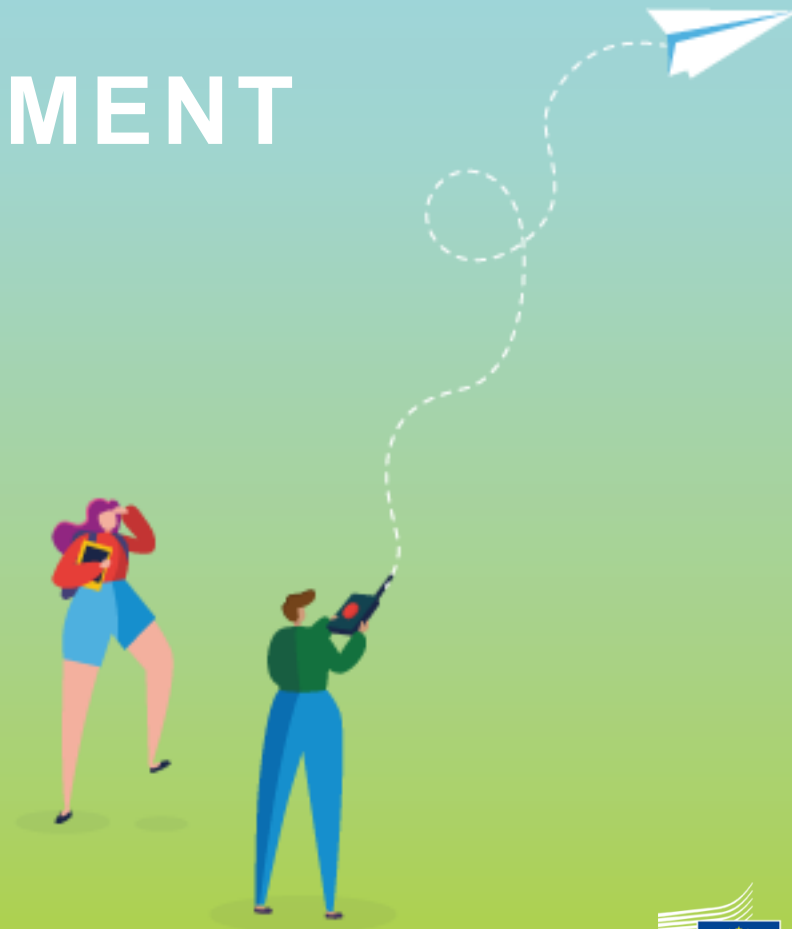
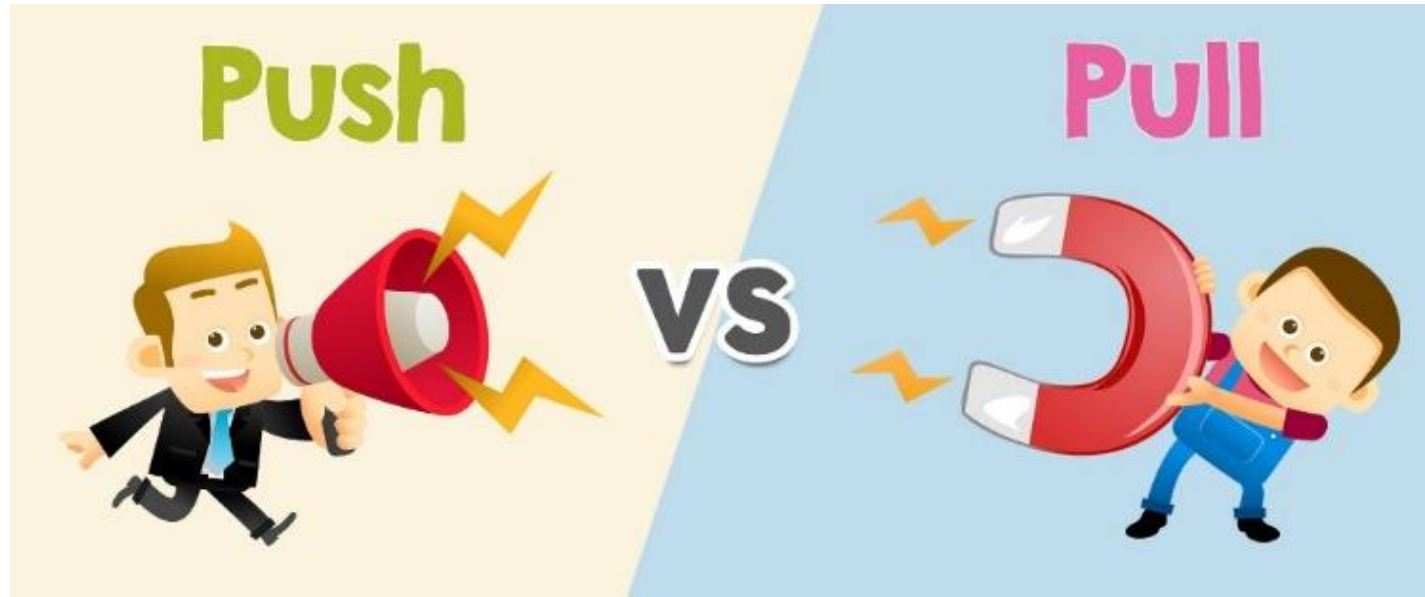

EU SUPPORT FOR INNOVATION PROCUREMENT

Lieve Bos
Innovation Policy and Access to Finance unit
DG RTD – European Commission



Complementing push with pull R&I policies

Innovation procurement uses public procurement to drive innovation from the demand side.



Innovation procurement Key benefits for the supply side

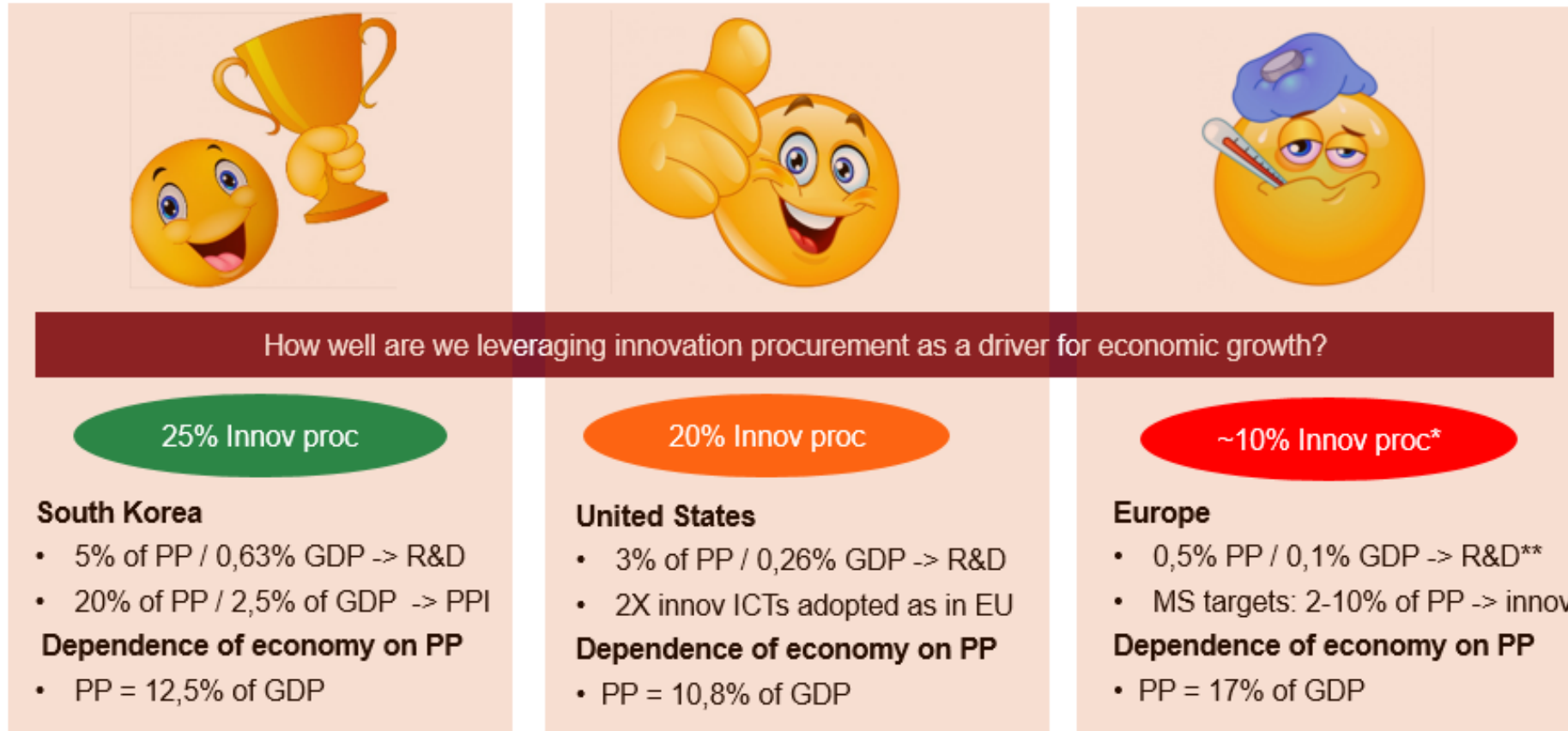
- Open up concrete business opportunities
- Speed up time to market for innovations
- Attract investors / scale up internationally
- Create jobs / technological leadership

Innovation Procurement Key benefits for the demand side

- Steer and speed up the development and/or adoption of innovative solutions to:
- Improve quality & efficiency of public services
 - Address wider societal challenges

Strategic importance for Europe

Innovation procurement investments in Europe are 2 times lower than in other parts of world. Underinvestment is biggest in R&D procurement (5 X lower) and in innovative ICTs (3 X lower).

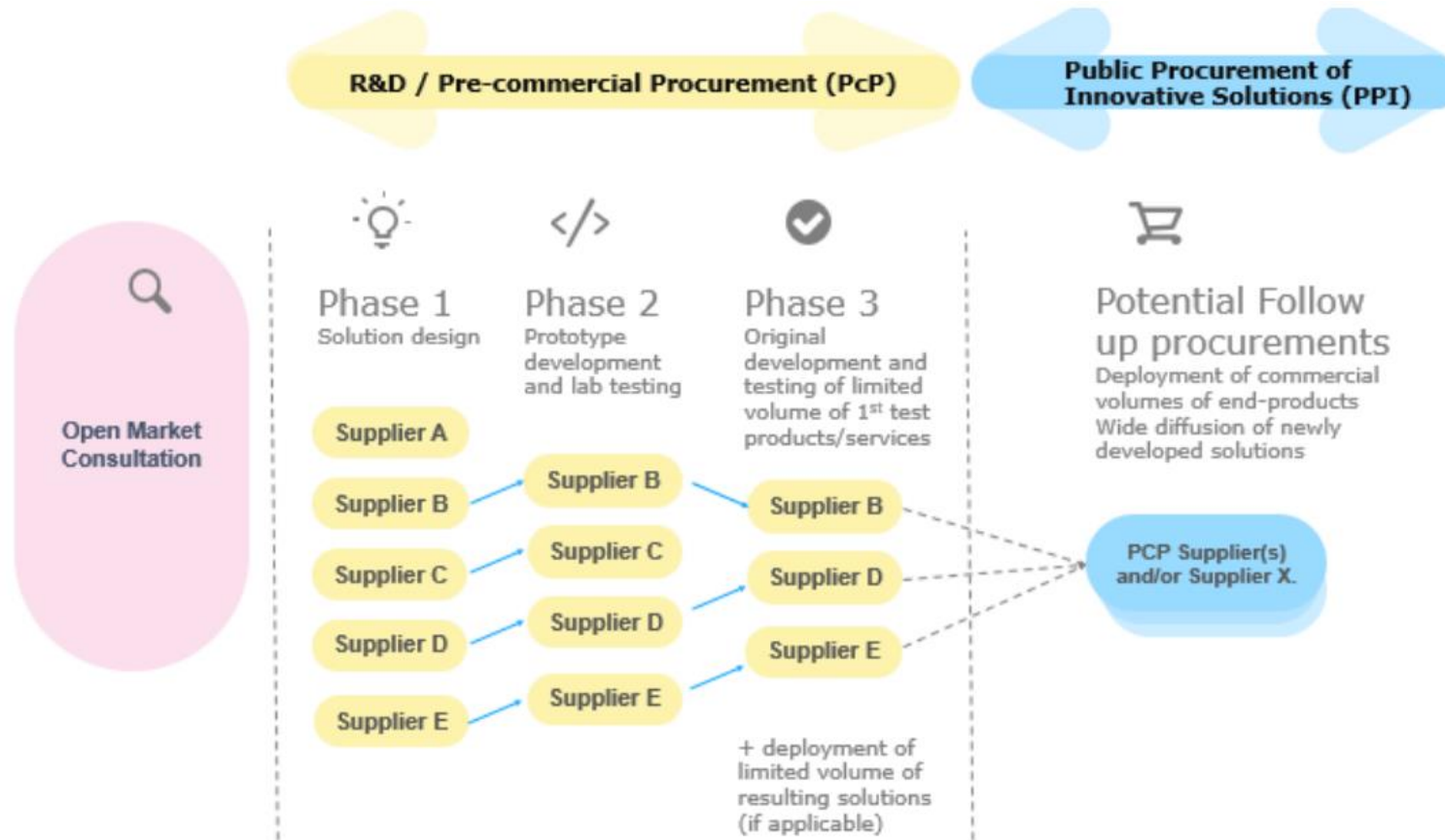


* [EU wide Benchmarking](#)
** [EC report](#)

Need to mainstream innovation procurement to strengthen Europe's competitiveness, increase resilience in the supply chain, reinforce EU strategic autonomy and contribute to recovery.

Complementarity PCP - PPI

PCP falls outside WTO GPA, PPI generally does not (open to wider competition, except if exempt)



[More than 1000 public buyers around Europe](#) have already successfully implemented PCPs

PPI uses procurement procedures defined in EU public procurement directives and national law

[Showcase examples of EU funded PCPs](#) and [Showcase examples of EU funded PPIs](#)

HORIZON EU SUPPORT FOR INNOVATION PROCUREMENT

Funding conditions



Types of actions



Coordination and Support Actions (max 100% funding rate)

- Can support procurers to **prepare a PCP or PPI** (e.g. define common needs, perform open market consultation, prepare PCP/PPI procurement)
- Cannot fund R&I activities
- Cannot fund the cost/price of an actual PCP or PPI procurement

Actions with as 'primary aim' the implementation of PCP/PPI procurement by a transnational buyers group (PCP/PPI procurement cost \geq 50% action budget)

NEW



PCP Actions (max 100% funding rate)

- Fund actual PCP (1 joint PCP procurement/action) + related activities*

NEW



PPI Actions (max 50% funding rate)

- Fund actual PPI (1 joint or # coordinated PPI(s)/action) + related activities*

* To prepare, manage and follow-up the PCP/PPI procurement + embed the PCP/PPI in a wider demand side context (e.g. to test / label / certify / standardise solutions, prepare follow-up procurement, awareness raising and training)

Types of actions

Other actions may 'involve' the implementation of PCP/PPI procurement, e.g.



RIA and IA actions can fund a PCP or PPI under the **subcontracting costs**

- Needs to fit with the R&I / I scope of the action
- Not possible if call requires industry / suppliers to be part of consortia
- PCP or PPI can be implemented by 1 public procurer or by a buyers group
- NEW** • PCP/PPI can be proposed by participants, or called for in the call conditions
- Since main aim of R&I/I action is that beneficiaries do R&D/I themselves, normally subcontracting costs can only be limited part of the action (unless the call conditions call for the PCP/PPI to be a key/large part of the action)



The EC or funding body itself may also implement PCP/PPI procurements

- On its own behalf or jointly with public buyers from Member States or Associated Countries (example in H2020: [EU blockchain PCP](#))

Applicable rules and guidance



General annexes of the work programme

In particular *Annex H: Specific conditions for actions with PCP / PPI*. It applies to all actions that support the preparation and or implementation of PCP / PPI procurements (see above)!



Model Grant Agreement (MGA) and Annotated Model Grant Agreement (AGA)

Annex 5 - Specific rules for PCP and PPI procurements (recalls main points of Annex H of WP)

Article 6.2.D.5 – PCP/PPI procurement costs (specific cost category for PCP / PPI actions)

Article 6.2.B – Subcontracting costs (cost category for R&I / I actions that involve a PCP/PPI)

AGA: Guidance & examples that clarify the obligations from the articles of the MGA



Guidance PCP tender docs, Guidance PPI tender docs

Provides guidance on how to draft the tender documents and notices in line with HE rules



FAQs about PCP actions, FAQs about PPI actions & Horizon Europe Portal replies to FAQs

You can ask more Q&A via the topic page on the Funding & Tenders Portal



Application form PCP actions, Application form PPI actions

Reminds you of what to explain at proposal stage, mandatory deliverables etc.



HorizonEU Programme guide (section on cross-cutting priority ‘innovation procurement’)

High level strategic guidance to help you find your way in how to apply + definition public buyer

Eligible activities

In the proposal, consortium shall already identify a specific challenge in the innovation plans of the procurer(s) that requires innovation + KPIs (targeted quality/efficiency improvements) for the PCP/PPI. Eligible activities:

- **Preparation stage**
 - Prep **1 joint** PCP/PPI or **several coordinated** PPI(s) per **PCP/PPI action**
 - Prep **1 joint or individual** PCP/PPI per **R&I/I action**
 - Open market consultation, verifying market readiness to meet the need
 - Outcome: Tender specifications + Joint procurement agreement
 - **Execution stage**
 - Procurement of the R&D services (PCP) or innovative solutions (PPI)
 - Validating performance of solutions for sufficient duration to evaluate impact
 - Assessment & publication of the outcomes of the procurement
 - Confirmation of strategy for dissemination/exploitation of results
- + If relevant to the action, other activities (e.g. preparation of follow-up PPI, testing, contribution to standardisation / regulation / certification, training)

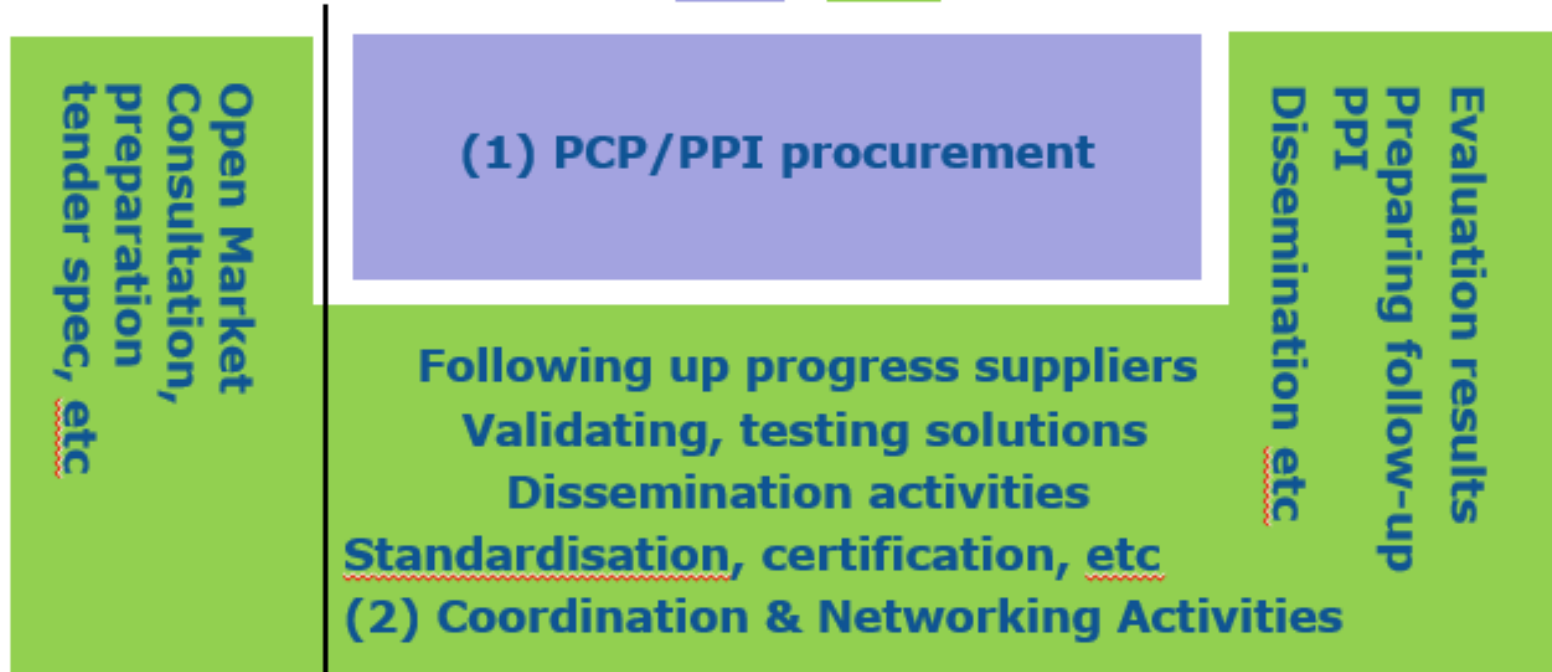
Horizon Europe funding

Eligible activities

PCP actions: 100% funding rate*
 PPI actions: 50% funding rate
 (PCPs in R&I actions) also 100%



PCP/PPI actions co-finance (1) + (2)



Preparation Stage

Execution Stage

Every project goes through a preparation stage and an execution stage

1st pre-fin

Review
2nd pre-fin

Possibly additional reviews
(e.g. per phase of a PCP action)

Final review
Final payment

IPR allocation

- **PCP procurements:**

- Beneficiaries retain IPR they generate and give each other and other participants (including PCP/PPI providers) access to their background needed for project
- PCP providers retain IPR they generate and buyers group obtains:
 - License free rights to use the results *for their own use*
 - Right to require the PCP providers to grant, or to grant themselves, *non-exclusive* licenses to exploit the results *for the procurers* under *fair and reasonable conditions*, without right to sublicense
 - Call back right: If PCP provider uses results to the detriment of the public interest, including security interests, or fails to commercially exploit the results within a specified period after the contract, then - *after having consulted the PCP providers on why this happened* - the procurers can require the PCP provider to transfer the IPR ownership to the procurers

- **PPI procurements:**

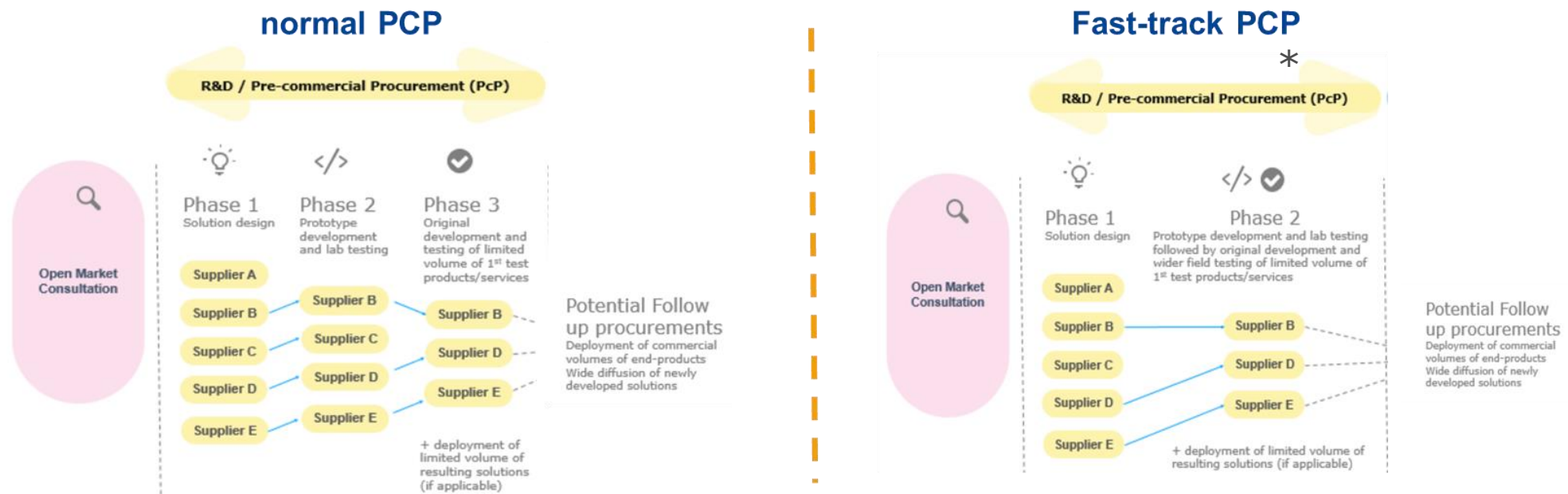
- Similar approach as in PCPs: Ownership of IPR should be allocated to the party generating it, except in duly justified cases (e.g. when party not able to exploit)

EU IPR
action plan
recommends
this for all
procurements
in Europe!

Deployment – Fast track PCP

Procurers should declare in the proposal their interest to deploy at least 1 solution resulting from the PCP (if PCP delivers successful solutions) and indicate if they will:

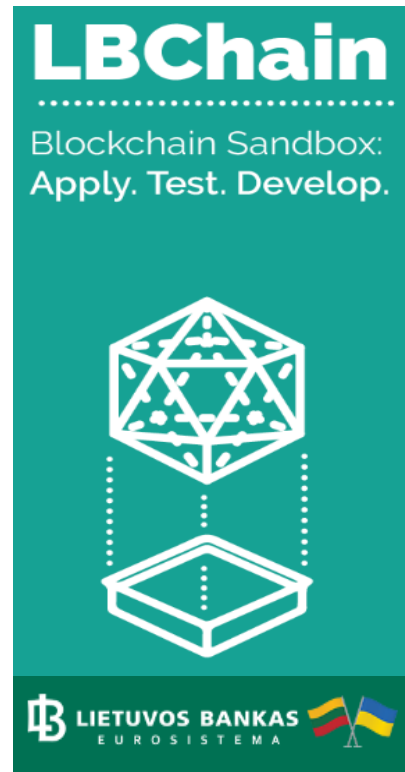
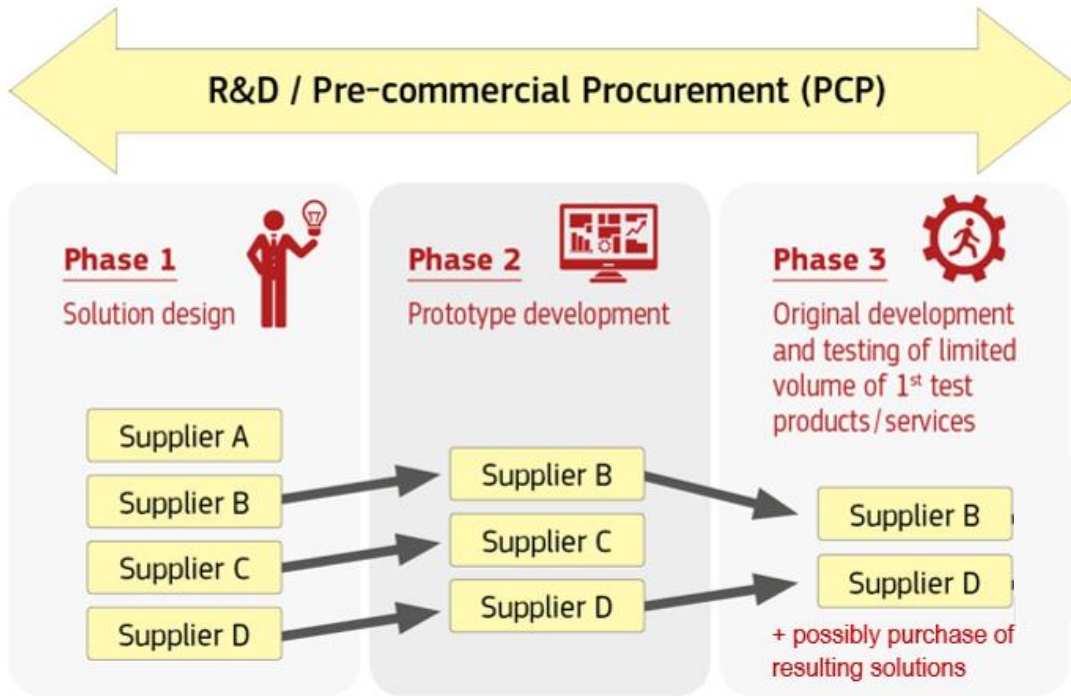
1. Procure the solution(s) as part of the PCP, or
2. Procure the solution(s) in a separate follow-up procurement after the PCP
3. Deploy solution(s) without procuring (e.g. adoption of open source solution)
4. Financial or regulatory incentives to encourage others to adopt solution



* **Fast-track PCP.** Possibility to combine all development and testing (phase 2 & 3) in one phase.

** If deployment happens after PCP, proposal must include a **deliverable preparing the follow-up deployment.**

Regulatory sandbox as part of a PCP



Regulatory sandboxes offer innovators opportunity to develop, test and place on the market innovations that may need derogation from legislation.

Implementing a regulatory sandboxes as part of the PCP helps to speed up market entry of solutions by testing solutions together with not only public buyers but also the regulator:

- Speeds up market entry of innovations
- Faster adaptation of regulations to the needs of innovative technologies

LB Chain was the first regulatory sandbox in the Fintech field, implemented as part of a pre-commercial procurement (2018-2020) by a regulator: the Lithuanian Bank

13 Member States have national regulatory sandbox frameworks.
Several sectorial EU acts call on MS to setup regulatory sandboxes.

Guidance / case examples on PCP and PPI

PCP and PPI



EAFIP

SPIN4EIC
Strategic Innovation
Procurement Programme

Enhance the access to procurement markets in Europe and globally.

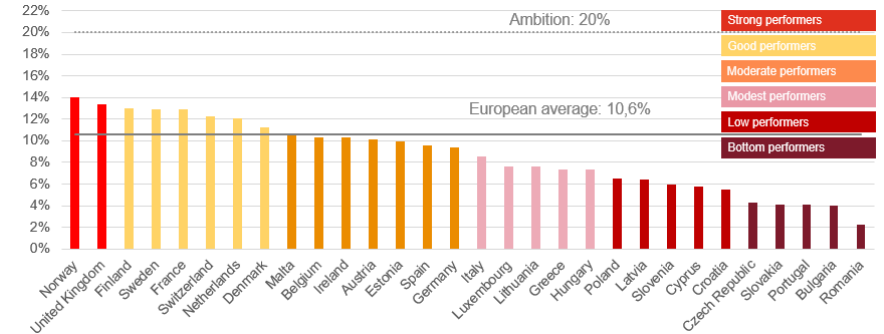
SPIN4EIC

Free of charge assistance and Innovation Procurement Toolkit

Module 1: Why and what (decision makers)

Module 2: How / Where to enable innovation in the process (procurement managers)

Module 3: How implement / procedure (legal) with model tender documents



Benchmarking of innovation procurement investments and policy frameworks across Europe

PCP specifically



Guidance, examples and model tender docs available

PCP is not new. It exists since 2007 ([COM/2007/799](#) + [SEC/2007/1668/](#))

Over 1000 PCPs implemented so far across EU.

Here are several [showcase examples](#)

[Model tender docs](#) developed by EU legal service and eafip



2 PCPs implemented by EC itself (DG HERA - HADEA)

Medical Countermeasures for influenza type viruses

Medical Countermeasures for infectious diseases



Interesting links

Innovation Procurement

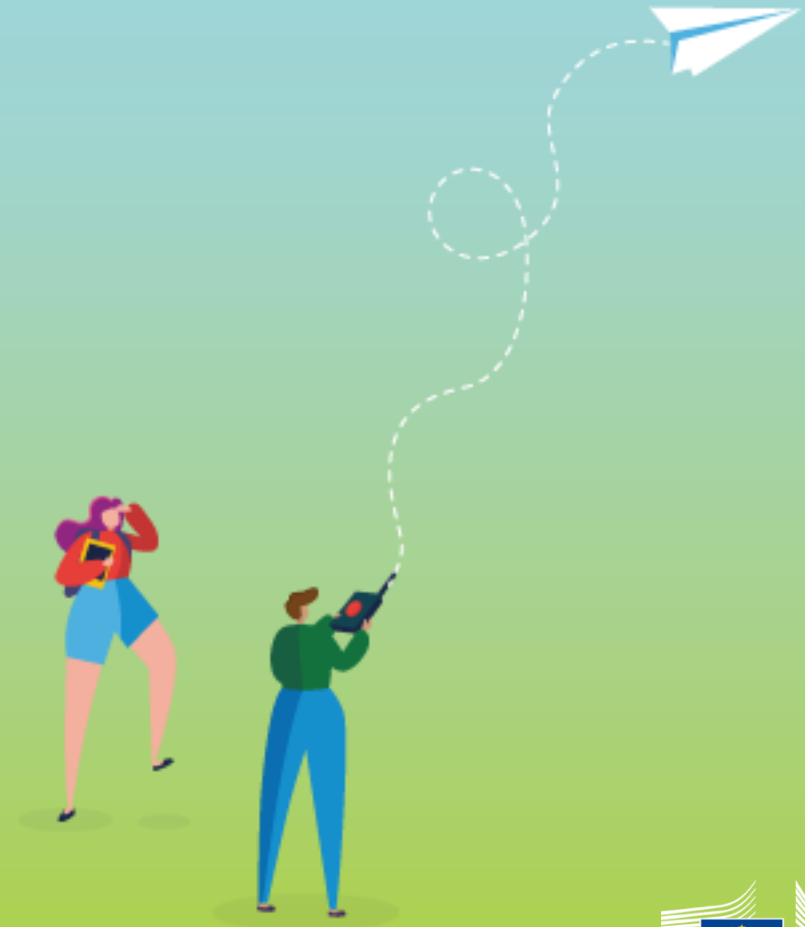
- [How to prepare a successful innovation procurement proposal in Horizon Europe](#) (video)
- Subscribe to the [EU Innovation Procurement newsletter](#) to receive regular info on calls, news etc.
- Examples, info on EU funding etc: https://research-and-innovation.ec.europa.eu/strategy/support-policy-making/shaping-eu-research-and-innovation-policy/new-european-innovation-agenda/innovation-procurement_en

Proposal preparation in general

- [How to prepare a successful proposal in Horizon Europe](#)
 - More info about RIA, IA, CSA actions, types of costs, MGA, evaluation procedure etc.
- [A successful proposal for Horizon Europe: Scientific-technical excellence is key, but don't forget the other aspects](#)
 - Info about Gender dimension, Open Science, Interdisciplinarity, DNSH principle etc.
- [Dissemination & Communication in Horizon Europe](#)
- [The Funding & Tenders Portal for beginners](#)

TOPICS IN SUPPORT OF PCP-PPI

Calls in Horizon Europe WP 2026-2027



2026-27 calls in support of PCP and PPI

Call deadlines in green
Call links underlined

CSA actions 2026 (203,8 M€)

- European network of national competence centers for innovation procurement: 4,5 M€
([HORIZON-EIE-2026-01-CONNECT-01](#); 20/01/2026)

RIA actions supporting PCP

- Innovative solutions for research infrastructures: 110 M€
([HORIZON-INFRA-2026-TECH-01-01](#); 16/06/2026)

PCP actions

- Climate neutral cities: 37 M€
([HORIZON-MISS-2026-04-PCP-CIT-01](#); 20/1/2026)
- Renewable fuels: 40M€
([HORIZON-CL5-2026-11-D3-04](#); 01/12/2026)
- Derisking wave energy technology: 20 M€
([HORIZON-CL5-2026-02-D3-13](#), 17/02/2026)
- Demand led innovation on security: 5,8 M€
([HORIZON-CL3-2026-01-SSRI-02](#); 05/11/2026)

PPI actions

- Innovative solutions for security: 2 M€
([HORIZON-CL3-2026-01-SSRI-03](#); 05/11/2026)
- Access to personalised and integrated care: 24,5 M€
([HORIZON-HLTH-2026-01-CARE-01](#); 16/04/2026)

CSA actions 2027 (110,6 M€)

- Preparing future PCPs on security technologies: 2 M€
([HORIZON-CL3-2027-01-SSRI-02](#); 04/11/2027)

PCP actions

- Climate neutral cities: 26,8 M€
([HORIZON-MISS-2027-04-CIT-05](#); 07/10/2027)
- Demand led innovation on security: 5,8 M€
([HORIZON-CL3-2027-01-SSRI-03](#); 04/11/2027)
- Health adaptation to climate change: 20 M €
([HORIZON-HLTH-2027-01-ENVHLTH-MISSCLIMA-03](#): 13/04/2027)
- Reinforcing synergies between experimentation spaces and innovation procurement: 10 M€
([HORIZON-EIE-2027-01-CONNECT-02](#); 15/09/2027)
- Cancer technologies, devices, medicines: 26 M€
([HORIZON-MISS-2027-02-CANCER-05](#); 21/09/2027)

RIA actions supporting PCP

- Innovative solutions for research infrastructures: 30 M€
([HORIZON-INFRA-2027-TECH-01-01](#); 15/06/2027)

Info days for open 2026-27 calls in support of PCP and PPI

2026 (203,8 M€)

RIA actions supporting PCP

- Innovative solutions for research infrastructures: 110 M€ ([HORIZON-INFRA-2026-TECH-01-01](#); 16/06/2026)
-> [Link to material of March 2026 info day](#)

PCP actions

- Renewable fuels: 40M€ ([HORIZON-CL5-2026-11-D3-04](#); 01/12/2026)
-> [Link to material of January 2026 Info day](#)
- Demand led innovation on security: 5,8 M€ ([HORIZON-CL3-2026-01-SSRI-02](#); 05/11/2026)
-> [Link to material of March 2026 Info day](#)

PPI actions

- Innovative solutions for security: 2 M€ ([HORIZON-CL3-2026-01-SSRI-03](#); 05/11/2026)
-> [Link to material of March 2026 Info day](#)

2027 (110,6 M€)

INFO DAYS 2027 calls

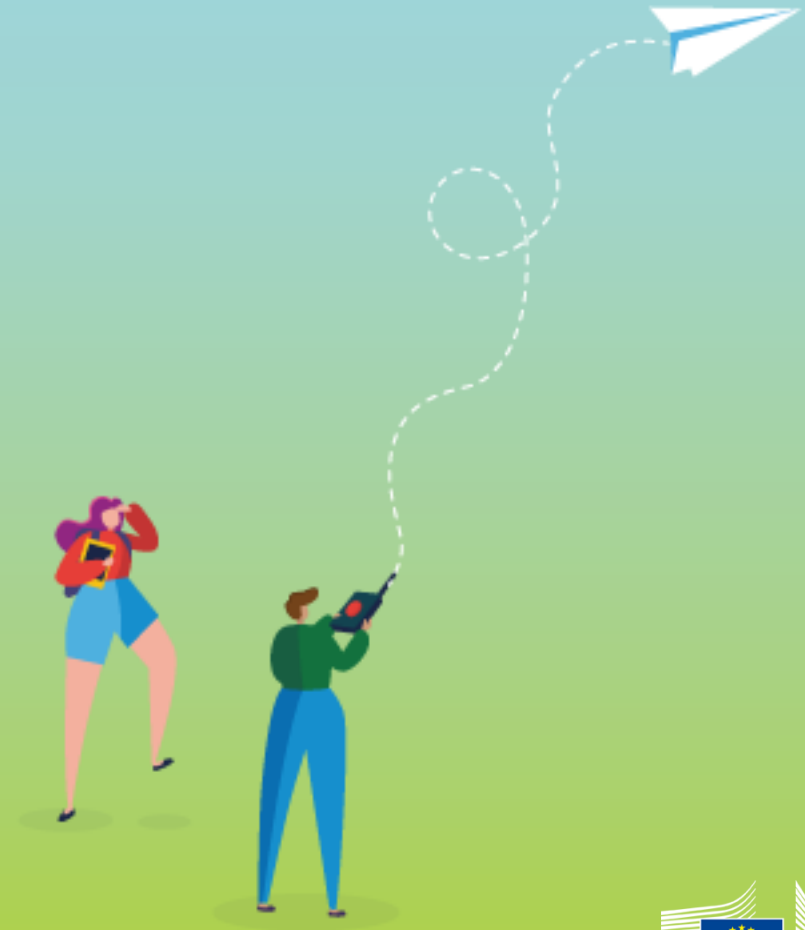
- ➔ Expected to be taking place early 2027
- ➔ Subscribe to our [innovation procurement newsletter](#), check the [Horizon Europe Info Day page](#) or the [Funding Portals events page](#) (you can subscribe for personalised alerts for specific calls)

Amendment WP2027

- ➔ May bring additional calls supporting PCP/PPI

FUTURE VIEWS

What is coming next



In the pipeline

- **European Innovation Act**
 - Pre-commercial procurement (R&D and first limited volume deployments)
 - Stimulating total innovation procurement investments
- **Revision EU Public Procurement Directives**
 - Procurements for larger volume deployment of innovative solutions (scaling up)
 - Opening up regular procurements to innovative solutions
 - EU preference
- **Next Multi annual Financial Framework**
 - Horizon Europe proposal for 2028-2034



Thank you!

HorizonEU

<http://ec.europa.eu/horizon-europe>



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Split between PCP and PPI enables to



Use PPI also if no R&D needed for procurement need
Get 20% better value for money products (US defense data)



Use a small budget PCP to de-risk a large budget PPI

- PPI spec can be 'completely rephrased', benefiting from PCP lessons learnt



Use conditions to create strategic autonomy & growth/jobs 'in Europe'

- Because PCP falls outside WTO rules



Prevent foreclosing competition & crowding out other R&D investments

- Companies that are not financing their R&D via the PCP (e.g. via grants, own internal company resources, other investors, other procurements) can still bid for deployment contracts/PPIs



Facilitates access to procurement market for SMEs

- Gradually increasing contract sizes, tasks, required manpower
- Stringent financial guarantee/qualification requirements: 'no' in PCP, 'ltd' in PPI

... All the above is not the case if R&D is procured as part of/inside large deployment contract

Impacts EU funded PCPs on suppliers

- **Opens a route-to-market for new players/SMEs**
 - More than doubles contracts going to SMEs/startups (>70% vs 30%)
- **Quadruples commercialisation success rate**
 - 20 times more contracts awarded cross-border (86% of phase 3, 75% of phase 2 and 30% of phase 1 contractors commercialise already 1Y after PCP)
- **Fosters access to finance**
 - Doubles chances to win further procurements, increases access to VC funding, partnerships with large corporates, mergers/acquisitions, IPOs
- **Stimulates cross-border company growth**
 - 20 times more contracts awarded cross-border (33,1% vs 1,7%)
- **Creating growth and jobs /strategic autonomy in Europe**
 - 99,7% of contractors do 100% of R&D activities for PCP in Europe

Impacts EU funded PCPs on procurers

- **Deployment:** 2Y after project end 55% of projects/procurers deployed solutions
- **Improved interoperability:** 60% of PCPs resulted in more interoperable solutions
- **Removing supplier lock-in:** 20% cost reduction & higher quality products
- **Strategic autonomy, security of supply chain:** Several examples for EU companies now being lead providers, not only in EU but also for Asian and US procurers



PCP by Norwegian government resulted in deployment of NO infrastructure (EFTA funding). The world's first and largest full scale carbon capture, transport and storage facility (CCS).

Once large industry sites around Europe are connected to it (EU Innovation fund), this will reduce by 14% the CO2 emissions across the entire EU by 2030.



2014-2016: PCP by Danish regions & hospitals
Result: Blue Ocean Robotics (Danish startup) created innovative disinfection robots that kill 99% of all viruses & bacteria within 10 minutes.

2020: EU bought 300 of these 'EU made' robots for hospitals around Europe to fight COVID.
Steep worldwide growth, becoming unicorn. Strengthens European position in robotics.

Examples – PCPs and follow-up PPIs



- Supercomputing centers (DE, FR, IT, UK, FI) procured R&D that delivered improvements to make High Performance Computing more energy efficient ([PRACE3IP PCP](#), 2013-15)
- Supercomputing centers procured R&D of improved memory & interactivity capabilities ([Human Brain project PCP](#), 2014-16)
- [PPI4HPC](#) and [ICEI](#) (PPI projects) procured supercomputers with the features developed by PRACE3IP and HBP PCPs.
- This cooperation between supercomputing centers across Europe paved the way for more structural long term joint procurement of supercomputing under the [EUROPHPC Joint Undertaking](#). EuroHPC is the backbone for a € 1 billion joint procurement cooperation that underpins Europe's future HPC ecosystem. Funding for PCPs came from EU R&I programs, now also funding from Digital Europe Programme.



- H2020 funded buyers group of 11 ministries to do [BROADWAY PCP](#) which delivered the EU wide architecture and the tech solutions for today's rollout of European Critical Communication System (EUCCS). This enables EU wide cooperation in crisis situations through one interoperable, secure, modern mobile communication system for all first responders across the EU. Vendor consortia of big and small suppliers (Nokia, Airbus...).
- Internal Security Fund is coordinating roll-out to all MS: Each MS upgrades its outdated national infrastructure + EU deploys the pan-European pillar to interconnect the national systems. Some MS have already procured their national pillar ([see EUCCS deployment map](#)). France already procured it end 2022 for the Olympic games (from Airbus, see article [1](#), [2](#), [3](#)) and is continuing to upgrade it with RFF funds. Finland, Sweden and Norway also procured the national pillar ([Nokia contract Denmark, Finland tests with Nokia and Elisa](#)). In total, all these EUCCS procurements are planned to be completed by 2030 and will amount to hundreds of millions of euros.