

GENPROCURE

GENDER INCLUSION IN PUBLIC PROCUREMENT



Famalicão URBACT
CÂMARA MUNICIPAL



Co-funded by
the European Union
Interreg



Integrated Action Plan

Vila Nova de Famalicão



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1. Executive Summary

This Integrated Action Plan (IAP) presents a strategic response by the Municipality of Vila Nova de Famalicão to address inequality of opportunities in Public Procurement, building on the work developed within the GenProcure network. The IAP is conceived as a cognitive and integrative framework, bringing together different thematic areas into a cohesive whole, with a strong emphasis on intersectionality and a holistic approach to policy design and implementation.

The plan is grounded in a comprehensive diagnostic process, combining internal analysis with stakeholder engagement through the Urban Local Group (ULG). This approach enabled the identification of key challenges related to awareness-raising, capacity-building needs, and the practical application of social and gender criteria in Public Procurement.

Structured around three areas of intervention — Education for Change, Data for Change and Governance for Change — the IAP aims to transform the prevailing mindset by empowering public buyers and suppliers, strengthening decision-making based on objective data, and reinforcing institutional alignment. A set of targeted actions is defined for implementation over a five-year period, supported by monitoring mechanisms and impact evaluation tools.

A key success factor of the process was the strong involvement of different municipal departments, ensuring effective knowledge transfer and internal alignment. The active participation of ULG members, alongside municipal political representatives and technical staff, further reinforced the quality and relevance of the plan. This broad-based engagement fostered a shared recognition of the added value of the GenProcure network, particularly in the municipality's role as Lead Partner, and strengthened the commitment to implementing the proposed actions.

Ultimately, the IAP positions Public Procurement as a strategic lever to promote equality of opportunities and more inclusive public policies, underpinned by ongoing stakeholder engagement and a flexible, results-oriented implementation approach.



2. Introduction

2.1 An introduction to the GenProcure APN and its thematic focus

GenProcure was one of thirty Action Planning Networks (APNs) funded through the URBACT Programme. Operated between June 2023 and December 2025, and through a series of transnational and local level learning and knowledge exchanges, GenProcure network supported nine cities in the development of Integrated Action Plans (IAPs) around the topic of **Gender Responsive Public Procurement**, including testing actions ranging from spend analysis to diagnostic questionnaires.

The GenProcure APN was led (Lead Partner – LP) by the City of Vila Nova De Famalicão (Portugal) and included the following Project Partners (PP): Koszalin (Poland), Satu Mare Intercommunity Development Association (Romania), Umeå (Sweden), Alcoi (Spain), Messina (Italy), Department for Development and International Projects of Zenica-Doboj Canton (Non-City Partner - Bosnia and Herzegovina), Zagreb (Croatia), and Újfehértó (Hungary).



The thematic focus of GenProcure was the topic of Gender Responsive Public Procurement. This topic refers to the strategic use of public procurement processes to promote gender equality by integrating gender considerations into the six steps of “Cycle of Procurement” - spend analysis; identifying outcomes (procurement strategy); commissioning; tendering; decision-making; monitoring - ensuring that public spending contributes to reducing gender inequalities and advancing equal opportunities for women and men.

The Network recognised that cities across Europe face significant challenges in the way in which they undertake Public Procurement because it is often seen as very bureaucratic and technical. The Network also recognised that cities across Europe also face significant challenges around Gender Inequality and in particular around representation, pay and access to services. Famalicão as LP believed this APN was an opportunity to link together the themes and challenges of Public Procurement and Gender Inequality, and through exchange and learning enabled themselves and the PPs to develop actions that would enable Public Procurement to be undertaken in a way that considers and realises Gender Equality – this is commonly termed as Gender Responsive Public Procurement.

2.2 An introduction to Vila Nova de Famalicão and why we decided to participate in the GenProcure APN

Vila Nova de Famalicão is a city located right in the heart of Minho Region, in the Northwest of Portugal. This strategic location has motivated, since olden times, the passage and settlement of people and civilisations that have left marks of their riches and cultures to date. It benefits from the beauty of a green landscape, marked by hills and valleys. Created in 1205 with the charter granted by King D. Sancho I, Famalicão is currently an important cultural, industrial, commercial and farming hub.

It is one of the most enterprising city councils in the country and the third largest exporter, only behind the capital Lisbon, which is home to the headquarters of large companies, and Palmela, due to the turnover of Autoeuropa. Unlike these, it has a very diverse business fabric with a focus on the industrial sector of textiles, clothing, agri-food, metalworking and car components.



A Glimpse of the Society of Vila Nova de Famalicão

According to the latest data from Municipal Observatory (2023^a) the municipality of Vila Nova de Famalicão has a population of 135.994 inhabitants, with a population density of 670 inhabitants/km². The working population is around 66% (89.873 inhabitants), so its dynamic youth, the efficiency and diversity of its workforce, the quality of life and sustained growth make Famalicão a forward-looking municipality in constant search of continuous improvement. Also, from the data collected in our Observatory, we can see that young women are the ones who finish secondary school with the highest educational performance and are more likely to go to university; however, they are not the ones who stand out in business management in the territory.

Vila Nova de Famalicão is a meeting point between culture and tradition. With cultural provision decentralised across the territory and strategically oriented through year-round programming; literature and visual arts coexist harmoniously with religious festivities, while culture is fully integrated into local development strategies. According to 2024^a) data, the municipality has 124 cultural and artistic facilities, and its seven museums were visited by approximately 54,000 people.

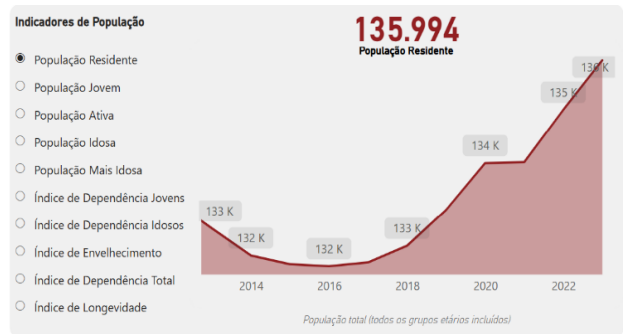


Figure 1 – Number of inhabitants in VNFamalicão

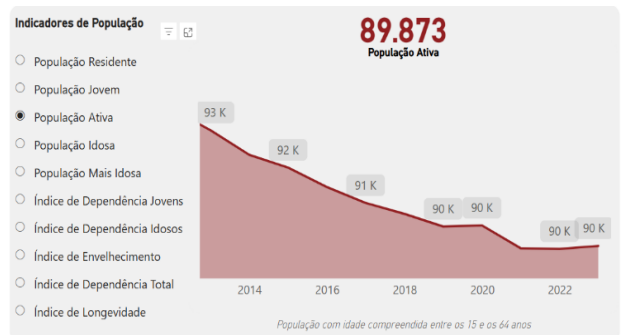


Figure 2 - Working population in VNFamalicão



Figure 3 - Municipal cultural facilities

Participation in the GenProcure APN

When the idea of combining public procurement with equal opportunities arose, we soon realised that gender equality would be the main theme within GenProcure APN. At a time when public procurement is taking on a more important role in the European Union, it was time to realise how we could use procurement to influence the behaviour of society and the various stakeholders towards gender equality. More than promoting Gender Equality, we promote Equal Opportunities for men and women, whether in access to top job positions, in reducing the gender pay gap, in social and family life, among others. At the same time, there is a need to effective and successful use public procurement with social objectives, with guidelines and structures, improve our capacity-building and support for the transition to sustainability and equality, reducing regulatory burden and improving market access.

Vila Nova de Famalicão aims to achieve these objectives through an integrated policy based on a scientific reading of reality. With detailed information on the territory, it is possible to use Public Procurement as a public policy instrument that promotes Social Equity, serving the interests of citizens and improving their quality of life. Learning from the URBACT methodology and from other European cities with different realities and experiences is fundamental when considering future steps.



2.3 - An introduction to URBACT, APNs and Integrated and Participatory Approach

URBACT is the European Territorial Cooperation programme for predominantly Small to Medium Sized Cities focused on building the capacity of cities to deliver on EU objectives for Sustainable Urban Development (SUD). The programme seeks to promote the exchange of knowledge and learning between predominantly Small to Medium Sized Cities through the funding of the European Regional Development Fund (ERDF) and the contributions of the 27 Member States. The mission is to enable cities to work together and develop integrated solutions to face urban challenges through networking, lessons learned between partners, drawing lessons and identifying good practices to improve urban policies.

URBACT Action Planning Networks (APN) operate under URBACT Method, that consists essentially of: transnational exchange between city partners (mutual learning); active participation of local stakeholders through the creation of URBACT Local Groups (1 per city); guidance and expertise on thematic knowledge and methodology guaranteed by the Lead and Ad-Hoc experts of each Network.



Figure 4 - URBACT Method

The activities of URBACT are driven by the principles of integration and participation. By integration, it is meant to ensure that activities around SUD are undertaken in a way that, where appropriate and amongst other things:

- Explores economic, social, and environmental considerations.
- Cuts across different sectors of the economy, whether that be education, employment, transport, and mobility, for example.
- Engages the public, commercial and social sectors collaboratively.
- Links to wider policy at regional and national levels.
- Focuses upon both 'hard' infrastructure' investments and 'softer' social benefits.
- Embeds considerations of digital, gender, and green principles, policy and practice.

By participation, our municipality means ensuring that activities around SUD are undertaken in a way that engages the whole range of stakeholders that are present within a city, including citizens, and which have an interest in the various elements of SUD. URBACT seeks to enable this exchange of knowledge and learning around SUD through the formulation of different types of Networks. APNs which involve up to 12 cities, operate for a period of two and a half years, and seek to enable participating cities to create actions that they will implement in the future in response to a specific challenge associated with SUD. Actions are created as a result of learning derived from a series of Transnational Meetings undertaken during the lifetime of an APN and involving all partner cities - and as a result of reflections at the local level on the potential application of activities based around the local context, and shaped by a group of local stakeholders, known as the URBACT Local Group (ULG).

Each URBACT Network is led by a Lead Partner City (LP), whose role it is to coordinate and manage Network activities. Each Network is also assigned a Lead Expert (LE), whose role it is to facilitate Network activities and provide knowledge around the theme of the Network.



2.4 – Methodology for developing our IAP

The Integrated Action Plan has been developed by the Municipality of Vila Nova de Famalicão together with their Urban Local Group. Following URBACT guidelines on how to set up a network; the definition of the thematic focus and the building of the partnership were the essential basis that structured all activities. The instruments provided by the URBACT Toolbox were used on the facilitation of joint sessions, helping to bring the discussed ideas to life and ensuring a participatory and collaborative process between different entities and cities.



Figure 5 - GenProcure family in Famalicão

In addition to the necessary capacity to mobilise our ULG, the methodology of this IAP is based on the use of reliable sources of information to validate our theoretical assumptions. Using statistical data from the municipality allows us to start from something concrete in order to project change and design the city we want to live in. For this to happen, the principles of reliability and trustworthiness must always be ensured, to guarantee an accurate portrayal of the local social reality.

In terms of roadmap and planning, the sequential and integrated development of the IAP supported in-depth debate and reflection around each section. The alignment between the Core Transnational Meetings and the Online Masterclasses with the development of IAP was a particularly positive aspect, as discussing the topics with project partners enhances clarity of thought and facilitates engagement with the ULG. In the case of the Online Masterclasses, their more focused nature allowed each topic to be explored in light of different European realities in greater detail, inspiring us to develop new strategies and actions around Public Procurement and Gender Equality based on good practices.

Specifically, the topics covered in the various sessions were as follows:

- URBACT methodology and Integrated Action Plan Roadmap (Vila Nova de Famalicão – November 2023)
- Spend Analysis (Online – February 2024).
- Gender Equality and Public Procurement Strategies (Umeå – March 2024).
- Anchor Institutions (Online – May 2024).
- Social, Environmental and Gender Considerations in Procurement (Messina – June 2024).
- Gender Equality Plans, Gender Mainstreaming, Gender Budgeting, and Gender Criteria in Public Procurement (Vila Nova de Famalicão – September 2024).
- Masterclass from the City of Vienna on Gender Responsive Procurement (Online – November 2024).
- SME Engagement in Public Procurement (Koszalin – November 2024).
- GenProcure Gender Clauses Catalogue (Alcoi – March 2025)
- Contract Monitoring (Online – May 2025)
- Peer review session (Újfehértó and Satu Mare – May 2025)
- Final transnational meeting and final conference (Zagreb – October 2025)



2.5 - An introduction to the IAP development and key stakeholders involved

Given that the IAP is a tool for ongoing application and reference, its development should be monitored by the Municipality of Vila Nova de Famalicão but carried out as a joint effort by the various entities that make up the URBACT Local Group.

In terms of size, our ULG is small when compared to other local groups in our network, due to the guiding idea behind its formation. As the central theme of this network was Public Procurement, we have chosen to include entities that work with this topic on a daily basis and, where possible, organisations that already encompass the ideas, needs, and aspirations of all those involved in Public Procurement processes.

It became evident that there was a need to bridge two worlds: the public and the private sectors. Instead of inviting multiple enterprises individually, we opted to involve the **Commercial and Industrial Association – ACIF**, which is a business representative body, and which is seeking to work with SMEs to address some of the barriers they face with Public Procurement. The commitment of the business sector to the values we aim to promote is essential for Public Procurement to serve as a genuine tool for public policy. Since municipal suppliers are mostly private enterprises, they are key stakeholders in receiving and acting upon the message we wish to convey.

Within the public sector, we have distinguished between entities with a broader, often multi-municipal scope, and entities that operate in essential public services such as Health and Education. In the first group, we count on the support of the **Quadrilátero Association** – an intermunicipal association that brings together four cities from the Minho region: Barcelos, Braga, Guimarães, and Vila Nova de Famalicão; with the aim of promoting the integrated and sustainable development of this territory. With extensive experience in URBACT networks, we are also supported by the **Norte Portugal Regional Coordination and Development Commission – CCDR Norte**, which is responsible for coordinating and implementing regional development, spatial planning, and environmental policies in Northern Portugal.

In the second group, we are joined by the local hospital (**Médio Ave Hospital Centre**) and by educational institutions, from preschool to higher education (**Camilo Castelo Branco School Cluster and the Polytechnic Institute of Cávado and Ave**). The Hospital has already started to think about environmental considerations in Public Procurement and the University, which is both a procurer of goods and services and a provider of skills and training to students in the field of Public Procurement. These are public entities that work daily with Public Procurement processes and are key actors in driving the shift in mindset that we seek to introduce.

At the centre of this triangle is the GenProcure network team, which gathers information and facilitates the sessions. To bring more technical knowledge and specific know-how, we count on the presence of two local Gender Equality advisors and, occasionally, the local Equality team, composed of members from different municipal departments.



Figure 6 - ULG Meeting in Vila Nova de Famalicão





Figure 7 - ULG composition

2.6 - An introduction to the following sections of the IAP

The following chapters of this Integrated Action Plan set out in detail the strategy and objectives of Vila Nova de Famalicão regarding the integration of gender equality and equal opportunities into public procurement. Chapter 3 presents the context, needs and overall vision underpinning this document. Chapter 4 further develops the integrated strategy adopted and explains how it is translated into strategic objectives, areas of intervention and actions to be implemented. Chapter 5 provides a detailed description of the planned actions and their subsequent monitoring framework. Finally, Chapter Six summarises the implementation of the IAP in terms of costs and funding, expected outputs, the implementation timeline, and the risks associated with the planned actions.

3. Context, Needs and Vision

Merging Public Procurement and Gender Equality is not easy. Indeed we, together with our partners, face a range of key challenges around Public Procurement, including bureaucratic and rigid procurement law, a lack of trained public buyers around social and environmental considerations, a lack of willingness to take risks, and a lack of desire from the market to consider other aspects other than the price of the good, service or work they will provide. In addition, we face a range of challenges around Gender Equality and equal opportunities including the influence of traditional norms that reproduce gender roles and around the pay and representation of women in leadership roles in companies.

This chapter outlines the actions undertaken by the Municipality of Vila Nova de Famalicão in relation to Strategic Public Procurement and Gender Equality. It also builds on the diagnostic exercise carried out with the ULG to confirm existing challenges and identify additional ones that may be less visible to the municipality.

3.1. Details on the overarching theme of the GenProcure APN of Gender Responsive Public Procurement

As Lead Partner, the city of Vila Nova De Famalicão sees there is an opportunity to start to utilise Public Procurement as a lever to address (Gender) Inequality and put together nine cities with the same goal to develop the GenProcure Action Planning Network. GenProcure is a real opportunity and a starting point to develop thinking and take action to undertake Public Procurement differently.



In working around the concept of Gender Responsive Public Procurement (GRPP), which is “*procurement that promotes gender equality through the purchase of works, supplies or services by public sector bodies. This means that buyers and suppliers look at the impact of all of the contracted activities related to women’s and men’s interests and concerns and design and deliver contracts in a way that reduces gender inequalities*” (European Institute for Gender Equality, 2025^{b)}) GenProcure network quickly realised that the perception of public procurement is similar in different cities. It has been seen as a very dull and bureaucratic process, with decisions often made on the basis of lowest price, and the process driven by complex EU and National Level law.

Through the work carried out in this network, GenProcure aims to adopt a more strategic approach to Public Procurement. This approach is grounded in the EU Procurement Directives of 2014^{c)}, which sets out legislation to ensure that Public Procurement is conducted in a transparent and competitive manner - in particular detailing the requirements that public authorities must follow when designing a Public Procurement process and when seeking suitable suppliers to deliver the contract. Is it an opportunity to be more strategic and flexible but it must be transposed into National Level Laws. Examples of these possible changes include using electronic documentation instead of paper for tender specifications; breaking larger contracts down into more specialized lots to enable SMEs and Social Economy organisations the opportunity to bid; and “setting aside” some contracts specifically for Social Enterprises to bid for. As well as considering the price and quality of businesses bidding for Public Procurement opportunities, procurers can also think about how the process can contribute to realising wider local economic, social and environmental outcomes.

These are efforts aimed at achieving a structural change and go hand in hand with the needs and rights of women and men to create more Gender Equal Cities, ensuring that the Gender Pay Gap is reduced, and that the politicians representing cities truly are representative of their communities. This network looks upon Public Procurement as a tool to make cities more equal, and therefore aims to continue demonstrating how gender equality can be considered and integrated into public contracts. Based on the understanding of Public Procurement as a process divided into six steps, it is possible to reflect and integrate a gender perspective at every stage of the “Cycle of Public Procurement,” with a focus on stimulating the local economy and SMEs. This premise underpins the network’s output, the Catalogue of Gender Considerations and Gender Clauses in Procurement, which follows the different steps of the procurement process, explaining how a “gender lens” can be applied and providing guidance on the use of gender considerations and clauses.

This premise supports the network’s output, the “Catalogue of Gender Considerations and Gender Clauses in Procurement”, which follows the different steps of the procurement process, explaining how a “gender lens” can be applied and providing guidance on the use of gender considerations and clauses. In detail:

1 - Spend analysis: local municipalities, regions and anchor institutions can undertake annual spend analyses to understand where procurement spend goes geographically, sectorally and in terms of business type. Gender-disaggregated data may also be used in this process.

2 - Identifying outcomes: linked to the development of a Procurement Strategy, outcomes addressing social and gender inequalities can be identified. This is the moment to compare them with the objectives set out in Municipal Public Procurement Plan and Gender Equality Plan, in order to align the strategy that will underpin the subsequent steps.



3 - Commissioning: this is the stage where technical staff design the goods, services or works to be procured. At this point, they should consider whether any aspect may affect women and men differently, whether there is a connection with the outcomes identified in step 2, and whether certain techniques could benefit specific groups such as social economy organisations, disadvantaged groups or persons with disabilities. This may include the use of reserved contracts, dividing large contracts into smaller lots, and engaging with the market.

4 - Tendering: through the use of Exclusion Grounds, Technical Specifications, Award Criteria and Labels, the contracting authority requests documentation and questions the market in order to obtain detailed information regarding methodology, cost, timeframe and experience.

5 - Decision-Making: at this stage, the information received

in step 4 is evaluated, and creativity becomes important in order, on the one hand, to comply with national law and, on the other, to value aspects beyond the traditional criteria of price and quality.

6 - Monitoring: the final step aims to ensure that the commitments made are effectively implemented. Based on the exchange of experiences with our partners, contract monitoring is often predominantly quantitative, due to limited human resources and the lack of time available for more complex monitoring strategies.

Keeping the connection between the catalogue and the public procurement cycle constantly in mind is the result of the discussions and exchanges held during the joint sessions of the GenProcure network, raising awareness of its day-to-day application.

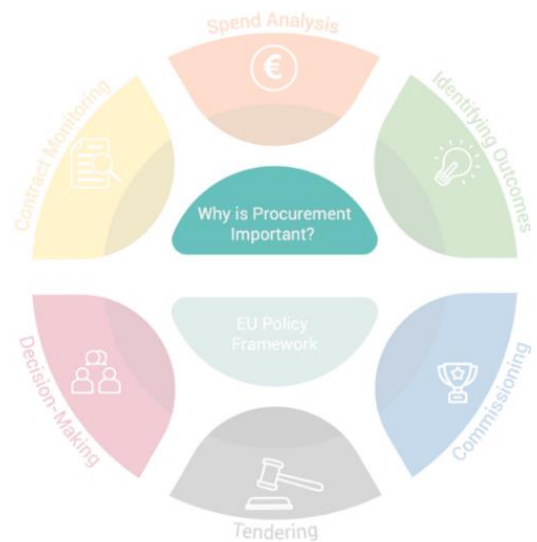


Figure 8 - Cycle of Public Procurement

3.2. The current situation of Vila Nova de Famalicão around both Gender Equality and Public Procurement

According to the Strategic Plan of Vila Nova de Famalicão for 2022–2030^{d)}, the municipal strategy is aligned with European priorities and the Sustainable Development Goals - SDGs. Centered on principles of sustainability for living in an increasingly globalised territory, it aims to address five strategic challenges and TO BE: 1) An open community with a strong identity; 2) Promoter of people's potential for fulfilment; 3) Partner in global future-oriented solutions; 4) A multifunctional and biodiverse habitat; 5) Enabler of integrated governance in co-creation with citizens.

Public Procurement in Portugal – How is the approach?

The following table summarise the rules for the application of public procurement in Portugal. What are the types of contracts and their specificities, who can bid and how.



Table 1 – Rules of Public Procurement in Portugal

Ajuste Direto “Direct Award”	Single-operator invitation	Goods and services	< 20.000,00€	
		Works	< 30.000,00€	
Consulta Prévia “Prior Consultation”	Invitation to at least three economic operators	Goods and services	< 75.000,00€	
		Works	< 150.000,00€	
Concurso Público “Open Procedure”	Any economic operator may submit a tender	With international publication	Limitless	
		Without international publication	Goods and services	< 215.000,00€
			Works	< 5.350.000,00€
Concurso Limitado por Prévia Qualificação “Restricted Procedure”	Only suitably qualified economic operators can submit bids	With international publication	Limitless	
		Without international publication	Goods and services	< 215.000,00€
			Works	< 5.350.000,00€

When considering the share of Public Procurement (PP) in Gross Domestic Product (GDP), Portugal remains below the European average. However, public procurement can serve as a valuable instrument to improve gender equality and to integrate social and environmental considerations across the policies and actions implemented by public organisations.

Table 2 – Share of Public Procurement in GDP^{e) f)}

Region	Share of PP in GDP (%)
EU	14%
Portugal	10%

Public Procurement in Vila Nova de Famalicão – strategic approach

Since 2018, Vila Nova de Famalicão has been striving to change and evolve its approach and culture around Public Procurement. Inspired by its participation in the URBACT Transfer Network Making Spend Matter (2018-2021), Famalicão has been using Spend Analysis as a way to better understand where public procurement money is being spent, particularly in terms of its geographic distribution, economic sectors, and types of enterprises. This data is processed internally, and the final results are made available on a publicly accessible platform. Based on the information gathered, it was possible to develop a targeted, future-oriented Public Procurement Action Plan aligned with emerging global challenges. The Action Plan consists of the following five key areas of focus and has an overarching objective to make the process of Public Procurement more strategic:

- It is about developing the capacity internally within the Municipality and externally within the market around Strategic Public Procurement and move to a process which is not just about price and quality, but about social and environmental value.



- Utilising Public Procurement to address sustainability and environmental challenges through the use of labels and circular products and services.
- Promoting technological innovation and supporting the market in developing new products and services for the Municipality of Famalicão, other institutions, and other territories.
- Promoting the local economy and raising awareness among SMEs of opportunities arising from public procurement.
- Promoting equal opportunities through the Public Procurement process and encouraging a diverse range of enterprises to bid for and potentially secure contracts.

The Municipal Public Procurement Action Plan is framed by the EU Procurement Directives of 2014 and Portuguese National Law (namely the Public Contracts Code). The five key areas helped Vila Nova de Famalicão to start thinking in a different way and considering “what to buy?” rather than “how to buy?”.

How to buy? → **What to buy?**

Figure 9 - Shifting the mindset on public procurement

The Municipality of Famalicão spends around €82 Million each year buying goods, services, and works, with the most recent Spend Analysis identifying that 59% of this was spent with suppliers based in the Municipality area. We have a particular desire to spend more of its Public Procurement spend with SMEs, and to use Public Procurement as a lever to address wider local economic, social and environmental challenges such as long-term unemployment and low pay. To do this, the Municipality is evolving its decision-making processes from one focused on lowest price to one focused upon value for money and the key consideration of social and environmental benefits. Indeed, the Municipality of Famalicão has used social and especially environmental criteria in several procurement procedures and intends to move from occasional use to recurrent and effective use of these criteria in the future. Thinking about a Socially Responsible Public Procurement, social and environmental criteria are essential to achieve equality and efficiency in processes and maximize resources.

As illustrated in the figure below, the Most Economically Advantageous Tender (MEAT) should include criteria that influence the lifecycle of a given product. Social and environmental criteria, incentives for the local economy, and the degree of innovation associated with the good, service, or works should be weighed alongside price.

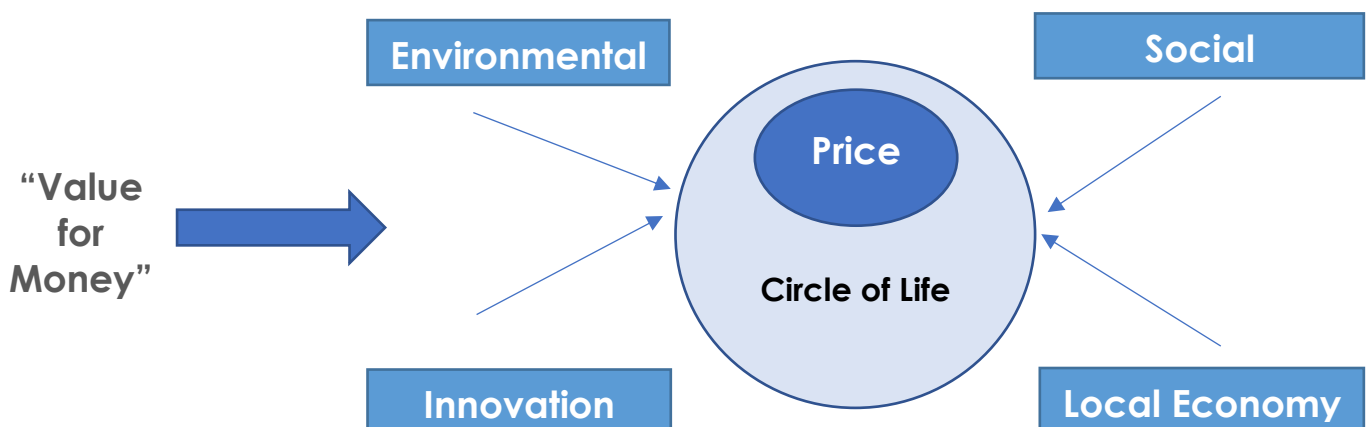


Figure 10 - Socially Responsible Public Procurement in Famalicão



Public Procurement have a huge and direct impact in our economy and can influence behaviours or even create trends, either by example or by the assumption of objectives that can lead to those good behaviours. We are fully aware that changing public procurement processes and practices is not easy and will take time to implement. Progress in integrating social criteria has been slow, with both internal barriers - such as the need to change the mindset of commissioners and buyers, and external barriers - including the expectations of potential suppliers regarding public contracts and social criteria. Nevertheless, we remain committed to fostering a shift in thinking by raising awareness and strengthening the capacity of key stakeholders involved in the public procurement process.

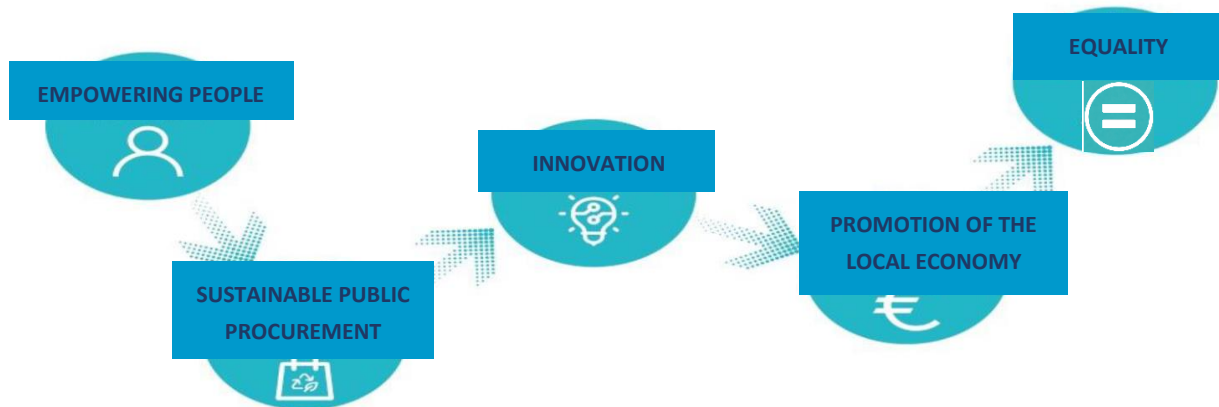


Figure 11 - Summary of Municipal Public Procurement Strategic Objectives

Gender Equality Policy in Vila Nova de Famalicão

Challenges related to inequality in Famalicão extend beyond gender. Key disparities also arise from factors such as race and age, and more broadly from unequal access to services and employment opportunities. This intersectional nature of inequality frames two municipal departments: the Gender Department and the Multicultural Activities Department, both focusing on promoting equality and inclusion. The challenge of gender inequality is not confined to the Municipality itself, but extends to the business sector and the wider community. Among private enterprises in Famalicão, significant gaps remain in pay between women and men, as well as in management responsibilities and other key business functions. There is also a notable gap in the number of women establishing new enterprises in Famalicão.

At the national level in Portugal, the “National Strategic Plan for Addressing Inequalities and Discrimination” provides the overarching policy framework, closely aligned with the Urban Agenda 2030. At the local level, in Famalicão, this framework was complemented by a dedicated Equality Action Plan for the period 2021–2025, aimed at preventing discrimination and promoting equality. The Equality Action Plan is aligned with SDG 5 (Gender Equality) and SDG 10 (Reduced Inequalities) and is structured around five key areas of action:

- Promote cohesion among different communities;
- Strengthen knowledge and awareness of equality through education and training;
- Ensure the implementation of national and international legal frameworks on equality;
- Provide training on addressing inequality, particularly through the integration of Gender Mainstreaming in policy-making;
- Conduct Gender Impact Assessments to evaluate the gender implications of policy decisions;



The municipal strategy is based on both internal and external diagnostic processes. The internal process focuses on the professional and personal circumstances of municipal workers, promoting policies that support a better balance between work and personal life, with particular attention to family time. The celebration of Family Day is a perfect example of this commitment. The external process involves close collaboration with social partners, institutions and enterprises. Regular engagement in schools as a training provider, as well as joint initiatives with local businesses to implement equality plans, illustrate the relevance of this work. Initiatives such as the “More Equal Award”, granted annually to local enterprises with established equality policies, serve both as an incentive and as recognition of the efforts undertaken by these organisations.

- Awareness-raising actions for informal caregivers;
- Awareness-raising activities in schools on equality and the prevention of violence;
- Awareness-raising sessions for teaching and non-teaching staff on equality and violence prevention;
- Training sessions on financial management for vulnerable families;
- Meetings with enterprises to promote the importance of these topics;
- Training on inclusive language and Portuguese Sign Language for municipal workers;

This is an ongoing effort aimed at promoting changes in behaviours and attitudes towards situations of inequality. It should involve all municipal stakeholders as well as civil society, with a strong emphasis on training and public education. A good example is the flyer developed to promote and encourage the use of inclusive language within the Municipality of Vila Nova de Famalicão. On the left-hand side, it presents a brief historical overview highlighting key milestones related to the topic, while on the right-hand side it provides practical examples of inclusive language use, together with a personalised message from the City Mayor.

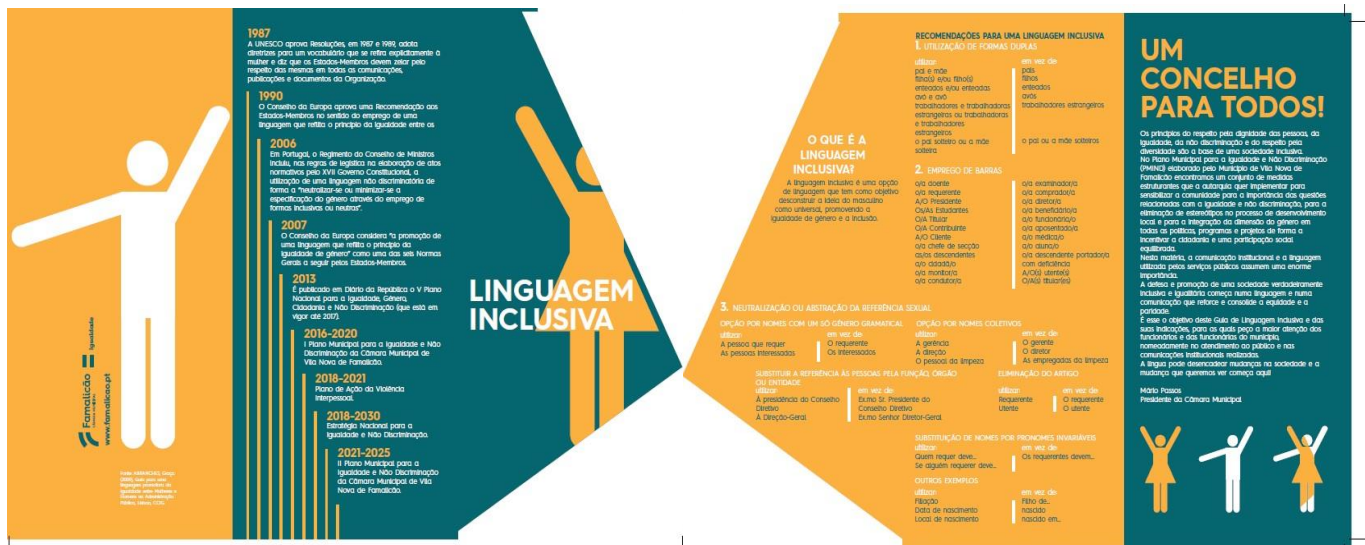


Figure 12 - Municipal leaflet on Inclusive Language



3.3 - How the IAP and Gender Responsive Public Procurement link to wider strategies and policies

The Integrated Action Plan of Vila Nova de Famalicão goes beyond Gender-Responsive Public Procurement in the changes it seeks to promote. It follows the guiding principles of Socially Responsible Public Procurement and Strategic Public Procurement, adopting a more holistic and comprehensive strategic approach.

In addition to the Municipal Plans and National Rules presented in Section 3.2, the IAP is also aligned with the Development Strategy of Famalicão and with the United Nations Sustainable Development Goals. The municipal strategic plan Famalicão.30⁹⁾ provides a guiding framework for a collective action and accelerates the municipality dynamics towards greater and better life quality. With a well-established vision, Vila Nova de Famalicão aspires to be an open and diverse society, committed to shared values and collective causes, actively engaged in the societal processes of digital and green transition, and connected with the world. It seeks to enhance sustainability, proximity and liveability, affirming itself as a city of nature and a city for life, personal fulfilment and social well-being — a city for present and future generations.

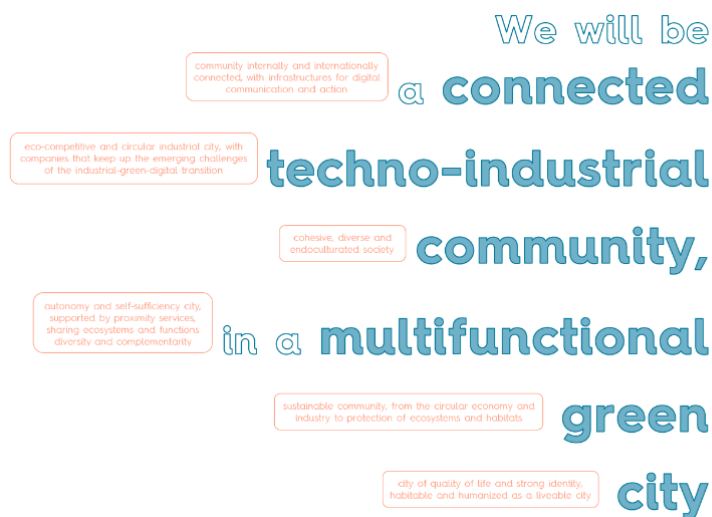


Figure 13 - Strategic vision of Vila Nova de Famalicão

The cross-cutting principle of this strategy is sustainability in its various dimensions, and the Sustainable Development Goals (SDGs) therefore guide municipal action. It is within this framework that Public Procurement and Gender Equality intersect, acting as key drivers for the implementation of the planned actions. Beyond SDGs 5 and 10, which are directly linked to the social dimension, the choices made through public procurement influence the achievement of all SDGs. Through these choices, we promote a more prosperous and resilient local economy, improve living conditions by ensuring access to quality health and education services, and respond to climate challenges, among other objectives. It is therefore clear that the response must be comprehensive and coordinated. The role of the municipality in this process is not neutral; on the contrary, it holds a privileged position to shape and inspire new behaviours.

In terms of equality and non-discrimination, Famalicão follows the guidelines of the national strategy 2018-2030, entitled Portugal + Equal^{h)}, which comprises three strategic action plans: (1) the Action Plan for Equality between Women and Men; (2) the Action Plan for the Prevention and Combating of Violence against Women and Domestic Violence; and (3) the Action Plan to Combat Discrimination based on Sexual Orientation, Gender Identity and Expression, and Sex Characteristics.



3.4 - Specific problem addressed at local level around Gender Responsive Public Procurement – causes and effects

When discussing Public Procurement, we are essentially referring to how a public organisation spends public funds. As these resources belong to society as a whole, the level of responsibility involved is particularly high. Consequently, the objectives of a municipal public procurement strategy should go beyond purely economic improvements or the effectiveness of a single transaction. Other direct or indirect indicators - such as the quality of life of the local population, equal access to public spaces and services, among others - should also be considered on a daily basis and in every public contract awarded.

Reflecting on the municipality's current actions, and based on an internal diagnostic process combined with consultations with local stakeholders, the **overarching problem** identified was **"Inequality of opportunities in public procurement"**. This does not refer solely to gender inequalities, but more broadly to social inequalities where certain groups are excluded or do not have the same starting point in accessing opportunities. Levelling this playing field can be achieved through the choices made during the selection of one supplier over another, but also through the type of benefits that a given public contract may generate — whether through a public work, a service, or the supply of specific goods.

Unlike ecological or environmental criteria, Portuguese legislation does not provide specific documentation about social criteria, creating an additional challenge for the implementation of measures that promote equality of opportunities. While the 2014 European Directives (Directive 2014/24/EU and Directive 2014/25/EU) were recognised and transposed into Portuguese law through Decree-Law No. 111-B/2017 of 31 August, which updated the Public Contracts Code; clear guidance and practical examples on how to incorporate social and gender criteria into public procurement remain limited.

Given this identified limitation, the daily work of public buyers is therefore based on the **mission** of:

Ensuring a balance between compliance with the requirements and principles of Public Procurement and free access and opportunities for any entities to participate in procurement processes

Figure 15 - IAP mission



Using the URBACT Problem Tree methodology, the Urban Local Group of Vila Nova de Famalicão was invited to reflect on their organisations and their relationship with public procurement processes. The starting point was the identification of the challenges encountered in this day-to-day interaction, with stakeholders providing very specific insights into the difficulties faced in their activities. These challenges are mainly related to procedural aspects and to the limitations in applying appropriate gender and social criteria. These problems stem partly from cultural factors and resistance to change, but also from a lack of information and qualified human resources within competing enterprises. In turn, these difficulties generate effects that the municipality seeks to avoid and are at the root of the problem identified by the municipality:

Inequality of opportunities in public procurement



Figure 14 - Overarching problem



inequality among enterprises competing for public contracts and, as a consequence, the limited willingness of companies to engage in the public procurement ecosystem. This situation is of particular concern, as diversity of offers is essential to ensure services that better respond to societal needs and to prevent the emergence of monopolistic situations.

Table 3 – ULG input to the Problem Tree exercise

Effects
<ul style="list-style-type: none"> - Inequality at the outset among competing enterprises, favouring those with greater resources - Reduced willingness of competing entities to participate regularly in public procurement procedures
Problems
<ul style="list-style-type: none"> - Bureaucratic nature of public contracts - Lack of information and/or training - Lack of transparency in the processes - National legislation boundaries
Causes
<ul style="list-style-type: none"> - Culture and resistance to change - Lack of knowledge and specific training among technical staff within competing enterprises

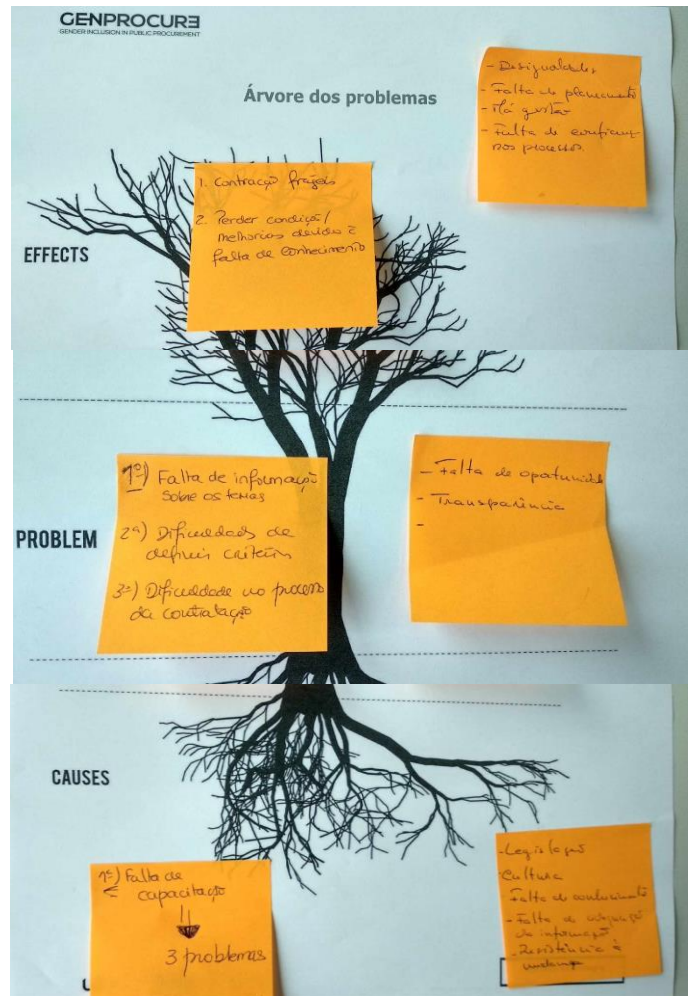


Figure 16 - ULG Tree Problem

3.5 – Our Vision

The vision of Vila Nova de Famalicão for Gender-Responsive Public Procurement defines an aspirational state that the municipality aims to achieve through this IAP. It represents the outcome expected if the objectives are met and the planned actions are successfully implemented over the coming years. This vision reflects the combined effect of ongoing efforts and factors both internal and external to the municipality. It is fully aligned with the municipal strategy and embodies the type of high-quality public service that Vila Nova de Famalicão strives to offer to its local residents, promoting equality, inclusiveness, and effective public procurement practices.

To be a reference city at national and European level where there is equal opportunity in public procurement processes, prioritizing values of transparency and communication, in parallel with strengthening the local economy through regular contact with stakeholders



Figure 17 - IAP vision



3.6 - Testing action and exploratory results

In preparing the testing action, we started from a set of key questions that were shared during a ULG meeting and which served to identify the main needs related to public procurement in the local context. We then used this opportunity to establish more direct contact with our suppliers and to assess whether their needs in terms of public procurement and their practices regarding gender equality are aligned with the understanding developed through the day-to-day work of public buyers.

Through this process, we not only confirmed the identified needs, but also evaluated the level of communication between the parties, using a structured and evidence-based approach that goes beyond common sense.

Key Questions

- What are the needs of our target audience?
- Do the planned intervention areas fill existing needs?
- Do we have the information necessary to define achievable strategic objectives?

The Challenge

Knowing the universe of our target audience - organisations that take part in public procurement procedures in Vila Nova de Famalicão. We came to the conclusion that we do not know them in depth. There is a lack of specific training in the area of public procurement and even more so if we introduce more specific criteria such as environmental and social ones. BUT we know all of this from our sensations and day-to-day experience, not from careful data collection that allows us to make informed decisions based on reality.

We also want to know in detail the suppliers to the municipality itself or to other public entities present in our ULG. Not only do we not know the whole picture, but we have not asked them for their opinion on the process and this diagnostic moment is the opportunity to do so.

What if... We were able to carry out a diagnostic evaluation of the universe of potential service providers, tailoring future public contracts to the needs of both parties and knowing in advance the characteristics of these organisations, their needs and organisational objectives?

Methodology

There are 2 different questionnaires, with questions about Public Procurement and Gender Equality organisational practices (Annex 1 and 2). Organisations were contacted by email and provided with a link to access the questionnaire hosted on an online platform.

Questionnaire 1) To organisations participating in public procurement procedures opened by the public buyers present in the ULG, identifying those who work directly with the municipality and understanding the reasons for those who don't.

Questionnaire 2) To organisations not participating in public procurement procedures, aimed at better understanding the reasons for their exclusion from public procurement processes.

In order to reach as many organisations as possible, we relied on the municipal database and the support of ULG members: (1) the hospital and the university, to identify organisations involved in public procurement procedures; and (2) the Commercial and Industrial Association – ACIF, to identify organisations that, at the outset, had not participated in such procedures. To validate this information, the first question of Questionnaire 2 served as a control question, ensuring the reliability of the data collected. Both questionnaires were anonymous, thereby ensuring greater freedom of response for participants.



Exploratory results

The joint effort of the municipality and the ULG enabled the identification and outreach to 185 organisations for the purpose of the questionnaires. Drawing on previous municipal experience with this type of engagement, the response rate was typically around 15%. In this diagnostic questionnaire, a response rate of 19.5% was achieved. While this represents an improvement, it remains below the desired value and, in itself, highlights the need to assess communication channels and strengthen ongoing engagement with local organisations. This figure also requires the results to be interpreted with caution and generalisations to be avoided, as they may reflect the experience of only part of the target population. Nevertheless, the responses collected are valid and fulfil the objective of identifying the needs of local organisations and gaining further insight into their practices.

Table 4 – Questionnaire Response Rate (%)

	Questionnaire 1	Questionnaire 2	Total
Number of organisations approached	121	64	185
Number of answers	24	12	36
Response rate (%)	19,8	18,8	19,5

Within the exploratory results, it is important to highlight that Questionnaire 1 yielded more significant findings, due to the higher number of responses and the wider range of questions included. The charts below present the results of three key questions. Having established that all respondent organisations are enterprises, it becomes particularly relevant to analyse their sector of activity. Chart 1 shows that the vast majority of enterprises operate in the Services and Trade sectors.

Chart 2, in turn, reveals two equally relevant findings. While 44.5% of enterprises are not familiar with the concept of Socially Responsible Public Procurement, 41.7% express a willingness to learn more about it. Furthermore, among the 55.5% of enterprises that are familiar with the concept, 19.5% also indicate an interest in further learning. This means that a total of 61.1% of respondents demonstrate a need for specific training on Socially Responsible Public Procurement.

Chart 3 relates to the inclusion of social or environmental criteria in the public procurement procedures in which enterprises have participated. In addition to the lack of awareness on this topic (16.7% “do not know/do not answer”), 63.9% of respondents reported not having included any such criteria, indicating that this is not yet common practice. Further responses suggest that environmental criteria are more frequently included, supported by the national legal framework established through Council of Ministers Resolution No. 132/2023¹⁾. The absence of a comparable framework for social criteria largely explains the limited adoption of such practices.

Other relevant findings identify the “*slow and bureaucratic process*” and the “*high number of electronic platforms*” as key challenges or barriers to greater participation in public procurement procedures. At the same time, the results point to initial steps towards improved work–life balance for workers, such as flexible working time rules and the option of remote working.



Chart 1 – Sector of Activity

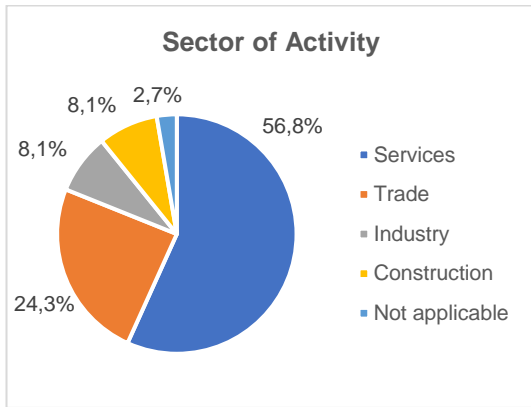


Chart 2 – Socially Responsible Public Procurement

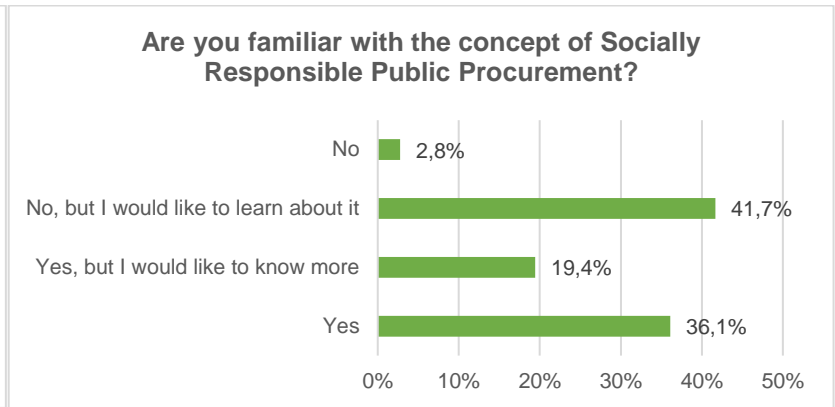
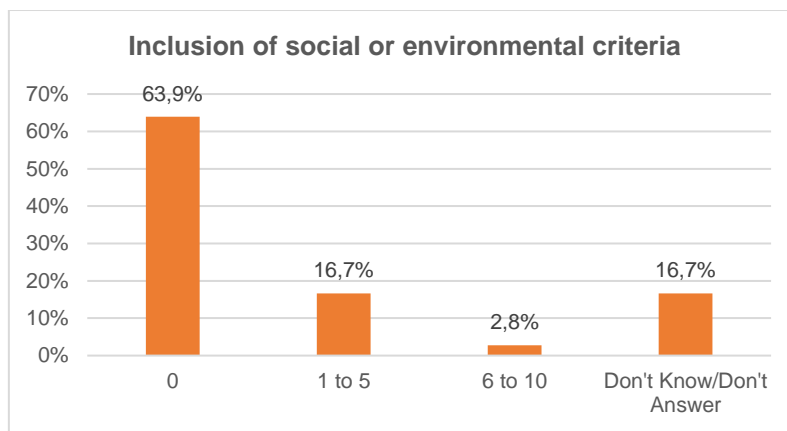


Chart 3 – Inclusion of Social or environmental criteria



4. Overall Logic and Strategic Approach

The strategic approach of Vila Nova de Famalicão to the challenges arising from inequality of opportunities in public procurement has been structured into six phases. Four of these are addressed in this IAP, while the final two will result from its implementation. This means that we are currently positioned between the fourth and fifth stages of the framework outlined below, and approximately halfway through the established timeline (2.5 years of the GenProcure network, plus an estimated five years for the implementation of the specific actions at local level).

More specifically, the **diagnostic** phase was carried out at two levels: (1) for the purposes of the project application, the problem we aimed to address was initially identified; this was further complemented by (2) the baseline study of our city, which provided a clearer understanding of our starting point across different dimensions of Gender-Responsive Public Procurement. Based on this, we defined our **objectives**, distinguishing between a main objective and specific objectives, which form the basis for the identification of the **intervention areas** addressed in this IAP. Within this framework, we then arrived at the definition of **specific actions**, supported by the results of a questionnaire (testing action) conducted with local enterprises, which confirmed our understanding of the existing context. The implementation of these actions is planned over a five-year period, reflecting the nature and scale of the changes we aim to achieve. When addressing behaviours and attitudes, we are dealing with a gradual and continuous transformation that goes beyond public procurement and extends to other areas of civil society. These changes affect both daily life and the perception of the role and influence of public organisations in citizens' lives.



For these reasons, **results** are expected in the medium to long term, alongside some shorter-term adjustments resulting from awareness-raising actions. The evaluation model should include both quantitative and qualitative assessment of results, with feedback collected from target audience at two key moments:

- 1) Immediately following the implementation of the specific actions, in order to identify their direct results;
- 2) Between six months and one year after participation in the specific actions, in order to assess their **impacts** and understand how attitudes and behaviours have evolved as a result of the role played by the Municipality of Vila Nova de Famalicão.

More than a one-off investment, this is a plan for the future - a strategy that will bring public buyers and suppliers closer together around a shared overarching objective: the pursuit of the public interest.

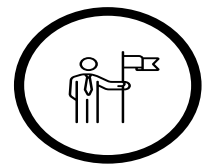


Figure 18 - Our Strategic Approach

4.1. Overarching objective and strategic objectives

To fulfil our mission of ensuring equal opportunities in Public Procurement, it is essential to adopt a renewed perspective that positions Gender-Responsive Public Procurement (GRPP) as a strategic driver for inclusive and sustainable change. The findings from the testing action highlighted the need for a shift in mindset, as stakeholders are not yet fully aware of, or prepared for, this transition. In this context, our **overarching objective** is to:

Transform the prevailing mindset around gender-responsive public procurement, positioning it as a key instrument for promoting equality and inclusive public policies



Overarching
Objective

Figure 19 – IAP overarching objective

Building on this overarching objective, two **strategic objectives** have been established, setting out the pathway for this Integrated Action Plan (IAP):

1. Empowering Public Procurement ecosystem to act as agents of change
2. Strengthen the municipality and the territory to drive smarter, more impactful decision-making



The first strategic objective focuses on enabling the Public Procurement ecosystem to systematically contribute to inclusive and sustainable policy outcomes. It prioritises capacity-building, targeted awareness-raising, and the integration of Gender-Responsive and Socially Responsible Public Procurement practices. By strengthening the role of public buyers, enterprises, and stakeholders, this objective supports the transition from compliance-based approaches to strategic procurement, positioning Public Procurement as a lever to address structural inequalities and promote equality of opportunities.

The second strategic objective aims to reinforce the institutional capacity of the municipality and its wider territorial ecosystem to support more informed and strategic decision-making processes. It promotes the integration of social and gender considerations into procurement processes, improved data collection and analysis, and stronger coordination across municipal departments and local stakeholders. By doing so, the municipality will be better equipped to design and implement procurement procedures that generate greater social, economic, and environmental impact, aligned with the pursuit of the public interest.

4.2. Areas of intervention

Following the definition of the objectives, the key question is how to move from strategy to practice, and which areas should be prioritised for intervention in order to achieve these objectives. To this end, three key areas of intervention were identified, aligned with the strategic objectives as follows:

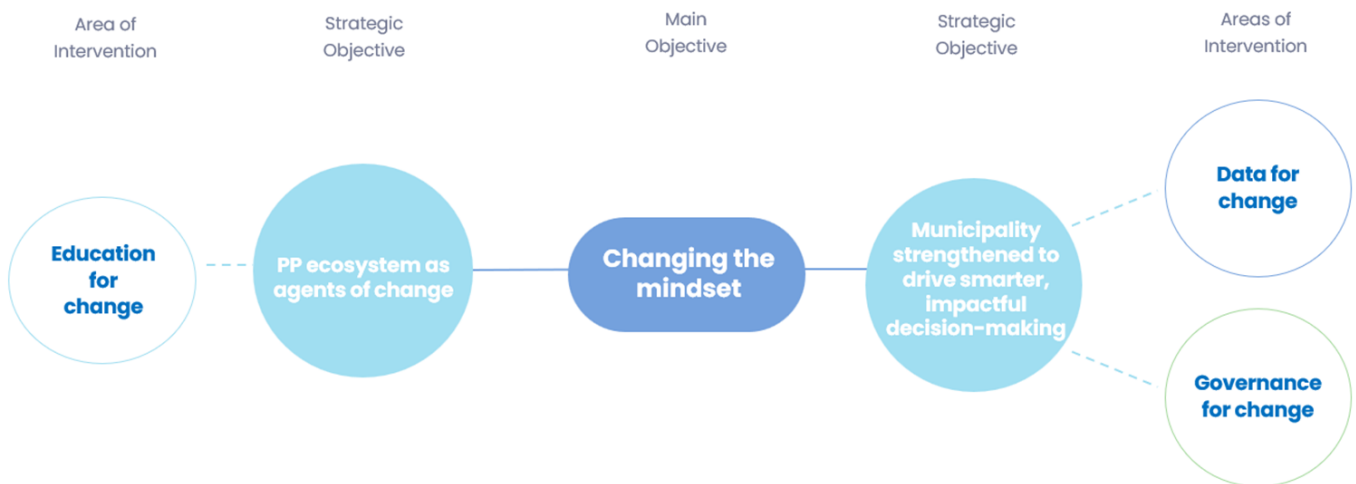


Figure 20 – IAP overarching objective

The diagram above illustrates the alignment between the three IAP intervention areas and their respective strategic objectives. Building on the overarching objective of transforming the prevailing mindset around GRPP, each intervention area is supported by guiding actions designed to drive change.

Education for Change focuses on capacity-building, awareness-raising, and skills development to enable stakeholders to understand and apply Gender-Responsive and Socially Responsible Public Procurement. It plays a central role in ensuring that each component of the Public Procurement ecosystem becomes an active agent of change.

At the same time, strengthening decision-making processes is essential and, in this regard, Data for Change and Governance for Change contribute to more informed and effective decision-making at the local level. **Data for Change** supports evidence-based decision-making; uses data collection, monitoring, and evidence generation to support informed, transparent, and impact-oriented decision-making in Public Procurement. **Governance for Change** ensures coordination and alignment across institutional and territorial levels, and effective implementation of strategic Public Procurement.



4.3. Specific actions and its integration

Each intervention area includes a set of specific actions to be implemented by the Municipality of Vila Nova de Famalicão over a five-year period, engaging enterprises and civil society. This plan seeks to involve schools in demystifying key concepts, involve enterprises in the training of professionals and, in an integrated way, transform the mindset around Gender-Responsive Public Procurement.

The main intervention area is Education for Change, as empowerment is considered the cornerstone of this transformation. Due to the nature of its strategic objective, the key integrated urban development aspects required include stakeholder involvement in both planning and implementation, the integration of content across all levels (sectoral, spatial and territorial), and strong multi-level governance. Through the following actions, we aim to foster a culture in which equality and strategic Public Procurement become embedded in everyday practice:

A1: Organise a series of conferences for all stakeholders, bringing together public buyers and prominent Public Procurement experts;

A2: Launch a training course in the field of strategic public procurement for public buyers (municipal or not);

A3: Expand the partnership between the municipality and schools to promote financial literacy, incorporating a Public Procurement component;

A4: Deliver awareness sessions on Gender Equality and Non-Violence in schools;

A5: Promote training within enterprises on Strategic Public Procurement;

Within the Data for Change intervention area, data collection will be used in two distinct ways. On the one hand, the annual Spend Analysis will be continued, enabling comparisons with previous years and encouraging stakeholders to initiate similar processes. On the other hand, following the implementation of this IAP, a new questionnaire will be conducted, with a stronger focus on the results and impacts of the actions. To this end, it will be necessary to ensure continuous stakeholder involvement throughout the process, as well as the integration of cross-cutting thematic aspects and complementary types of investment. It comprises two actions:

A6: Collect annual Spend Analysis data and carry out comparative analysis;

A7: Conduct an impact evaluation through a new questionnaire targeting suppliers following the implementation of project actions;

The intervention area of Governance for Change focuses on continuity, building on existing work. It connects good practices in the revision of municipal plans with the innovation of introducing social and gender criteria into Public Procurement, as well as with communication and information through the development of a dedicated newsletter on Public Procurement. It comprises three actions:

A8: Review the Municipal Plans for Public Procurement and for Gender Equality and Non-Discrimination;

A9: Promote the integration of social and gender criteria into Public Procurement procedures;

A10: Develop a quarterly newsletter for all municipal stakeholders;



Table 5 – Summary of specific actions

Education for Change	Data for Change	Governance for Change
<p>A1: Organise a series of conferences for all stakeholders, bringing together public buyers and prominent Public Procurement experts;</p> <p>A2: Launch a training course in the field of strategic public procurement for public buyers (municipal or not);</p> <p>A3: Expand the partnership between the municipality and schools to promote financial literacy, incorporating a Public Procurement component;</p> <p>A4: Deliver awareness sessions on Gender Equality and Non-Violence in schools;</p> <p>A5: Promote training within enterprises on Strategic Public Procurement;</p>	<p>A6: Collect annual Spend Analysis data and carry out comparative analysis;</p> <p>A7: Conduct an impact evaluation through a new questionnaire targeting suppliers following the implementation of project actions;</p>	<p>A8: Review the Municipal Plans for Public Procurement and for Gender Equality and Non-Discrimination;</p> <p>A9: Promote the integration of social and gender criteria into Public Procurement procedures;</p> <p>A10: Develop a quarterly newsletter for all municipal stakeholders;</p>

5. Action Planning Details

For each planned action, a table is presented detailing its implementation. Each task required to deliver the action is described in detail, as well as its relation with the strategic approach and the identification of the person and/or organisations responsible. The expected implementation timeframe and associated costs are also included. Finally, details are provided on the monitoring process, including output and result indicators and the assessment of risks/challenges.

Action Number	Action Name		
1	Organise a series of conferences for all stakeholders, bringing together public buyers and prominent Public Procurement experts		
Description of specific tasks necessary to complete this activity			
<ul style="list-style-type: none"> • Selection of experts in the field of strategic public procurement to be part of the conferences • Invite all public buyers to attend • Develop a communication strategy to promote the conferences and draw attention to the innovation associated with the use of social and environmental criteria in Public Procurement • Activity evaluation 			
Link to strategic objective	Empowering Public Procurement ecosystem to act as agents of change		
Related area of Intervention	Education for Change		
Responsibilities			
Lead	Why	Partners	Role



Municipal Public Procurement Department	Organiser Know who the public buyers are and what information should be conveyed				Other municipal departments (gender equality; communication)		Assistance with the development of the communication strategy	
					Public buyers (ULG or not)		Conference attendance	
Implementation timeframe								
Q1 start date: January 2026					Q8 end date: December 2027			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Development of communication strategy	Selection of experts Invitation to all public buyers	1 st Conference			Selection of experts Invitation to all public buyers	2 nd Conference	Activity evaluation
Costings					Resources			
Cost category	Amount	Total cost			Resources secured		Resources needed	
Catering service		TBD			Yes			
External public procurement experts								
Conference room					Funding source(s)		Funding source(s)	
					Municipality of Vila Nova de Famalicão budget			
Monitoring of delivery								
Output indicator	Mechanism of monitoring	Baseline (01.01.2026)		Target (Date)				
Number of conferences	Agendas	0		1 - 2026 1 - 2027				
Number of participants	Attendance lists	0		30 - 2026 30 - 2027				
Result indicator	Mechanism of monitoring	Baseline (01.01.2026)		Target (31.12.2027)				
Demonstrated increase in specific knowledge	Evaluation questionnaire	Testing action questionnaires		Increased Knowledge				
Satisfaction rate with the initiative		-----		Positive Evaluation				
Risk assessment								
Implementation risk/challenges	Likelihood	Impact		Mitigation measures foreseen				



Non-willingness to participate at the conference series	Medium	High	Good cooperation with public buyers and timely communication strategy
Shortage of human resources	Low	Medium	Ensure the hiring of external experts in PP

Action Number	Action Name							
2	Launch a training course in the field of strategic public procurement for public buyers							
Description of specific tasks necessary to complete this activity								
<ul style="list-style-type: none"> Design training programme and develop content Select trainers and establish partnerships Inviting all the public buyers (municipal or not) to select participants Holding the training courses Monitor and evaluate results 								
Link to strategic objective		Empowering Public Procurement ecosystem to act as agents of change						
Related area of Intervention		Education for Change						
Responsibilities								
Lead		Why			Partners		Role	
Municipal Public Procurement Department		Organiser			Municipality of Vila Nova de Famalicão		To organize the training courses	
		Know who the public buyers are and what information should be conveyed			Public Buyer entities		To delegate the designed representatives	
Implementation timeframe								
Q1 start date: January 2026					Q6 end date: June 2027			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Design training programme and develop content	Select trainers and establish partnerships Inviting the public buyers	Holding the training courses	Holding the training courses		Monitor and evaluate results		
Costings					Resources			
Cost category	Amount	Total cost			Resources secured		Resources needed	
Trainers (internal/external)		TBD			Yes			
Development of training materials and content					Funding source(s)		Funding source(s)	



			Municipality of Vila Nova de Famalicão
Monitoring of delivery			
Output indicator	Mechanism of monitoring	Baseline (01.01.2026)	Target (31.12.2026)
Number of participants	Attendance lists	0	20
Number of training sessions	Agendas	0	4
Result indicator	Mechanism of monitoring	Baseline (01.01.2026)	Target (31.12.2026)
% of participants reporting increased knowledge	Evaluation questionnaire	0	60%
Number of public buyers using Strategic Public Procurement after training	Public Procurement procedures analysis; evaluation questionnaire	Identification of how many are using SPP (diagnostic questionnaire provides an overview)	Increase in the number and volume of cases
Risk assessment			
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen
Low participation at the training course	Medium	High	Clear and transparent goals; good content and trainers; continuous engagement with public buyers
Limited awareness or interest in the topics covered	Low	Medium	Demonstrate the importance of this knowledge in the day-to-day work of the public buyers

Action Number	Action Name
3	Expand the partnership between the municipality and schools to promote financial literacy, incorporating a Public Procurement component
Description of specific tasks necessary to complete this activity	
<ul style="list-style-type: none"> Identify and engage partner schools, specifying in which grades and classes it can be applied Definition of learning objectives and development of PP content Selection of trainers or facilitators Holding the workshop/training sessions Monitor and evaluate results 	
Link to strategic objective	Empowering Public Procurement ecosystem to act as agents of change
Related area of Intervention	Education for Change
Responsibilities	
Lead	Why
Municipal Public Procurement Department	
Partners	Role
Municipality of Vila Nova de Famalicão	To organize the activities



	Designed the session and adapted the content according to the specific target audience				Camilo Castelo Branco school cluster		To integrate the activities in financial literacy subject	
Implementation timeframe								
Q1 start date: June 2027					Q8 end date: May 2029			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Identify and engage partner schools	Definition of learning objectives and development of PP content Selection of trainers or facilitators	Holding the training sessions	Holding the training courses Monitor and evaluate results		Selection of trainers or facilitators	Holding the training sessions	Holding the training sessions Monitor and evaluate results
Costings					Resources			
Cost category	Amount	Total cost			Resources secured		Resources needed	
Trainers/Facilitators		TBD			Yes			
Materials for work								
Logistics					Funding source(s)		Funding source(s)	
		Municipality of Vila Nova de Famalicão		Partner schools				
Monitoring of delivery								
Output indicator	Mechanism monitoring of		Baseline (01.06.2027)		Target (31.05.2029)			
Number of students involved	Attendance lists		0		20 – 2027/2028 20 – 2028/2029			
Number of training sessions	Agendas		0		2 - 2027/2028 2 - 2028/2029			
Result indicator	Mechanism monitoring of		Baseline (01.01.2026)		Target (31.12.2026)			
% of students reporting increased knowledge	Group dynamics for evaluation		0		50%			
% of teachers reporting increased knowledge	Short evaluation questionnaire		0		70%			
Satisfaction rate	Group dynamics or evaluation questionnaire		-----		Positive evaluation			
Risk assessment								
Implementation risk/challenges		Likelihood	Impact		Mitigation measures foreseen			



Low engagement from schools or teachers	Medium	Medium	Strong initial engagement with schools, fostering commitment and developing interest in the subject
Difficulty in adapting technical content to younger audiences	High	Medium	Use simple language and tailored content. Avoid technical terms and legal jargon. Focus on the role of the PP and the use of public funds for the benefit of the local community
Lack of time or availability within school programmes	Medium	Low	Timely and collaborative planning

Action Number	Action Name							
4	Deliver awareness sessions on Gender Equality and Non-Violence in schools							
Description of specific tasks necessary to complete this activity								
<ul style="list-style-type: none"> Identify and engage partner schools and relevant education stakeholders Definition of target audience and content for the sessions Plan and schedule awareness sessions Holding the awareness sessions Monitor and evaluate results 								
Link to strategic objective	Empowering Public Procurement ecosystem to act as agents of change							
Related area of Intervention	Education for Change							
Responsibilities								
Lead	Why			Partners		Role		
Municipal Gender Equality Department	Designed the session and adapted the content according to the specific target audience			Municipality of Vila Nova de Famalicão		To organize the activities		
				Camilo Castelo Branco school cluster		To integrate the awareness sessions in classes		
Implementation timeframe								
Q1 start date: June 2027					Q8 end date: May 2029			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Identify and engage partner schools and relevant education stakeholders	Definition of target audience and content for the sessions Plan and schedule awareness sessions	Holding the awareness sessions	Holding the awareness sessions Monitor and evaluate results		Definition of target audience and content for the sessions Plan and schedule awareness sessions	Holding the awareness sessions	Holding the awareness sessions Monitor and evaluate results
Costings					Resources			
Cost category	Amount	Total cost			Resources secured		Resources needed	



Interactive materials (for group dynamics)		TBD	Yes			
Development of awareness materials and content						
Logistics					Funding source(s)	Funding source(s)
					Municipality of Vila Nova de Famalicão	Partner schools

Monitoring of delivery

Output indicator	Mechanism monitoring of	Baseline (01.06.2027)	Target (31.05.2029)
Number of students involved	Attendance lists	0	30 – 2027/2028 30 – 2028/2029
Number of awareness sessions	Agendas	0	2 - 2027/2028 2 - 2028/2029
Result indicator	Mechanism monitoring of	Baseline (01.01.2026)	Target (31.12.2026)
% of students reporting increased awareness of gender equality and non-violence behaviours	Short evaluation questionnaire to students	0	50%
Satisfaction rate	Group dynamics at the end of the session or short evaluation questionnaire	-----	Positive evaluation
Number of follow-up initiatives or activities generated	Small focus group with teachers	0	2 (it can be small school works, campaigns, etc.)

Risk assessment

Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen
Low engagement from students	Low	Medium	Careful adaptation of the content to the students. Exploring playful and interactive approaches to convey the messages
Sensitivity of topics leading to resistance	Low	High	A joint effort with schools and teachers to raise ongoing awareness of non-violent attitudes and behaviours. Selection of methodologies to be applied according to the type of class.
Lack of time or availability within school programmes	Medium	Low	Timely and collaborative planning



Action Number	Action Name							
5	Promote training within enterprises on Strategic Public Procurement							
Description of specific tasks necessary to complete this activity								
<ul style="list-style-type: none"> Identify and engage local enterprises Assess training needs and define priority topics (what is more important to encourage participation in PP) Plan and organise training sessions Holding the training sessions focused on practical application Monitor and evaluate results 								
Link to strategic objective	Empowering Public Procurement ecosystem to act as agents of change							
Related area of Intervention	Education for Change							
Responsibilities								
Lead	Why			Partners		Role		
Municipal Public Procurement Department	Designed the sessions and adapted the content according to the specific target audience			Municipality of Vila Nova de Famalicão		To organize and facilitate the training sessions		
				Commercial and Industrial Association - ACIF		To gather potentially interested enterprises		
Implementation timeframe								
Q1 start date: January 2028					Q8 end date: December 2029			
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Identify and engage local enterprises Assess training needs and define priority topics	Plan and organise training sessions Holding the training sessions	Holding the awareness sessions	Holding the awareness sessions Monitor and evaluate results	Assess training needs and define priority topics	Plan and organise training sessions Holding the training sessions	Holding the awareness sessions	Holding the awareness sessions Monitor and evaluate results
Costings					Resources			
Cost category	Amount	Total cost			Resources secured		Resources needed	
Development of training materials and content		TBD			Yes			
Training room								
Logistics		Funding source(s)		Funding source(s)				



Communication materials			Municipality of Vila Nova de Famalicão	ACIF or enterprises training budgets programme
Monitoring of delivery				
Output indicator	Mechanism monitoring	of	Baseline (01.01.2028)	Target (31.12.2029)
Number of enterprises involved	Attendance lists		0	20 – 2027/2028 20 – 2028/2029
Number of training sessions	Agendas		0	2 - 2027/2028 2 - 2028/2029
Result indicator	Mechanism monitoring	of	Baseline (01.01.2026)	Target (31.12.2026)
% of participants reporting increased knowledge of Strategic PP	Evaluation questionnaire		0	60%
% of enterprises applying learned practices in procurement participation	Analysis of procurement procedures and evaluation questionnaire		Identification of how many apply good practices (diagnostic questionnaire)	Increase in the number and volume of cases
Satisfaction rate	Evaluation questionnaire		-----	Positive evaluation
Risk assessment				
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen	
Low engagement from enterprises	Medium	Medium	Careful adaptation of the content to the students. Exploring playful and interactive approaches to convey the messages	
Lack of knowledge on how to apply to PP or to navigate on public platforms	Medium	Medium	Use of simplified language and practical examples. Step-by-step guidance and user-friendly materials (guides)	
Lack of time or availability	High	Low	Sessions at flexible times; incentives (certificates, recognition)	

Action Number	Action Name
6	Collect annual Spend Analysis data and carry out comparative analysis
Description of specific tasks necessary to complete this activity	
<ul style="list-style-type: none"> • Collect procurement data on an annual basis • Analyse data and perform year-on-year comparisons • Identify trends and areas for improvement • Produce reports and disseminate findings to relevant stakeholders • Use findings to inform strategic decision-making 	
Link to strategic objective	Strengthen the municipality and the territory to drive smarter, more impactful decision-making



Related area of Intervention		Data for Change							
Responsibilities									
Lead		Why			Partners		Role		
Municipal Procurement Department Public Procurement Department		Responsible for the application of spend analysis			Municipality of Vila Nova de Famalicão		Gather the data collected by the municipality itself and for stakeholders if they adopt the practice		
					ULG members – public organisations		Conduct their own spend analysis		
Implementation timeframe									
Start date: January 2026					End date: December 2030				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	
Specific tasks	Collect procurement data on an annual basis	Analyse data and perform year-on-year comparisons Identify trends and areas for improvement	Produce reports and disseminate findings to relevant stakeholders	Use findings to inform strategic decision-making	Process is repeated every year				
Costings					Resources				
Cost category		Amount	Total cost		Resources secured		Resources needed		
Data collection, management systems and software for data analysis			TBD		Yes				
Human resources (if externalised)									
Reporting/Dissemination					Funding source(s)		Funding source(s)		
					Municipality of Vila Nova de Famalicão				
Monitoring of delivery									
Output indicator		Mechanism of monitoring		Baseline (01.01.2026)		Target (31.12.2030)			
Annual spend analysis		Report production		1 (mostly data collection, without extensive analysis)		1 per year (with comparative analysis)			
Stakeholder participation		Different sources of data		0		Participation of public organisations in the process			
Result indicator		Mechanism of monitoring		Baseline (01.01.2026)		Target (31.12.2030)			



Identification of key trends and performance indicators	Data collection results	0	Provide data for the report
Stakeholder satisfaction with data accessibility and usefulness	Short questionnaire; collection of feedback	-----	Positive evaluation
Risk assessment			
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen
Lack of time to fill in the spend analysis	Low	Medium	Timely and collaborative planning
Lack of standardised data across organisations	Low	Medium	Sharing of a template with instructions on how to populate it to ensure that everyone collects the same information
Low use of data in decision-making processes	Medium	Low	Raising awareness among policymakers to take into account the findings of the Spend Analysis when developing new public policies

Action Number	Action Name		
7	Conduct an impact evaluation through a new questionnaire targeting suppliers following the implementation of project actions		
Description of specific tasks necessary to complete this activity			
<ul style="list-style-type: none"> Define evaluation objectives, impact indicators and methodology (how many questionnaires; who is the target audience; when to disseminate) Design the questionnaire (content, structure) Disseminate the questionnaire through appropriate channels Collect and validate responses Analyse results and assess impacts of implemented actions Produce and disseminate an evaluation report 			
Link to strategic objective	Strengthen the municipality and the territory to drive smarter, more impactful decision-making		
Related area of Intervention	Data for Change		
Responsibilities			
Lead	Why	Partners	Role
Municipal Public Procurement Department	Department responsible for the design of evaluation strategy	Municipality of Vila Nova de Famalicão	Design and application of evaluation strategy
		ULG members	Assistance in disseminating the questionnaires; Consultation and validation of the evaluation strategy;
Implementation timeframe			



Start date: October 2024					End date: December 2030	
	Oct 2024	Jan 2025	Apr 2025	Jun 2030	Aug 2030	Oct 2030
Specific tasks	Define evaluation objectives, impact indicators and methodology Design the diagnostic questionnaire	Disseminate the questionnaire through appropriate channels Collect and validate responses	Analyse results and assess impacts of implemented actions	Design the final questionnaires	Disseminate the questionnaire through appropriate channels Collect and validate responses	Analyse results and assess impacts of implemented actions Produce and disseminate an evaluation report
Costings					Resources	
Cost category	Amount	Total cost			Resources secured	Resources needed
Questionnaire design and development		TBD			Yes	
Questionnaire platform/tools (if not free like Google or Microsoft Forms)						
Data collection and analysis (if externalised)					Funding source(s)	Funding source(s)
Reporting and dissemination of results					Municipality of Vila Nova de Famalicão	
Monitoring of delivery						
Output indicator	Mechanism of monitoring		Baseline (01.10.2024)		Target (31.12.2030)	
Number of suppliers	Number of invitations sent		0		All public suppliers (at least all municipal suppliers)	
Response rate to the questionnaire (%)	Data collected		-----		20% (in line with diagnosis evaluation response rate)	
Result indicator	Mechanism of monitoring		Baseline (01.10.2024)		Target (31.12.2030)	
% of respondents reporting improved knowledge or practices	Final evaluation questionnaire		0		50%	
Changes in participation in PP procedures	Analysis of procurement procedures and evaluation questionnaires		-----		More participation Application of social/gender criteria	
Risk assessment						
Implementation risk/challenges	Likelihood	Impact		Mitigation measures foreseen		
Low response rate or non-representative sample	High	Medium		A carefully planned strategy for supplier outreach and engagement		



Limited ability to measure long-term impacts	Medium	Low	Real change takes time and lasting impacts take time to become visible
Questionnaire fatigue among stakeholders	Low	High	Minimize the number of times participation is requested. Carefully choose the balance between open-ended and closed-ended questions. Maximum completion time - 10 minutes.

Action Number		Action Name						
8		Review the Municipal Plans for Public Procurement and for Gender Equality and Non-Discrimination						
Description of specific tasks necessary to complete this activity								
<ul style="list-style-type: none"> Monitor the evolution of national and EU frameworks and assess their alignment. Analyse strengths, gaps, and areas for improvement while engaging stakeholders Propose revisions and updates to both plans Approve and disseminate updated plans 								
Link to strategic objective		Strengthen the municipality and the territory to drive smarter, more impactful decision-making						
Related area of Intervention		Governance for Change						
Responsibilities								
Lead		Why			Partners		Role	
Municipal Public Procurement Department		Responsible for the Municipal Plans			Municipality of Vila Nova de Famalicão		Development of new plans, in line with the global strategy of the municipality	
Municipal Gender Equality Department					Relevant stakeholders		Advisory group	
Implementation timeframe								
Q1 start date: January 2026						Q4 end date: December 2028		
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Specific tasks	Monitor the evolution of national and EU frameworks and assess their alignment	Analyse strengths, gaps, and areas for improvement while engaging stakeholders	Propose revisions and updates to both plans	Approve and disseminate updated plans	Implementation of the Municipal Plans			
Costings						Resources		
Cost category		Amount	Total cost			Resources secured		Resources needed
External expertise or consultancy (if needed)			TBD			Yes		
Stakeholder engagement activities (meetings, workshops)								



Communication and dissemination of updated plans			Funding source(s)	Funding source(s)
			Municipality of Vila Nova de Famalicão	
Monitoring of delivery				
Output indicator	Mechanism of monitoring	Baseline (01.01.2026)	Target (31.12.2028)	
Number of plans reviewed and updated	New municipal plans (documents as proof)	0	2	
Stakeholder participation in the review process	Sessions/workshops	0	10 stakeholders	
Result indicator	Mechanism of monitoring	Baseline (01.01.2026)	Target (31.12.2028)	
Number of social and gender criteria integrated into procurement procedures	Analysis of PP procedures	0	3	
Satisfaction rate among public buyers and suppliers	Evaluation questionnaire	-----	Positive evaluation	
Risk assessment				
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen	
Limited coordination between departments	Low	Low	Frequent meetings between departments and the assignment of tasks	
Insufficient integration of social and gender dimensions	High	Medium	Selection of the most appropriate PP procedures for the incorporation of social and gender clauses; raising awareness of this need	
Lack of technical expertise to revise plans	Low	High	Ongoing training for municipal staff	

Action Number	Action Name
9	Promote the integration of social and gender criteria into Public Procurement procedures
Description of specific tasks necessary to complete this activity	
<ul style="list-style-type: none"> Identify relevant social and gender criteria applicable to procurement procedures Develop guidelines and standard clauses for integration into tender documents Pilot the inclusion of criteria in selected procurement procedures Collect feedback and refine approaches based on implementation experience Integration of criteria in specific public procurement procedures 	
Link to strategic objective	Strengthen the municipality and the territory to drive smarter, more impactful decision-making
Related area of Intervention	Governance for Change



Responsibilities							
Lead		Why		Partners		Role	
Municipal Public Procurement Department		Know all about the public buyers and the suppliers		Municipality of Vila Nova de Famalicão		Promoter of social change in PP procedures	
				Public buyers		Integration of criteria in PP procedures	
Implementation timeframe							
Q1 start date: January 2027				Q4 end date: December 2030			
Quarter	Q1	Q2	Q3	Q4	2028 to 2030		
Specific tasks	Identify relevant social and gender criteria applicable to procurement procedures Develop guidelines and standard clauses for integration into tender documents	Pilot the inclusion of criteria in selected procurement procedures	Pilot the inclusion of criteria in selected procurement procedures	Collect feedback and refine approaches based on implementation experience	Integration of social and gender criteria in PP procedures		
Costings				Resources			
Cost category		Amount	Total cost		Resources secured	Resources needed	
Legal and technical expertise (if needed)			TBD		Yes		
Stakeholder engagement activities (meetings, instruction sessions)							
Communication with suppliers and stakeholders					Funding source(s)		Funding source(s)
					Municipality of Vila Nova de Famalicão		National or European programmes
Monitoring of delivery							
Output indicator		Mechanism of monitoring		Baseline (01.01.2026)	Target (31.12.2030)		
Number of pilot procedures implemented		Oversight of the pilot activities and feedback collection		0	2		
Number of PP procedures with social and gender clauses		Analysis of PP procedures		0	10 procedures		
Result indicator		Mechanism of monitoring		Baseline (01.01.2026)	Target (31.12.2030)		



% of contracts awarded incorporating social/gender considerations	Analysis of PP procedures	0	Gradual increase per year
Feedback from public buyers and suppliers	Evaluation questionnaire	-----	Positive feedback
Risk assessment			
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen
Resistance from public buyers and suppliers due to increased complexity	Low	High	Constant stakeholder engagement, clear communication strategies
Limited capacity to define and apply appropriate criteria	Medium	Medium	Ongoing training for public buyers and suppliers
Risk of criteria being applied formally but without real impact	Medium	High	The awareness-raising initiatives are designed to mitigate this risk; suppliers are aware of this issue and public buyers receive specific training on how to apply the clauses

Action Number	Action Name								
10	Develop a quarterly newsletter for all municipal stakeholders								
Description of specific tasks necessary to complete this activity									
<ul style="list-style-type: none"> Define objectives, target audience, and content structure of the newsletter Establish an editorial plan and publication calendar (quarterly) Collect and produce content (articles, announcements) Design and format the newsletter Disseminate through appropriate channels 									
Link to strategic objective	Strengthen the municipality and the territory to drive smarter, more impactful decision-making								
Related area of Intervention	Governance for Change								
Responsibilities									
Lead	Why			Partners		Role			
Municipal Public Procurement Department	Know the target audience and are responsible for all the process			Municipality of Vila Nova de Famalicão		Promoter of social change in PP procedures			
				Public Procurement ecosystem		Being informed by the newsletter			
Implementation timeframe									
Q1 start date: January 2028					Q2 end date: December 2030				
Quarter	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	
Specific tasks	Define objectives, target audience,	Collect and produce content	(Every quarter) Collect and produce content						



	and content structure of the newsletter Establish an editorial plan and publication calendar	Design and format the newsletter Disseminate through appropriate channels	Disseminate through appropriate channels	
Costings			Resources	
Cost category	Amount	Total cost	Resources secured	Resources needed
Content development and editorial work (if externalised)		TBD	Yes	
Human resources (if externalised)				
Communication and dissemination platforms			Funding source(s)	Funding source(s)
			Municipality of Vila Nova de Famalicão	
Monitoring of delivery				
Output indicator	Mechanism of monitoring	Baseline (01.01.2028)	Target (31.12.2030)	
Number of newsletters published	-----	0	2 – 2028 4 – 2029 and 2030	
Number of stakeholders reached	Distribution list size	0	60 - 2028 80 – 2029 100 - 2030	
Result indicator	Mechanism of monitoring	Baseline (01.01.2028)	Target (31.12.2030)	
% of opened emails and click-throughs	Monitoring platforms	0	Gradual increase per year	
Increased awareness of Public Procurement initiatives	Evaluation questionnaire	-----	More engagement and interaction; interest in subsequent activities	
Feedback from public buyers and suppliers	Evaluation questionnaire	-----	Positive feedback	
Risk assessment				
Implementation risk/challenges	Likelihood	Impact	Mitigation measures foreseen	
Low engagement or interest from stakeholders	High	Medium	Recurring contacts with stakeholders, constant update of organisation contact details	



Irregular publication or delays	Low	Medium	It is important to meet deadlines in order to build trust with stakeholders. Set reminders for preparing the next newsletter.
Communication channels not effectively reaching the target audience	Medium	High	Test which communication channels are most effective in reaching the target audience, during Q2 2028

6. Implementation Framework

The Action Plan sets out the actions to be implemented over a five-year period, until December 2030. It builds on the work carried out in recent years by the Municipality of Vila Nova de Famalicão across the three intervention areas defined as the pillars of the strategic approach: Education, Data and Governance, with the overarching objective of achieving real change in the way Public Procurement procedures are designed and implemented, in order to better serve the public interest.

6.1 – Governance mechanisms, stakeholder engagement and IAP implementation

The implementation of the Integrated Action Plan will be led by Municipal Directorate-General, of which the Public Procurement Department is a part. Given that the Municipal Director-General played a key role in the GenProcure team and closely followed the entire process, the Public Procurement technical team is well aware of the topics addressed by the network.

To ensure the successful implementation of this IAP, it will be necessary to strengthen relationships and maintain regular engagement with the different municipal departments directly involved in Public Procurement. These measures complement ongoing training and awareness-raising actions. The Gender Equality Department will focus on training activities, demystifying key concepts and introducing technical terminology, with particular attention to the use of inclusive language. This *modus operandi* will be applied both internally and externally, targeting public buyers as well as the suppliers of our municipality.

The IAP will be presented to the Municipal Executive and aligned with the strategic plan of Vila Nova de Famalicão. The new Municipal Plans for Public Procurement and for Gender Equality will reflect the objectives of the IAP, which will serve as a supporting document to ensure coherence between these policy areas.

The establishment of the ULG strengthened relationships between the municipality and its stakeholders, taking on a reflective role regarding the support the municipality can provide in addressing ongoing challenges. The integration of the actions set out in this plan into the day-to-day activities of these organisations will enhance their impact; to this end, it is essential to maintain regular contact and organise periodic collective meetings. While the ULG will not continue as a formal collective structure, it will evolve into consultative organisations that contribute to the design of public policies.

6.2 – Implementation Costs and Funding

The funding sources for this IAP may vary depending on the final timeline for the implementation of the actions. Under the current planning assumptions, the costs of the activities will be primarily covered by the municipal budget. As several actions can be integrated into the day-to-day work of municipal staff, human resource costs are already covered by existing employment contracts, unless specific tasks are externalised. The same applies to venue hire, the purchase of materials, or specific software, which will be covered within the budgets of the respective municipal departments.

As each activity is implemented, a more accurate estimate of the required resources will be established, supporting decision-making regarding the scope and structure of the activity, and allowing it to be more or less ambitious. The IAP therefore allows for a degree of flexibility in future decisions to be taken by those responsible for implementing the actions.



Particular attention will be given to leveraging national and European funding programmes, whenever possible, to support the implementation of specific activities.

Table 6 – Summary of implementation costs and funding

Action Number	Action Description	Cost of Action	Funding Source
1	Organise a series of conferences for all stakeholders	To be determined	Municipality of Vila Nova de Famalicão
2	Launch a training course in the field of strategic public procurement	To be determined	Municipality of Vila Nova de Famalicão
3	Expand the partnership between the municipality and schools to promote financial literacy, incorporating a Public Procurement component	To be determined	Municipality of Vila Nova de Famalicão Partner schools
4	Deliver awareness sessions on Gender Equality and Non-Violence in schools	To be determined	Municipality of Vila Nova de Famalicão Partner schools
5	Promote training within enterprises on Strategic Public Procurement	To be determined	Municipality of Vila Nova de Famalicão ACIF or enterprises training programmes
6	Collect annual Spend Analysis data and carry out comparative analysis	To be determined	Municipality of Vila Nova de Famalicão
7	Conduct an impact evaluation following the implementation of project actions	To be determined	Municipality of Vila Nova de Famalicão
8	Review the Municipal Plans for Public Procurement and for Gender Equality and Non-Discrimination	To be determined	Municipality of Vila Nova de Famalicão
9	Promote the integration of social and gender criteria into Public Procurement procedures	To be determined	Municipality of Vila Nova de Famalicão National or European programmes
10	Develop a quarterly newsletter for all municipal stakeholders	To be determined	Municipality of Vila Nova de Famalicão



6.3 – Timeline for the implementation

Action Number and Description	2026				2027				2028				2029				2030			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1 - Organise a series of conferences for all stakeholders																				
2 - Launch a training course in the field of strategic public procurement																				
3 - Expand the partnership between the municipality and schools to promote financial literacy, incorporating a Public Procurement component																				
4 - Deliver awareness sessions on Gender Equality and Non-Violence in schools																				
5 - Promote training within enterprises on Strategic Public Procurement																				
6 - Collect annual Spend Analysis data and carry out comparative analysis					Process is repeated every year				Process is repeated every year				Process is repeated every year				Process is repeated every year			
7 - Conduct an impact evaluation following the implementation of project actions	*	**																		
8 - Review the Municipal Plans for Public Procurement and for Gender Equality and Non-Discrimination					Implementation of the Municipal Plans				Implementation of the Municipal Plans											
9 - Promote the integration of social and gender criteria into Public Procurement procedures									Integration of social and gender criteria in PP procedures				Integration of social and gender criteria in PP procedures				Integration of social and gender criteria in PP procedures			
10 - Develop a quarterly newsletter for all municipal stakeholders																				

* October 2024

** January to April 2025



6.4 – Output and result indicators

Table 7 – Summary of output and result indicators

Action Number	Output and Result Indicator	Baseline	Target
1	Number of conferences	0	1 per year
	Number of participants	0	30 per year
	Demonstrated increase in specific knowledge	Results from testing action questionnaire	Increased knowledge
	Satisfaction rate with the initiative	-----	Positive Evaluation
2	Number of participants	0	20
	Number of training sessions	0	4
	% of participants reporting increased knowledge	0	60%
	Number of public buyers using Strategic Public Procurement after training	Diagnostic questionnaire	Increase in the number and volume of cases
3	Number of students involved	0	20 per year
	Number of training sessions	0	2 per year
	% of students reporting increased knowledge	0	50%
	% of teachers reporting increased knowledge	0	70%
	Satisfaction rate	-----	Positive evaluation
4	Number of students involved	0	30 per year
	Number of awareness sessions	0	2 per year
	% of students reporting increased awareness of gender equality and non-violence behaviours	0	50%
	Satisfaction rate	-----	Positive evaluation
	Number of follow-up initiatives or activities generated	0	2
5	Number of enterprises involved	0	20 per year
	Number of training sessions	0	2 per year
	% of participants reporting increased knowledge of Strategic Public Procurement	0	60%
	% of enterprises applying learned practices in procurement participation	Diagnostic questionnaire	Increase in the number and volume of cases
	Satisfaction rate	-----	Positive evaluation
6	Annual spend analysis	1	1 per year
	Stakeholder participation	0	Participation of public organisations
	Identification of key trends and performance indicators	0	Provide data for the report
	Stakeholder satisfaction rate	-----	Positive evaluation
7	Number of suppliers	0	All municipal suppliers
	% of responses	-----	20%
	% of respondents reporting improved knowledge or practices	0	50%
	Changes in participation in PP procedures	-----	More participation; application of social/gender criteria
8	Number of plans reviewed and updated	0	2
	Stakeholder participation in the review process	0	10
	Number of social and gender criteria integrated into procurement procedures	0	3
	Satisfaction rate among public buyers and suppliers	-----	Positive evaluation
9	Number of pilot procedures implemented	0	2
	Number of PP procedures with social and gender clauses	0	10
	% of contracts awarded incorporating social/gender considerations	0	Gradual increase per year
	Feedback from public buyers and suppliers	-----	Positive feedback
10	Number of newsletters published	0	2 (2028); 4 (2029/2030)
	Number of stakeholders reached	0	60 (2028); 80 (2029) and 100 (2030)
	% of opened emails and click-throughs	0	Gradual increase per year
	Increased awareness of Public Procurement initiatives	-----	More engagement and interaction
	Feedback from public buyers and suppliers	-----	Positive feedback



6.5 – Overall approach to risk management

Table 8 – Summary of risk management

Action Number	Risk	Probability	Impact	Mitigation
1	Non-willingness to participate at the conferences	Medium	High	Good cooperation with public buyers and timely communication strategy
	Shortage of human resources	Low	Medium	Ensure the hiring of external experts in PP
2	Low participation at the training course	Medium	High	Clear and transparent goals; good content and trainers; continuous engagement with public buyers
	Limited awareness or interest in the topics covered	Low	Medium	Demonstrate the importance of this knowledge in the day-to-day work of the public buyers
3	Low engagement from schools or teachers	Medium	Medium	Strong initial engagement with schools, fostering commitment and developing interest in the subject
	Difficulty in adapting technical content to younger audiences	High	Medium	Use simple language and tailored content. Avoid technical terms and legal jargon. Focus on the role of the PP and the use of public funds for the benefit of the local community
	Lack of time or availability within school programmes	Medium	Low	Timely and collaborative planning
4	Low engagement from students	Low	Medium	Careful adaptation of the content to the students. Exploring playful and interactive approaches to convey the messages
	Sensitivity of topics leading to resistance	Low	High	A joint effort with schools and teachers to raise ongoing awareness of non-violent attitudes and behaviours. Selection of methodologies according to the type of class.
	Lack of time or availability within school programmes	Medium	Low	Timely and collaborative planning
5	Low engagement from enterprises	Medium	Medium	Careful adaptation of the content to the students. Exploring playful and interactive approaches to convey the messages
	Lack of knowledge on how to apply to PP or to navigate on public platforms	Medium	Medium	Use of simplified language and practical examples. Step-by-step guidance and user-friendly materials (guides)
	Lack of time or availability	High	Low	Sessions at flexible times; incentives (certificates, recognition)
6	Lack of time to fill in the spend analysis	Low	Medium	Timely and collaborative planning
	Lack of standardised data across organisations	Low	Medium	Sharing of a template with instructions on how to populate it to ensure that everyone collects the same information
	Low use of data in decision-making processes	Medium	Low	Raising awareness among policymakers to use Spend Analysis findings when developing new public policies
7	Low response rate or non-representative sample	High	Medium	A carefully planned strategy for supplier outreach and engagement
	Limited ability to measure long-term impacts	Medium	Low	Real change takes time and lasting impacts take time to become visible
	Questionnaire fatigue among stakeholders	Low	High	Minimize the number of times participation is requested. Balance between open and closed-ended questions.
8	Limited coordination between departments	Low	Low	Frequent meetings between departments and the assignment of tasks
	Insufficient integration of social and gender dimensions	High	Medium	Selection of the most appropriate PP procedures for the incorporation of social and gender clauses; raising awareness of this need
	Lack of technical expertise to revise plans	Low	High	Ongoing training for municipal staff
9	Resistance from public buyers and suppliers due to increased complexity	Low	High	Constant stakeholder engagement, clear communication strategies
	Limited capacity to define and apply appropriate criteria	Medium	Medium	Ongoing training for public buyers and suppliers
	Risk of criteria being applied formally but without real impact	Medium	High	Awareness-raising initiatives are designed to mitigate this risk; suppliers are aware of this issue and public buyers receive specific training on how to apply the clauses
10	Low engagement or interest from stakeholders	High	Medium	Recurring contacts with stakeholders, constant update of organisation contact details
	Irregular publication or delays	Low	Medium	Meet deadlines in order to build trust with stakeholders. Set reminders for preparing the next newsletter.
	Communication channels not reaching the target audience	Medium	High	Test which communication channels are most effective in reaching the target audience, during Q2 2028



7. Conclusion

This Integrated Action Plan (IAP) sets out a structured and strategic response to the challenge of inequality of opportunities in Public Procurement, positioning Vila Nova de Famalicão at the forefront of innovative and responsible public governance. Building on the work developed within the GenProcure network, the municipality defines a coherent approach to initiate the transformation of the prevailing mindset around gender-responsive public procurement, fostering equality and more inclusive public policies. This approach is structured around three key areas of intervention: Education for Change, Data for Change and Governance for Change; and is anchored in the strategic objectives of empowering the public procurement ecosystem to act as agents of change and strengthening the municipality and the territory to drive smarter, more impactful decision-making.

The actions outlined in this plan reflect a clear commitment to moving beyond compliance-based approaches, embedding social and gender considerations into the design and implementation of Public Procurement procedures. This transition requires not only technical capacity but also a cultural shift across the entire ecosystem — from public buyers to suppliers and civil society. In this regard, the emphasis on capacity-building, stakeholder engagement and evidence-based decision-making is central to ensuring lasting impact. As foreseen in the implementation timeline, several actions will begin to take shape in the coming months. The process of reviewing the Municipal Public Procurement and Gender Equality Plans will be initiated, alongside the planning of awareness-raising activities for all stakeholders and training for public buyers on Strategic Public Procurement.

The IAP will be shared with the Municipal Executive and, in collaboration with the communication department, a plan will be developed for its local dissemination. While ensuring that the document is accessible for consultation is important, it is even more crucial to create the conditions for the effective implementation of its actions among target groups. To this end, the proactivity of technical teams and the municipal strategy will be key to leveraging Public Procurement as a driver for promoting equality of opportunity.

Ultimately, this IAP represents more than a set of actions; it defines a long-term vision for Public Procurement as a strategic tool to promote equality, inclusiveness and public value. By fostering collaboration, strengthening institutional capacity and aligning local action with national and European priorities, Vila Nova de Famalicão reinforces its role as an active agent in shaping more equitable and sustainable territories.

7.1 – Contact details for key individuals responsible for implementing the IAP

Public Procurement:

- Vítor Moreira: vitor.manuel.moreira@famalicao.pt
- Sara Barroso: sara.barroso@famalicao.pt

Gender Equality:

- Joana Veloso: joana.veloso@famalicao.pt



8. Key References

- a) Vila Nova de Famalicão Observatory: website <https://b-smart.famalicao.pt/observatoriofamalicao/>
- b) European Institute for Gender Equality (EIGE) - website https://eige.europa.eu/gender-mainstreaming/toolkits/grpp?language_content_entity=en
- c) EU Procurement Directives of 2014 - website <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32014L0024>
- d) Strategic Plan of Vila Nova de Famalicão – website (Portuguese and English versions available) <https://www.famalicao.pt/famalicao-30>
- e) Share of Public Procurement in GDP across the EU: website https://www.europarl.europa.eu/factsheets/en/sheet/34/freedom-of-establishment?utm_source=chatgpt.com
- f) Share of Public Procurement in GDP - Portugal: website https://ec.europa.eu/regional_policy/sources/policy/how/improving-investment/public-procurement/study/country_profile/pt.pdf
- g) Famalicão.30, municipal strategy plan: website <https://www.famalicao.pt/famalicao-30>
- h) Portugal + Equal, National Strategy for Equality and Non-Discrimination: website <https://www.cig.gov.pt/estrategia-nacional-para-a-igualdade-e-a-nao-discriminacao-2018-2030-portugal-igual/>
- i) Council of Ministers Resolution No. 132/2023, which defines the environmental criteria applicable to the award of contracts by entities of the direct and indirect State administration: website <https://diariodarepublica.pt/dr/detalhe/resolucao-conselho-ministros/132-2023-223267497>



Annex 1

Questionnaire 1: Organisations participating in Public Procurement

Entity Name	Registered Name
Location	Parish, Municipality, and District
Legal Form	Sole Proprietorship / Company / Cooperative / Foundation / Association / Other (please specify)
Business Sector	Industry / Trade / Services / Not Applicable
CAE number	

The Municipality of Vila Nova de Famalicão leads the GenProcure network, funded by the URBACT programme, which, over the course of 2.5 years, aims to support the 9 partner cities in developing Integrated Action Plans focused on incorporating principles of gender equality (and equal opportunities) in public procurement.

This questionnaire is completely anonymous and is intended for entities that have entered into public contracts, either with the Municipality of Vila Nova de Famalicão or with public entities partnering in the network, which are part of the Local Action Group. It takes approximately 8 minutes to complete, and the information collected is solely aimed at better understanding these entities and their experience in public procurement processes.

The Municipality of Vila Nova de Famalicão is responsible for the collection and processing of data in compliance with Regulation (EU) 2018/1725.

The information requested in this questionnaire will be stored by the Municipality of Vila Nova de Famalicão until the conclusion of the GenProcure network, funded by the URBACT programme.

I have read and agree

- **Public Procurement Processes**

1. In recent years, how many public procurement processes have you participated in?

2021	[open numeric field]
2022	"
2023	"

1.1. How many of these processes included social or environmental award criteria?

2021	[open numeric field]
2022	"
2023	"



2. Has any of the public procurement processes you participated in been established with the Municipality of Vila Nova de Famalicão?

- Yes
 No

- 2.1. If yes, what type of process was it? (You may select more than one option)

- Direct award (general and simplified)
 Prior consultation
 Public tender
 Restricted procedure with prior qualification
 Negotiated procedure
 Competitive dialogue
 Innovation partnership

- 2.2. If not, please specify why you have never considered participating in public procurement processes opened by the Municipality of Vila Nova de Famalicão.

3. Are you familiar with the concept of Socially Responsible Public Procurement?

Yes	Yes, but I would like to know more	No, but I would like to learn about it	No

4. Does your organisation apply any social and/or environmental criteria in its daily operations?

- Yes
 No

- 4.1. If yes, please specify: _____

5. Among the following documents and best practices, indicate which exist and are implemented in your organisation:

Document/Best Practice	Yes	No	Comments (If "Yes" describe the document/best practice; if "No" explain its absence)
Gender Equality/Equal Opportunities Plan			



Code of Ethics and Conduct			
Environmental Certification			
Quality Certification			
Internal Awards (granted to employees)			
External Awards (granted to the organisation)			

5.1. Besides the documents mentioned above, are there any other important policies, measures, or best practices in your organisation?

6. Do you believe that all organisations have equal opportunities to participate in public procurement processes?

- Yes
 No

6.1. If not, what factors favour certain organisations?

7. What are the main challenges or barriers preventing greater participation in public procurement processes? (You may select more than one option)

- Slow and bureaucratic process
 High number of electronic platforms
 High cost
 Lack of technical knowledge
 Lack of human resources
 Other (please specify): _____

• Gender Equality and Equal Opportunities

According to the 2024 study by Informa D&B, "Women's Presence in Companies in Portugal", only 30% of management positions and 27% of leadership positions in Portuguese companies are held by women. Additionally, Eurostat 2022 data indicates that the average gender pay gap in Portugal was 12.5%.

8. How many employees does your organisation have in total?



9. Thinking about the total number of employees in your organisation, what is the percentage of men and women?

Men: ___ %

Women: ___ %

9.1. What is the percentage of women and men in leadership positions?

Intermediate Management:

Men: ___ %; Women: ___ %; No intermediate management positions

Executive Board Positions:

Men: ___ %; Women: ___ %

10. What is the wage gap between men and women in your organisation?

0%	1-10%	11-25%	More than 25%

10.1. And what is the wage gap between men and women in leadership positions?

	0%	1-10%	11-25%	More than 25%
Intermediate Management				
Executive Board Positions				

11. What direct benefits does your organisation offer to support employees in balancing professional, personal, and family life?



Annex 2

Questionnaire 2: Organisations not participating in Public Procurement

Entity Name	Registered Name
Location	Parish, Municipality, and District
Legal Form	Sole Proprietorship / Company / Cooperative / Foundation / Association / Other (please specify)
Business Sector	Industry / Trade / Services / Not Applicable
CAE number	

The Municipality of Vila Nova de Famalicão leads the GenProcure network, funded by the URBACT programme, which, over the course of 2.5 years, aims to support the 9 partner cities in developing Integrated Action Plans focused on incorporating principles of gender equality (and equal opportunities) in public procurement.

This questionnaire is completely anonymous and is intended for entities that have not entered into any public contracts, either with the Municipality of Vila Nova de Famalicão or with the public entities partnering in the network, which are part of the Local Action Group. It takes approximately 5 minutes to complete, and the information collected is solely aimed at better understanding these entities and the reasons for their exclusion from public procurement processes.

The Municipality of Vila Nova de Famalicão is responsible for the collection and processing of data in compliance with Regulation (EU) 2018/1725.

The information requested in this questionnaire will be stored by the Municipality of Vila Nova de Famalicão until the conclusion of the GenProcure network, funded by the URBACT programme.

I have read and agree

- **Public Procurement Processes**

1. Have you ever participated in a public procurement process?

Yes

No

1.1. If yes, what type of process was it? (You may select more than one option)

Direct award (general and simplified)

Prior consultation

Public tender

Restricted procedure with prior qualification

Negotiated procedure

Competitive dialogue

Innovation partnership



1.2. If not, what is the reason? (You may select more than one option)

- Slow and bureaucratic process
- Lack of knowledge on how to participate
- High cost
- Lack of technical knowledge
- Lack of human resources
- High number of electronic platforms
- I do not want a public contract
- Other (please specify)

• **Gender Equality and Equal Opportunities**

According to the 2024 study by Informa D&B, "Women's Presence in Companies in Portugal", only 30% of management positions and 27% of leadership positions in Portuguese companies are held by women. Additionally, Eurostat 2022 data indicates that the average gender pay gap in Portugal was 12.5%.

1. How many employees does your organisation have in total?

2. Thinking about the total number of employees in your organisation, what is the percentage of men and women?

Men: ___ %

Women: ___ %

2.1. What is the percentage of women and men in leadership positions?

Intermediate Management:

Men: ___ %; Women: ___ %; No intermediate management positions

Executive Board Positions:

Men: ___ %; Women: ___ %

3. What is the wage gap between men and women in your organisation?

0%	1-10%	11-25%	More than 25%



3.1. And what is the wage gap between men and women in leadership positions?

	0%	1-10%	11-25%	More than 25%
Intermediate Management				
Executive Board Positions				

4. What direct benefits does your organisation offer to support employees in balancing professional, personal, and family life?



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