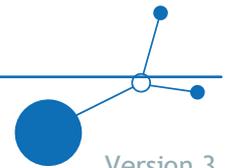


ACTION PLAN

Integrated Plan for the Development and Coordination of Public Transport in the Warsaw Metropolis



Version 3

06 2025



This document was elaborated within the project **MECOG-CE: Strengthening metropolitan cooperation and governance in Central Europe** and is part of the WP3 Strategy and action plans for strengthening metropolitan cooperation and governance.

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Executive Summary

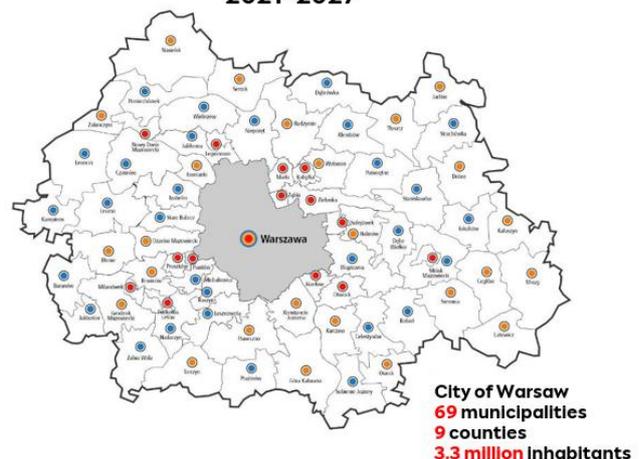
The “Integrated Plan for the Development and Coordination of Public Transport in the Warsaw Metropolis” is a document that sets out the directions for building a coherent, modern, and efficient transport system in the Warsaw Metropolitan Area. The plan is based on the need to improve transport accessibility, enhance the quality of life for residents, and ensure the sustainable development of the region. The actions undertaken within the plan are justified by the dynamic population growth and intense urbanization processes, which require a coordinated approach to transport organization. A key argument is the necessity of improving the integration of different modes of public transport and fostering cooperation between local government units, which will help reduce environmental burdens and prevent the fragmentation of the transport system.

Delimitation of the Warsaw Metropolis

Cooperation before 2018, including
Integrated Territorial Investments
2014–2020



Cooperation after 2018, including
Integrated Territorial Investments
2021–2027



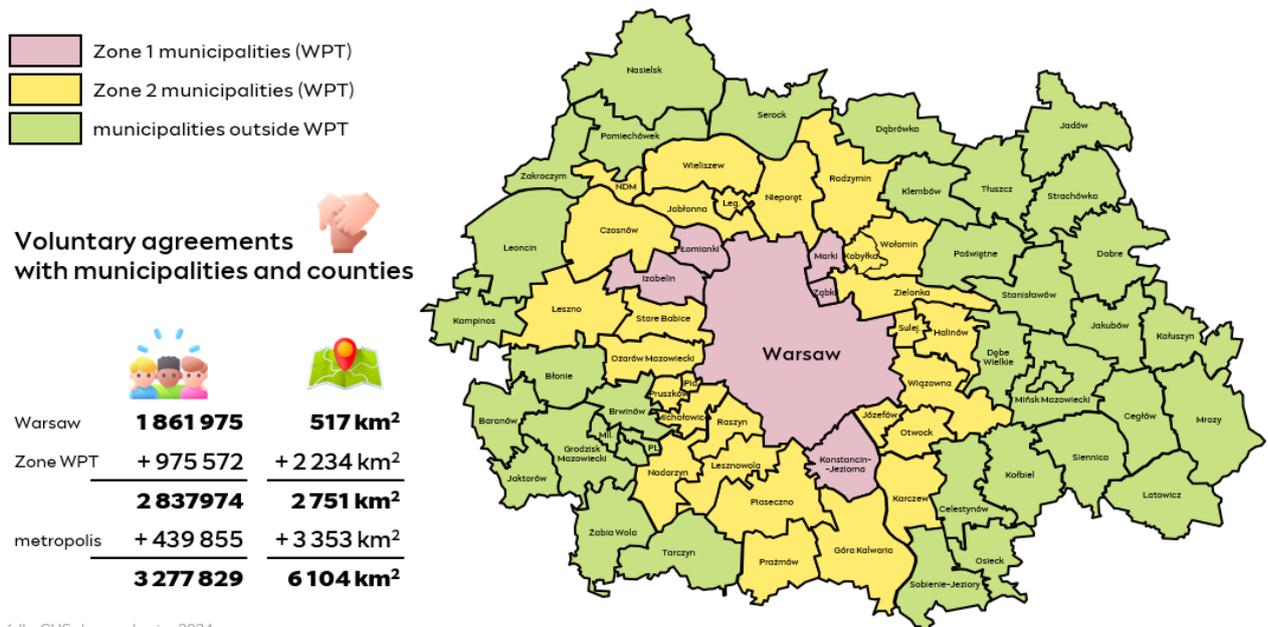
Main objectives:

- The long-term goal is to create a unified and integrated public transport system in the Warsaw Metropolis that is accessible to all residents and adapted to their specific needs.
- Improve the coordination of activities between local government units and institutions responsible for transport.
- Facilitate residents’ mobility, increase transport accessibility in suburban areas, and tackle social exclusion.
- Increase the attractiveness of public transport as an alternative to private cars and support sustainable development by reducing emissions and improving the energy efficiency of the transport system, in line with the indicators set out in the Sustainable Urban Mobility Plan for the Warsaw Metropolis 2030+ (SUMP).

Expected results:

- Implementation of a unified fare and ticketing system covering the entire metropolitan area.
- Better integration of rail, bus, and tram transport within an efficient transfer system.
- Elimination of “empty stops” and inter-municipal connections used by only a small number of passengers.
- Reduction of travel times and improvement of public transport punctuality.
- Increased share of public transport in residents’ daily journeys.
- Improvement of air quality and reduction of car traffic in Warsaw and surrounding municipalities.

Warsaw Metropolis with the current service zone of Warsaw Public Transport (WPT)



A. Introduction

Vision and strategic goal of the action plan

The Warsaw Metropolis as a coherent and modern functional area, where public transport forms the foundation of residents’ mobility. The transport system is based on the integration of different modes of transport in terms of information and fares, high accessibility, low emissions, and attractiveness for daily use, contributing to improved quality of life, tourism development, and regional competitiveness.

Within the Action Plan, three specific actions are planned:

1. **Action 1 - Strategic:** Establishing the Strategic Framework for Metropolitan Transport Governance.

2. **Action 2 - Operational:** Implementing Technical Solutions for Integrated Metropolitan Transport Systems and Services.
3. **Action 3 - Communication:** Building Metropolitan Identity and Promoting Sustainable Mobility.

Action 1: The objective of this action is to shape a coherent, accessible, and inclusive public transport system across the Warsaw Metropolis by translating the Strategy's vision into practical implementation. This involves developing a Framework Metropolitan Action Plan for 2026-2028, which will define strategic priorities, action schedules, and monitoring mechanisms. Serving as a key coordination tool between local government units and metropolitan institutions, the document will ensure the harmonious implementation of the Strategy. It will prioritize public space accessibility, passenger comfort, and the integration of various transport forms, while remaining flexible to changing needs. Ultimately, this action lays the groundwork for detailed projects and enables informed decision-making for the region's future.

Action 2: Integration of the transport system in the Warsaw Metropolis through the new solution *“Cooperation Platform for the Development of Metropolitan Public Transport”* will be based primarily on:

- **Developing metropolitan passenger service standards in public transport:**
 - Harmonization of numbering for local and inter-municipal lines,
 - Exchange of timetable data between public transport organizers,
 - Common standards for bus fleets and infrastructure,
 - Creation of a journey planner.
- **Launching new metropolitan bus connections in the Warsaw Metropolis:**
 - Especially in municipalities with limited transport accessibility,
 - Connecting municipalities that previously had no direct connections,
 - Primarily transporting passengers to train stations and stops,
 - Operating with a fleet of approximately 300 buses.
- **Creating a metropolitan ticket offer:**
 - Valid across all municipalities in the Warsaw Metropolis,
 - Allowing travel across the entire metropolis or specific parts of it,
 - Covering various modes of transport - trains (KM, WKD, SKM), metro, trams, buses,
 - Also accepted in local transport services organized by municipalities.

Action 3: While Actions 1 and 2 provide the framework and the tools, Action 3 ensures social and active participation from the residents. It involves a coordinated, large-scale communication campaign across all 79 municipalities and counties to promote green public transport as a superior, eco-friendly, and reliable alternative to private car travel. By highlighting the benefits of the integrated system such as unified fares, travel comfort,

and environmental protection. The action aims to trigger a permanent shift in travel habits and strengthen the sense of belonging to the Warsaw Metropolis.

Actions 1, 2 and 3 constitute complementary pillars of the Integrated Plan for the Development and Coordination of Public Transport in the Warsaw Metropolis.

Benefits for residents

- Improved public transport offer in the metropolis, primarily through new bus connections, e.g., linking municipalities that were previously unconnected.
- Approximately 120 proposed metropolitan bus connections (existing and new), serving over 400,000 residents of the Warsaw Metropolis on the new routes.
- Access to standardized passenger information, including a journey planner covering fare and ticketing conditions, timetables, and served routes.
- Access to a single long-term metropolitan ticket allowing travel:
 - by bus - on metropolitan routes and other routes organized by municipalities (including Warsaw) or inter-municipal associations,
 - by train - on KM, SKM, and WKD services within the Warsaw Metropolis.

The Action Plan supports the achievement of the Warsaw Metropolis' strategic objectives by translating general goals into concrete, coordinated actions. Through the integration of transport systems, the introduction of common passenger service standards, and the implementation of a unified metropolitan ticket, the plan enhances travel fluidity and accessibility across the metropolitan area. At the same time, the development of the 2026-2028 Action Plan under the strategic goal "Convenient Space" emphasizes comfort, safety, and accessibility of public spaces for residents, visitors, and tourists. As a result, the action plan links strategic objectives with practical implementation, supporting a coherent, accessible, and sustainable development of the Warsaw Metropolis, in line with the Sustainable Urban Mobility Plan for the Warsaw Metropolis 2030+ (SUMP).

Alignment with national and regional policies

The Action Plan is aligned with national and regional policies and development strategies, supporting the achievement of objectives set out in documents such as the Development strategy of the Warsaw Metropolis until 2040, Sustainable Urban Mobility Plan for the Warsaw Metropolis 2030+ (SUMP), National Development Concept 2050, National Urban Policy, National Strategy for Regional Development 2030, Strategy for Responsible Development, Masovian Voivodeship Development Strategy 2030+ "Innovative Masovia", #Warsaw2030 Strategy, CPK Surrounding Area Development Strategy, regional transport plans, and incorporates the priorities of the European Commission for 2019-2024 and 2024-2029. It focuses on issues such as safety, well-being, competitiveness, improving quality of life, and building strong and lasting social ties.

The results of Pilot Action, thematic clusters, and new solution developed under WP2 have been directly incorporated into the Action Plan, ensuring that the transport solutions are practical, data-driven, and tested under metropolitan conditions.

Within the Pilot Action “Possibilities of Integrating Bus Transport in the Warsaw Metropolis”, an inventory of the current bus services was prepared, and the necessary measures to enable public transport integration across the Warsaw Metropolis were identified. The pilot drew on best practices from the Stuttgart and Berlin-Brandenburg regions, providing recommendations for creating an integrated public transport system in the metropolis.

Simultaneously, the outcomes of the thematic cluster “Strengthening Metropolitan Governance through Integrated Public Transport Management” contributed knowledge and mechanisms supporting coordination, planning, and management of transport at the metropolitan level.

As a result, the Action Plan is based on proven solutions and international experience while taking into account local conditions and needs, increasing the effectiveness of implemented actions and their alignment with the strategic objectives of the Warsaw Metropolis.

Methodology

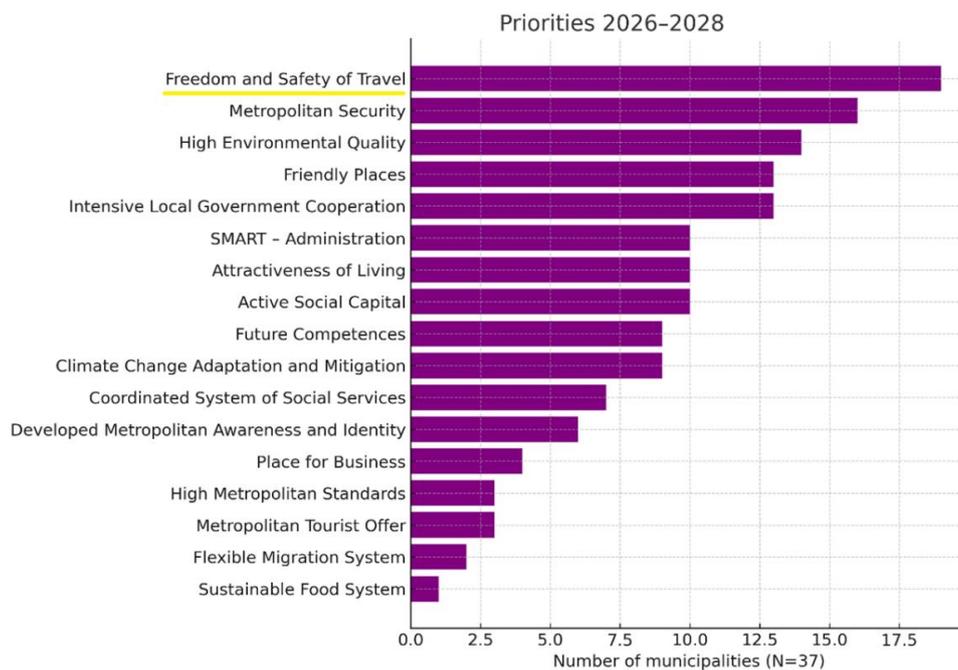
The assumptions of the Action Plan were consulted during the Regional Stakeholder Meeting, held on September 22-23, 2025, in the Municipality of Wiązowna, with the participation of representatives from municipalities of the Warsaw Metropolis. The meeting was attended by representatives of municipalities and counties, including coordinators for the Development strategy of the Warsaw Metropolis until 2040, the Warsaw Metropolis Association, and academic staff from the University of Warsaw, in total 87 participants.



Participants of the Regional Stakeholder Meeting in Wiązowna on September 22-23, 2025.

Prior to the meeting, a survey was sent to the coordinators of the Warsaw Metropolis to identify the most important supra-local actions i.e., those whose impact extends beyond the local level planned for implementation, and to select key strategic objectives for each local government unit. This enabled participants to better prepare for the second-day workshops, distribute responsibility for tasks within the strategic process, and determine which 2040 Strategy objectives should be jointly implemented in 2026-2028.

Based on the collected responses (37 completed questionnaires), the most important development direction identified was “*Freedom and Safety of Travel*”. Other priorities included: flexible migration system, metropolitan tourism offer, high metropolitan standards, business-friendly environment, developed metropolitan awareness and identity, coordinated social services system, climate change adaptation and mitigation, future-oriented competencies, active social capital, residential attractiveness, SMART administration, intensive local government cooperation, friendly public spaces, high environmental quality, metropolitan security, and a sustainable food system.



During the meeting, the first day was, among others, dedicated to presenting the achievements of the MECOG-CE project and the assumptions of the Action Plan, as well as discussing key areas of cooperation within the Warsaw Metropolis. The second day was organized as group workshops, during which participants worked on developing draft action plans for 2026–2028. The workshops enabled joint needs analysis, identification of priorities, and the development of proposed actions, which were presented to the authorities of the Warsaw Metropolis during the meeting on November 5-6, 2025, as part of the **General Assembly of Members of the Warsaw Metropolis Association**.

This approach ensured that the Action Plan was developed based on consultations with representatives of all municipalities and counties of the metropolis, guaranteeing alignment with local needs and the inclusion of diverse stakeholders.



Participants of the General Assembly of Members of the Warsaw Metropolis Association in Nasielsk on November 5-6, 2025 and draft of the Development Strategy of the Warsaw Metropolis until 2040.

B. Establishing the Strategic Framework for Metropolitan Transport Governance

1. Needs assessment

The assessment of the current state of metropolitan cooperation is based on the document Strategy for Strengthening Metropolitan Cooperation and Governance (D3.1.2), the findings from WP1 analyses, experiences from WP2 (thematic clusters, pilot actions including the Pilot Action for bus transport integration inspired by examples from Stuttgart and Berlin-Brandenburg), as well as consultations conducted during the Regional Stakeholder Meeting held on September 22-23, 2025, in Wiązowna, with the participation of representatives from Warsaw Metropolis municipalities and counties.

SWOT analysis for Action 1			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> Strong institutional framework and multi-level governance model. Engagement of all municipalities and counties of the Warsaw Metropolis. Expert support from the academic community (University of Warsaw). 	<ul style="list-style-type: none"> Limited financial and human resources in municipalities smaller than Warsaw. Complexity of coordinating actions across a large number of local government units. Risk of low participation or differing priorities 	<ul style="list-style-type: none"> Potential implementation of innovative financing mechanisms (Metropolitan Act). Integration of the transport system at the metropolitan level, improving accessibility and travel comfort. Utilization of international best 	<ul style="list-style-type: none"> Political changes in municipalities or counties may delay the process. Conflicts of interest between local government units. Insufficient funding or delays in plan implementation. Legal or regulatory barriers in the

<ul style="list-style-type: none"> Alignment with the long-term Strategy 2040 and SUMP. 	<p>among local governments.</p>	<p>practices (Stuttgart, Berlin-Brandenburg).</p> <ul style="list-style-type: none"> Increased political and social legitimacy of transport actions. 	<p>coordination process.</p>
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Based on the needs analysis and the findings from consultations during the Regional Stakeholder Meeting in Wiązowna, **Action 1** involves the preparation of a detailed Action Plan for 2026-2028 under the strategic goal “*Convenient Space*”, focusing on actions related to “*Freedom and Safety of Travel*”. The document will be developed in cooperation with all municipalities and counties of the Warsaw Metropolis. It will include priorities, a schedule, identification of responsible entities, and mechanisms for monitoring and evaluation, thus providing a practical translation of the Strategy’s vision into coherent, operational implementation frameworks.

Development Strategy for the Warsaw Metropolis until 2040



Warsaw, November 2025



Warsaw Metropolis

more at <https://www.warszawa.pl/warszawa-metropolis>



Co-funded by the European Union



Co-funded by the Mazovia Region

Objectives

The goal is to ensure the effective implementation of the **Development Strategy of the Warsaw Metropolis until 2040** by establishing a comprehensive action plan for the coming years. This process involves translating the broad provisions of the Strategy into practical instruments that can be directly utilized by local government units to achieve tangible results. A central focus will be placed on setting clear priorities regarding accessibility and travel comfort for all metropolis residents, ensuring that infrastructure meets modern standards. Furthermore, it is essential to strengthen cooperation and coordination across all levels of local government, particularly within the integrated fields of transport and spatial planning. To maintain the long-term relevance of these efforts, formal mechanisms for monitoring and evaluating progress will be introduced, enabling the continuous adaptation of actions to address evolving needs and emerging challenges.

Outcome

A coherent and actionable operational plan will be developed, serving as a tool for the joint coordination of metropolitan actions, increasing the effectiveness of Strategy implementation, and laying the groundwork for subsequent annual planning cycles.

In the preparation of the document, consideration was given to the inventory of public transport services in the Warsaw Metropolis (conducted as part of the Pilot Action), as well as best practices from the Stuttgart and Berlin-Brandenburg regions, where metropolitan transport integration models have been successfully implemented. An important element was also the Regional Stakeholder Meeting in Wiązowna (September

22-23, 2025), attended by representatives of 79 municipalities and counties. The second-day workshops enabled the joint development of proposed actions and ensured that the Action Plan is adapted to the specific local conditions of the Warsaw Metropolis.

By using data from the inventory and WP1 analyses, the plan will be based on a reliable diagnosis of the current situation. At the same time, through stakeholder consultations, it will reflect the diverse needs of municipalities and residents. Additionally, by incorporating the results of the Pilot Action and best practices, it will help avoid implementation errors and leverage proven solutions in the areas of transport integration and metropolitan governance.

2. Stakeholder Engagement and Governance

The key stakeholders in the implementation of **Action 1** are the municipalities and counties of the Warsaw Metropolis, local authorities, coordinators for the Development strategy of the Warsaw Metropolis until 2040, the Warsaw Metropolis Association, and the academic experts (University of Warsaw).

Action 1 is based on the institutional framework and governance model described in D3.1.2 Strategy for Strengthening Metropolitan Cooperation and Governance. A key role is played by local government units (79 municipalities and counties of the Warsaw Metropolis) operating within the Warsaw Metropolis Association, which provides organizational and coordination structures.

The governance model is based on multi-level governance principles, integrating municipal, county, and metropolitan levels. The Association serves as a cooperation forum and coordinator of the process, while individual local government units, through designated Strategy coordinators, participate in the co-creation and implementation of the Plan.

Academic partners (including the University of Warsaw) provide substantive support, offering analyses and tools necessary for planning and evaluation. This approach ensures flexible yet stable management and shared responsibility for the implementation of actions.

The level of stakeholder involvement is differentiated: from informing and consulting (e.g., presenting the Action Plan assumptions during Regional Stakeholder Meetings), through active participation in working workshops (developing priorities and proposed actions), to joint decision-making during the Board/General Assembly of Members of the Association, which approves the course of actions and gives them a formal character.

This mechanism also includes collaboration with the academic sector (University of Warsaw) for analyses and evaluation, as well as the possibility of involving other partners (social organizations and the private sector) in subsequent stages of implementation.

3. Implementation

2026 diagnosis and development of detailed solutions

The first year will focus on identifying the needs of residents and local governments, as well as analyzing existing transport infrastructure. Expert workshops and meetings with municipalities and counties of the Warsaw Metropolis are planned. The outcome of these activities will be the development and adoption of a Long-Term Plan under the strategic goal “*Convenient Space*”, focusing on “*Freedom and Safety of Travel*”. The document will define key directions for transport infrastructure development, safety standards, and cooperation mechanisms. Based on it, the 2026 Strategy Action Plan will be prepared. The main focus will be on developing detailed proposals for improvements. These will include recommendations for public transport, technological solutions supporting traffic flow, and the safety of transport participants. The implementation of the first annual operational plan derived from the Long-Term Plan will begin. Activities will include: in-depth diagnosis of infrastructure and identification of priority areas for improvement, consultations with local governments and transport operators, preparation of projects enhancing freedom and safety of travel.

2027 evaluation of experiences to date

Evaluating the results of previous actions and further developing solutions within the second annual operational plan. Based on the experiences of 2026, adjustments will be made, and the scope of actions expanded with new initiatives. Monitoring processes and comparison with the Long-Term Plan assumptions will play a key role. Together with municipalities and counties, findings and recommendations will be developed to strengthen the effectiveness of actions in subsequent years.

2028+ conclusions and implementation

The final year of the Long-Term Plan will focus on implementing the next detailed annual operational plan, taking into account lessons learned from previous years. Activities will include further enhancement of the transport system, monitoring progress, and adapting plans to the current needs of residents and local government units in the Warsaw Metropolis. The outcome will be the consolidation of proven solutions and preparation for subsequent implementation cycles under the Strategy 2040. The results of the working group “*Cooperation Platform for the Development of Metropolitan Public Transport*” will also be incorporated.

The implementation of the Action Plan requires careful planning and coordination. It is crucial to break down activities into stages, clearly define responsibilities, and prepare a task schedule. Additionally, actions should be categorized into short-term, medium-term, and long-term, creating a roadmap of what needs to be done now, in the coming years, and in the longer perspective. For each activity, milestones should be established to enable progress monitoring. Within Action 1, responsibility primarily involves coordinating the preparation of input for the 2026-2028 Action Plan to ensure its alignment with the long-term Development strategy of the Warsaw Metropolis until 2040. This requires

working in cooperation with all municipalities and counties forming the metropolis, collecting and reconciling their needs and proposals, and then developing a shared, compromise-based vision for transport actions. A key element is also preparing the document in a format suitable for presentation at the Board/General Assembly of Members of the Warsaw Metropolis Association. Responsibilities additionally include ensuring compliance with existing strategic and planning documents, as well as developing a schedule and a set of priorities that can be realistically implemented between 2026 and 2028.

4. Funding & Resource Mobilization

The implementation of the Action Plan is directly linked to two parallel legislative processes at the central government level, which are crucial for securing long-term, stable funding for metropolitan transport.

1. The Metropolitan Act Draft

On September 30, 2024, the General Assembly of Members of the Warsaw Metropolis Association unanimously adopted the draft of the Metropolitan Act. This document represents the shared vision of all 79 municipalities and counties. Currently, the Association is actively engaged in lobbying and promotional efforts to advocate for the project among central government authorities. The proposed legislation introduces a financing mechanism based on a share of Personal Income Tax (PIT). Following the model proposed for the Pomeranian Voivodeship (a 0.49% share), it is estimated that PIT revenues for the Warsaw Metropolis would amount to PLN 1.24 billion each year. This would significantly strengthen the integrated system and allow for a more equitable distribution of costs among all local government units.

2. The Sustainable Urban Development Act

In parallel with the Association's efforts, the Polish Ministry of Funds and Regional Policy is working on a government act for sustainable urban development. This project largely incorporates the provisions originally proposed by the Warsaw Metropolis in its own draft. If the specific Metropolitan Act is not enacted, this Ministry-led act serves as a high-probability alternative for financing metropolitan transport tasks.

The current financing model relies heavily on the budget of the City of Warsaw, which is unsustainable for full metropolitan integration:

- 2024 - The subsidy from the budget of Warsaw for public transport amounted to approximately PLN 2.7 billion (71% of expenditures), while the combined share of all other municipalities was only 3.68%.
- 2025 - Planned expenditures for purchasing urban transport services are expected to rise to PLN 4.65 billion.

The Warsaw Metropolis is adopting a "ready-to-implement" strategy. By conducting detailed planning and stakeholder consultations now (Actions 1 and 2), the Association

ensures that as soon as either the Metropolitan Act or the Sustainable Urban Development Act is passed, the Warsaw Metropolis will have a fully agreed, practical plan ready for immediate funding and execution.

Metropolitan Advisory Support Centre

While the long-term operational funding depends on the aforementioned laws, the immediate analytical and preparatory work for Action 1 is already secured. The organization of workshops, expert analyses, and the preparation of the 2026-2028 Action Plan are financed through this dedicated project. Co-financed by EU funds under the European Funds for Mazovia 2021-2027 program. The project has a budget of PLN 5,000,000 and covers the period from June 2023 to June 2029.

Integrated Territorial Investments

In the case of the Warsaw Metropolis, the main sources of funding for activities are Integrated Territorial Investments (ITI) for 2021-2027 (PLN 135.6 million), the budget of the Warsaw Metropolis Association, and resources from the City of Warsaw.

The ITI encompasses a diverse range of sustainable development projects designed to enhance regional infrastructure and social services. These initiatives primarily focus on modernizing education by supporting general and vocational schools and adapting facilities for persons with disabilities, as well as improving urban mobility through the expansion of bicycle paths, ecological bus fleets, and integrated transport hubs like "Park & Ride" lots. Additionally, the strategy prioritizes environmental sustainability through energy efficiency upgrades in public buildings and institutional strengthening, creating a comprehensive framework that balances social accessibility with modern, green infrastructure.

Strategic Goal - ITI Strategy

as of 31.12.2025

Increasing Quality and Accessibility of Educational Services	Improving Quality of Space	Energy Efficiency	Strengthening ITI Association Potential
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Typ projects

General Education Support 6	Adapting Schools to SPE Needs 7	Vocational Education 5	Buses 3	Bicycle Paths 8	Park & Ride Lots 4	Energy Efficiency 6	Metropolitan Support Centre 1
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ITI Strategy Indicator – Value / Target Value (2029)

3 310 12 228 Number of students and institutions in general education system covered by support 	17 80 Number of facilities adapted to needs of people with disabilities (ERDF/FST/FS) 	26 for monitoring Number of equipped vocational schools 	4 538 persons 2 800 persons Ecological public transport fleet capacity 	131 km 210 km Supported Bicycle Infrastructure 	5 for monitoring Number of constructed "Park & Ride" facilities  2 Number of constructed integrated transport hubs	15 410 m² 83 000 m² Public buildings with improved energy performance  22 Number of energetically modernized buildings	79 79 Number of LGUs covered by support 
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The funds pool for the metropolis amounts to **135 600 000 EUR**, including:

3 000 000 EUR	7 300 000 EUR	3 700 000 EUR	111 000 000 EUR <small>(calls 102 900 000 EUR + financial instruments 8 100 000 EUR)</small>	10 000 000 EUR	600 000 EUR
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Number of projects: **40 + 1 (IF)**

Value of signed contracts for funding (EU funds): **88 574 306,63 EUR (65,32%)**

Value of approved expenditures (EU funding): **12 145 875,73 EUR (8,96%)**

Warsaw Metropolis Association

Currently, the Association is funded solely from membership fees. The basic fee for municipalities and counties with a population not exceeding 200,000 is PLN 0.10 per county resident and PLN 0.20 per municipality resident, based on GUS (Statistics Poland) data at the end of June of the year preceding the last completed budget year. The City of Warsaw pays a separate annual fee, which from 2024 amounts to PLN 500,000. The membership fees of the Warsaw Metropolis Association are among the lowest compared to other metropolitan areas in Poland. The Association's activities are organizationally and substantively supported primarily by the City of Warsaw, which helps limit necessary expenditures. The current budget allows for the implementation of the Association's own tasks. However, in the future, it will likely be necessary to increase membership fees and secure additional external funds, which depends on the adoption of the Metropolitan Act. If the law comes into effect, the Association would transform into a Metropolitan Union, whose main source of financing would be personal income tax revenues from residents of the union area (over PLN 1 billion annually).

Finance (2024)



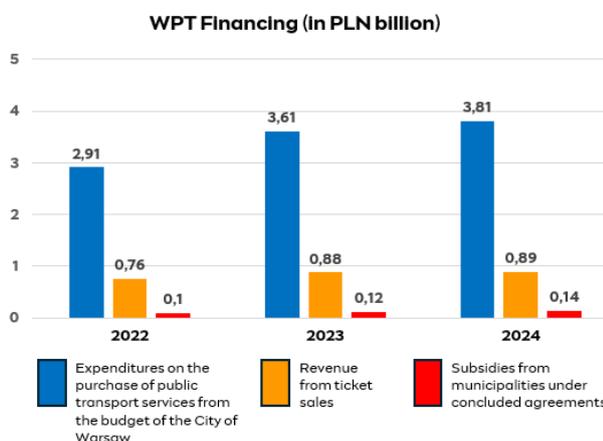
71% of expenditures on the purchase of transport services comes from the budget of the City of Warsaw and the municipalities.

3.68% of transport costs are subsidized by the municipalities.

PLN 4.65 billion is the planned expenditure on the purchase of public transport services in 2025.

In 2024, the subsidy from the budget of the City of Warsaw for public transport amounted to approximately

PLN 2.7 billion.



5. Monitoring and Evaluation

Key Performance Indicators (KPIs) to measure the progress and effectiveness of strategic actions:

- **Number of meetings and workshops with municipalities and counties** - measures the level of local government engagement in the preparation of the plan.
- **Percentage of municipalities and counties participating in meetings** - indicates the representativeness and socio-political acceptance of the document.

- **Timeframe for completing each stage of the plan** - monitors whether the Action Plan preparation schedule is being met.
- **Number of comments and recommendations incorporated into the final document** - assesses the quality of consultations and the ability to reach compromises.
- **Level of document approval by key stakeholders (Board/General Assembly of Members of the Warsaw Metropolis Association)** - evaluates readiness for implementation.

The mechanism for continuous improvement of the plan and its flexible adaptation to changing needs and conditions includes:

- Regular collection of feedback and comments from all key stakeholders, including municipalities and counties of the Warsaw Metropolis, transport experts, and representatives of the Warsaw Metropolis Association.
- Analysis of collected information in the context of progress in action implementation, compliance with the schedule, and alignment with strategic documents (Strategy 2040, SUMP, ZIT).
- Implementation of adjustments and improvements to the Action Plan based on monitoring results, e.g., rescheduling workshops.
- Documentation of changes and decisions to ensure that all modifications are transparent and traceable by relevant stakeholders.

Objective	Key Performance Indicator (KPI)	Baseline	Target	Data Source	Frequency	Responsible Entity
Strengthen inter-municipal cooperation	Number of meetings and workshops with municipalities and counties	0 (beginning of 2026)	1 (by the end of 2026)	Agenda	Once a year	City of Warsaw
Ensure representative participation	Percentage of municipalities and counties participating in meetings	0% (beginning of 2026)	80% (by the end of 2026)	Attendance lists	Once a year	City of Warsaw
Timely implementation of the plan	Timeframe for completing each stage of the plan	Initial schedule	Schedule fully met (100%)	Project schedule, progress reports	Once a year	City of Warsaw
Quality of consultations	Number of comments and recommendations incorporated into the final document	0	≥80% of submitted recommendations	Consultation protocols, draft plan document	After each consultation stage	City of Warsaw
Document approval	Level of approval of the Action Plan by the General Assembly of Members	Not approved	Plan approved by the General Assembly of Members	General Assembly minutes	After completion of plan drafting	Warsaw Metropolis Association

6. Challenges & Risk Mitigation

The implementation of activities related to preparing input for the detailed 2026-2028 Action Plan of the Development strategy of the Warsaw Metropolis until 2040 may face a number of barriers. The main challenges include difficulties in coordinating actions across all municipalities and counties of the metropolis, differences in local government priorities, and limited financial and human resources.

Additionally, the implementation of Action 1 may encounter risks typical for inter-municipal and metropolitan cooperation. The main threats include political changes within municipalities or counties, insufficient funding for planning activities, delays due to the coordination of a large number of local government units and conflicts of interest among participating.

Typical sources of conflict include disputes over the allocation of resources and costs, differences in priorities (e.g., economic development vs. environmental protection), unclear division of competences, social and private interest conflicts, as well as political or interpersonal tensions.

These risks can be systematically identified through workshops with representatives of all municipalities and counties, analysis of experiences from previous metropolitan projects, and categorization of threats: political, financial, operational/technical, stakeholder-related, and external. Each risk should be assessed in terms of its likelihood and potential impact on the implementation of the Action Plan, for example using a risk matrix.

Risk Description	Likelihood (Low/Medium/High)	Impact (Low/Medium/High)	Risk Level (Low/Medium/High)	Risk Mitigation Strategy	Risk Owner
Withdrawal of a key municipality from cooperation	Low	High	High	Early engagement of municipal authorities; regular communication; providing incentives for participation	Warsaw Metropolis Association
Insufficient funding for activities	High	High	High	Prepare alternative funding sources; phase activities; secure co-financing from multiple sources; monitor budget	Warsaw Metropolis Association, City of Warsaw
Delays in consultations with LGUs	Medium	Medium	Medium	Schedule consultations in advance; maintain flexibility in deadlines	City of Warsaw
Conflicts between municipalities or units	Low	Medium	Medium	Conduct mediation; establish clear decision-making procedures; document agreements	Warsaw Metropolis Association, City of Warsaw
Legal or regulatory barriers	Low	High	Medium	Early legal analysis; adapt plans to legal requirements; consult legal advisors	City of Warsaw
Low participation of LGUs	Medium	Medium	Medium	Provide transparent information; maintain ongoing communication	Warsaw Metropolis Association, City of Warsaw

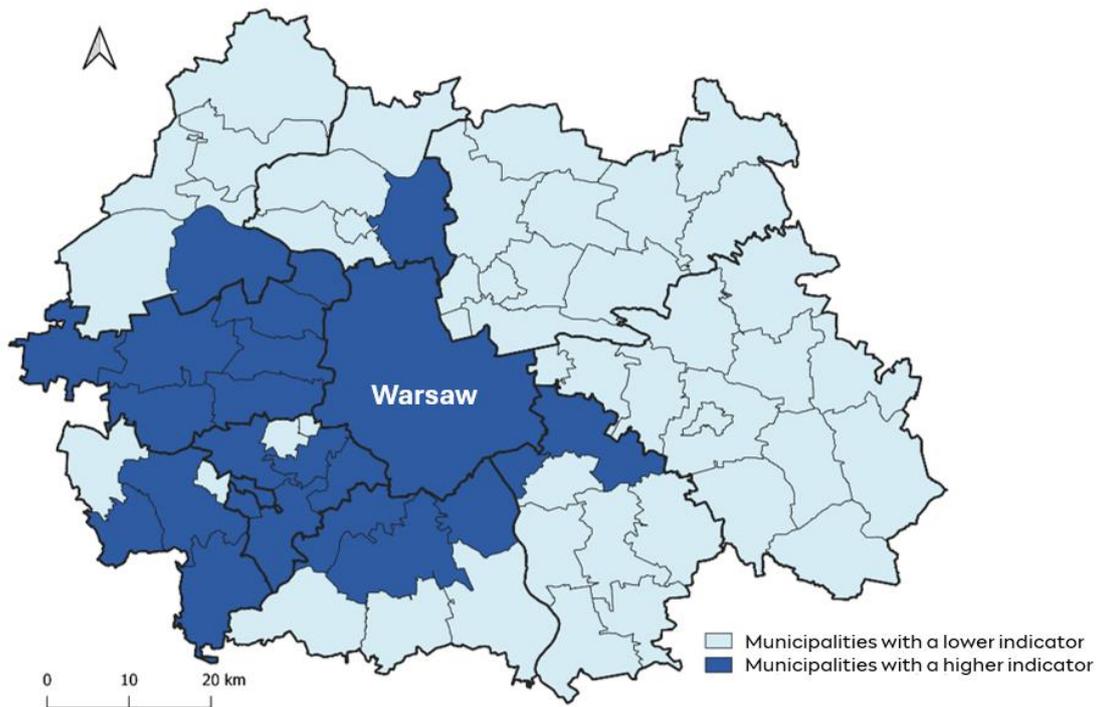
To ensure effective cooperation and avoid paralysis of activities, Action 1 proposes the following conflict resolution mechanisms, with a key role for the Metropolitan Council and the Board of the Warsaw Metropolis Association:

- **Negotiation** - direct discussions between parties to jointly develop an acceptable solution. The Metropolitan Council can serve as a negotiation forum, facilitating communication and applying objective criteria (e.g., planning data) for decision-making.
- **Mediation** - engagement of a neutral mediator to support dialogue and compromise. Mediation can be used when negotiations reach an impasse or emotions run high. The Metropolitan Council may appoint mediators or supervise the process to ensure confidentiality and neutrality.
- **Facilitated meetings or workshops** - allow stakeholder groups to jointly discuss issues and develop solutions.
- **Arbitration** - if mediation fails, a neutral arbiter (the Board of the Warsaw Metropolis Association) can make a binding decision.
- **Conflict prevention through governance structure** - clear division of roles, formal agreements, and established dispute resolution procedures.

C. Implementing Technical Solutions for Integrated Metropolitan Transport Systems and Services

1. Needs assessment

The Warsaw Metropolis is an area with strong development contrasts. Within the metropolis, there are 47 municipalities with a G indicator lower than the Mazovia regional G indicator (data for 2023). Analyses confirm that some municipalities in the Warsaw Metropolis have financial capacity and economic development levels similar to municipalities outside the metropolis, but they lag significantly behind those located closer to the City of Warsaw. From a statistical perspective, the Warsaw Metropolis is classified as a more developed region, which affects access to EU funds - the EU co-financing rate is 50%.



Projects supporting residents’ mobility are being implemented in the metropolis with EU funding under Integrated Territorial Investments (ITI), such as the construction of cycling routes, Park & Ride facilities, and the development of sustainable public transport. In the 2014-2020 EU perspective, 39 municipalities together with Warsaw participated in these activities, while currently cooperation already covers 79 local government units (following the new delimitation of the Mazovia region). This broader scope requires coordinated action to integrate public transport across the entire metropolis.

On September 8, 2023, the General Assembly of the Warsaw Metropolis Association adopted the Sustainable Urban Mobility Plan for the Warsaw Metropolis 2030+ (SUMP), a document implementing the Warsaw Metropolis Development Strategy 2040 (SRMW). The SUMP sets directions for the development of transport in the Warsaw Metropolis and aims to create a sustainable urban mobility system.

Based on document D3.1.2 “Strategy for Strengthening Metropolitan Cooperation and Governance,” an analysis of the current state of metropolitan cooperation in public transport was carried out. The analysis includes an assessment of strengths and weaknesses, opportunities, and threats in the context of transport integration in the Warsaw Metropolis.

SWOT analysis for Action 2			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> Existing basic transport connections between main cities and municipalities in the metropolitan area. 	<ul style="list-style-type: none"> Lack of consistent numbering of local and regional lines, making orientation difficult for passengers. 	<ul style="list-style-type: none"> Development of a new metropolitan cooperation platform enabling system integration. 	<ul style="list-style-type: none"> Lack of a common passenger service standard across the metropolitan area. Insufficient connections between

<ul style="list-style-type: none"> ▪ Experienced local government units responsible for public transport. ▪ Existing technical standards for railway and tram infrastructure. ▪ Interest in metropolitan cooperation and development of digital tools (e.g. journey planning systems). 	<ul style="list-style-type: none"> ▪ Limited exchange of timetable data between transport organizers. ▪ Uneven level of fleet and infrastructure standards across municipalities. ▪ No integrated journey planner covering all modes of transport in the metropolitan area. 	<ul style="list-style-type: none"> ▪ Possibility of launching new bus connections, especially in municipalities with poor accessibility. ▪ Introduction of a metropolitan ticket covering different modes of transport across the whole area. ▪ Growing public interest in public transport after the pandemic and in the context of sustainable mobility policies. 	<p>municipalities with limited accessibility.</p> <ul style="list-style-type: none"> ▪ Lack of a comprehensive metropolitan ticket valid across the whole transport network. ▪ Insufficient number of vehicles to operate new routes - need for a fleet of around 300 buses.
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Action 2 aims to create a coherent public transport system in the Warsaw Metropolis by implementing the “Cooperation Platform for the Development of Metropolitan Public Transport” developing common passenger service standards, launching new bus connections, including in municipalities with limited transport access, and introducing a metropolitan ticket valid throughout the Metropolis.

- Developing and implementing legal and formal solutions:
 - Strengthening metropolitan cooperation covering 70 municipalities and 9 counties,
 - According to the boundaries defined by European Commission Regulation 2016/2066 of 21 November 2016.
- Deepening cooperation in key areas:
 - Socio-economic development of the metropolis,
 - Spatial planning,
 - Climate and environmental protection.
- Developing the metropolis based on strategic documents:
 - Development strategy of the Warsaw Metropolis until 2040,
 - Sustainable Urban Mobility Plan for the Warsaw Metropolis 2030+ (SUMP).

Outcome

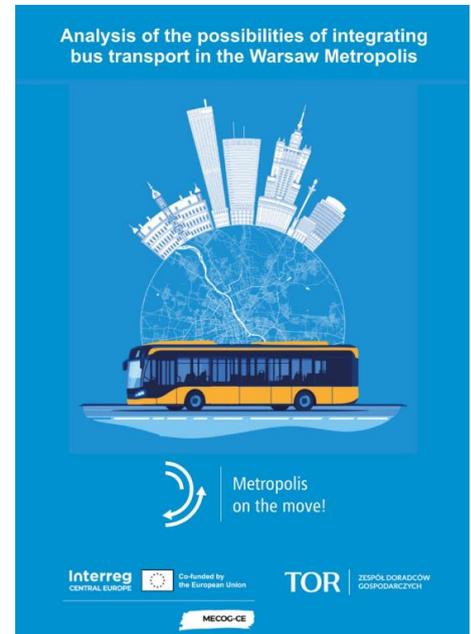
Effective integration of public transport will improve accessibility, increase passenger comfort, and strengthen cooperation between local governments.

- A coherent public transport system integrated across the metropolis, covering different modes of transport: buses, trams, metro, and trains.

- Increased transport accessibility for municipalities with limited transport connections.
- Introduction of a common metropolitan ticket valid across the entire transport network.
- Improved quality and passenger service standards across the metropolis.
- Strengthened cooperation between local governments in the areas of socio-economic development, spatial planning, and environmental protection.

The analysis conducted as part of the Pilot Action titled “Analysis of the Possibilities for Integrating Bus Transport in the Warsaw Metropolis” provided key data that will serve as a foundation for integration activities:

- **Inventory of bus transport services:** organizers, operators, and carriers providing services in the Warsaw Metropolis were identified.
- **Assessment of passenger information quality:** the availability and quality of passenger information were analyzed, which is crucial for planning integration.
- **Bus transport integration plan:** a plan was developed for the actions needed to integrate the bus transport system, covering organizational, financial, fare, and information aspects.



Examples of best practices on which the action is based

1. Stuttgart Region Association (VRS): Integration of spatial and transport planning, enabling transport-oriented development.
2. Berlin-Brandenburg Transport Association: Joint management and coordination of public transport, offering a unified fare and ticketing system.

2. Stakeholder Engagement and Governance

Key stakeholders involved in the implementation of Action 2:

- **Local and regional governments** - play a key role in shaping the public transport system, setting transport policies, and providing funding for integration activities in the Warsaw Metropolis.
- **Public transport operators and carriers** - including railway, bus, and tram companies, as well as other public and private entities, are essential for the practical implementation of actions from the cooperation platform, ensuring the smooth functioning of the transport system, along with the Warsaw Public Transport Authority (ZTM).
- **Technology and data providers** - IT and data management experts and companies will be key participants in creating and implementing the cooperation platform, enabling data exchange and integration of transport services.

- **Private sector and mobility service providers** - private companies, including logistics firms and operators of car-sharing, bike-sharing, and other mobility services, will be important partners in building a fully integrated transport network.
- **Citizens** - active participation of residents ensures that the public transport system meets the real needs of users in terms of coherence, accessibility, and convenience. Citizens can take part in public events, and their preferences and travel behaviors can be analyzed using indicators such as traffic volume, number of stops, or availability of bus lines.

Cooperation Platform for the Development of Metropolitan Public Transport

Action 2 is implemented according to a metropolitan governance model, which ensures coordination between local governments, transport operators, the private sector, and the citizen community. Governance is based on platforms for formal and informal dialogue and the quadruple helix model, allowing co-creation of strategies, knowledge exchange, and building trust among stakeholders. The institutional framework supports fare and service integration, as well as strategic transport planning. Cooperation structures are flexible and adapted to changing functional boundaries of the metropolis, enabling integration between the city center and peripheral areas. Governance also supports sustainable development, mobility, climate adaptation, and monitoring and evaluation of results. This approach ensures a coherent, resilient, and inclusive public transport system in the Warsaw Metropolis. Action 2 focuses on integrating the public transport system in the Warsaw Metropolis, including developing common passenger service standards and fare integration. The Cooperation Platform serves as a tool to coordinate and implement these actions. Effective integration requires the involvement of key stakeholders: local and regional governments, transport operators, and the private sector. During the planning process, working workshops, focus groups, and expert panels are used to actively co-create standards, plan new connections, and integrate transport services. Additionally, to maintain continuity and sustainability of cooperation, permanent participatory structures are created, such as thematic working groups that monitor progress, support decision-making, and solve problems. This approach ensures a high level of stakeholder engagement, builds a shared understanding of goals and responsibility for integrating the public transport system, and provides a coherent, efficient, and sustainable system across the Warsaw Metropolis.

3. Implementation

To achieve the objectives of Action 2, the following scenarios have been planned:

1. **Minimum Scenario** - Assumes no support from the central budget. This occurs if the Metropolitan Act or Sustainable Urban Development Act are not adopted, which would significantly increase the funding capacity for projects integrating public transport in the Warsaw Metropolis and enable new investments.
2. **Optimal Scenario** - Assumes support from the central budget. This involves the adoption of the Metropolitan Act or Sustainable Urban Development Act, creating

institutional and financial structures for the Warsaw Metropolis and allowing full integration of public transport within the metropolis.

Short-term actions:

- Implement soft measures regardless of central support, including:
 - Integration of passenger information (uniform line numbering, standardized stop names),
 - Launch of a journey planner covering the entire metropolitan area,
 - Development of uniform standards for vehicles and transport infrastructure.
- Initial consultations with stakeholders and preparation of a schedule for fare integration and bus connections.

Medium-term actions:

- Introduce some new bus connections, including links between municipalities previously not connected (about 120 connections for over 400,000 residents).
- Expand the scope of the Common Ticket to cover the entire metropolitan area.
- Continue standardizing passenger information and develop the journey planner with fare, ticketing, and timetable data for all transport systems.

Long-term actions:

- Full integration of public transport in the metropolis:
 - Create a complete network of metropolitan bus connections,
 - Introduce a metropolitan ticket covering all transport modes (buses, trains),
 - Ensure public transport accessibility in every municipality.
- Implement the role of the metropolitan public transport organizer by the City of Warsaw, including developing a sustainable public transport development plan and establishing an integrated fare and ticketing system.
- Monitor and report progress of the Action to the Warsaw Metropolis Association.

The implementation of Action 2 is based on a phased approach, including short, medium, and long-term steps, which, combined with Action 1, gradually lead to full integration of public transport in the Warsaw Metropolis. The process includes task planning, assigning responsibilities, monitoring progress, and continuously adjusting actions to meet needs. Stakeholder engagement is also key, using workshops, surveys, and additional analyses and studies to ensure solutions meet the real needs of local communities. Regular progress reviews and marking important milestones help maintain coherence and ensure the successful integration of the transport system.

The City of Warsaw, together with the Warsaw Public Transport Authority (ZTM) and the Warsaw Metropolis Association, acts as the main coordinator, responsible for preparing the transport integration plan, developing common standards, and implementing the metropolitan ticket. Local and regional governments collaborate on planning bus connections, adapting local infrastructure, and collecting residents' needs. Transport

expert knowledge, existing structures). This type of resource mobilization will primarily allow for soft measures, such as standardization and integration of passenger information. In the optimal scenario, assuming the introduction of legal frameworks and financial support from the state budget, it becomes possible to create a metropolitan financial mechanism (membership fees) and fully use external sources - national and EU grants, funding from financial institutions, and public-private partnerships for infrastructure and services.

Currently, the City of Warsaw subsidizes up to 60% of transport costs outside its boundaries, meaning it bears the financial burden of transport in neighboring municipalities. Under the new model, with the Metropolitan Act and support from the state budget, Warsaw could save approximately 180 million PLN per year, which could remain in its budget for other tasks. At the same time, residents would gain access to new bus and train connections under a single metropolitan ticket benefiting approximately 1.86 million people.

A key source of funding would be the metropolitan association's share of personal income tax (PIT) - following the model used in the draft law for Pomerania, which is currently in the final stages of the legislative process in the Polish parliament. For the Warsaw Metropolis, this could mean revenues of about 1.24 billion PLN, providing stable, long-term financing for transport integration, development of connections, and maintenance of common standards. This solution would not only reduce the financial burden on Warsaw, but also evenly distribute responsibility for transport funding across the entire metropolis, creating a solid foundation for the long-term development of the system.

5. Monitoring and Evaluation

Key Performance Indicators (KPIs) for Action 2:

1. **Number of passengers using the metropolitan ticket** (measured annually).
2. **Share of public transport in residents' trips** (traffic volume measurement).
3. **Level of resident satisfaction** with public transport services (based on surveys).
4. **Degree of implementation of common standards** (vehicles, bus stops, passenger information, timetable data).
5. **Public transport accessibility rate** - percentage of residents with access to at least one metropolitan connection.
6. **Number of institutions/local governments actively engaged** in the cooperation platform (measure of collaboration and coordination).

KPI Name	Description	Baseline Value (2024/2025)	Target Value (2027/2029)	Data Source / Measurement Method	Target Date
Number of passengers using the metropolitan ticket (annual)	Measures the use of the common ticket integrating different modes of transport.	0 (no metropolitan ticket in municipalities not currently covered)	1-1.5 million passengers per year	Sales data from transport operators	2029 - ticket introduced in additional municipalities
Share of public transport in residents' trips	Share of trips made by public transport compared to total trips.	approx. 30-35% (estimates for Warsaw and suburban zones 1 and 2 - metropolitan area)	min. 40% in 2029	Traffic and volume surveys (traffic counts, passenger surveys)	2027 - interim measurement, 2029 - target
Level of resident satisfaction with public transport	Subjective assessment of transport quality - availability, convenience, price, punctuality.	approx. 60-65% of residents satisfied	>80% of residents satisfied	Regular surveys in the metropolis	Periodical surveys, 2029 - target
Degree of implementation of common standards	Measures the number of adopted and applied standards (vehicles, stops, passenger information, timetable data).	0 (no unified standards)	100% of standards in process of adoption	Technical documentation and operator reports	2026 - adoption, 2027 - partial implementation, 2029 - full application
Public transport accessibility rate	Percentage of residents with access to at least one metropolitan connection.	approx. 65% of residents	>75% of residents	Accessibility analysis (timetables)	2029

To ensure the effectiveness and sustainability of metropolitan transport integration, it is essential to build mechanisms for continuous feedback and adaptation to changing needs. Feedback loops should operate at several levels: regular monitoring of KPIs (e.g., number of passengers, satisfaction levels, connection accessibility), cyclical consultations with local governments (e.g., surveys, workshops, cooperation platform meetings), and reporting results and verifying them with stakeholders. It is important that every piece of feedback and every data point is not only collected but also analyzed and translated into concrete adjustments, such as modifying the transport network, updating passenger information standards, or revising implementation schedules. This approach ensures that the implementation process remains flexible, allowing the transport system to respond both to current challenges and to long-term changes in residents' mobility.

6. Challenges & Risk Mitigation

Potential barriers to the implementation of public transport integration in the **Warsaw Metropolis** can be divided into several areas:

- **Financial** - lack of a stable metropolitan funding source (from the state budget), limited investment capacity of municipalities, and the risk of reliance on short-term EU projects.
- **Institutional and legal** - absence of a Metropolitan Act, fragmented responsibilities among different local government units and transport organizers, and possible political conflicts between municipalities.
- **Organizational** - difficulties in coordinating the actions of multiple stakeholders, varying levels of institutional and technical maturity among municipalities, and lack of consistent cooperation procedures.
- **Technical** - need to integrate IT systems and databases (timetables, fares, passenger information), differences in vehicle and infrastructure standards, and limited number of vehicles needed to operate new connections.
- **Social** - resistance from some residents to fare changes, preferences for private transport, and concerns about higher ticket costs or line reorganization.

Risk Description	Probability (Low/Medium/High)	Impact (Low/Medium/High)	Risk Level (Low/Medium/High)	Mitigation Strategy	Risk Owner
Lack of external funding	Medium	Medium	Medium	Develop alternative funding sources; phase actions; apply to multiple programs (national and EU)	Warsaw Metropolis Association, City of Warsaw
Delays in commissioned analyses	Medium	Medium	Medium	Realistic schedules; penalties in supplier contracts; flexibility in planning	City of Warsaw
Lack of legal basis to establish the metropolitan association	High	High	High	Conduct actions within existing structures; prepare minimum scenarios; create new inter-municipal agreements	Warsaw Metropolis Association, City of Warsaw
Technical incompatibility of systems (ticketing, data, passenger information)	Medium	High	High	Develop common technical standards; pilot projects; phased system integration	City of Warsaw and Warsaw Public Transport Authority (ZTM)
Public opposition to fare changes	Low	Medium	Medium	Information campaigns; public consultations; implement transitional periods and discounts	City of Warsaw and Warsaw Public Transport Authority (ZTM)
Insufficient staff/expert resources in smaller municipalities	Medium	Medium	Medium	Training and support programs; assistance from more experienced municipalities; study visits; sharing best practices	Warsaw Metropolis Association

Within metropolitan cooperation conflicts may arise concerning financing, investment priorities, legal basis, or technical standards. To prevent them from slowing down progress, a set of **dispute resolution mechanisms** is applied:

- **Conflict prevention** - at the planning stage, mechanisms are implemented to reduce the risk of disputes: clearly defined roles and responsibilities, jointly agreed schedules and standards, and continuous supervision of work by the Warsaw Metropolis Association Board.
- **Negotiations** - the primary way of resolving differences, conducted within working group meetings and the Warsaw Metropolis Association. Used, for example, in cases of delays in analyses or differing opinions between municipalities.
- **Mediation** - if no agreement is reached or strong emotions arise, an independent mediator is introduced (a transport expert or a member of the Warsaw Metropolis Association Board). This mechanism is particularly useful in disputes regarding financing or the scope of implementing common standards.

D. Building Metropolitan Identity and Promoting Sustainable Mobility

1. Needs assessment

The primary objective of Action 3 is to translate the technical and strategic results of Actions 1 and 2 into a clear, engaging narrative that resonates not only with residents across all 79 municipalities of the Warsaw Metropolis, but also with tourists and all people travelling within the metropolitan area. This action focuses on making complex planning outcomes understandable, relevant, and meaningful to everyday users of the transport system. The idea to include this action was proposed by partner from Stuttgart during the workshop "Action plans for strengthening metropolitan cooperation and governance" at the project meeting in Turin on 12 November 2025. It was conceived as a complementary measure designed to bridge and enhance the other two actions, ensuring that technical strategies are effectively communicated to the public.

Key elements

- **Promoting strategic outcomes from Action 1:** Communicating a long-term vision of a cohesive, inclusive, and well-connected metropolitan area.
- **Promoting operational solutions from Action 2:** Actively presenting new and improved transport solutions to the public, such as the Metropolitan Ticket (with unified fares across KM, WKD, SKM, metro, and other services), new and enhanced bus connections (particularly in previously underserved areas), the integrated Journey Planner, and standardized passenger information systems.

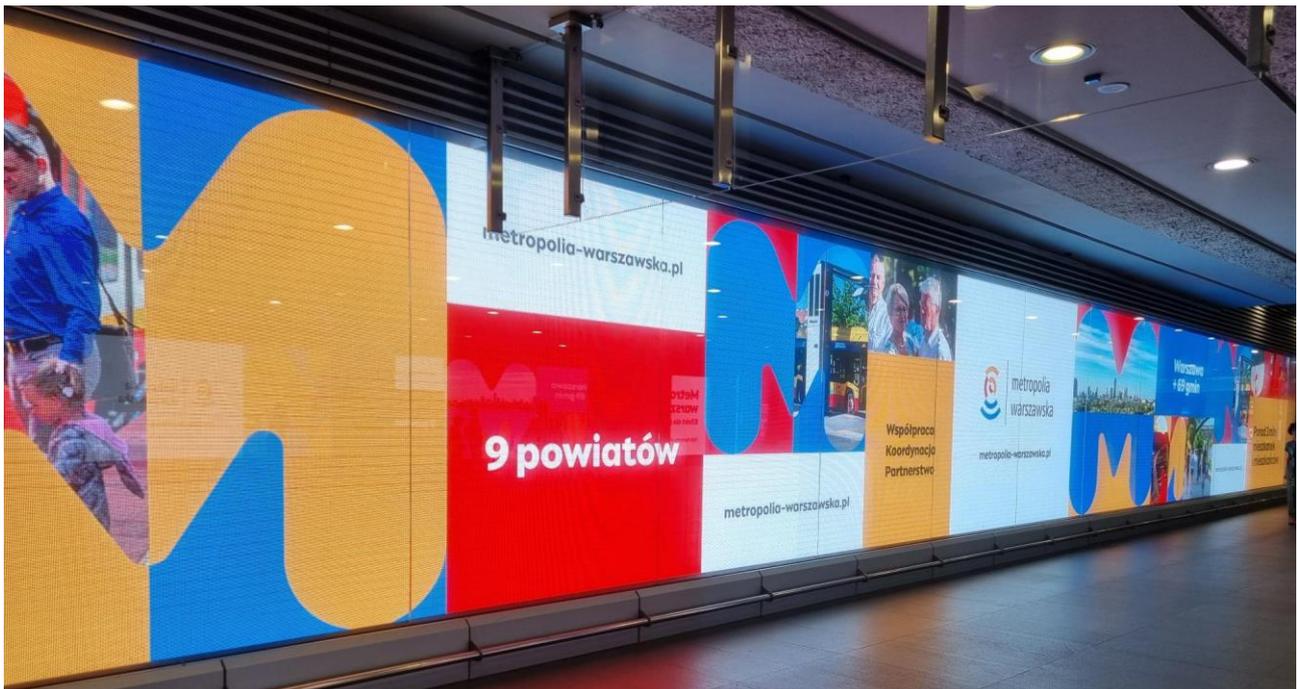
Beyond communication, Action 3 aims to influence how residents travel and how they perceive the metropolitan region as a whole.

Objectives

Promoting Sustainable Mobility by positioning environmentally friendly public transport as a convenient, reliable, and attractive alternative to private car use, encouraging behavioral change to support a long-term modal shift from individual car travel to public transport, and building a metropolitan identity by strengthening residents' sense of belonging to the Warsaw Metropolis, regardless of their municipality of residence.

To ensure broad reach and high visibility across the entire metropolitan area, the campaign will use a diverse mix of communication channels. This will include frequent regional radio spots, complemented by extensive outdoor advertising such as billboards and citylights located at major transport hubs and key public spaces. In addition, the campaign will leverage the transport system itself by broadcasting promotional content on digital screens and audio systems inside buses, trams, and trains.

Through this integrated communication approach, Action 3 seeks to create a lasting change in travel behavior and public perception. The campaign is not only about providing information. It is about fostering a shared metropolitan identity and empowering residents to confidently choose greener, more sustainable ways of moving around a well-connected Warsaw Metropolis.



SWOT analysis for Action 3

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> Action 3 is firmly anchored in the strategic (Action 1) and operational (Action 2) pillars, allowing communication to be 	<ul style="list-style-type: none"> Behavioral change relies heavily on public trust and perception, which may evolve more slowly than technical improvements. 	<ul style="list-style-type: none"> The campaign can trigger a lasting modal shift from private cars to public transport, delivering environmental, 	<ul style="list-style-type: none"> Delays or changes in the adoption of the Metropolitan Act or related national legislation may limit funding and slow full integration.

<p>based on concrete plans, tools, and services rather than abstract messages.</p> <ul style="list-style-type: none"> ▪ A coordinated campaign covering all 79 municipalities and counties ensures consistent messaging and avoids fragmentation of information. ▪ Promotion of unified fares, new connections, improved comfort, and integrated journey planning makes the value proposition easy to understand for everyday users. ▪ The action directly promotes public transport as an eco-friendly, reliable alternative to private cars, reinforcing SUMP 2030+ objectives. ▪ The campaign addresses not only residents but also tourists and all travellers within the metropolitan area, increasing its relevance and reach. ▪ Use of radio, outdoor advertising, and on-board transport media ensures broad exposure across different user groups. 	<ul style="list-style-type: none"> ▪ Explaining an integrated metropolitan transport system can be challenging, especially for users unfamiliar with planning or governance structures. ▪ Differences in transport quality and accessibility between municipalities may weaken the credibility of campaign messages in less well-served areas. ▪ Any operational disruptions or delays in implementing Action 2 solutions may negatively affect campaign outcomes. ▪ Managing a unified communication effort across many local governments requires strong coordination and sustained commitment. 	<p>social, and economic benefits.</p> <ul style="list-style-type: none"> ▪ Action 3 can foster a sense of belonging to the Warsaw Metropolis beyond municipal boundaries, supporting broader metropolitan governance. ▪ Increased public awareness and acceptance can build social backing for the Metropolitan Act and future state-funded integration measures. ▪ Rising concern about climate change and air quality creates a favorable context for promoting green mobility. ▪ Clear communication can accelerate user adoption of new tools such as the Metropolitan Ticket and journey planner. ▪ Making the system understandable for visitors enhances the metropolitan area's attractiveness and usability. 	<ul style="list-style-type: none"> ▪ Strong habits related to private car use may reduce the immediate effectiveness of communication efforts. ▪ If promised benefits are not quickly visible, residents may perceive the campaign as promotional rather than substantive. ▪ Economic instability, fuel price changes, or unforeseen crises may shift public priorities away from sustainable mobility. ▪ Inconsistent local communication or political messaging could undermine the unified metropolitan campaign.
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While Actions 1 and 2 focus on planning and operational integration of the metropolitan transport system, Action 3 responds to the social need for awareness, engagement, and behavioural change. Without clear, accessible communication and a shared narrative, even well-designed transport solutions risk limited uptake and reduced impact.

Campaign



In 2025, the Warsaw Metropolis Association implemented a metropolitan wide promotional campaign presenting the area as a cohesive and dynamic region under the slogan “[Warsaw Metropolis - the power of M. When we join forces, possibilities grow exponentially.](#)” The campaign was structured around four complementary pillars: “M like Mindful Residents” “M like Multiple Opportunities”, “M like Mobility”, and “M like a Place to Meet”. This initiative laid important foundations for building metropolitan identity and raising public awareness of the benefits of cooperation across municipal boundaries.

Action 3 builds directly on this experience and constitutes a continuation and thematic deepening of the campaign within the “M like Mobility” pillar. Its focus shifts from general promotion of the metropolitan idea to a targeted, large-scale communication and engagement campaign dedicated to sustainable mobility and the integrated public transport system of the Warsaw Metropolis.

Action 3 will be implemented using a general, coordinated approach based on available data and practical experience from previous metropolitan initiatives, and will draw on the expertise of a professional advertising agency or another qualified contractor for the design and development of the campaign. The process will also leverage the experience and know-how of the City of Warsaw’s Marketing Office to ensure high-quality messaging, effective communication strategies, and successful engagement with residents, tourists, and other users of the metropolitan transport system.

2. Stakeholder Engagement and Governance

Key stakeholders include the Warsaw Metropolis Association, which will be responsible for the overall design and development of the campaign, as well as the municipalities and the City of Warsaw, which will play a central role in promoting and disseminating the campaign across the metropolitan area, including through public transport systems and transport associations. Residents of the Warsaw Metropolis, tourists, and all other users of the metropolitan transport system constitute the key target stakeholders of the campaign, whose needs, perceptions, and everyday mobility choices the action seeks to address. This broad cooperation and engagement will ensure coherent messaging, wide outreach, and effective implementation across all municipalities of the Warsaw Metropolis.

Cooperation in Action 3 is practical and supported by clear political accountability and joint planning. Based on the D3.1.2 Strategy for strengthening metropolitan cooperation and governance, the action uses informal dialogue spaces to enable flexible, bottom-up collaboration between municipalities, focusing on real metropolitan needs rather than just administrative boundaries. Governance follows a quadruple helix model, involving local governments, the City of Warsaw’s Marketing Office, and professional external contractors, ensuring that technical transport solutions from Action 2 are effectively

translated into public engagement. Structured stakeholder meetings, including transport associations and municipal offices, help manage differing priorities and ensure the “M like Mobility” message is shared consistently across the metropolitan area.

This approach will ensure effective coordination and collaboration among all stakeholders. A dedicated working group will be established to oversee the campaign, composed of marketing experts from City of Warsaw, representatives of the 9 counties of the Warsaw Metropolis, and professional advertising agencies. The Warsaw Metropolis Association will lead the overall design, while municipalities and the City of Warsaw will manage promotion and dissemination, including through public transport systems and transport associations. Regular coordination meetings will help align activities, manage potential conflicts, and maintain consistent messaging across the metropolitan area.

3. Implementation

To achieve the objectives of Action 3, the following implementation steps have been planned:

Short-term actions:

- Develop the campaign strategy and creative concept, leveraging the expertise of a professional advertising agency or contractor and the City of Warsaw’s Marketing Office.
- Establish a dedicated working group consisting of marketing experts from City of Warsaw, representatives of the nine counties of the Warsaw Metropolis, and advertising agencies to coordinate campaign design and implementation.
- Launch initial communication activities promoting sustainable mobility, including informational materials, digital content, and pilot initiatives targeting residents, tourists, and metropolitan transport users.
- Conduct stakeholder consultations and surveys to collect feedback and refine messages (market research).

Medium-term actions:

- Roll out the main metropolitan wide communication campaign under the “M like Mobility” pillar, ensuring coverage across all 79 municipalities.
- Integrate campaign messaging with operational improvements from Action 2, such as the Metropolitan Ticket, journey planner, and new bus connections.
- Monitor public awareness and perception, using feedback to adjust communication channels, messaging, and formats for maximum impact.

Long-term actions:

- Consolidate the metropolitan identity by maintaining ongoing campaigns that reinforce sustainable mobility as a preferred choice, promoting behavioral change and long-term adoption of public transport.

- Ensure continuity of stakeholder collaboration through the working group, periodic coordination meetings, and evaluation of campaign outcomes.
- Maintain metropolitan public transport communication through multiple channels, including the Warsaw Metropolis website, social media, and announcements on the ZTM Warsaw website, which is responsible for public transport implementation in the metropolis. Over time, this may include developing a dedicated passenger service application or integrating communication into an existing app.
- Evaluate the overall impact of the campaign on travel habits, public awareness, and metropolitan cohesion, and use lessons learned to inform future transport and communication initiatives.
- Report progress and results to the Board of Warsaw Metropolis Association to maintain transparency and support continuous improvement.

Implementation of Action 3 will be supported by a set of practical tools to ensure organized and effective execution. Key tools include phased implementation steps (short, medium, and long term actions) to provide a clear roadmap. Additional tools such as detailed action plan templates, project management software, meeting schedules, checklists, and internal communication channels will support coordination, monitor milestones, and ensure that all tasks are completed efficiently.

The Board of Warsaw Metropolis Association will be responsible for the overall design, coordination, and supervision of Action 3, including developing the campaign strategy and managing the working group. Municipalities and the City of Warsaw will handle promotion and dissemination of campaign activities, including through public transport systems and transport associations. Professional contractors or advertising agencies will support the creative development and implementation of campaign materials.

2026 development of common communication standards for the metropolis

- Guidelines for campaign messaging and materials across municipalities,
- Standards for digital content on websites and social media,
- Templates for passenger information on vehicles and at stops,
- Coordination procedures for integrating messages with transport operators.

2027 implementation of initial campaign activities

- Launch of metropolitan wide communication under the “M like Mobility” pillar,
- Integration with operational improvements from Action 2 (Metropolitan Ticket, journey planner, new bus connections),
- Engagement of residents, tourists, and other users through surveys and feedback tools.
- Organization of a conference for residents with the participation of metropolitan leaders and representatives from European metropolitan areas to discuss metropolitan mobility.

2028/2029+ continuation and development

- Ongoing promotion to consolidate metropolitan identity and sustainable mobility habits,
- Maintenance of communication through the municipalities and Warsaw Metropolis website, social media, and ZTM Warsaw platforms,
- Possible development of a dedicated passenger service app or integration with an existing app,
- Regular evaluation of campaign impact and adaptation of messages and channels based on feedback.

4. Funding & Resource Mobilization

The implementation of Action 3 relies on a combination of financial and non-financial resources from multiple stakeholders rather than a single municipality's budget. Funding comes from local budgets, Warsaw Metropolis Association and EU co-financed projects, while non-financial resources include expertise, political support, and access to communication channels and transport infrastructure. In the long term, legislative mechanisms such as the Metropolitan Act or the Sustainable Urban Development Act could provide stable funding for metropolitan wide communication and engagement initiatives.

The main costs for developing and producing the campaign, including fees for a professional advertising agency or contractor, will be covered by the Warsaw Metropolis Association. Expenses for campaign distribution, such as outdoor advertising, digital promotion, and use of transport media, will be borne by municipalities, the City of Warsaw, and transport associations. Short-term preparatory activities, including stakeholder consultations, surveys, and workshops, can be supported by EU co-financed projects.

If enacted, the Metropolitan Act would provide a dedicated funding stream from a share of personal income tax (PIT), ensuring stable resources for ongoing metropolitan communication and engagement initiatives. In parallel, the Sustainable Urban Development Act could serve as an alternative mechanism to support metropolitan transport and campaign activities.

5. Monitoring and Evaluation

Key Performance Indicators (KPIs)

- **Public Interaction** - Likes, shares, comments, website visits, and app interactions on digital platforms and social media (Objective: Increase public awareness and interaction with campaign content).
- **Participation in stakeholder and public engagement activities** - Number of attendees at workshops, focus groups, and the metropolitan mobility conference (Objective: Foster active participation of stakeholders and residents).

- **Behavioral change indicators** - Increase in public transport usage versus private car trips in selected pilot areas (Objective: Promote modal shift from private cars to public transport).
- **Engagement of all municipalities** - Assessment of how actively all municipalities participate in and support the “M like Mobility” campaign, including implementation of coordinated messaging and promotion activities (Objective: Ensure coordinated engagement of all municipalities in the campaign).
- **Media coverage** - Number of press articles, interviews, and mentions in local and regional media promoting metropolitan mobility (Objective: Increase visibility and media coverage of metropolitan mobility initiatives).

To ensure that Action 3 remains effective continuous feedback mechanisms will be integrated into campaign monitoring and KPI assessment:

- Track real-time digital analytics and use audience feedback (comments, surveys, polls) to adjust content, messaging, and channels. Monthly review meetings with the advertising agency and the Board of Warsaw Metropolis Association will identify trends and optimize outreach.
- Collect post-event surveys and suggestions from attendees.
- Analyze transport usage data quarterly and compare with baseline trends. Insights from passengers’ feedback and transport operators will guide targeted promotional efforts in areas with lower adoption.
- Conduct regular check ins with municipalities via the working group, review coordination reports, and incorporate suggestions to improve campaign implementation and messaging consistency.
- Monitor press and media responses continuously. Feedback from journalists and stakeholders will guide adjustments in press releases, story angles, and media outreach strategies.

KPI Name	Description	Baseline Value (2025)	Target Value (2029+)	Data Source / Measurement Method	Responsible Entity
Public Interaction	Measures likes, shares, comments, website visits, and app interactions on digital platforms and social media.	Minimal engagement as campaign is not yet launched	10,000+ interactions across platforms	Social media analytics, website metrics, app usage statistics	Warsaw Metropolis Association, Advertising Agency
Participation in stakeholder and public engagement activities	Number of attendees at workshops, focus groups, and metropolitan mobility conference.	0 - no activities conducted	100 participants per year	attendance list	Warsaw Metropolis Association
Behavioral change indicators	Increase in public transport usage versus private car trips in Warsaw Metropolis.	Current share approx. 80%	Minimum 85% public transport share in 2029	Transport operator data, ticket sales	ZTM Warsaw
Engagement of all municipalities	Assessment of how actively all municipalities participate in and support the “M like Mobility” campaign, including implementation of coordinated messaging and promotion activities.	Low participation - no coordinated campaign	Active participation of 80% of municipalities	Surveys, coordination reports, working group feedback	Warsaw Metropolis Association, Working Group, Municipalities
Media coverage	Number of press articles, interviews, and mentions in local and regional media promoting metropolitan mobility.	0 - no campaign coverage	20+ media mentions annually	Internal tracking reports	City of Warsaw, Warsaw Metropolis Association, Advertising Agency

6. Challenges & Risk Mitigation

Potential barriers to implementing Action 3 include limited or uneven engagement of municipalities, differences in local communication capacities, and delays in operational improvements under Action 2 that could weaken the credibility of campaign messages. Additional risks include resistance to behavioral change among residents, fragmented media attention, and uncertainty related to long-term funding or legislative frameworks.

In the case of Action 3, the overall risk level is assessed as low to medium. The action is primarily based on communication activities, stakeholder coordination, and existing cooperation structures, which limits technical and legal risks, although moderate organizational and financial risks may still occur.

Conflicts arising during the implementation of Action 3 will be addressed through a clear, step-by-step resolution framework based on dialogue, transparency, and proportional escalation:

- Negotiation - early resolution of issues through direct dialogue within metropolitan working groups and coordination meetings.
- Facilitated dialogue or mediation - involvement of the contractor's representative or the professional experience of the advertising agency to support dialogue if negotiations fail or priorities diverge.
- Escalation to metropolitan governance bodies - referral of unresolved issues to the Warsaw Metropolis Association's decision-making structures.
- Formal procedures as last resort - arbitration only if collaborative methods are unsuccessful.

Risk Description	Likelihood (Low/Medium/High)	Impact (Low/Medium/High)	Risk Level (Low/Medium/High)	Risk Mitigation Strategy	Risk Owner
Low engagement of municipalities in the campaign	Medium	High	High	Early involvement through the working group; clear role definition; regular coordination meetings	Warsaw Metropolis Association
Insufficient funding for campaign development or distribution	Medium	High	High	Phasing campaign activities; seeking EU co-financing; adjusting scale of activities	Warsaw Metropolis Association, Municipalities, City of Warsaw
Low public interest or engagement with campaign content	Medium	Medium	Medium	Adapt content based on feedback; diversify communication channels	Warsaw Metropolis Association, Advertising Agency
Resistance to behavioral change among residents	High	Medium	High	Focus on practical benefits; highlight success stories; link communication to visible service improvements	Warsaw Metropolis Association, Municipalities
Delays in campaign rollout due to coordination issues	Low	Medium	Medium	Early scheduling; clear timelines; regular progress monitoring	Warsaw Metropolis Association
Inconsistent messaging across municipalities and transport operators	Medium	Medium	Medium	Develop unified communication guidelines; provide ready-to-use materials; monitor implementation	Warsaw Metropolis Association, Working Group

E. Conclusions

The **first action** is strategic in nature - it involves preparing input for the detailed Action Plan for 2026-2028 within the Development strategy of the Warsaw Metropolis until 2040, carried out in cooperation with all municipalities and counties and approved by the Board/General Assembly of Members. This provides transport actions with strong political legitimacy, alignment with other development areas, and broad acceptance by local governments.

The **second action** has an operational and technical dimension. Through the cooperation platform, it engages experts, ZTM Warsaw (Public Transport Authority), transport associations, and operators, providing practical knowledge, modern solutions, and tools that allow Warsaw Metropolis members to develop concrete integration projects, such as unified fares or standardized passenger information systems.

The **third action** represents the social and communication pillar. It focuses on building a shared metropolitan identity and promoting sustainable mobility through coordinated information and educational campaigns. By engaging directly with residents across all municipalities and counties, this action aims to foster public awareness and encourage a modal shift from private cars to eco-friendly public transport. It translates the strategic vision and technical solutions into tangible benefits for citizens, ensuring that the improved transport offer is met with high social acceptance and results in long-term behavioral changes.

All processes are closely linked to the prepared **Metropolitan Act project**, as well as the upcoming government **act on sustainable urban development**, both of which envisage dedicated state funding for metropolitan tasks. The adoption of these legal frameworks by the Polish parliament will enable state budget support for transport, a prerequisite for full integration. Currently, the main financial burden rests on Warsaw, and public transport does not cover the entire metropolitan area. Since the Act's fate depends on political decisions, municipalities and counties are proactively conducting planning, consultations, and analyses so that once it comes into force, a ready, agreed, and practical plan will be available for immediate implementation.

The **Action Plan** strengthens metropolitan cooperation by creating coordinated action frameworks, common standards, and initiatives implemented across all municipalities and counties of the Warsaw Metropolis. The plan transforms scattered local transport initiatives into a coherent metropolitan policy. Metropolitan cooperation is supported at several levels, including joint planning and coordination, bottom-up integration of the transport system, an inclusive governance structure, and the exchange of knowledge and best practices. It also involves the standardization of services and infrastructure, joint monitoring and evaluation of actions, the implementation of a shared vision for metropolitan development, and strengthening communication between local government units.