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Sharing solutions for better regional policies

Action Plan for the region of Friuli Venezia Giulia

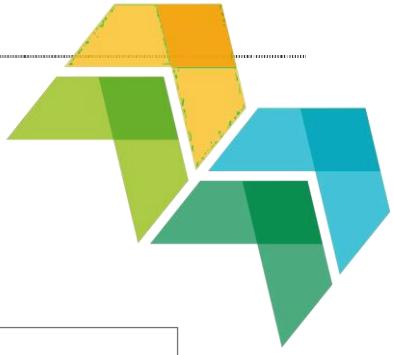
REGIONE AUTONOMA FRIULI VENEZIA GIULIA
DIREZIONE CENTRALE AMBIENTE ED ENERGIA
Servizio energia

Dipartimento Politecnico di Ingegneria e Architettura

UNIVERSITÀ DEGLI STUDI DI TRIESTE

dipartimento di ingegneria e architettura

Produced by each region, the **action plan** is a document providing details on **how** the lessons learnt from the cooperation will be exploited in order to improve the policy instrument tackled within that region. It specifies the nature of the actions to be implemented, their timeframe, the players involved, the costs (if any) and funding sources (if any). If the same policy instrument is addressed by several partners, only one action plan is required.



Part I – General information

Project: **S3UNICA - Smart SpecialiSation UNIvercity CAmpus**

Partner organisation: **University of Udine**
Friuli Venezia Giulia Autonomous Region – Environment and Energy Central Directorate – Energy transition service

Other partner organisations involved (if relevant): **University of Trieste**

Country: **Italy**

NUTS2 region: **ITH4**

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Part II – Policy context

The Action Plan aims to impact:

- Investment for Growth and Jobs programme
- European Territorial Cooperation programme
- Other regional development policy instrument

Name of the policy instrument addressed:

The Friuli Venezia Giulia region has approved its **regional energy Plan (REP)** on the 22nd December 2015 as stated in the Italian decrees n. 28/2011 and n.102/2014 which **implements the directive 2009/28/CE on energy and climate and the use of renewable energies and the directive 2012/27/EU on energy efficiency.**

Part III – Details of the actions envisaged

ACTION 1: Fostering PPP and IP for a broader and innovative improvement of sustainability and energy efficiency in universities and public buildings

1. **The background** (please describe the lessons learnt from the project that constitute the basis for the development of the present Action Plan)

The decision to implement and ensure a broader and effective use of public private partnerships and innovation partnerships has been developed as a **result of self-assessment activities carried out by all partners during the identification and analytical phase of the project**.

By means of self-assessment tools every partner identified the **weaknesses affecting their innovation cycle**, **policy framework**, **technical** and **financial performance**. Budgetary constraints, **the difficulty to control/manage bureaucracy and the correct implementation of interventions** have emerged as the main issues that are hampering the fulfilment of energy efficiency policies goals.

Indeed, many self-assessment tools have clearly shown that the major bottlenecks are in the administrative sphere, in particular as regards the management of contractual procedures and the availability of a sufficient budget, due to the lack of adequate funding.

As a result, these issues led to the **identification of public private partnerships** (**PPP**) and **Innovation Procurements** (**IP**) as the **legal tools capable of overcoming such obstacles**, since they are designed specifically to **encourage the use of private capital and ensure a collaborative involvement of best economic operators** who assume both the burden (and the risks) to carry out all the necessary formalities for the development of energy efficiency projects, spurring innovations as well.

<u>Lessons learnt at interregional level</u>

The action activities have been **developed and proposed on the basis of the good practices and experiences of other regions that have been shared during the project**.

Thanks to the comparison and the exchange with the other experiences it has been possible to learn **how the collaboration between public and private actors**, in particular where structured and constant, is a as well.

The **good practice of Lappeenranta** on «**Greenreality Network - Public Private Partnerships for Low-Carbon Region and Case: City of Lappeenranta Virtual Power Plant (Finland)**» was one of the experiences that has stimulated the development of action.

As presented also during the Exchange of Experience on 17th June 2020, the Greenreality Network highlighted indeed the fundamental **role of cooperation among different public and private actors in search of new innovative solutions**. It is an active network of energy and environmental sector companies originally operating in Lappeenranta (Finland), with the objective to confront and collaborate for added value and new business. The network has since then expanded in geography and memberships and is a key partner to take smart specialization into practice in South Karelia.

The Finnish good practice «**Regional climate roadmap for real estate energy efficiency**» highlighted also the importance of **stable engagement of stakeholders** by means of a regional low carbon cooperation group lead by the city of Lappeenranta to increase the commitment of sectors to climate work. The group was able to adopt a **roadmap** which included **practical measures aiming to reduce emissions quickly and efficiently by the involvement of all actors**.

Moreover, as presented during the Exchange of Experience on 27th January 2021 and during the Campus Technical Meeting on 21st May 2021, the Spanish partners' innovative solutions confirmed **the crucial need to implement the use of PPP and IP in order to ensure a broader execution of energy efficiency interventions**, both in **universities** and **buildings of other public bodies**. Not only the above mentioned partners but also presentations of local stakeholders such as Corporación Tecnológica de Andalucía (CTA), which is a multisectoral cluster that brings together companies focusing on innovation, helped to accelerate, their competitiveness and profitability thanks to networking and PPP.

The experiences shared by Spanish partners focused on PPP, smart cities and smart buildings: themes fully related to innovative processes that can be activated through collaboration among the institutions involved.

The **importance of partnerships in their different forms** (PPP and IP) was also confirmed by the good practice developed by the University of Udine (**ATON project** implementing a smart multi-energy system). In fact, the ATON project was developed through a PPP, as an innovative legal instrument capable of ensuring cooperation among all stakeholders in the logic of the quadruple helix and thanks to the availability of all the financial resources needed for its successful accomplishment.

2. **Action** (please list and describe the actions to be implemented)

The action aims to improve the Regional Energy Plan (REP) of Friuli Venezia Giulia region by activating a **broader and innovative use of PPP and IP in energy efficiency interventions in University campuses and, also, with regard to other public buildings**.

The action will therefore specifically **address the section of the REP concerning the measures aimed to increase energy efficiency in the public sector** by introducing a **new set of specific provisions concerning PPP and IP that will be adopted by the Regional Committee**. In this sense, the action intends to improve the governance of the policy instrument, through the introduction of new provisions intended to substantially strengthen and enhance the use of collaborative partnership legal tools.

Public private partnerships are in fact a set of different legal instruments provided by European and national legislation, based on collaboration between public and private parties, that could be used in the quadruple helix logic. Through different flexible forms of collaboration, their aim is to develop solutions that can meet the most complex needs of society.

Innovation partnerships are special public procurement types which are focused on the research and development process and explicitly provided by European directives in order to stimulate the discovery of new technical solutions.

In this sense, **public-private partnership interventions are an example of horizontal subsidiarity.** They are characterized by a specific synergy between public and private actors in relation to the performance of economically relevant

activities such as design, construction and management of public works or services. These are legal instruments that have been developed over the years in order to allow public bodies to overcome the critical issues that are normally encountered in the development of innovative and complex interventions.
In particular, they make it possible to overcome possible budgetary deficits through the use of the private partner's capital in flexible forms that can be modulated according to the needs of each specific case.
The action is thus aimed at activating and ensuring a wider use of these tools, as also provided by the latest European directives on public contracts (especially directive 2014/23/UE and 2014/24/UE) as well as those on energy included in the clean energy package (especially the directive 2018/844/UE and previous – but updated – directives 2012/27/UE and 2010/31/UE).

This aim will be pursued through the following two main activities which will represent a significant development of the Regional Energy Plan which currently does not include them:

1. ***expert table for PPP in the energy transition context***

The first activity will focus on the **creation of a table of experts** that will help activate, through a quadruple helix approach, new and innovative public-private partnerships in the FVG region in order to improve energy efficiency in buildings.
Through a **quadruple helix approach**, the table will ensure a **better and improved execution of the Energy Regional Plan** and **a wider and faster achievement of its energy efficiency goals.** To that extent, the table will be entrusted with the adoption and subsequent revisions (when needed) of guidelines for PPP in the Energy Transition context (activity 2).
As a result, **it will support universities and other local public bodies in the activation of PPP and IP for energy efficiency in buildings as well as for other energy transition actions**. Moreover, the table will be both in charge of supporting initiatives carried out by other public administrations and of assisting them in the design, planning and development of private public partnerships.
In accordance with current legislation, it will also be able to **manage and allocate funds for the activation and development of such initiatives when appropriate resources will be available and allocated for this purpose**.

The **expert table** will be composed by a **multidisciplinary team of experts appointed by the Region, the University, the local stakeholders and the regional trade associations** (consumers, entrepreneurs, etc.) **in the logic of the quadruple helix model of innovation.**

The establishment of the table will in particular involve **FVG region officers**, **Professors** and **students** of the **University** of **Udine**, **APE FVG** (Regional Energy Agency), the **project stakeholders** (such as Overit and Bluenergy), **end-users /citizens including their associations** (e.g. Confconsumatori), **local authorities and their associations** (e.g. ANCI FVG), as well as, where possible, the **companies operating in the territory and / or their associations** (as ANCE FVG, Confindustria and ConfAPI FVG).

The selected organizations will receive a specific invitation from FVG region and will have to give notice of their representatives. The region will consequently convene the first meeting as soon as possible, in any case within the first six months of Phase 2.

Once activated, the **table will be responsible for adopting the guidelines or updating the existing ones**, as well as for implementing any useful initiative to activate and support the design and development of PPPs and IPs for energy transition.

As already mentioned, the **existence and responsibilities of the table will be recognized and included in the Regional Energy Plan**, **as a tool to implement its governance, by the Regional Committee within the end of July 2023**.

2. ***Guidelines for PPP in the energy transition context.***

Following its activation, the **expert table will adopt a set of guidelines to foster a consistent knowledge and use of PPPs by public administrations**, in order to **boost energy efficiency in public buildings (starting from university campuses) or/and to increase the use of renewable energy sources**.

This second activity, which will be completed by the end of phase 2, will concern the drafting of regional guidelines, adopting a quadruple helix approach, aiming at supporting local public actors in the design, planning and activation of innovative public-private partnerships for energy efficiency in buildings through the relevant public tender procedures. The guidelines will in particular:

- **ensure the application of the quadruple helix approach by public administrations in the design and development of partnership actions**;
- **urge public administrations to verify and check the energy status of their buildings in order to identify those buildings that most urgently require energy efficiency actions**.

The draft of the guidelines through the table, which is based on the participatory logic of the quadruple helix, will also allow to identify and solve any problem before their adoption. The implementation of projects through PPP and IP will be even more encouraged thanks to the solutions developed not only by public authorities, but also through the fundamental role university and stakeholders will play.

The set of new provisions introduced in the Regional Energy Plan will expressly attribute to the table the competence to develop and issue these guidelines. These new provisions will in particular be adopted by the Regional Committee, in order to enable the table to formally draw up the guidelines which will be identified as the reference tool for ensuring the activation of PPP and IP for energy efficiency and will be transmitted to all regional public authorities.

The **expert Table and the Guidelines will be part of the Regional Energy Plan** and represent a key element to improve energy efficiency and other energy transition measures in FVG region. The **new provisions**, in particular, will **improve the governance of this policy instrument**, **ensuring a broader and stronger activation of PPP and IP for energy efficiency**, **capable of overcoming existing budget** and **administrative constraints**.

This logic will bring into the policy instrument a whole new cooperative approach based on the quadruple helix innovation model, making it one of the fundamental decision-making processes for the design and development of energy transition projects.

The outlined actions will be detailed in the REP that will:

i. **identify PPP and IP as fundamental tools** to be used to **achieve energy efficiency targets**;
ii. **acknowledge the existence of the expert table for PPP and IP**;
iii. **refer to the guidelines for PPPs** as a relevant instrument **which will be regularly updated** by the above-mentioned table in order to develop new projects on energy efficiency.

Players involved (please indicate the organisations in the region who are involved in the development and implementation of the action and explain their role)

The table will be composed by the following possible members, **ensuring the application of the quadruple helix logic** in its activities. To this end, the table will try to involve as many actors as possible in its activities.

First of all, it will involve **officers from the Friuli Venezia Giulia region**, as the public authority entrusted with the adoption of the policy instrument being addressed (the regional energy plan) and its execution. It is indeed the Region that will formalize the constitution of the table and that will preside over its activities.

Staff from the University of Udine with different expertise will also be part of the table, providing the **technical and legal knowledge** needed for the best possible drafting of the guidelines. **Other research centres and Universities** may also be involved.

Public and private stakeholders will also be actors of the table, as APE FVG (the Regional Energy Agency of Friuli Venezia Giulia) which will provide **fundamental support thanks** to its experience in the regional energy sector.

Private companies, including those already part of the project (as Overit and Bluenergy), and their **associations** (as Confindustria, ANCE FVG, ConfAPI FVG), will be involved as well in order to have their view, understand possible bottlenecks they can point out and choose together the best solutions to overcome them in an innovative way.

End-users/citizens, in particular by means of their **associations** (e.g. Confconsumatori), will be invited to contribute to the activities of the table as well, according to European provisions (the Clean energy for all Europeans package) **promoting today the role of active consumers** (so-called prosumers). Through bottom-up dynamics, citizens can, inter alia, indicate the problems of energy efficiency that they most often encounter in the territory of their municipalities and that are not necessarily known by local governing bodies.

Furthermore, **local authorities**, mostly by means of their associations (e.g. ANCI FVG), will also be part of the table to **ensure the participation of all local**

public actors, in particular **municipalities** which will take part in the drafting of guidelines that they will consequently properly enforce.

3. **Timeframe**

From July 2022 to July 2023

The table will be set up within the first three months of phase two. By the end of October 2022 it is therefore expected that the **table will be constituted by the FVG region** and a **first meeting** will **be** held to examine a very first draft of the guidelines. The needs and the first contributions of the members of the table will be acknowledged in this first phase.

The guidelines will be subsequently developed. An **almost complete version will be analysed** during a further session of the table to be held **by the end of January 2023**. This second session will have a more technical approach by involving in particular the members with specific skills.

By the **end of May 2023 a third meeting of the table** will be held to evaluate and issue the guidelines.

By the **end of July 2023 the Regional Committee will approve a final document** which will become part of the Regional Energy Plan that will:

i. identify PPP and IP as fundamental tools to be used to achieve energy efficiency targets;
ii. acknowledge the existence of the expert table for PPP and IP;
iii. refer to the guidelines for PPPs as a relevant instrument which will be regularly updated by the above-mentioned table in order to develop new projects on energy efficiency.

4. **Costs** (if relevant)

Some costs are foreseen for the establishment of the regional expert table and, in particular, to ensure that it has the technical and legal support necessary for the preparation of the guidelines.

It is estimated that at least **2 persons working 50% during 12 months** will be needed:

- **1 person** to ensure that the expert table has the **necessary secretarial assistance**, to organize the meetings, summarize their contents and outcomes, and carry out all the bureaucratic activities that will be required;
- **1 person** to provide the expert table with the **necessary technical support** required to properly draft, also in legal terms, the guidelines for PPP and PI.

It is thus possible to estimate the costs in **Euros 30.200**

5. **Funding sources** (if relevant):

The resources will be mainly guaranteed by **funds from the university and the stakeholders of the project**.

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Date: 14.4.2022

Signature: _____

Stamp of the organisation (if available): _____