procurer and the InnoBroker together made the technical description and Tender Documents.

Most of the project partners bought some devices of the product to test it in real conditions. In addition, the system is tested together with the identified supplier and additional benefits and new fields of application are developed.

5.7. Results

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The solution provides a better feeling in emergency situations and it guarantees to avoid false alerts, which are up to 20,000 a year only for one producer of lift systems in Austria. It helps to decrease vandalism and to give a detailed and specified description for rescue services in emergency situations. The system can also be used to earn money via advertising. A new possibility appeared in the field of detection of dangerous situations, which can be offered via the system. The impact on sustainability is very high because the system can avoid false alerts (the supplier KONE for example has 30,000 lifts in maintenance and 40-50 false alerts a day). Considering a total number of lifts of 6 million in Europe there are estimated 58.000 to 73.000 false alerts per day which can be avoided and save approximately 23,500 tons of CO2 now produced by unnecessary evacuation trips.

5.8. Lessons learnt

- Start small and scale up – but start.
- Public Procurers need somebody to convince them to join a pilot.
- Start-ups and innovative suppliers need somebody to connect them.
- Both need an Innovation Broker presenting them ideas of how to set up a common innovation project!

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