

GENPROCURE

GENDER INCLUSION IN PUBLIC PROCUREMENT



KOSZALIN
Centre of Pomerania

URBACT



Co-funded by
the European Union
Interreg



Integrated Action Plan

The City of Koszalin, Poland

Index

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EXECUTIVE SUMMARY

The Integrated Action Plan for the City of Koszalin for the "GenProcure – Gender Inclusion in Public Procurement" network was developed in accordance with the URBACT methodology, through workshops to gain knowledge and exchange experiences at international meetings, and through local consultations with representatives of large public entities and businesses associated with the URBACT Local Group. Discussions focused on the feasibility of implementing actions and solutions tailored to the local realities of the country and the city.

The plan seeks to address the network's main challenge of how public procurement – understood as the full cycle from needs analysis and procurement planning to contract monitoring – can support gender equality and other important social goals.

Poland has much work to do to implement the concept of full gender equality. The country ranks 18th among the 27 EU countries in the 2023 Gender Equality Index, and increasing women's participation in decision-making bodies in the public and business sectors requires particular support. Although public awareness is growing, numerous barriers remain, especially outside large cities, where traditional perceptions of gender roles prevail and the issue of inequality is often downplayed. The Polish Constitution guarantees gender equality, but its practical implementation is limited, among other factors, by the lack of a legal basis in the Public Procurement Law for the use of equality clauses in procedures above the national threshold of PLN 130,000 (EUR 30,000).

Koszalin's actions under the Plan aim to realise the vision of creating a more equitable and inclusive community through the implementation of gender-sensitive public procurement policies and cover five areas of intervention:

1. Institutional and managerial strengthening – implementing gender equality plans, appointing equality commissioners, training and conferences to strengthen the organizational foundations in public institutions.
2. Integration of gender equality in public procurement – use of equality clauses in procurements below the national threshold, equality language and criteria, gender-sensitive procurement planning and their monitoring and evaluation.
3. Strengthening local contractors and market diversity – training and support for female entrepreneurs, promoting SMEs participation in tenders, information campaigns and cooperation with business environment institutions to increase market diversity.
4. Data collection and analysis – periodic analyses of public spending, collecting data on the share of businesses run by women, monitoring the effectiveness of equality measures, and cooperation with universities and research organizations.
5. Changing awareness and a culture of equality – campaigns promoting gender equality in procurement, presentation of good practices, educational activities and partnerships with social organizations.

The local context suggests that these will primarily be awareness-raising activities and capacity-building for public institutions and businesses. But not only that: they also include further steps towards integrating gender equality into public procurement, as well as data collection and analysis.

The plan is fully feasible under the current legal and social conditions, and its implementation does not require significant financial resources. The main risk is the lack of stakeholder and participant engagement. The monitoring system provides for regular progress measurement and corrective action if implementation issues are encountered.

1. INTRODUCTION

1.1 The GenProcure Action Planning Network and its thematic focus

GenProcure is an Action Planning Network co-financed by the European Regional Development Fund under the URBACT IV Programme 2021-2027.

The project involves nine partners: the City of Villa Nova de Famalicao (Portugal) – Lead Partner, the City of Alcoi (Spain), the City of Messina (Italy), the Canton of Zenicko-Doboj (Bosnia and Herzegovina), the City of Zagreb (Croatia), the City of Újfehértó (Hungary), the Satu Mare Region Development Association (Romania), the City of Koszalin (Poland), and the City of Umeå (Sweden). The Lead Expert of the Network is Mr. Matthew Baqueriza-Jackson (United Kingdom).

The network responds to the challenge of gender inequality in economic and social terms in the European Union, as cities can include gender-sensitive actions in their programming documents aimed at combating discrimination and ensuring the equal position of women.

One such action may be the implementation of the concept of gender-responsive public procurement (Gender Responsive Public Procurement), whereby through the supply of goods, services and works to the public sector, both the contracting authority and the contractors agree that they should contribute to reducing gender inequalities and raising public awareness of the need to change attitudes and behaviours.

1.2 The City of Koszalin and why we decided to participate in the GenProcure APN

The location and importance of Koszalin



Location of Koszalin in Europe

The city of Koszalin with county rights is the second largest (104,648 inhabitants) urban center in the West Pomeranian Voivodeship, located on the coast of the Baltic Sea, in the north-western part of Poland, surrounded by forests and lakes.



City Center from a bird's eye

Koszalin is an important administrative, economic, and cultural center for the eastern part of the West Pomeranian Voivodeship. In addition to local and district institutions, it also houses offices and institutions of subregional significance.

The city is home to several important cultural institutions with supra-local reach, including the Museum, Library, Baltic Drama Theatre, Philharmonic, two multiplex cinemas, the regional Polish Radio station, and numerous sports and recreational facilities. It is also a significant academic center in Central Pomerania, with the Koszalin University of Technology playing a dominant role.



New public facilities built in the last 15 years: Sports and Entertainment Hall, Koszalin Water Park, Koszalin Philharmonic.

Demographic profile

The city of Koszalin, with a population of 104,648 (2022), covers an area of 105.57 km² – giving a population density of 991 people/km². Koszalin County, with an area of 1,653 km², is inhabited by 66,376 people (2022), giving a population density of 40 people/km². In total, the Koszalin Functional Area is inhabited by over 170,000 people.

Women predominate in the population (53% of the population), which translates directly into a feminization rate of 113 women per 100 men. The feminization rate for the country in 2022 was 107, and for the region 106.



Residents of Koszalin at a concert celebrating the opening of the modernized Amphitheater, July 2021.

Koszalin is experiencing unfavorable changes in its population structure. The share of the post-working-age population (pensioners and retirees) relative to the working-age population is increasing, as is the average age of residents. At the same time, the natural increase is declining, with no positive figures since 2012. The number of people of post-working age in 2000 was 14.21%, while in 2022 this number was already 27.5%. The average age of a resident in 2000 was 36 years, and in 2022 it was already 44.6 years - more than the average for the province (43.5) and the country (42.3).

This phenomenon poses a challenge for the labor market and in the future will result in lower revenues for local government budgets and, at the same time, increased spending on social welfare and healthcare. The decreasing population is also influenced by the negative migration balance over the past few years. i.e., the number of people moving to Koszalin is lower than the number leaving the city. The most common reasons for leaving the city include economic emigration to wealthier EU countries, young people remaining in larger urban centers after graduation, and settlement in the rural areas surrounding the city.

Koszalin's population is nearly homogeneous nationally, ethnically, and linguistically. There is an active, organized Ukrainian national minority within the city – descendants of Ukrainians resettled here from the east after World War II, as well as workers and refugees who have been arriving for over a decade. Citizens of other countries are a minority.

Economic profile

Koszalin boasts a high entrepreneurship rate compared to other cities in Poland. There are 177 businesses for every 1,000 residents (2022), compared to 149 in the region and 132 nationally.

There are 1,706 registered commercial companies in Koszalin, approximately 208 of which are companies with foreign capital (2022). Large employers include public entities such as the Provincial Hospital, Koszalin University of Technology, the Social Insurance Institution, the District Court, and the City Hall.

The local economy is dominated by microenterprises employing up to nine people (97% of the total number of entities), with the remainder primarily small and medium-sized enterprises. Large companies are marginal: only 17 entities employ 250 or more people, including just three entities employing more than 1,000 people.

The key industrial sectors include: light and processing industry (including the production of construction products, car windows, textile products, vacuum equipment), metal (production of steel tanks, production and processing of metals to order), food (confectionery plants, fish processing plants, grain and milling plants, brewery), wood (window joinery and office furniture factories), production of plastic packaging, logistics and warehouses.



A major economic driver for Koszalin is the Koszalin Subzone of the Słupsk Special Economic Zone, which has been operating since 2003 and has been expanded several times. Currently, the zone is home to 60 companies employing nearly 2,400 people.

Special economic zone

The value of Gross Domestic Product per capita in 2021 in the Koszalin subregion was PLN 56,033 (EUR 13,124.6), remaining lower than the average for the country (80.9%) and the West Pomeranian Voivodeship (96.1%).

Registered unemployment in Koszalin is 4.2% (end of 2023). Women constitute 51.1% of the unemployed in Koszalin. In terms of age groups, the largest number of unemployed people is in the age group over 35-44 – 29.8%. Among young people under 25, 5.6% are unemployed.

The average monthly salary in Koszalin in 2022 was PLN 6,054.77 gross (EUR 1,291), which was 98.1% of the regional average, 90.3% of the national average, and approximately 59% of the EU average. Analyzing the years 2010–2022, a systematic increase in salaries is observed.

The so-called unadjusted pay gap in Poland is one of the lowest in the EU: in 2022, according to Eurostat, the difference in pay in similar positions to the detriment of women amounted to 7.8% (the EU average is 12.7%).

Why Koszalin joined the GenProcure Network

Koszalin has been interested in a new, progressive approach to public procurement for several years. We participated in the "PROCURE" (Action Planning Network) and "Making Spend Matter" (Transfer Network) networks under the URBACT III 2014-2021 Programme, where we were able to learn and exchange knowledge and best practices with international partners and local stakeholders on how to use public procurement as a tool for local economic development and addressing social challenges, ensuring that as much of the funds spent as possible benefit the city. In 2021-2022, Koszalin also participated in the Urban Agenda Partnership for Innovative and Responsible Public Procurement for the EU.

We see the GenProcure project as an excellent opportunity to further explore how public procurement can expand beyond the legal process of selecting contractors. The GenProcure network will explore the potential of using procurement as a tool to support public policy to address gender inequalities and other social inequalities, taking into account the scale of resources spent in this way.

1.3 The URBACT Programme, the concept of Sustainable Urban Development, the integrated and participatory approach and the Action Planning Network

URBACT IV is the Interreg European Territorial Cooperation Programme, running from 2021 to 2027. Cities, their organizational units, and other entities from the 27 EU countries, 2 EEA countries, and 5 candidate countries are eligible to participate. The programme funds only "soft" measures and cooperation at the international and local levels; it does not cover investments or the purchase of fixed assets.

The goal is to support sustainable urban development through the exchange of knowledge, experiences, and best practices within thematic cooperation networks addressing current urban challenges. Three priorities have been identified for the current programming period: digital transformation, green transformation, and gender equality. Activities are based on the URBACT Method, including the principles of inclusiveness and social participation.

Integration implies a comprehensive approach, combining economic, environmental, and social aspects, across various economic sectors (e.g., education, employment, transport), cooperation between the public, private, and social sectors, and links with national and regional policies. It encompasses both infrastructure investments and social initiatives.

Participation involves engaging a broad range of local stakeholders in the network's work and developing shared solutions. URBACT Action Planning Networks bring together 8–12 cities, operate for 2.5 years, and develop plans that address specific challenges.

These plans are based on knowledge from international meetings involving all partner cities and local reflection on the possibility of adapting activities to the city context, in cooperation with the URBACT Local Group (ULG).

1.4 Methodology for developing an Integrated Action Plan (IAP)

Integrated Action Plan (IAP) it's a strategic document that identifies needs, analyzes problems and opportunities, and proposes sustainable, feasible solutions. All cities collaborating in the URBACT network must produce such a plan, and these documents can be prepared in a variety of formats to reflect local specificities and circumstances.

The Integrated Action Plan is a tool that allows cities to address local problems and improve the situation at the local level. In the URBACT programme, the Integrated Action Plan is the result of collaboration between partner cities at the international level and the participatory processes of stakeholders gathered within the URBACT Local Group.

The development of the Integrated Action Plan was influenced by thematic international meetings of network partners in person and on-line masterclasses and work at the local level with stakeholders.

1.5 The URBACT Local Group and key stakeholders involved



URBACT Local Group (ULG) The URBACT Local Group (ULG) is a key element of the URBACT Programme, based on a partnership between public institutions and local stakeholders: the private sector, the scientific sector and civil society.

ULG enables an integrated and participatory approach to urban policies, leveraging URBACT networks and methodologies. It brings together local partners to collaboratively address problems and exchange international experiences, leading to the development of an Integrated Action Plan.

After the GenProcure project began, the City of Koszalin, using URBACT tools, identified key stakeholders interested in collaborating on network challenges. Representatives of Koszalin's largest public entities, which annually spend tens of millions of euros in public

procurement, the economic self-government of entrepreneurs, and a non-governmental organization supporting entrepreneurship, including women, were invited to collaborate.

Public entities (the largest contracting entities and employers in Koszalin):



Koszalin City Council with county rights –

This is the Koszalin City Hall and its subordinate budgetary and organizational units, such as the Municipal Roads Authority, the Residential Building Authority, the Social Services Center, kindergartens (20), schools (25), and cultural units (Library, Philharmonic, Theater, Cultural Center). The City of Koszalin also owns several companies providing municipal services (including water supply and sewage collection, heating supply, waste disposal, and public transport).

The city is represented in the work of the ULG by employees of the Koszalin City Hall: Mr. Sławomir Tkaczyk – Director of the Cooperation and Strategy Department (URBACT Local Group Coordinator), Ms.

Anna Bober – Head of the Public Procurement Office, Ms. Estera Kozik – Director of the Human Resources Management Department, Ms. Dorota Chałat – Councillor of the Koszalin City Council.

The Koszalin City Council plays a key, leading role in the URBACT Local Group, being the organiser of its work, the editor of the Integrated Action Plan and the coordinator of the activities included in it



Koszalin University of Technology – is the largest technical university in the Polish Central Pomerania region. Over 3,250 students (2022), 6 faculties: Architecture and Design, Electronics and Computer Science, Humanities, Civil Engineering, Environmental and Geodesy, Mechanical Engineering, and Economic Sciences. On behalf of the University of Technology, Prof. Krzysztof Wasilewski, Vice-Rector of the Koszalin University of Technology for Education, participates in the Group's work. The university is the first public entity

in Koszalin to develop and implement a Gender Equality Plan.

The role of the Koszalin University of Technology in ULG is to represent the point of view of large public procurers and to share its experience in implementing the Gender Equality Plan.



Provincial Hospital in Koszalin The Nicolaus Copernicus Provincial Hospital in Koszalin provides medical services to a population of approximately 600,000 people, who can benefit from services provided in hospital wards, operating rooms, diagnostic facilities, laboratories, and clinics. The hospital's representative in the ULG's work is Mr. Piotr Gąska, Head of the Public Procurement Department.

The role of the Provincial Hospital in the ULG is to represent the point of view of large public procurers.

Organization of entrepreneurs (second sector):



Koszalin Chamber of Commerce and Industry (KIPH) – one of the oldest economic self-government organizations in the region, bringing together companies from Koszalin and Central Pomerania. The Chamber's goal is to create favorable conditions for the operation and development of businesses. The organization promotes local and regional businesses by awarding the renowned "Koszaliński Denar" award for many years and is also the creator of the "Buy Locally" initiative. Many enterprising women are members of the Chamber. The Chamber is represented by Mr. Piotr Huzar, President of the Management

Board of KIPH.

The role of the Koszalin Chamber of Industry and Commerce in ULG is to represent the point of view of entrepreneurs, encourage entrepreneurs, including women, to participate in public procurement and provide knowledge about the potential of local contractors.

Non-governmental organization (third sector):

CENTRUM INNOWACJI
I PRZEDSIĘBIORCZOŚCI

Innovation and Entrepreneurship Center Foundation Established in 1993, it offers a comprehensive package of information, consulting, training, and financial services aimed at unemployed individuals starting their own businesses, including young female entrepreneurs. The Foundation's achievements include the creation of the "Made in Koszalin" initiative, which promotes the potential of Koszalin entrepreneurs and increases customer loyalty to local services and products.

On behalf of the CIP Foundation, Ms. Justyna Grosicka – President of the Management Board and Ms. Katarzyna Szałpka – Head of the Foundation's Business Centre participate in the work of the Local Group.

The role of the Innovation and Entrepreneurship Center Foundation at the ULG is to share its experience in implementing support instruments for entrepreneurs, such as conferences, training, and competence building. The Foundation also has knowledge of the potential of local contractors to participate in public procurement.

1.6 Structure of the Integrated Action Plan

The Integrated Action Plan of the City of Koszalin for the GenProcure project consists of several parts.

Chapter Two introduces the topic of the GenProcure Action Planning Network and gender responsive public procurement. It presents an analysis of the national and local context of public procurement and the situation regarding gender equality, identifies local challenges, and outlines a vision of a more just and inclusive community. It concludes with a discussion of integration aspects. In Chapter Three, three strategic objectives of the Plan and five areas of intervention are defined, along with a description of the interconnections and integration of the planned actions.

Chapter Four presents nine planned actions—three for each strategic objective—covering: mainstreaming gender equality in public policies, public procurement that supports gender equality, and increasing the diversity of public procurement contractors. The whole is concluded with a description of the planned monitoring system of the Integrated Action Plan as well as summary of the actions.

2. CONTEXT, NEEDS AND VISION

2.1 Overarching theme of the GenProcure Action Planning Network and Gender Responsive Public Procurement

The GenProcure Action Planning Network within the URBACT IV Programme was established by cities wishing to explore the possibility of implementing gender-sensitive public procurement (GRPP), which is a tool for promoting equality between women and men by taking gender aspects into account at every stage of the procurement of services and works by public entities – from planning, through the tender specifications, to the evaluation of offers and contract execution.

This approach helps eliminate structural barriers, promotes equal employment opportunities, and supports the development of female entrepreneurship, particularly in sectors and industries traditionally dominated by men. Implementing gender-sensitive procurement not only contributes to a more equitable labor market but also strengthens the social responsibility of public administration.

2.2 National and local public procurement context

National level

The value of the Polish public procurement market awarded in 2022, according to the report of the President of the Public Procurement Office, is PLN 698.3 billion (EUR 161.8 billion), of which contracts for PLN 274.8 billion (EUR 63.7 billion) were awarded under the Public Procurement Law.¹

The current public procurement system in Poland is based primarily on the Public Procurement Law Act of September 11, 2019, as amended. The Act implements the provisions of European directives and applies to contracts exceeding PLN 130,000 (approximately EUR 30,000) net.

The basic principles of the Act are fair competition, equal treatment of contractors, transparency, achieving the best results, openness, primacy of competitive procedures and written procedures.

The basic procedure, in which any interested party may submit bids, prevails. Contracting authorities may also use other procedures, such as negotiations without publication, competitive dialogue, innovation partnership, electronic auction, or single-source procurement, but only in circumstances provided for by law. The selection of the offer is based on the criteria specified in the Tender Specification, which may include price, acquisition and operating costs, quality, functionality, social and environmental aspects, innovation and staff qualifications.

Procurements below PLN 130,000 (EUR 30,000) are subject to any rules established internally by the contracting authorities, but in accordance with the Public Finance Act they must be rational, purposeful and economical.

Following Poland's political transformation, creating a transparent, competitive, and cost-effective public procurement system was a significant challenge. Over the past quarter-century, a system has been developed that ensures equal access to procurement and fair competition, although cooperation between contracting authorities and entrepreneurs is viewed somewhat less favorably.²

Growing awareness among authorities means that public procurement is also becoming a tool to support important public policies regarding innovation, environmental protection and support for SMEs, which is reflected in legislation, although these changes are being introduced slowly.

¹<https://www.gov.pl/attachment/948688e5-38b2-4ed2-bc10-5189bb2ed0d8>.

² http://ec.europa.eu/internal_market/scoreboard/performance_per_policy_area/public_procurement/index_en.htm

Polish law is marked by significantly greater rigor and bureaucracy than EU law, resulting from low public trust and an excessive focus on the administrative process, document flow, and avoiding irregularities rather than on the objective. As a result, contracting authorities focus on price criteria (75% for contracts above the national threshold and 65% above the EU threshold), and among non-price criteria, they choose those that are easy to quantify, such as staff experience or warranty length.

The law provides for procurement reservations for sheltered workshops, social cooperatives, and entities integrating marginalized people into the labor market (minimum 30% of such people's employment), but the use of these forms is marginal (only 0.24% of procedures conducted under the Public Procurement Law in 2022). Procurements below the national threshold can only be reserved for social cooperatives.

There are also social clauses regarding social, health, and cultural services, as well as employment conditions for people at risk of exclusion and employees under employment contracts. Contracting authorities may require procurement to be adapted to the needs of people with disabilities, apply social labels (e.g., fair trade), and incorporate social criteria into bid evaluations.

The Polish Public Procurement Law contains a wide range of social clause provisions which, in practice, focus on facilitating the employment of disadvantaged people on the labour market and counteracting social exploitation, but completely ignore gender equality issues.

It lacks a legal basis for requirements such as equality policies, equal pay for women and men, or preferences for companies promoting gender equality (e.g. a higher percentage of women in managerial positions).

In Poland, equal treatment of women and men is required by Article 33 of the Constitution of the Republic of Poland, which states that women and men have equal rights in family, political, social and economic life, in particular equal rights to education, employment and promotion, to equal remuneration for work of equal value, to social security and to occupy positions, perform functions and receive public honours and decorations.

Local level

The City of Koszalin's strategic city management system currently does not provide for a public procurement strategy. The Public Procurement Law and the Internal Regulation on the Principles of Procuring Public Procurement for Construction Works, Supplies, or Services at the Koszalin City Hall are directly applicable, introducing regulations for placing contracts above and below the national threshold of PLN 130,000 (approximately EUR 30,000) net.

The Koszalin City Hall has a Public Procurement Office, which coordinates orders from City Hall departments valued at PLN 50,000 (EUR 11,568) or more. Orders below this amount are handled independently by the City Hall's organizational units.

Other units of the Municipality (including the Municipal Roads Authority, the Residential Buildings Authority, cultural units, schools, kindergartens) and municipal companies make purchases on their own behalf.

The Office's procurement procedures below the national threshold are flexible and favor local suppliers if they meet the requirements. At least two competing bids are required, with no public announcement required. Typically, quotations are sent to selected companies and the more favorable bid is chosen.

Similar rules apply to other contracting entities in Koszalin. Tens of thousands of orders below the PLN 130,000 threshold are placed annually; they are highly diverse and are executed on the basis of contracts, orders, or as regular purchases.

Public contracting authorities in Koszalin do not cooperate on joint procurements, with the exception of tenders for electricity supplies by the City and surrounding municipalities, which allows for cost reductions due to economies of scale.

2.3 Current status of gender equality

National level

Poland, like many other European countries, has for centuries been a society dominated by patriarchal structures that shaped gender roles. Traditional roles assigned to women, such as caring for the home and children, remain deeply ingrained in our culture. Despite progress in gender equality, these historical prejudices continue to shape societal expectations for women and men.

In Poland, as in many other countries, there is a gender pay gap. This phenomenon is caused by, among other things, occupational segregation, with women more often working in lower-paid sectors, and the underrepresentation of women in management positions. Furthermore, women often take career breaks due to motherhood, which impacts their professional development and earnings.

Although women in Poland often achieve higher educational outcomes than men, gender stereotypes influence their choices of study and careers. Women are underrepresented in STEM fields (science, technology, engineering, and mathematics), leading to lower participation in high-paying and dynamic sectors of the labor market.

In Poland, women are still primarily responsible for caring for children and elderly family members. A lack of sufficient care services and flexible employment options limits women's career opportunities. Family policies, although increasingly supportive, still do not always support an equal sharing of caregiving responsibilities between parents.

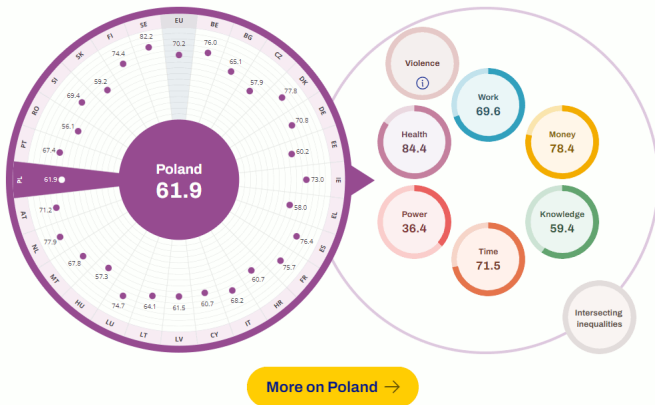
Violence against women and sexual harassment are serious problems in our country, affecting women's safety and health, as well as their ability to fully participate in social and professional life. The lack of effective protection and support mechanisms for victims of domestic violence, along with insufficient preventive and educational measures, deepens these inequalities.

Women are underrepresented in decision-making positions in politics and business in Poland. Although recent years have seen a noticeable increase in the number of women in parliament and in senior positions, they still constitute a minority. Women's underrepresentation in politics leads to a lack of a comprehensive gender perspective in the lawmaking and public policymaking process.

According to the 2023 Gender Equality Index, published by the European Institute for Gender Equality, Poland, with a score of 61.9 points, ranks 18th out of 27 European Union member states (the EU average is 70.2 points). Sweden leads the ranking with 82.2 points. A score of 100 points represents the theoretically maximum possible level of equality.

The Gender Equality Index is a composite indicator that monitors progress in gender equality across the EU, based on EU frameworks and policies. It consists of six core components: work, money, power, time, and healthcare, supplemented by two additional components: violence and pervasive inequalities.

Poland in 2023 edition



Since 2010, Poland has seen slow, steady progress (total index increase of 6.4 points) in the area of gender equality. The greatest challenge remains the area of power – the representation of women in decision-making positions in politics (parliament, government, regional bodies), the economy (leaders of the largest listed companies and banks), and the society (e.g., organizations funding research, media, and sports).

Currently, few cities and public entities in Poland have a Gender Equality Strategy or Plan. In recent years, only a few of Poland's largest cities

have adopted such a document, including Warsaw, Krakow, Wrocław, and Rzeszów. Gender equality documents typically consist of a diagnostic section examining the current status, such as employment, participation in management positions by gender, an analysis of recruitment and remuneration regulations, provisions on counteracting discrimination and harassment, and defining strategic goals.

The most important goals that cities want to achieve include building awareness of the principle of equal treatment and the need to counteract discrimination, implementing solutions that enable employees to combine their professional and personal lives, striving for balanced gender representation at all levels and in all advisory bodies, and incorporating an equality perspective into all city strategies, policies, and programs.

Local level

At the time of joining the GenProcure project, Koszalin did not yet have a Gender Equality Strategy or Plan at City Hall, nor a specialized position responsible for coordinating and monitoring equality policy. However, the Human Resources Management Department at Koszalin City Hall performs certain tasks in this regard, and the city places significant emphasis on equal opportunities and tolerance.



In April 2019, during the 7th Regional Women's Congress in Koszalin, representatives of the Koszalin authorities signed **Diversity Charter (Diversity Charter)** – an international initiative supported by the European Commission and member states, promoting equal treatment in the workplace. The Diversity Charter brings together organizations and companies that actively combat discrimination, creating friendly, inclusive workplaces. The principles promoted by the Diversity Charter were implemented at the Koszalin City Hall by the Mayor's Order of July 26, 2019.

There are active women's organizations in Koszalin, such as: **Koszalin Era of Women Local Activity Association** (activities for raising awareness and respecting women's rights, counteracting discrimination, promoting women's activity in the social and political sphere, organizing women's congresses) or **Mama Association in the City of Koszalin** (material self-help, promotion of conscious parenting, reconciling private and professional life, public space friendly for mothers with children, health care).



To meet the needs of active women's communities, on July 4, 2018, the **Women's Council at the Mayor of Koszalin** It was composed of 15 professionally and socially active women activists, selected by a recruitment committee based on applications. The Koszalin Women's Council included some of the most professionally and socially active women in Koszalin: City Council members, presidents and activists of social associations, and entrepreneurs.

The tasks of the Women's Council include diagnosing the situation of women in Koszalin, analyzing Koszalin's policy towards women, expressing opinions on draft strategic documents of the City of Koszalin, educating residents on gender equality, supporting the organization of social campaigns and events promoting women's issues and equal rights (e.g., Pink Box, Pink Ribbon), and monitoring the activities of the City of Koszalin in terms of implementing family, social, and senior policies.

However, the Women's Council, like other consultative bodies under the Mayor of Koszalin, requires some refreshing and revival. Despite initial enthusiasm, the Women's Council eventually stopped meeting regularly. A new, five-year local government term in Poland, beginning in May 2024, offers a chance for change.

2.4 Compliance of the GenProcure project with strategic documents on European, national and local level

The pursuit of gender equality is a key element of the European Union's political agenda. Since its inception, the EU has promoted the principles of equality and non-discrimination, striving for a society in which all people, regardless of gender, have equal opportunities and rights. These objectives are enshrined in the Treaty on European Union.

The EU Gender Equality Strategy 2020-2025 sets out goals and actions to achieve significant progress by 2025. The goal is a Union in which women, girls, men and boys, in all their diversity, are free to pursue their chosen paths in life, have equal opportunities to thrive and participate in society, and can lead European society. The main goals of the strategy are to combat gender-based violence, break stereotypes, eliminate gender inequalities in the labor market, ensure equal participation in economic sectors, address the pay and pension gap, equalize the differences in care for dependent persons, and achieve gender balance in decision-making and policy.

Poland has a National Action Plan for Equal Treatment for 2022-2030, adopted by the Council of Ministers on May 24, 2022. The plan outlines the goals and priorities for actions aimed at raising public awareness of violations of the principle of equal treatment, counteracting these violations, cooperating with social partners and non-governmental organizations, supporting good practices, and promoting the principle of equality. The Ministry of Equality has been coordinating these activities since December 2023.

The City of Koszalin has a "Development Strategy #Koszalin2030," which defines the city's vision as a place of active and creative people, friendly to residents and entrepreneurs, and the cultural, academic, and economic center of Pomerania. The strategy outlines four strategic goals: a smart, sustainable city, a developed and socially responsible economy, active and creative residents, and Koszalin as the center of Pomerania. Public procurement is implemented in accordance with the priorities defined in this strategy.

Strategic Goal III, "Active and Creative Residents," aims to improve the quality of life for all Koszalin residents. Its operational goal, 3.2, "Supporting Social Activities," focuses on social development, improving living standards, respecting citizens, and creating equal opportunities for development, as well as building the

image of a city where residents experience a dignified and happy life in an atmosphere of acceptance and tolerance.

2.5 A specific problem for the City of Koszalin around the Gender-Responsive Public Procurement – causes and effects

In recent years, Poland has seen a gradual increase in public awareness of gender inequality. Social campaigns, NGO activities, social movements, and women's strikes have fueled increased interest in this issue. The media also play a role in educating the public and highlighting issues related to gender discrimination, violence against women, and inequality in the labor market.

The issue of gender inequality is present in Polish politics, although perceived differently by political parties. Progressive and left-wing parties typically highlight gender equality issues, proposing solutions such as electoral quotas, the use of pro-equality language, support for families, and policies promoting work-life balance. Conservative parties take a more conservative approach, emphasizing traditional values.

International standards and pressure from global markets and investors are leading Polish companies to increasingly recognize the importance of gender equality in the workplace. A growing number of them are introducing mentoring programs, flexible employment options, and initiatives to reduce the pay gap.

Despite growing awareness, challenges remain. In some environments, particularly local ones like cities like Koszalin, traditional gender roles still dominate, and the issue of inequality is often downplayed or overlooked.

The second challenge is the lack of knowledge and competence regarding the practical implementation of tools such as gender mainstreaming, gender budgeting, and gender-sensitive public procurement. There is a lack of textbooks, examples of good practices for local adaptation, and literature in Polish.

The situation is not improved by the fact that Polish Public Procurement Law does not require companies participating in tenders to have equality policies and practices, nor does it grant preferences to such entities. While equal treatment of women and men in political, social, and economic life is a constitutional requirement, contractors are assumed to meet this requirement.

As a result, the City of Koszalin's activities under the Integrated Action Plan of the GenProcure project will focus mainly on raising awareness of the problem and training, as well as on institutional strengthening and implementing changes in the approach to procurement to make it more gender-sensitive, where possible (procurements below the national threshold).

Evolving social mindsets and beliefs takes time and systematic education. To change the situation, we must first raise public awareness of gender inequality and its consequences, and equip procurement participants, both public and private, with practical tools and knowledge.

2.6 Vision

Koszalin is striving to create a more equitable and inclusive community by implementing a gender-sensitive public procurement policy. Purchasing and investment procedures will take into account equal opportunities and the needs of women and men, support women-owned businesses and encourage their participation in public procurement, and eliminate barriers that impede equal access to procurement. This strengthens the local economy, promotes diversity, and builds a city open to the needs of all residents.

2.7 Testing Activities

The project team, together with the URBACT Local Group, considered various test activities within the GENPROCURE project, aimed at addressing the specific problems of Koszalin regarding Gender Responsive Public Procurement (point 3.4 of the Plan).

A conference on gender inequality was considered, as it is not widely recognized or considered a public policy priority in medium-sized Polish cities. However, it was decided that it would be more appropriate to organize it as a closing event for the project, highlighting the importance of this issue and presenting the Local Integrated Action Plan.

The team and ULG therefore decided to take practical steps to increase the participation of companies run or managed by women in municipal public procurement.

As Test Action No. 1, an analysis of the City Hall's spend for 2023 was carried out to determine what percentage of funds goes to local and non-local companies, SMEs, large enterprises and women's businesses.

Test Action No. 2 examined how to increase the participation of such companies in procurement below the national threshold. This was tested during the International Network Meeting in Koszalin, which required six public procurement procedures.

The second action was a natural continuation of the first, creating the so-called vertical integration.

Test Activity 1 – Public Spend Analysis

In the spring of 2024, the City of Koszalin conducted an analysis of the City Hall's non-payroll public procurement expenditures for 2023. These expenditures are not those of the entire Koszalin City Council, but of its most important and largest unit. Therefore, they can be considered fairly representative of the entire city.

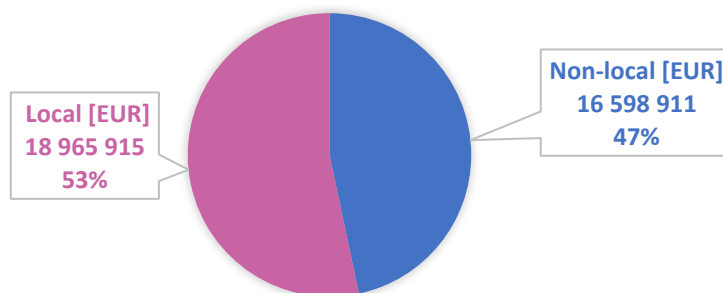
The source data covered over 5,515 transactions with 692 City Hall contractors in 2023 – suppliers, service providers, and contractors. The analysis aimed to examine the extent to which City Hall's public procurement spending goes to local businesses, SMEs, and companies managed by women.

It's worth emphasizing that in 2023, the City of Koszalin implemented two key, high-value road infrastructure projects, which influenced the results of our analysis. The implementation of these contracts exceeded the capacity of local construction companies. They were implemented by external companies, which are large entrepreneurs and managed by men. An analysis of expenditures in previous years indicated that funds went to local entrepreneurs and SMEs accounted for a significantly higher percentage.

Local entrepreneurs

One level of locality was examined: entrepreneurs registered in the Functional Area of the City of Koszalin (the City of Koszalin and Koszalin County), as in practice this constitutes a single, interconnected market. Entrepreneur location was determined by the address of the town where they have their registered office. Entrepreneurs registered outside this area were considered non-local. As can be seen, local entrepreneurs received slightly more than half (53%) of the City Hall's expenditures in 2023.

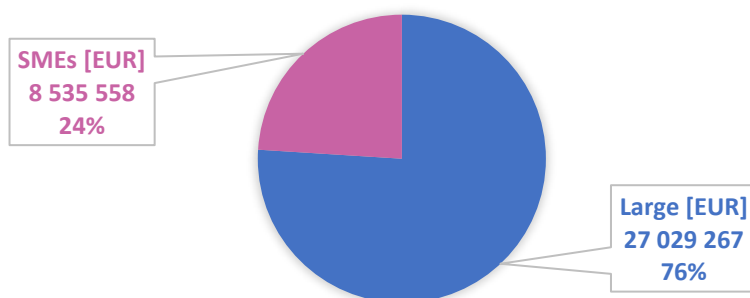
SPEND IN TERMS OF LOCALISATION OF CONTRACTORS



SMEs

According to the EU definition, micro, small, and medium-sized enterprises are those that employ fewer than 250 people and have an annual turnover not exceeding €50 million, and/or an annual balance sheet total not exceeding €43 million. Only 24% of the City Hall's expenditure in 2023 went to SMEs.

SPEND IN TERMS OF THE SIZE OF THE CONTRACTORS



Companies managed by women

For the purposes of the GenProcure project, we have developed our own methodology for classifying companies - contractors of the city - in terms of their management by women.

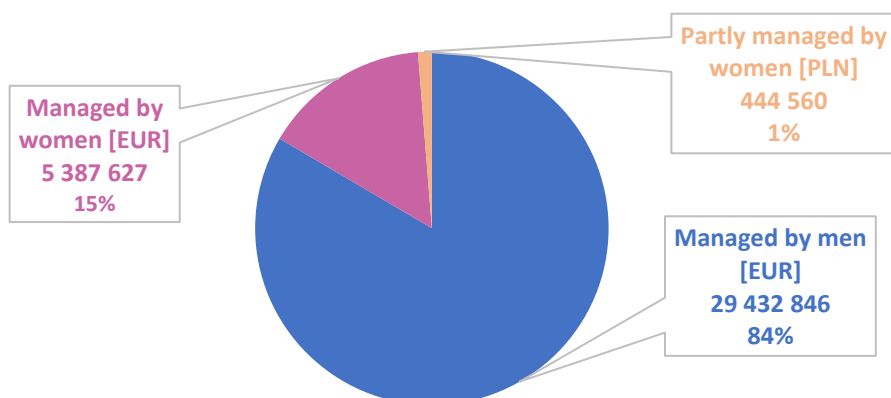
Companies managed by women – for business activities of individuals and partnerships: a woman is the owner of the company or women have established the company; for capital companies: a woman holds the highest executive position in the company, i.e. the President of the Management Board of the company, or women constitute the majority on the company's management board.

Companies partially managed by women – for the business activities of individuals and partnerships: a company established by a woman and a man; for capital companies: women do not hold the highest position, but are on the company's Management Board as Vice-President or Member of the Management Board.

Businesses managed by men – for business activities of individuals and partnerships: the owner of the company is a man or men have established the company; for capital companies: there are no women on the company's management board.

In 2023, only 15% of the Koszalin City Hall's expenditures went to companies managed by women.

SPEND IN TERMS OF GENDER



Test Action No. 2 – Increasing the share of women-owned businesses in public procurement below the national threshold

For the organisation of the International Network Meeting in Koszalin, 6 public procurement procedures were implemented below the national threshold of PLN 130,000 net (approx. EUR 30,000), carried out on the basis of the internal regulations of the City Hall:

1. Design and production of conference materials.
2. Coach service (November 19–20, 2024).
3. Interpreting for ULG (November 19, 2024).
4. Catering (lunches and coffee breaks – November 19–20, 2024).
5. Official dinner in Koszalin (November 19, 2024).
6. Official dinner in Mielno (November 20, 2024).

Procedures based on internal regulations are more flexible than those in the Public Procurement Law. They require confirmation of competitiveness through a request for proposals or a price comparison of at least two potential bidders. In the URBACT Programme, a request for proposals was required to be sent to at least three companies (if that's how many contractors are active in the market for a given task).

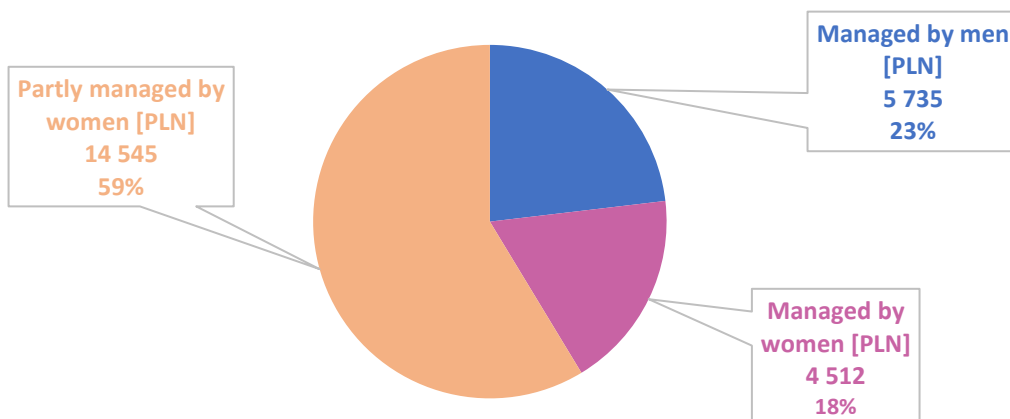
Test Action No. 2 examined whether it would be possible to increase the share of women-owned businesses in procurement below the national threshold compared to the results from Test Action No. 1. No discrimination was made – enquiries were also received from businesses run by men – the aim was to better understand the potential of local entrepreneurs, especially women-owned businesses.

For this purpose:

1. The Koszalin Catalogue, run by the Innovation and Entrepreneurship Centre Foundation and brought to life as part of the "PROCURE" project (URBACT III), was used and expanded.
2. Consultations were held with organizations supporting local businesses.

In total, enquiries were sent to 28 SMEs: 16 run by men, 10 run by women and 2 co-run.

SPEND IN TERMS OF GENDER - TESTING ACTION NO 2



It turns out that for contracts under test activity no. 2, we obtained a higher percentage of companies managed and co-managed by women as contractors than the average for the City Hall.

Companies run by women operate in many sectors of the Koszalin economy and have the competitive potential to effectively participate in public procurement.

2.8 Overall logic and integrated approach

The 3 strategic goals, 5 overarching areas of intervention and the 12 actions assigned to them (3 for each goal) of the City of Koszalin, included in the Integrated Action Plan of the GenProcure project, constitute a response to the problems described in point 3.4.

The adopted approach is based on a close link between objectives and complementary actions. Each objective is developed through three actions, enabling effective and sustainable implementation of initiatives. The Plan's logic involves building a coherent structure, in which actions are elements of a larger

system implementing the concept of gender-sensitive public procurement. The Plan's integrated nature encompasses a comprehensive approach to gender-sensitive procurement – combining the integration of gender equality into public policies with the use of procurement to promote equal development, women's entrepreneurship, and the broader use of social procurement, including for the social economy sector.

Activities include both planning the procurement of public spaces and services, as well as social initiatives that address the needs of residents. Engaging the public, private, and social sectors, as well as aligning with national and regional policies, is crucial. This approach fosters synergies, increases the effectiveness of interventions, and enables a better response to dynamic development challenges.

3. STRATEGIC OBJECTIVES, AREAS OF INTERVENTION, PLANNED ACTIONS.

3.1 Strategic Objectives of the Integrated Action Plan

The Integrated Action Plan for the City of Koszalin in the GENPROCURE project includes 3 strategic goals:

1. **Integrating gender equality into public policies.**
2. **Public procurement supporting gender equality.**
3. **Increasing the diversity of contractors.**

Our strategic goals focus on promoting gender equality and diversity in public policies and procurement. The first goal involves systematically integrating a gender equality perspective into the development and implementation of public policies, ensuring that decisions made by public institutions contribute to eliminating inequalities.

The second objective promotes the use of public procurement as a tool to support gender equality, for example through criteria that take into account contractors' equality policies.

The third objective aims to increase the participation of contractors in public procurement that are diverse in terms of size, origin and social groups represented, which is intended to foster a more inclusive and fair market.

3.2 Overarching areas of intervention enabling delivery of strategic goals and vision

We have identified five overarching areas of intervention to achieve our strategic goals and vision.

1. Institutional and management strengthening

Institutional and governance strengthening involves creating structural and organizational foundations for gender equality in urban policies.

This overarching area of intervention covers the following aspects:

- implementing gender equality plans in public institutions.
- appointment of a plenipotentiary for equality.
- training and conferences for public contracting authorities
- integrating gender equality into mainstream urban policies.

2. Integration of gender equality in public procurement

Integrating gender equality into public procurement policies involves introducing and enforcing mechanisms that enable gender equality to be taken into account in public procurement processes.

This overarching area of intervention covers the following aspects:

- equality clauses in contracts below the national threshold
- equality language and criteria in tender documentation
- planning orders taking into account gender needs
- monitoring and evaluation of procurement in terms of its impact on equality

3. Strengthening local contractors and market diversity

Strengthening local contractors and market diversity involves building the capacity and competences of local companies – particularly those run by women – to actively participate in public procurement.

This overarching area of intervention covers the following aspects:

- training and competence support for female entrepreneurs
- promoting participation in public procurement among diverse contractors
- cooperation with business environment institutions (e.g. chambers of commerce)
- information and promotional activities for local companies.

4. Data collection and analysis

Data collection and analysis are about enriching knowledge, supporting equality-based purchasing and policy decisions.

This overarching area of intervention covers the following aspects:

- cyclical analyses of public spend
- collecting data on the participation of women-owned companies in procurement
- indicators for monitoring the effectiveness of equality measures
- cooperation with universities and research organizations.

5. Changing awareness and building a culture of equality

Changing awareness and building a culture of equality involves creating a positive narrative around gender equality in the city's public and economic life.

This overarching area of intervention covers the following aspects:

- social campaigns promoting gender equality in procurement.
- showcasing good practices and successes of companies run by women.
- equality education in municipal units.
- partnerships with social organizations and NGOs.

3.3 Planned actions in the areas of intervention enabling the implementation of strategic goals and vision.

STRATEGY STRUCTURE – FROM VISION TO ACTION

Level	Element	Contents
VISION	Direction of development	Koszalin as a fair and inclusive community through gender-sensitive public procurement
AREAS OF INTERVENTION	Pillar 1 – Institutional and Equality Commission, gender equality plans, governance strengthening Pillar 2 – Integration of gender Equality clauses, equality language, gender analysis equality in public procurement of procurement Pillar 3 – Strengthening local Training for female entrepreneurs, promotion of local contractors and market diversity companies, cooperation with the business community Pillar 4 – Data Collection and Public expenditure analyses, contractor data, Analysis indicators, cooperation with science Pillar 5 – Changing awareness and Campaigns, good practices, educational activities, a culture of equality social partnerships	

Level	Element	Contents
STRATEGIC GOALS	Goal 1 – Mainstreaming gender equality into public policies	Includes activities 1 to 3
	Goal 2 – Public procurement supporting gender equality	Includes activities 4 to 5
	Goal 3 – Increasing the diversity of contractors	Includes activities 6 to 9
ACTIONS	Specific actions for each goal	9 Activities described in point 5

3.4 Integration of planned activities.

Planned strategic actions do not operate in isolation from each other – on the contrary, they are designed to be complementary and mutually reinforcing. Their integration enables:

1. Systemic coherence.

All activities – educational, institutional, and procedural – are oriented towards a shared vision of a fair and inclusive Koszalin. For example, training for officials (Goal 1) prepares the ground for implementing equality-related language and clauses in procurement (Goal 2), while also increasing institutional readiness to use social public procurement (Goal 3).

2. Mutual support of goals.

Actions to support local women entrepreneurs (Goal 3) strengthen the effectiveness of equality clauses in procurement (Goal 2) by increasing the pool of contractors willing to participate in equality-based tenders. Institutional strengthening (e.g., an equality commissioner) creates an organizational framework for monitoring and coordinating all activities.

3. Efficient use of resources.

Thanks to an integrated approach, it is possible to plan activities in a cost-effective and synergistic way – for example, one information campaign can promote gender equality, support local businesses run by women, and educate on the benefits of participating in public procurement.

4. Increased range and durability of effects.

By combining communication, training, analytical and implementation activities, the city increases the chances of long-term change in institutional culture and purchasing practices – not only in municipal units, but also among partners and contractors.

4. DESCRIPTION OF PLANNED ACTIONS

Strategic Goal No. 1: Mainstreaming gender equality into public policies



Activities:

1. Organizing conferences and training related to promoting equality.
2. Adopting gender equality plans / appointing an equality officer.
3. First steps to implementing gender budgeting.

Strategic Goal 2: Public procurement supporting gender equality



Activities:

1. Submitting a petition to the Government to include gender equality clauses in public procurement above the national threshold.
2. Planning public procurement that supports equality.
3. Implementation of the principles of equal language in public procurement.

Strategic Goal No. 3: Increasing the diversity of public procurement contractors



Activities:

1. Performing periodic analyses of public expenditure.
2. Increasing the participation of local companies, especially those run by women, in public procurement.
3. Strengthening the potential of public entities to apply social public procurement.

4.1 Tables of planned activities

Action Number	Action Name							
1	Organizing conferences and training related to promoting equality							
Description of specific tasks necessary to complete this activity								
1. Organisation of a local conference summarising the GENPROCURE project and drawing public attention to the issue of gender inequality.								
2. Organisation of training for employees of public entities and entrepreneurs on gender equality and non-discrimination (EU and national legal framework, equal opportunities policy, stereotypes, reconciliation of work and private life, the concept of socio-cultural gender, gender stereotypes, etc.)								
Link to strategic objective	1							
Related area of Intervention	1.5							
Responsibilities								
Lead	Why			Partners			Roles	
The city of Koszalin	Organizer and Chief Change Agent			Public institutions			Participants, Speakers	
				Companies			Participants, Speakers	
				NGO's (chambers entrepreneurs, equality organizations_			Participants, Speakers Coaches	
Contact details:								
Implementation time frame								
Start date: October 2025					End date: January 2026			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Organizing conference	Organization of training						
Costings					Resources			
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed	
Catering for the conference		5,000	20,000		Conference room		Budget for organizing training	
Catering for training		5,000			Budget for organizing the conference			
Training contractor remuneration		10,000			Funding source(s)		Funding source(s)	
					GENPROCURE Project Budget		City budget External funds	
Delivery monitoring								
Output indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of participants conference		Attendance list			0 (10/25)		30 (12/25)	
Number of participants Training		Attendance list			0 (01/26)		30 (03/26)	
Result indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of people who have increased awareness of taking into account gender issues in public policies		Questionnaire			0 (10/25)		30 (12/25)	
Number of people who have raised their level of knowledge about gender equality		Pre-tests and Post-tests			0 (01/26)		30 (03/26)	
Risk assessment								
Implementation risks/challenges			Likelihood	Impact	Mitigation measures foreseen			
No funds			Medium	High	Efforts to obtain external funds			
Lack of interest from participants			Medium	High	Better promotion of conferences and training			

Action Number		Action Name						
2		Adoption of gender equality plans/appointment of an equality officer						
Description of specific tasks necessary to complete this activity								
Adopting gender equality plans and/or appointing equality officers in public entities (depending on the specifics of the entity) in order to analyse the current situation in the organisation (including data and information on employment, remuneration, promotions, training and work-life balance, counteracting discrimination), formulating goals and actions for equality, implementing a timetable, mechanisms for monitoring progress and supporting equality in the public entity.								
Link to strategic objective		1						
Related area of Intervention		1, 4						
Responsibilities								
Lead		Why		Partners		Roles		
The city of Koszalin		Organizer and Chief Change Agent		Other public entities		Implementation in your unit		
Contact details:								
Implementation time frame								
Start date: April 2026				End date: December 2026				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Appointment of the Team for the Plan / Equality Officer	Data collection and analysis	Preparation of a Plan and its communication					
Costings				Resources				
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed	
External specialist advice for development of the Gender Equality Plan		20,000	20,000		Lack		Budget for specialist consulting Qualified person to act as the equality commissioner	
Employment / appointment of the equality officer		n/a						
					Funding source(s)		Funding source(s)	
					Not applicable		City budget External funds	
Delivery monitoring								
Output indicator		Mechanism of monitoring		Baseline (Date:)		Target (Date:?)		
Number of gender equality plans implemented		Gender Equality Plan Document		0 (04/2026)		1 (12/2026)		
Number of equality officers appointed		Scope of duties equality officer		0 (04/2026)		1 (12/2026)		
Result indicator		Mechanism of monitoring		Baseline (Date:)		Target (Date:?)		
Number of units public, which implemented a policy Equality		Report		0 (04/2026)		2 (12/2026)		
Risk assessment								
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen			
No funds		Medium	High		Efforts to obtain external funds			
Lack of interest from participants		Medium	High		Meetings to raise awareness of the benefits of implementing the measure			

Action Number		Action Name						
3		First steps to implement gender budgeting						
Description of specific tasks necessary to complete this activity								
Although gender budgeting is not yet used in public entities in Poland, we see a need for more equitable and inclusive budget planning. The first steps towards implementing the gender budgeting approach will include analyzing opportunities, building competencies, and identifying those areas of the city's expenditure where taking into account the gender perspective could bring real benefits to all residents.								
Link to strategic objective		1						
Related area of Intervention		1, 4						
Responsibilities								
Lead		Why			Partners		Roles	
The city of Koszalin		Organizer and Chief Change Agent			Non-governmental organizations		Consulting Implementation of tasks public benefit	
Contact details:								
Implementation time frame								
Start date: January 2026					End date: December 2027			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Preliminary activities	Training	Budget analysis	Adoption of the budget				Report
Costings					Resources			
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed	
Competency training		10,000	20,000		Lack		Training budget Budget for specialist external consultancy	
Specialist external consultancy		20,000						
					Funding source(s)		Funding source(s)	
					Not applicable		City budget External funds	
Delivery monitoring								
Output indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of participants Training		Attendance list			0 (01/2026)		30 (6/2026)	
% of budget expenditure in which gender budgeting was implemented		Report			0 (10/2026)		5 (12/2027)	
Result indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of people who raised their level of knowledge about gender budgeting		Pre-tests and Post-tests			0 (01/2026)		30 (6/2026)	
Number of entities taking into account the gender equality perspective in expenditure		Report on the data collected and analyzed in the unit			0 (10/2026)		1 (12/2027)	
Risk assessment								
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen			
No funds		Medium	High		Efforts to obtain external funds			
Lack of interest from participants		Medium	High		Meetings to raise awareness of the benefits of implementing the measure			

Action Number		Action Name							
4		Submitting a petition to the Government to include gender equality clauses in public procurement above the national threshold							
Description of specific tasks necessary to complete this activity									
Submitting a petition to the Government regarding the inclusion in the Polish Public Procurement Law of a legal basis for the use of gender equality clauses in public procurement: e.g. requiring companies participating in proceedings with a value above PLN 130,000 to have equality policies, offer equal pay or work conditions that enable reconciling professional and family life. Currently, although Article 33 of the Constitution of the Republic of Poland guarantees women and men equal rights, including in employment, pay and promotions, this does not directly translate into regulations concerning public procurement.									
Link to strategic objective		2							
Related area of Intervention		2, 5							
Responsibilities									
Lead		Why			Partners			Roles	
The city of Koszalin		Organizer and Chief Change Agent			Not applicable			Not applicable	
Contact details:									
Implementation time frame									
Start date: January 2026					End date: June 2026				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	
Specific tasks	Submitting a petition	Getting a response							
Costings					Resources				
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured			Resources needed	
Not applicable		-	Not applicable		Human resources			Not applicable	
					Funding source(s)			Funding source(s)	
					Not applicable			Not applicable	
Delivery monitoring									
Output indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)		
Number of submitted petitions for legislative changes		Petition document			0 (01/2026)		1 (12/2026)		
Result indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)		
Number of petitions for legislative changes considered		Pre-tests and Post-tests			0 (01/2026)		30 (12/2026)		
Risk assessment									
Implementation risks/challenges			Likelihood	Impact	Mitigation measures foreseen				
The Government's lack of interest in changing the law			High	High	Meetings to raise awareness of the benefits of implementing the measure				

Action Number		Action Name							
5		Procurement planning that supports equality							
Description of specific tasks necessary to complete this activity									
The aim of the activity is a systemic approach to planning public procurement, assuming analysis of the needs of women and men, girls and boys, taking into account differences in the experiences and needs of various social groups. This approach includes, among other things, social consultations with residents of both sexes from different age groups, taking into account research data and statistics on the use of a given space or service (e.g. who uses public transport more often and in what way, who looks after children); identification of barriers that may affect the accessibility of public services for women and men in different ways. Development of a public policy document supporting gender equality as an element of the quality of public services.									
Link to strategic objective		2							
Related area of Intervention		2, 4, 5							
Responsibilities									
Lead		Why			Partners			Roles	
The city of Koszalin		The city, together with its organizational and subordinate units, places orders that affect the lives of residents			Non-governmental organizations Other public entities			Consulting Planning procurement that supports equality in your own units	
Contact details:									
Implementation time frame									
Start date: January 2027					End date: December 2027				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	
Specific tasks	Training	Practicing	Practicing	Development of a public policy document					
Costings					Resources				
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured			Resources needed	
Training contractor remuneration		10,000	10,000		Lack			Training budget	
					Funding source(s)			Funding source(s)	
					Not applicable			City budget External resources	
Delivery monitoring									
Output indicator		Mechanism of monitoring			Baseline (Date:)			Target (Date:?)	
Number of participants Training		Attendance list			0 (01/2027)			30 (03/2027)	
Number of public policy documents		Public Policy Document			0 (01/2027)			1 (12/2027)	
Result indicator		Mechanism of monitoring			Baseline (Date:)			Target (Date:?)	
Number of people who raised their level of knowledge about gender budgeting		Pre-tests and Post-tests			0 (01/2027)			30 (03/2027)	
Number of entities taking into account the gender equality perspective in public procurement		Report on the implementation of the public policy document			0 (01/2027)			1 (12/2027)	
Risk assessment									
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen				
No funds		Medium	High		Efforts to obtain external funds				
Lack of interest from participants		Medium	High		Meetings to raise awareness of the benefits of implementing the measure				

Action Number		Action Name						
6		Implementation of the principles of equal language in public procurement						
Description of specific tasks necessary to complete this activity								
The implementation of gender-neutral language in public procurement would consist in using inclusive, gender-neutral and non-discriminatory language throughout the entire procurement process – both in documentation and in communication with contractors: including avoiding masculinised language, using double forms or neutral terms, and using impersonal verbs. As part of the action, guidelines or model provisions that promote equal language would be prepared. Then, employees of public contracting authorities would be trained in the field of linguistic equality and anti-discrimination.								
Link to strategic objective		2						
Related area of Intervention		2, 5						
Responsibilities								
Lead		Why			Partners		Roles	
The city of Koszalin		Organizer and Chief Change Agent			Non-governmental organizations Other public entities		Consulting Implementation of the rules equal language in your own units	
Contact details:								
Implementation time frame								
Start date: April 2026					End date: December 2026			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Team formation	Development of guidelines	Employee training					
Costings					Resources			
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed	
Not applicable			Not applicable		Human resources		Not applicable	
					Funding source(s)		Funding source(s)	
					Not applicable		Not applicable	
Delivery monitoring								
Output indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of participants Training		Attendance list			0 (01/2027)		30 (12/2027)	
Number of public policy documents		Public Policy Document			0 (01/2027)		1 (12/2027)	
Result indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of people who increased their knowledge of the language of equality		Pre-tests and Post-tests			0 (01/2027)		30 (12/2027)	
Number of units public, which implemented the rules Equality language		Implementation report policy document public			0 (01/2027)		1 (12/2027)	
Risk assessment								
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen			
Lack of interest from participants		Medium	High		Meetings to raise awareness of the benefits of implementing the measure			

Action Number		Action Name						
7		Carrying out periodic analyses of public expenditure						
Description of specific tasks necessary to complete this activity								
Analyzing public spending by the type of entrepreneurs to whom public spending goes allows us to assess whether procurement policies support local development and the SME sector. It also facilitates the identification of inequalities in market access and supports better planning of public policies, increasing efficiency, transparency and sustainable economic development. It is planned to conduct an analysis of public expenditure 3 years after the analysis conducted as part of the test activity. The analysis of expenditure in 2026 will include an examination of the percentage of expenditure going to local companies, SMEs and companies run by women.								
Link to strategic objective		3						
Related area of Intervention		2, 5						
Responsibilities								
Lead		Why			Partners		Roles	
The city of Koszalin		Organizer and Chief Change Agent			Other units public		Conducting an analysis of public expenditure in their units	
Contact details:								
Implementation time frame								
Start date: January 2027					End date: June 2027			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Data acquisition and analyses	Preparation of the report						
Costings					Resources			
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed	
Not applicable			Not applicable		Human resources		Not applicable	
					Funding source(s)		Funding source(s)	
					Not applicable		Not applicable	
Delivery monitoring								
Output indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Number of public expenditure analyses performed		Analysis Report			0 (01/2027)		3 (12/2027)	
Result indicator		Mechanism of monitoring			Baseline (Date:)		Target (Date:?)	
Increase the percentage of spending going to local businesses, SMEs and women-owned businesses by 5% each		Analysis Report			X1, X2, X3 (01/2027)		X1, X2, X3 +5% (12/2027)	
Risk assessment								
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen			
Lack of time to conduct and develop analyses		Medium	High		Possibility of outsourcing the analysis (if funds are available)			

Action Number		Action Name							
8		Increasing the participation of local businesses, those run by women, in public procurement.							
Description of specific tasks necessary to complete this activity									
Increasing the participation of women-owned businesses in public procurement is crucial to promoting gender equality, empowering women in the economy and making fuller use of the available entrepreneurial potential. By enabling women to have greater access to public procurement, we contribute to creating a more inclusive and competitive business environment. The following tasks are planned within the action:									
1. Training for women running businesses on effective participation in public procurement.									
2. Expanding the local artist database.									
3. Promoting local contractors among public procurers in Koszalin.									
4. Organisation of a local conference to make local SMEs aware of the benefits of participating in public procurement.									
Link to strategic objective		3							
Related area of Intervention		3, 5							
Responsibilities									
Lead		Why			Partners			Roles	
Innovation and Entrepreneurship Foundation Center		The organizer of training for SMEs and the entity conducting Koszalin Business Directory			The city of Koszalin Other public entities Entrepreneurs' organizations			Identifying and using the potential of local SMEs in orders below the national threshold	
Contact details:									
Implementation time frame									
Start date: January 2027					End date: December 2027				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	
Specific tasks	Training for women SMEs	Expanding the local database performers	Promoting the local artist database	Promotional conference					
Costings					Resources				
Cost category		Amount (PLN)	Total cost (PLN)		Resources secured			Resources needed	
Training contractor remuneration			20,000		Human resources			Budget for organizing training and conferences	
Catering					Funding source(s)			Funding source(s)	
					Not applicable			City budget External resources	
Delivery monitoring									
Output indicator		Mechanism of monitoring			Baseline (Date:)			Target (Date:?)	
Number of participants Training		Attendance list			0 (01/2027)			30 (12/2027)	
Number of new companies in the local contractor database		Database entries			0 (07/2027)			30 (12/2027)	
Result indicator		Mechanism of monitoring			Baseline (Date:)			Target (Date:?)	
Number of local SMEs that have improved their knowledge in the field of public procurement		Pre-tests and Post-tests			0 (07/2026)			30 (12/2027)	
Number of public entities that use a local contractor database		Report			0 (07/2026)			5 (12/2027)	
Risk assessment									
Implementation risks/challenges		Likelihood	Impact		Mitigation measures foreseen				
No funds		Medium	High		Efforts to obtain external funds				
Lack of interest from participants		Medium	High		Meetings to raise awareness of the benefits of implementing the measure				

Action Number	Action Name							
9	Strengthening the potential of public entities to apply social public procurement							
Description of specific tasks necessary to complete this activity								
Including social clauses in public procurement brings socio-economic benefits. Thanks to them, people excluded from the labour market, employed, among others, in vocational activation centres and social cooperatives, gain a chance for professional and social activity. It is also a way to retain public funds in the local economy, support SMEs and create jobs. The sector of social economy entities in the region is dominated by women, which means that social clauses can support female entrepreneurship and equalise opportunities. The activity includes comprehensive training for Koszalin contracting authorities in the field of social public procurement – including a discussion of legal instruments, examples of good practices and possible specifications.								
Link to strategic objective	3							
Related area of Intervention	3							
Responsibilities								
Lead	Why			Partners		Roles		
The city of Koszalin	Organizer and Chief Change Agent			Other units public Non-governmental organizations		The use of social public procurement Participation in social public procurement		
Contact details:								
Implementation time frame								
Start date: April 2026				End date: December 2026				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Training for public procurers	Implementation in practice	Evaluation and recommendations					
Costings				Resources				
Cost category	Amount (PLN)	Total cost (PLN)		Resources secured		Resources needed		
Catering for training	5,000	10,000		Conference room		Budget for the organization Training		
Training contractor remuneration	10,000			Funding source(s)		Funding source(s)		
				Not applicable		City budget External resources		
Delivery monitoring								
Output indicator	Mechanism of monitoring			Baseline (Date:)		Target (Date:?)		
Number of participants Training	Attendance list			0 (07/2026)		30 (12/2027)		
Number of public policy documents	Document			0 (07/2026)		1 (12/2027)		
Result indicator	Mechanism of monitoring			Baseline (Date:)		Target (Date:?)		
Number of people who increased their knowledge of the language of equality	Pre-tests and Post-tests			0 (07/2026)		30 (12/2027)		
Number of public entities that use social public procurement	Annual report on contracts awarded			0 (07/2026)		3 (12/2027)		
Risk assessment								
Implementation risks/challenges	Likelihood	Impact		Mitigation measures foreseen				
No funds	Medium	High		Efforts to obtain external funds				
Lack of interest from participants	Medium	High		Greater promotion of training				

4.2 Implementation supervision and monitoring

The organizational structure of the Integrated Action Plan monitoring system will be based on three pillars:

I. Monitoring Coordinator– a designated City Hall employee responsible for data collection, preparation of annual reports with a full analysis of indicators based on baseline values, annual and end-of-period targets, and a description of the impact of undertaken actions on gender equality. The coordinator will also be responsible for monitoring tools and public information and communication, including publishing report summaries on the city website and presenting them at local conferences and on social media.

II.URBACT Local Group– will act as a **Coordinating team** responsible for reviewing and assessing progress, as well as engaging stakeholders in the evaluation process. The ULG will meet quarterly to discuss progress and recommendations, including suggestions for adjustments—formulating corrective recommendations if the indicators deviate from the established assumptions.

III.Partners carrying out activities – working in **Work groups**: public institutions, SMEs, non-governmental organizations associating and supporting entrepreneurs responsible for providing data.

Monitoring of the Plan will be performed in 3 steps:

Step 1 – Establish a measurement schedule.

- ongoing monitoring – data updated quarterly
- periodic evaluation – every 12 months, with trend analysis and comparison to baseline values

Step 2 – Data Collection

- quantitative data: product indicators and result indicators
- qualitative data: opinions of participants in activities, e.g. training, case studies and analysis of good practices
- use of tools such as surveys and online forms

Step 3 – Analysis and interpretation

- quantitative data: product indicators and result indicators
- comparison of data with target indicator values
- identification of deviations and reasons for failure to achieve goals.
- indication of good practices and actions requiring correction.

4.3 Costing and resources

Action number	Action description	Cost of Action	Funding Source
1	Organizing conferences and training related to promoting equality	20,000 PLN	GenProcure project City budget, external sources
2	Adoption of gender equality plans/appointment of an equality officer	20,000 PLN	City budget, external sources
3	First steps to implement gender budgeting	20,000 PLN	City budget, external sources
4	Submitting a petition to the Government to include gender equality clauses in public procurement above the national threshold	N./a.	N./a.
5	Procurement planning that supports equality	10,000 PLN	City budget, external sources
6	Implementation of the principles of equal language in public procurement	N./a.	N./a.
7	Carrying out periodic analyses of public expenditure	N./a.	N./a.
8	Increasing the participation of local businesses, especially those run by women, in public procurement.	20,000 PLN	City budget, external sources
9	Strengthening the potential of public entities to apply social public procurement	10,000 PLN	City budget, external sources
TOTAL		100,000 PLN	-

4.4 Output indicators

Action number	Output indicator	Baseline	Target
1	Number of participants: conference	0	30
	Number of participants: training	0	30
2	Number of gender equality plans implemented	0	1
	Number of equality officers appointed	0	1
3	Number of participants: training	0	30
	% of budget expenditure in which gender budgeting was implemented	0	5
4	Number of submitted petitions for legislative changes	0	1
5	Number of participants: training	0	30
	Number of public policy documents	0	1
6	Number of participants: training	0	30
	Number of public policy documents	0	1
7	Number of public expenditure analyses performed	0	3
8	Number of participants: training	0	30
	Number of new companies in the local contractor database	0	30
9	Number of participants: training	0	30
	Number of public policy documents	0	1

4.5 Risks

Action Number	Risk	Probability	Impact	Mitigation
1	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Better promotion of conferences and training
2	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Meetings to raise awareness of the benefits of implementing the measure
3	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Meetings to raise awareness of the benefits of implementing the measure
4	The Government's lack of interest in changing the law	High	High	Meetings to raise awareness of the benefits of implementing the measure
5	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Meetings to raise awareness of the benefits of implementing the measure
6	Lack of interest from participants	Medium	High	Meetings to raise awareness of the benefits of implementing the measure
7	Lack of time to conduct and develop analyses	Medium	High	Possibility of outsourcing the analysis (if funds are available)
8	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Better promotion of conferences and training
9	No funds Lack of interest from participants	Medium Medium	High High	Efforts to obtain external funds Greater promotion of training

4.6 Time frame

Action Number and Description	2025	2026				2027			
	4	1	2	3	4	1	2	3	4
Quarter									
1. Organizing conferences and training related to promoting equality									
2. Adoption of gender equality plans/appointment of an equality officer									
3. First steps to implement gender budgeting									
4. Submitting a petition to the Government to include gender equality clause in public procurement above the national threshold									
5. Procurement planning that supports equality									
6. Implementation of the principles of equal language in public procurement									
7. Carrying out periodic analyses of public expenditure									
8. Increasing the participation of local businesses, especially those run by women, in public procurement.									
9. Strengthening the potential of public entities to apply social public procurement									