

Pilots as a strategic tool for innovation

A guide for startups

The public sector as customer

For startups

This is a guide for startups who want to develop their products in collaboration with municipalities and public organizations.

This guide has been developed in collaboration with municipalities, publicly owned companies, and startups. It was designed in connection with the implementation of a number of pilots conducted between startups and the public sector between 2020 and 2022. This guide is a living document and we welcome feedback and suggestions to ensure its continued relevance and usefulness to you as a procuring organization. The guide will be further supplemented with more information on scaling up pilots. The aim of the guide is to facilitate cooperation between startups and the public sector.

[Download the latest version of this guide here](#) (in Swedish)

Contents:

- Pilots as a way of working
- What is the Ignite Process?
- To consider before a pilot
- Procuring a pilot
- Laws and regulations
- Quick tips
- Scaling up
- Examples of pilots

Foreword

Ignite Sweden's mission is to help match innovative startups with large companies and the public sector for lucrative business ventures. Ignite Sweden is a national programme in SISP, and is run by incubators and science parks from all over Sweden. Ignite Sweden is co-funded by Vinnova and the Swedish Energy Agency, as well as by both the private and public sectors.

Develop new solutions with Swedish startups

Many organizations in the public sector are facing challenges and have limited contact with the Swedish startup scene, where young companies are applying new technologies and new business models. By connecting these public actors' needs with innovative, handpicked startups, new solutions to problems can be found.

Sweden's startups are at the cutting edge when it comes to creating innovative solutions to solve society's biggest challenges, such as energy and the environment, an ageing population, circular economy, safety and security, and sustainable cities. This is why it is important for our future that they are a natural and obvious part of public actors' supplier networks.

Background to this guide

Since 2019, Ignite Public has served as a link between startups and the public sector and has supported over 30 pilots between these actors. During the implementation of these pilots, Ignite Public has amassed experience and knowledge in order to learn and remove obstacles so that we can facilitate even more successful collaborations between startups and the public sector. This guide is part of the work to give startups the tools to be better when selling to the public sector.

Ignite Public aims to ensure that the collaboration between public actors and startups is the best it can possibly be for both parties. [Find out more about Ignite Public here](#) (in Swedish).

'Ignite has helped us develop our knowledge of the customers' decision-making processes and evaluations in the selection of suppliers. After our collaboration with the municipality, we have improved and changed parts of our sales process.'

Ivan Perlesi, CEO Virotea

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Pilots as part of the business strategy

This guide is for startups who want to carry out pilot projects to develop and to get your product out to municipalities and public organizations. Pilots are part of an agile way of working in which the customer can, in several 'small steps', not only test a solution together with a startup, but also begin a collaboration and build a relationship. It is a way to verify the market and adapt your product/service to the needs of public organizations.

Clear goals

Defining the first pilot allows it to be implemented quickly and easily, without excessive investment from either the purchaser or from you as a startup. It is an easy way to test your product on a small scale. Right from the start, think about how you will use the information that comes out of the pilot.

'A pilot is a test on a small scale. For a relatively small investment, we remove the uncertainty for both parties. We see what works and what doesn't work. We learn and keep building. This creates an internal learning process. Sometimes we notice that our internal processes also need to be adjusted, so it's a learning process both in the practical sense but also in our internal approach to innovation.'

Marit Finch-Westin, Innovation Process Leader Ignite

During the pilot process, you can learn how your product matches the needs of the market, what is lacking, and what needs to be developed. This improves both the knowledge and the skills of your entire organization. You can gain an increased understanding of what creates value and how you can develop to better suit the customer.

This requires changes in behaviour, working methods and operations.

Pilots

Pilots usually run for 3–9 months depending on the area. Set realistic goals and a plan for implementation. The pilot is purchased through e.g. direct award. A typical price for a pilot is between 5,000 and 30,000 euro.

Different ways of using pilots

There are different strategies for working with pilots in order to effectively test various solutions. Pilots can be conducted either in series or as parallel projects.

“Start small, think big. Don't worry about too many things at once. Take a handful of simple things to begin with, and then progress to more complex ones. Think about not just tomorrow, but the future.”

Steve Jobs

Pilots in series

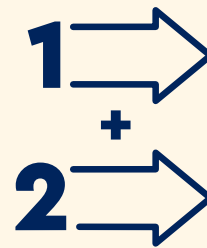
You can build up the pilots in different stages with different problems to solve in each pilot. This is a good way to ensure that the solution works from different aspects. Below are examples that a municipality used to evaluate a solution based on three different elements.



- Small delimited tests focusing on one element
- Lower complexity makes it easier to measure and evaluate the examined element

Parallel pilots for learning

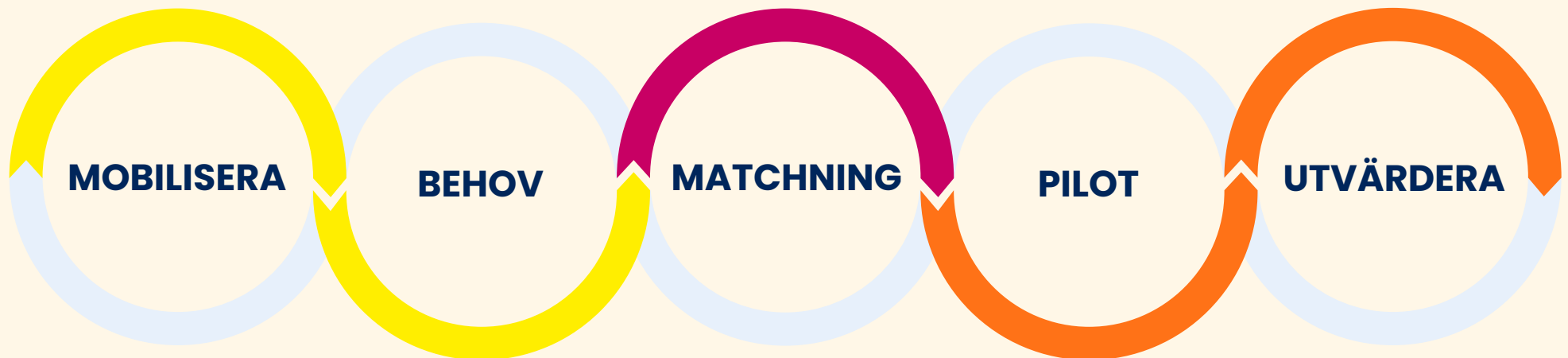
When you have different potential solutions and aren't sure which will yield the best results for your specific goals, you can test both options concurrently.



- Compare different technical solutions in relation to one another
- Test different technologies concurrently for learning
- Part of feasibility study
- Learn before product development

What is the Ignite Process?

The aim of the Ignite public process is to match startups with the public sector with the goal to make it easy for the public sector to test different solutions in small pilots and in development projects. This process ensures effective collaboration for both parties. Following the process ensures that you meet the right decision-makers at the right times. We make sure that their needs match your solution, and that there is the budget and the internal mandate to work with those needs.



Activate

We ensure that there is a mandate, budget and backing at the management and operational levels.

Needs

We do a needs assessment, in which we map, cluster and prioritize the organization's needs.

Match

We facilitate quality-assured meetings between public actors and Swedish startups that can meet their needs.

Pilot

We help the purchaser plan, implement and follow up on the pilot as needed, as well as prepare for any scaling up.

Evaluation

Finally, we follow up and further develop the process and the support we provide during the process.

To consider before the initial meeting

- **Understanding of public actors as customers.** Together with the customer, investigate the customer's needs and challenges and clarify your offer based on these.
 - **Understanding of the entire value chain** surrounding your customer's needs. From the customer's perspective, you might be part of a larger solution. The more you understand the big picture, the easier it will be.
 - **Communicate.** Often, the customer doesn't know all the solutions available on the market, so it's important for startups to actively communicate their solutions.
 - **Be clear in your offer.** How does your solution differ from those of your competitors? Why and in what way are you unique?
- **Be clear about the degree of maturity of your service.** Is it under development, in testing, or in production? Be clear about which phase you are in. The customer needs to know if they will be involved in the development, testing, or purchasing of a product.
 - **Understanding of the Public Procurement Act (LOU).** As a supplier, you need to understand your customers. This means that it is important to have a basic familiarity with LOU. There are differences between working with private and public organizations, for example in terms of regulatory framework and laws.
 - **Investigate.** It is important that, as a supplier, you understand the processes of your public sector customer. Each customer has their own processes for handling direct procurements, how the decision paths look, who has mandate, etc. These are regulated in the delegation order or are specified in the purchasing and/or procurement policy. These documents are public documents that can be requested from the public

LOU.

All collaborations with the public sector require compliance with the Public Procurement Act (LOU).

registrar. The purchasing and/or procurement policy is often available on the public organization's website. Some also have a direct-award procurement policy.

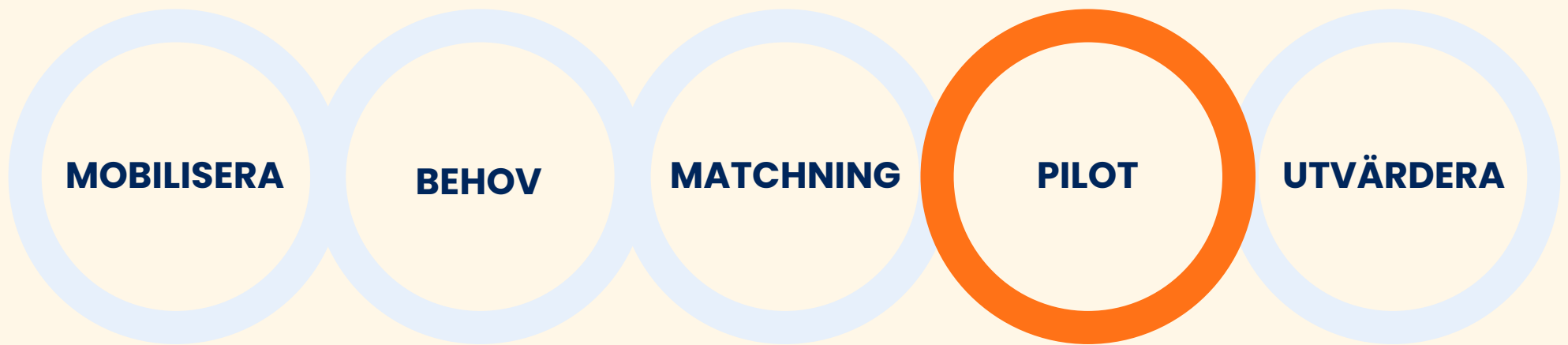
- **Share your experience and insight from previous assignments** to help the customer develop their own understanding of what opportunities your solution can offer. Setting requirements is one of the most difficult tasks in a procurement for a public customer. Remember that you will be disqualified if you are involved in setting requirements for the procurement.
- **Division of responsibilities.** Who owns what? How do you work together to drive this forward (assignment of roles)? This is especially important when we are developing together. A project management model can be helpful here.
- **Secrecy.** Be cautious with your trade secrets. The information you provide is public (general rule for public agencies,

The municipalities and regions that are active in Ignite Public have a genuine interest in working with startups – they want to learn together with you.

Learn about and prepare strategies for

different procurement types.

Familiarize yourself with the laws and rules surrounding procurement to avoid pitfalls. Drafting a working template for procurements is a big job, but once it's done, you can easily reuse it in future procurements.

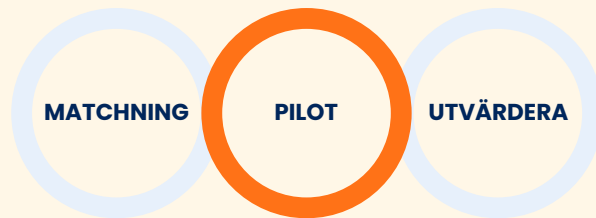


The pilot process is thus part of the entire Ignite Process and the pilots themselves can be adjusted and redone in different stages. But how does the pilot process work? What does it entail for you as a purchaser and what do you need to think about to ensure it is as successful as possible and has the best chance of scaling up?

On the following pages, we go through the pilot process in more detail. What are the different steps, from the matchmaking meeting up to the pilot follow-up, that help in the evaluation of whether or not to proceed with scaling up?

Pilot project

What makes a good pilot?



Thinking ahead is a prerequisite for a successful pilot. The more questions you can answer beforehand, the better chance the project has of succeeding. A pilot needs certain conditions to be successful:

- Clear definition
- Easy to start
- Mandate and budget already exist or can be created immediately
- Owner exists
- Easy to measure and evaluate
- What you learn is used to take the next step
- It can be scaled up if it yields positive results

What do you want to learn?

- Think as in a feasibility study – what information and answers do you want quickly?
- How can the benefits be gauged? Which parameters do you measure?
- What is the smallest possible scale, site, number of users you could test with?
- When can you test?
- Who should be in charge? Who should be involved?

Who, which & where?

- Who are the users who need this?
- Who should be involved in a test?
- Where should an initial pilot be conducted?
- Who should 'own' the pilot?
- Do we need to develop the product so that the solution better fits the customer need?

Scaling up

- What other areas could benefit from this?
- How is their context similar to or different from yours? (needs, methods, measurement)
- Who should you recommend your pilot to?
- Should you already be doing something together now?
- What should your next pilot be, or can you scale up immediately?

From match to completed pilot



First meeting with the customer

Is there a match to work with?

- Can our solution/product solve some or all of the customer's needs?
- Do we understand the needs?
- Who needs to be involved in the implementation of the pilot?



Preparations

Prepare the purchaser and team

- Is the pilot backed by everyone in the purchaser's organization who will be involved? Is there a dialogue about structure/data management, IT?
- Is there an opportunity to scale up internally in the purchaser's organization? Other areas/divisions that need the solution?
- Secure mandat and budget



Customer meeting(s)

Define what you want to achieve

- How do you define the pilot? Which aspect is most important that you test? Which questions do you need answers to? What is the least possible scale/site/number of users you could test with?
- Approximate schedule/time frame
- Purpose & goals



Procurement*

Procurement of pilot

- Think through the entire process, Pilot 1, Pilot 2 (or more) and full scale-up
 - Read up on procurement in general and on the purchaser's specific procurement policy
 - Look over any references, documents, etc. you have that the customer might request
- See pages 18-19

* Procurement can also be done earlier in the process.



Prepare together

Structure the collaboration

- Goals and purpose of the pilot?
- Roles, responsibilities, owners?
- Structure (meeting frequency, information/data sharing, contacts)
- Detailed schedule & activity list
- Measuring points, how is the pilot evaluated?
- Ongoing documentation/ data collection
- Risk analysis



Contract

Formalize the collaboration

- Sign contract



Implementation & documentation

Carry out the pilot & document

- Have you documented everything so that the results can be disseminated and used in procurement in the event the project will be scaled up?



Follow-up

Decision basis for follow-up

- Have you achieved what you wanted (successful for both parties)?
- If yes, next step. Another pilot? Scaling up?
- Process before going larger scale. What is needed from the organization? (Increased knowledge, are other processes or working methods affected, etc.?)
- Review the procurement

Being involved during procurement

Many people find public-sector procurements to be a chore. The regulatory framework is difficult to understand, so lots of companies stay away from procurements. The public sector has a turnover of SEK 800 billion every year. Yet there are few tenders per procurement. On average, each procurement has only 1–3 tenderers. The public sector is therefore a large potential market if you can just familiarize yourself with the procedures for participating in procurements. It can be tricky at first to learn the rules, but when you've crossed this threshold, selling in public procurements can be an advantage.

And once you've managed this, you've also established a good base to proceed to procurements in the EU, as they apply the same regulatory framework.

Databases

There is a European database that publishes all procurements except those of lower amounts: [TED](#) (Tender Electronic Daily). It is free of charge and you can search for both Swedish and European procurements. There are also national databases containing only Swedish procurements. [Opic](#) is one example. It is free to access, but there is a charge if you want monitoring.

Different types of procurements

Sometimes it can be a good solution to procure the pilot through direct award, and sometimes it can be better to purchase both pilot and scale-up right from the start. In some cases, innovation partnership is a good procurement procedure. On the following pages, we go through the laws and regulations surrounding direct-award procurement. We also briefly discuss the acquisition process and how the Ignite Process can provide support in this.

[Link to TED](#) (Tender Electronic Dilly)

[Read more about the procurement of innovations.](#)

[Video: Introduction to LOU with our legal counsel Amar Al-Djaber](#)

Direct award

Laws and regulations

As a startup, a direct-award procurement is an easier gateway and a good way to get started with public procurements. A direct award is a procurement without public advertisement. It can be used by a public agency when the total purchase of one product/service does not exceed SEK 615,312 per financial year. (See direct award limits on the next page.)

A contract that runs for two years must also not exceed the annual limit. It can't be divided up to circumvent the law either. A public agency, for example, can't buy half of the development of an app in Year 1 and then the second half in Year 2.

Each public agency may set its own lower procurement limit. Find out what applies for each specific case. Procuring organizations must adopt guidelines for direct awards and document the reasons for purchases over SEK 100,000.

Adapting your sales process and creating a workflow for public procurement requires knowledge of the laws and rules. It's also a good idea to develop your company's work routines ahead of the

procurement. You will find most of the information you need on the [Swedish Agency for Public Procurement's website](#).

When is direct award used?

Direct award can be used in three situations:

- if the amount of the procurement does not exceed the [direct award limit](#)
- in **exceptional situations**
- if there are **exceptional reasons**.

Procurement principles

Even in direct awards, the procuring organizations must always comply with the basic legal procurement principles on:

- equal treatment
- non-discrimination
- transparency
- mutual recognition
- proportionality

Link: [The basic principles of procurement](#)

Direct award limit

Definition

'Direct award refers to a procedure for the awarding of contracts or the entering of framework agreements without the requirement that the procuring organization must first announce their intention to procure through a call for tenders advertisement.'

Regulated by law

The direct award limit is regulated by law and is a percentage of the threshold. The threshold is decided by the European Commission every other year. Different thresholds apply depending on what is procured and who is procuring. The thresholds are usually valid for two-year periods. The direct award limits are calculated as a percentage of the thresholds.

If the price of the procurement does not exceed this threshold amount, the procuring organization can use direct awards of contract.

Internal policies

Although the threshold amount is set by law, many procuring organizations have their own rules for how direct awards may be used. These are often described in the organization's own procurement policies and internal guidelines.

[Thresholds and calculation link](#) (in Swedish)

Calculation of amount

Purchases of the same type must be calculated together.

Keep in mind that it is not only the purchase in question that is calculated, but also other purchases of the same type made during that financial year.

Prohibition on circumvention

A procurement may not be divided up into smaller contract amounts in order to circumvent the provisions on procurements exceeding the thresholds.

LOU

	Supplies & services	Public works contracts	Social services (and other specific services except for welfare services)	Welfare services
Direct award limit	615 312	615 312	615 312	2 156 469**

Thresholds and direct award limit in Swedish kronor (SEK) from 1 January 2020

These are the current figures at the time of writing. Please refer to the Swedish Agency for Public Procurement's website for up-to-date figures.

Exceptional circumstances

Direct awards may also be applied under LOU Chapter 19, Section 7 if the following conditions are met:

No previous tenders

If the procuring public agency has conducted an advertised procedure in accordance with LOU and has not received any suitable tenders. (Keep in mind that no significant changes to the terms and conditions stated in the original procurement may be made.)

Artistic performances, technical reasons or protection of exclusive rights under LOU and LUF*

- The aim of the procurement is the creation or acquisition of a unique work of art or artistic performance
- Competition is absent for technical reasons
- The subject-matter of procurement is protected by exclusive rights, and therefore can only be supplied by a certain supplier

Extreme urgency under LOU and LUF

In some situations, there is not time to advertise or procure and the acquisition is absolutely necessary.

Irregular or unacceptable under LOU

Here, it is important that the tenderers that are directly awarded contracts meet all of the qualification requirements.

Research, experimentation, study or development purposes under LUF

This presupposes that the contract is not aimed at profit and that it doesn't affect subsequent competitive procurements. The procedure for innovation partnerships can then be a suitable solution if the procuring organization has a need for both development of a product and purchase of the product itself.

Procurement of supplies in certain cases under LOU and LUF

Repetition of services or public works contracts under LOU and LUF.

Procurement of services following a design contest under LOU and LUF

A procuring organization may use a negotiated procedure without prior advertisement to award a contract to the winner(s) of a design contest. That a contract will be awarded must in this case be indicated in the contest notice.

Negotiated procedure without prior publication

Source: Swedish Agency for Public Procurement

*LOU = Public Procurement Act (2016:1145),

LUF = Act on Procurement in the Water, Energy, Transport and Postal Services Sectors (2016:1146)

Procurement

Principle of public access to official documents

All information is public

This means that anyone can request another startup's documents, as these are public.

Example:

To avoid power outages, a municipality wants to put AI into all the distribution boards in the municipality that can read distribution board status. The municipality has an idea and talks to startups, which prepare a written proposal and start developing a product. The startups will send information continuously to the municipality until the finished AI product is in place. All of this information can be requested by another startup/company. All the information the startups send to the municipality is public documentation.

Secrecy

Here, it is important to keep in mind that you can request that the project be kept confidential. At the start of the collaboration, you can request that certain submitted documentation be classified as secret under Chapter 16, Section 3 of the Swedish Public Access to Information and Secrecy Act (SFS 2009:400).

This gives you the opportunity and the potential to carry on with your delivered product, so that no one else can come in and take over once the hard work is done.

General secrecy is not permitted. Tenders are kept confidential during the procurement, but once the decision has been made, all submitted tenders are made public. Tender confidentiality generally applies for two years, with appeal instructions for up to five years. This is if the supplier has requested secrecy.

The underlying laws in these cases are: Freedom of the Press Act (1949:105), which is a Fundamental Law in Sweden, and the Public Access to Information and Secrecy Act (SFS 2009:400), which applies to confidentiality.

Take advantage of the principle of public access to official documents

Exercise your right to demand previous winning tenders. You can use these in your own procurement process. Seeing how others have structured their tenders will give you pointers. After the procurement, you can use them to gain insight into your competitors and use this insight in your own product development.

Quick tips

Entering into procurement with public organizations and agencies differs in many ways from selling to regular customers.

'I always want to be transparent and put both parties' cards and intentions on the table. Enter the room as a problem-solver. If we are discussing a direct-award procurement, for example, ask where the ceiling is and how we can solve the needs within that framework.'

Per Fransson, COO The Fine Arc Nordic AB

Summary:

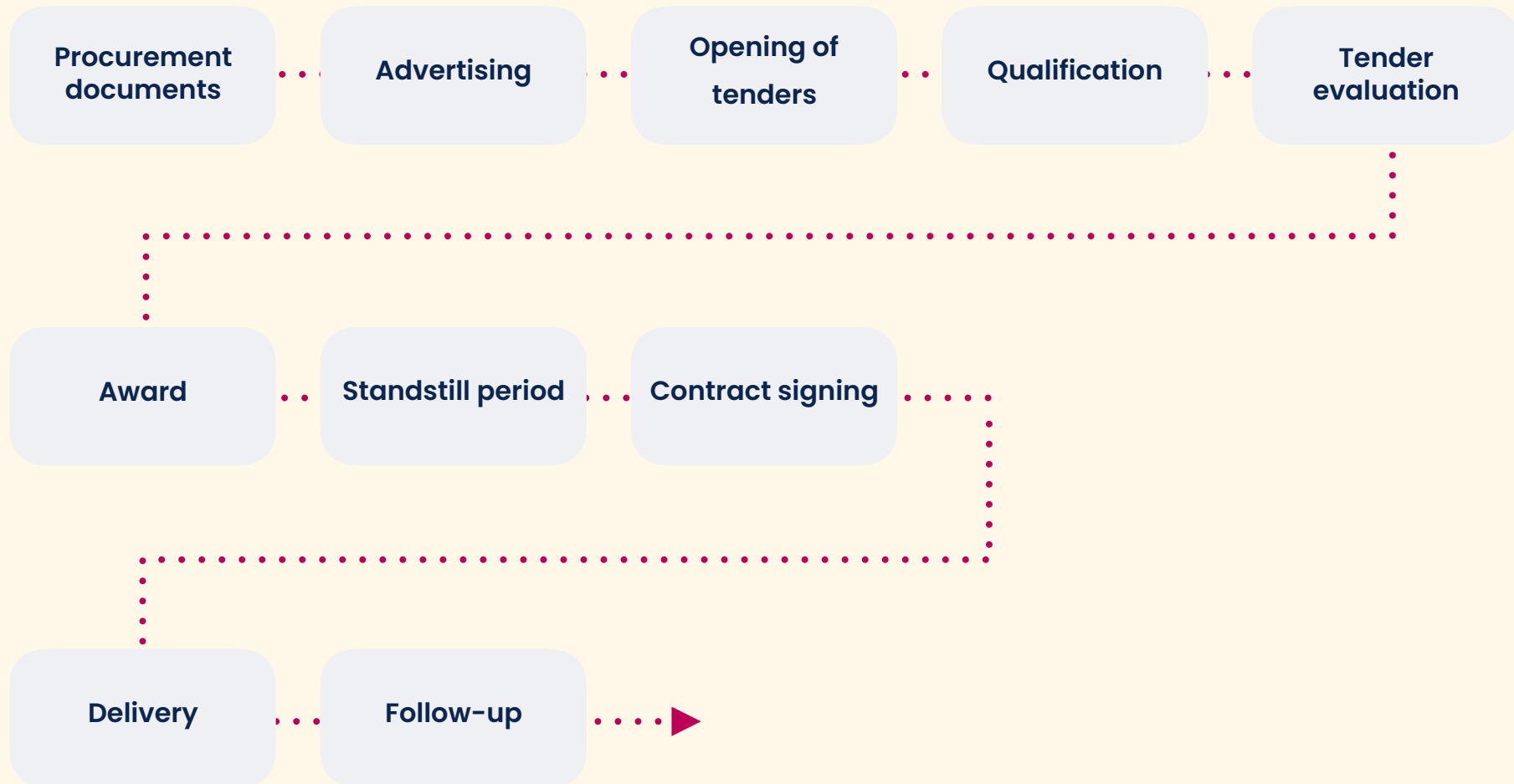
- **Remember the principle of public access to official documents**, not only to protect your product, but also to be able to develop your product. Request winning tenders from previous procurements to get tips on how to write your own.
- **Request secrecy.** Draft an A4 requesting secrecy, describing what the secrecy entails and why it needs to be kept secret, i.e. what damage revealing this information could cause you.
- **Dare to take the step into direct-award procurements.** Direct awards have many advantages:
 - Direct awards are difficult to appeal
 - Direct awards must be open to competition but do not need to be advertised
 - The procurer can choose which is the best offer
- **Remember:** The procurer can set annual turnover requirements This requirement amount may be twice the value of the contract. You can call on another company's capacity. You can also find other solutions to meet this requirement. Ask the purchaser how you can meet the requirement.
- **References.** You need at least three references from previous assignments. Carry out reference assignments to get ready for procurement.
- **Do not sell** to the public sector. Present your solutions.

Checklist

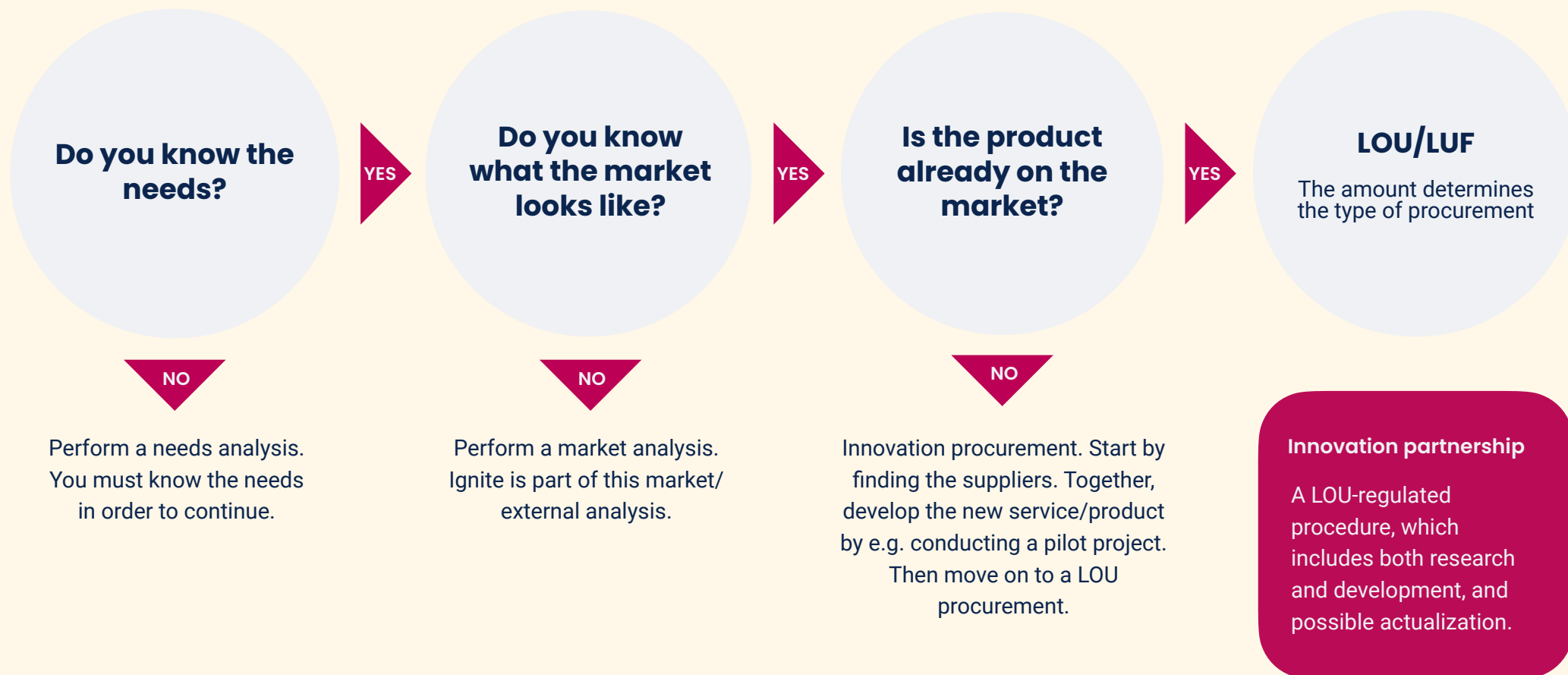
Region Västerbotten has prepared a practical checklist with ten items to make the procurement process easier for companies.

- ☐ Read the documentation carefully and check that you meet all the requirements before starting to write your tender.
- ☐ Read through what you are undertaking and make sure you can actually deliver – your tender is binding.
- ☐ Determine which requirements are most important and which you should focus on.
- ☐ Focus on your company's strengths and emphasize what would be of added value to the procurer.
- ☐ Start working on the tender well in advance of the deadline. Sometimes it takes time to get all the answers together.
- ☐ Dare to ask about unclear requirements, inaccuracies and other things that could be perceived as unfair. You can have an influence!
- ☐ Express yourself clearly and use key concepts in the headings so that you make it easier for the evaluator to analyse your offer.
- ☐ Find a partner! If the procurement is too big for you, you might be able to manage by working with another company.
- ☐ Request secrecy if there is sensitive information in your tender, because it will be public documentation once the procurement is completed.
- ☐ Request winning tenders from previous procurements to get tips on how to write your own.

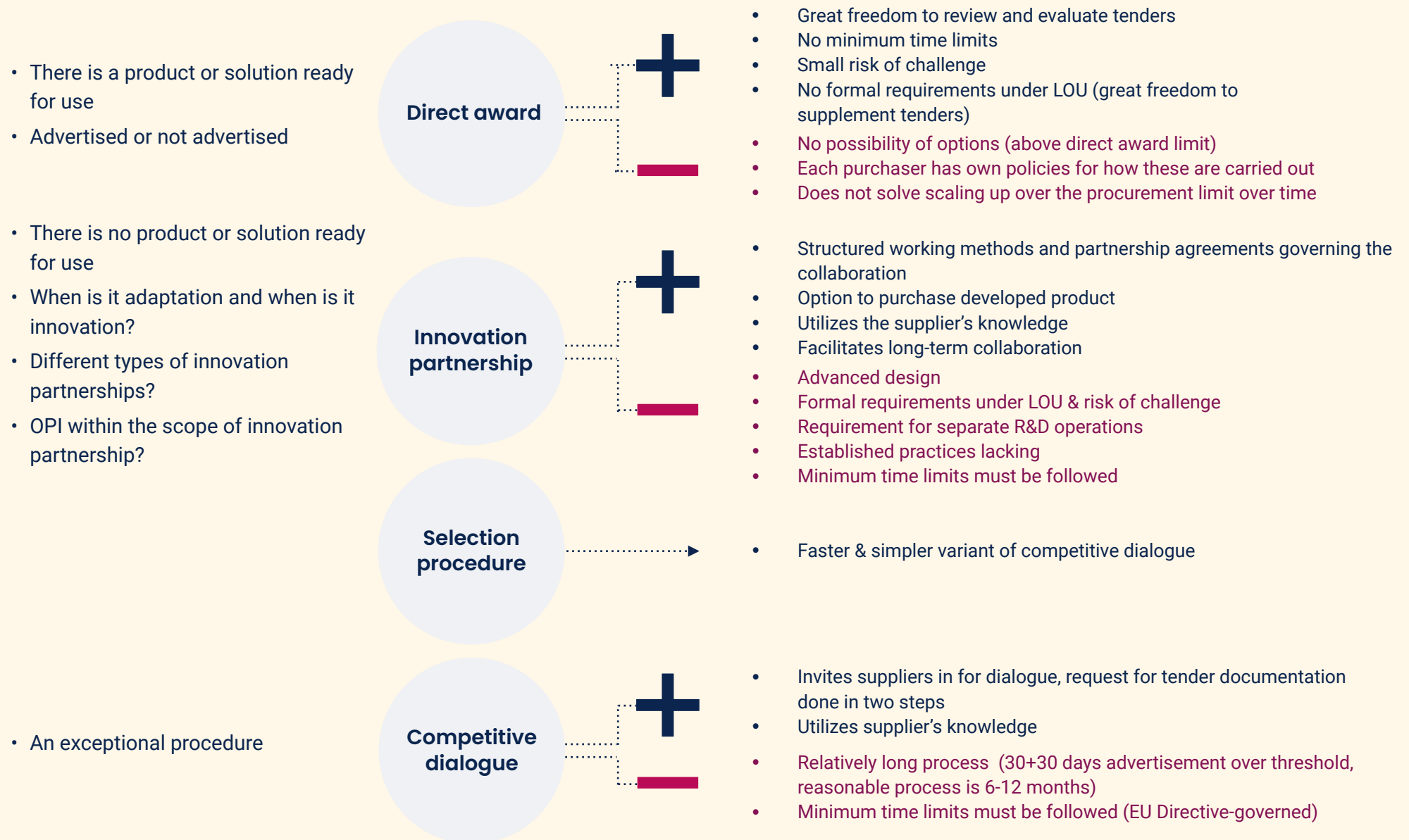
Procurement process



Strategic business analysis explained



A breakdown of procurement procedures



Contract

Three parts

Start with a basic contract with all the formalities and fundamentals already in place, making it easy to use as a basis for all contracts. Prepare one or more appendices that define what you want to do, how, etc. The advantage of appendices is that you can make adjustments there. Remember to formulate how binding the appendices are.

Basic contract



- Background
- Purchaser
- Contractor
- Service to be performed
- Commercial terms and conditions (compensation can be referred to in the appendix)
- Premature termination of contract
- Confidentiality and disputes
- Start and end dates



Appendices



Collaboration structure

- Goal and purpose of pilot
- Your various roles, who is responsible for what, who owns what?
- Structure for your collaboration (meeting frequency, how you share information/data, who is contacted for what.)
- Detailed schedule & activity list
- Measuring points, how do you evaluate the pilot?
- Ongoing documentation/data collection
- Communication - how do you talk about each other in the public space (references, cases, etc.)?

Compensation & ownership after pilot

- If you develop together, who owns what?

Possible scale-up

- What do you do if you have a successful outcome?
- Scale up?



Working documents



- Risk analysis
 - What risks might you face?
 - How can you counteract them?
 - Do any of your partners have a template?
- #### Communication plan
- Financial/business evaluation
 - What will it cost to scale up?
 - How will the pilot investigate this?

From pilot to scale-up

It is often said that a pilot is a risk-reducer, so that when the pilot is completed, you can stand up and reflect on what you've learned before moving on.

Go/No go?

The first question you can ask is if you have enough information to make a decision on whether you should continue and scale up or if you should stop there. Are there any other elements you need to know more about before you move on? Are there any risks you need to investigate or manage?

Some questions to think about at this stage:

What worked well? How do you make sure that things will continue to go well when you scale up?

What didn't work? What adjustments can you make to avoid this going forward?

Did anything unexpected happen in the pilot? If so, how will this affect scaling up?

Do other people need to be involved in the project in the future? Who will be affected by scaling up, who hasn't been involved yet? This might include people within the organization.

IT: Ask about the big picture in the remaining systems. Make your product more attractive by ensuring it can be easily implemented with existing systems.

Procurement: Are there lessons to be learned before participating in future procurements and collaborations with the public sector?

Municipalities and startups

Examples of collaborations

- **Järfälla Municipality & Stockfiller and Parlametric:** Climate-smart meals in the schools through a crowd-sourcing solution for local produce and a tool for chefs for visualizing consumption.
<https://www.youtube.com/watch?v=y4ufxqxhq4c> (in Swedish)
 - **Rinkeby-Kista District & Bumble Labs:** Measure visitor flows in resident service premises. An evaluation will include youth centres and other service facilities.
 - **Rinkeby-Kista District & Parlametric:** Research project to use AI voice recognition to help raise Swedish language levels among preschool children.
 - **Uppsala Culture Department & Altered:** Water-efficient nozzles at the Uppsala Art Museum.
 - **Destination Uppsala & handla.io:** Gaming platform with geo-tagging based on Pelle Svanslös to attract visitors and engage kids.
 - **Destination Uppsala & Nagoon:** AI Covid solution (computer vision) for reducing the spread of infection indoors, with the first pilot at the library.
 - **Umeå Municipality & The Fine Arc Nordic and Oterlu:** Digital youth centre.
 - **Uppsalahem & Mimby:** Water savings in laundry rooms.
 - **Växjöbostäder & Collactivate:** Solution to increase security and comfort in basements/properties and surroundings.
 - **Barkarby Science and E.ON & Locallife:** Increase recycling rates, create more sustainable energy production.
- A few words from Uppsala Municipality:
- [Johan Rosén, Business Strategist, Uppsala Municipality](#) (in Swedish)
- [Find out more about Uppsala Municipality's previous work with Ignite](#)

A guide in development

Thanks to:

Dalarna Science Park

Swedish Energy Agency

HBV

Järfälla Municipality

Kalmar Municipality

Kalmar Science City

Kista Science City

LEAD

Linköping Municipality

Linköping Science Park

Minc

MKB Fastighets AB

Parlametric AB

Rinkeby-Kista District Administrative Office

Sahlgrenska Science Park

SKR (Swedish Association of Local Authorities
and Regions)

Sting

Ports of Stockholm

Public Housing Sweden, Digitalization Initiative

Södertälje Municipality

THINGS

Umeå Municipality

Uminova Innovation

Uppsala Municipality

Vinnova – Sweden's innovation agency

Zian AB



Ignite Sweden is part of SISP, Swedish Incubators and Science Parks

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