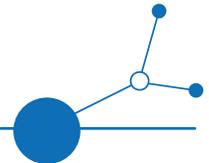


OVERVIEW OF FINAL ACTION PLANS FOR MAs

Deliverable 3.2.1



Final version

02 2026





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, Activity 3.2. Development of action plans in partner areas.

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A. Introduction

Deliverable 3.2.1 - *Overview of Final Action Plans for Metropolitan Areas* - constitutes the operational component of Work Package 3 within the MECOG-CE project. While Deliverable 3.1.2 established a joint strategic framework for strengthening metropolitan cooperation and governance in Central Europe, the present deliverable documents how this shared framework has been translated into concrete, locally embedded Action Plans by six participating metropolitan areas. These Action Plans represent a key contribution to the Programme's objective of strengthening governance for integrated territorial development and directly support the Programme output indicator "Strategies and action plans jointly developed".

The purpose of this deliverable is to provide a structured overview and compilation of the six final Action Plans prepared by:

- Joint Spatial Planning Department Berlin-Brandenburg,
- Brno Metropolitan Area,
- Ostrava Metropolitan Area,
- Verband Region Stuttgart,
- Metropolitan City of Turin,
- Warsaw Metropolis.

The document does not aim to provide comparative assessment or evaluation. Instead, it compiles and presents the Action Plans in a coherent and transparent manner, demonstrating how each metropolitan area has operationalised the common strategic vision in line with its institutional context, governance structure, and territorial priorities.

From Joint Strategy to Local Operationalisation

Deliverable 3.1.2 - *Strategy for Strengthening Metropolitan Cooperation and Governance in Central Europe* - defined a shared analytical and conceptual framework for metropolitan governance. It identified key dimensions of cooperation, governance systems, stakeholder involvement, financial schemes, thematic coordination, and monitoring mechanisms as central components of effective metropolitan governance.

The Action Plans presented in this deliverable represent the vertical translation of that joint Strategy into implementable, territorially grounded measures. Each metropolitan area has developed a structured set of actions that:

- respond to locally identified needs,
- build on lessons learned from the transnational study clusters, pilot actions and new solutions implemented under WP2,
- align with national and regional policy frameworks,
- and define implementation pathways, stakeholder responsibilities, financial mechanisms, and monitoring approaches.



In this sense, Deliverable 3.2.1 demonstrates the operationalisation of the project's strategic outputs. It shows how transnational learning and joint reflection have resulted not only in conceptual alignment, but also in concrete commitments at metropolitan level.

Institutional Commitment and Governance Uptake

A central objective of MECOG-CE has been to move beyond knowledge exchange toward tangible institutional strengthening. The six Action Plans compiled in this document are not theoretical exercises; they constitute formal documents prepared, endorsed, and integrated within the governance processes of the respective metropolitan or urban authorities.

They reflect political and administrative commitment to strengthening metropolitan cooperation structures, enhancing coordination across administrative boundaries, improving strategic planning processes and reinforcing stakeholder participation mechanisms.

By anchoring these actions within existing institutional frameworks—whether through strategic plans, spatial planning instruments, mobility strategies, digital platforms, or governance reforms—the metropolitan areas demonstrate ownership and long-term orientation and reinforce the sustainability of project outcomes beyond its formal duration.

The Action Plans also illustrate different models of metropolitan governance within Central Europe. Some participating regions operate within well-established institutionalised metropolitan structures, while others rely on voluntary cooperation mechanisms or hybrid arrangements. Despite these structural differences, all six authorities have identified governance strengthening as a strategic priority and have articulated specific, implementable actions to address it.

Methodology

The six Action Plans were developed within Work Package 3 on the basis of a shared orientation provided at the project level, while allowing flexibility to reflect the institutional and territorial specificities of each metropolitan authority. To support coherence and ensure a minimum level of comparability across metropolitan areas while preserving flexibility for territorial adaptation, a common Action Plan template was developed at the project level and provided to all partners. The template defined the core structural components to be addressed in each Action Plan, including the identification of governance challenges and needs, the definition of concrete actions and implementation steps with indicative timelines, the clarification of stakeholder roles and responsibilities, and the description of governance arrangements for implementation. It also guided partners in outlining financial considerations, potential funding sources, and monitoring and evaluation approaches to support effective implementation and long-term sustainability. At the same time, the content of each Action Plan was shaped by local priorities, legal frameworks, and administrative capacities.

Their preparation built on the analytical work conducted under Work Package 2, including metropolitan governance assessments, thematic study clusters, pilot actions, and new solutions. In most cases, the drafting process involved consultations within metropolitan



working groups, steering committees, or stakeholder platforms, reinforcing institutional ownership and ensuring alignment with ongoing strategic processes.

The drafting process also included an internal quality review phase at project level. First draft versions of the Action Plans were submitted to the WP3 leader (Metropolitan Research Institute), who provided detailed feedback and recommendations aimed at strengthening strategic clarity, coherence with the joint Strategy, governance logic, and implementation feasibility. This iterative exchange supported metropolitan areas in refining their documents while preserving local ownership and contextual specificity. In addition, the development of the Action Plans was supported by a dedicated transnational peer review process within the project consortium. A thematic workshop held on 12 November 2025 in Turin provided an opportunity for all project partners to review and discuss the draft Action Plans of each metropolitan area. During this workshop, the WP3 leader (Metropolitan Research Institute) presented a general overview and overarching recommendations, after which the individual Action Plans were discussed in dedicated sessions involving all partners. This collaborative review process enabled metropolitan areas to receive structured feedback, exchange perspectives, and refine their proposed actions based on transnational experience and expertise. As a result, the Action Plans were not developed in isolation, but through a cooperative process involving the full project consortium. The final Action Plans therefore reflect both territorial priorities and the collective learning process of the partnership.

B. Scope and structure of the deliverable

This deliverable compiles the six Action Plans developed by the participating metropolitan areas within Work Package 3 of the MECOG-CE project. Its scope is documentation and structured presentation. The document consolidates the final Action Plans in a coherent format while preserving their territorial specificity, institutional context, and governance logic. It provides evidence that the participating organisations have translated the jointly developed strategic framework into locally grounded, implementable governance instruments.

The scope of this document is descriptive rather than analytical. It does not assess, compare, or rank the Action Plans. Each plan is presented as a context-sensitive response to metropolitan governance challenges, shaped by national legislation, institutional capacity, territorial structure, and strategic priorities. The diversity of governance arrangements across Central European metropolitan areas is therefore reflected rather than harmonised.

The document is organised to ensure clarity and logical progression. It begins with structured summaries of the six Action Plans, presenting their rationale, main lines of intervention, and implementation logic while preserving their territorial specificity. A subsequent section provides a descriptive cross-cutting overview of the governance dimensions addressed across the metropolitan areas, highlighting how different institutional contexts translate shared strategic objectives into locally grounded actions. The document concludes with a synthesis reflecting on



the overall contribution of the Action Plans to strengthening metropolitan cooperation and integrated territorial development.

By consolidating the locally developed Action Plans in a single deliverable, this document ensures clarity for programme monitoring purposes while safeguarding the autonomy and institutional ownership of each metropolitan area. It thereby captures both the shared strategic direction of the project and the differentiated pathways through which metropolitan cooperation is strengthened in practice.

C. Summary of the Action Plans

1. Capital Region Berlin-Brandenburg

The Action Plan developed by the Joint Spatial Planning Department Berlin-Brandenburg focuses on strengthening metropolitan governance and cooperation within the Capital Region by reinforcing both formal planning instruments and informal coordination mechanisms. It builds on the region's established joint spatial planning framework and aims to enhance the strategic, institutional, and participatory foundations of metropolitan cooperation over the medium and long term. The Action Plan recognises that effective metropolitan governance requires both robust planning instruments and continuous coordination among stakeholders across administrative and territorial boundaries.

The document defines four complementary actions addressing strategic planning, funding coordination, and inter-municipal cooperation. The first action focuses on reviewing funding opportunities for metropolitan cooperation in the next European Union programming period. This includes assessing how instruments such as Integrated Territorial Investments (ITI) and other structural funding tools can be more effectively used to support cross-regional cooperation and metropolitan development priorities. By strengthening the region's capacity to engage with European funding frameworks, this action contributes to improving both financial sustainability and institutional coordination.

The second action concerns the preparation of the next Regional Spatial Development Plan for the Berlin-Brandenburg metropolitan region. As the central formal planning instrument guiding spatial development, this process represents a key opportunity to integrate emerging challenges and priorities, including demographic change, economic transformation, and environmental sustainability. Particular emphasis is placed on improving participation formats and ensuring broader stakeholder involvement in shaping the future development of the metropolitan territory.

The third action aims to consolidate and deepen the regional development strategy, which functions as a core informal planning instrument complementing statutory spatial planning. This action focuses on strengthening coordination across administrative levels and territorial units, enhancing stakeholder engagement, and improving the strategic alignment of regional development priorities. By reinforcing both formal and informal planning instruments, the Action Plan seeks to create a more coherent and resilient governance framework for the metropolitan region.



The fourth action addresses the implementation of the Municipal Neighbourhood Forum as a mechanism to promote closer cooperation between municipalities in Berlin and Brandenburg. This initiative aims to strengthen dialogue and collaboration across different types of municipalities, including large urban centres and smaller towns, enabling them to jointly address shared challenges. By fostering structured interaction and strengthening horizontal cooperation, the forum contributes to building mutual trust and improving governance effectiveness at metropolitan scale.

Taken together, the four actions form a coherent framework for strengthening metropolitan governance in the Capital Region. They combine strategic planning, funding coordination, stakeholder engagement, and inter-municipal cooperation, thereby reinforcing both institutional capacity and collaborative governance mechanisms. The Action Plan builds on existing governance structures while introducing targeted measures to enhance coordination, participation, and strategic alignment. Its implementation is expected to contribute to more effective territorial planning, improved institutional cooperation, and the long-term strengthening of metropolitan governance in the Berlin-Brandenburg region.

2. Brno Metropolitan Area

The Action Plan of the Brno Metropolitan Area aims to strengthen metropolitan cooperation and governance across a functional urban region comprising 184 municipalities and more than 730,000 inhabitants. The plan responds to the need for more structured coordination among municipalities and metropolitan stakeholders, particularly in areas where existing cooperation mechanisms remain voluntary or insufficiently institutionalised. It seeks to enhance the effectiveness, strategic coherence, and long-term sustainability of metropolitan governance by introducing targeted actions addressing key structural and thematic gaps.

The Action Plan defines five complementary actions designed to reinforce institutional coordination and improve the strategic and operational capacity of metropolitan cooperation. The first action focuses on supporting the institutionalisation of the metropolitan area. It addresses the absence of a dedicated legal and governance framework for metropolitan areas in Czechia and aims to strengthen the formal recognition and coordination role of the metropolitan level. By promoting dialogue with national authorities and strengthening coordination among municipalities and other stakeholders, this action seeks to establish a more stable and effective governance structure capable of addressing metropolitan-scale challenges.

The second action addresses food cooperation at the metropolitan level, a topic identified as a priority through project activities and stakeholder engagement. This action promotes stronger collaboration among local authorities, producers, and other stakeholders to support local food systems and improve the integration of food-related considerations into metropolitan planning and governance. It reflects the recognition that certain policy areas, including food systems, require coordinated approaches that extend beyond municipal boundaries.

The third action focuses on strengthening spatial planning at the metropolitan level. Given the absence of formal metropolitan planning instruments in the national legal system, this action aims to improve coordination across municipalities by developing shared analytical and methodological tools. These tools will support more integrated territorial planning, enabling more coherent and sustainable spatial development across the metropolitan area.



The fourth action addresses the improvement of monitoring and evaluation systems for the metropolitan area's integrated development strategy. By strengthening indicator systems and linking strategic objectives with measurable outcomes, this action enhances the capacity for evidence-based decision-making and strategic planning. Improved monitoring mechanisms are expected to support more effective implementation of ITI instrument and Integrated Development Strategy of Brno Metropolitan Area post 2027.

The fifth action focuses on strengthening the participation of stakeholders from the innovation ecosystem, including universities and research institutions. By enhancing the involvement of these actors in metropolitan governance processes, the Action Plan seeks to improve knowledge exchange, foster innovation, and strengthen the strategic capacity of the metropolitan area. This action contributes to more inclusive and collaborative governance arrangements and supports the integration of innovation-driven development into metropolitan planning.

Together, these five actions form a comprehensive framework to reinforce metropolitan governance in the Brno Metropolitan Area. The Action Plan combines institutional strengthening, improved planning coordination, enhanced stakeholder participation, and strengthened monitoring systems. By addressing both structural and thematic dimensions of cooperation, it contributes to building a more coordinated, effective, and resilient metropolitan governance system capable of supporting the long-term development of the metropolitan area.

3. Ostrava Metropolitan Area

The Action Plan of the Ostrava Metropolitan Area aims to strengthen metropolitan cooperation, governance capacity, and strategic coordination across a polycentric urban region characterised by strong functional interdependencies among municipalities. Building on existing strategic frameworks, including the Integrated Territorial Strategy and recent stakeholder consultations, the Action Plan responds to the need for more structured coordination mechanisms, improved data-driven decision-making, and enhanced cooperation across administrative boundaries. It seeks to reinforce the metropolitan dimension of planning and governance while supporting sustainable and resilient territorial development.

The Action Plan defines five complementary actions that address both structural and thematic dimensions of metropolitan cooperation. The first action introduces a metropolitan prototyping approach focused on the regeneration and development of housing estates. This approach enables municipalities and stakeholders to jointly identify challenges, design and test innovative solutions, and scale successful interventions to the metropolitan level. By fostering collaborative problem-solving and knowledge transfer, this action strengthens the metropolitan area's capacity to address shared urban development challenges in a coordinated and adaptive manner.

The second action focuses on strengthening awareness of metropolitan cooperation among stakeholders, public authorities, and residents. Recognising that effective governance depends not only on institutional arrangements but also on shared understanding and engagement, this action promotes coordinated communication, joint promotion, and the systematic integration of metropolitan perspectives into local and regional discourse. It contributes to building a stronger metropolitan identity and improving support for cooperative governance arrangements.



The third action addresses capacity building and institutional cooperation among municipalities within the metropolitan area. It establishes mechanisms for continuous feedback collection, knowledge exchange, and mutual learning, enabling municipalities to strengthen their administrative and strategic capacities. Through structured cooperation platforms and targeted support, this action enhances the ability of municipalities to participate effectively in metropolitan governance and contributes to more balanced and coordinated territorial development.

The fourth action focuses on strengthening the analytical and monitoring framework for metropolitan governance through the development of an metropolitan data platform and an improved indicator system. By enhancing data availability, transparency, and monitoring capacity, this action supports evidence-based decision-making and improves the strategic management of metropolitan development processes. It also strengthens the institutional foundations for long-term governance coordination and policy evaluation.

The fifth action supports the preparation of a Sustainable Urban Mobility Plan (SUMP) for the metropolitan area, addressing the need for coordinated transport planning across the functional urban region. By aligning mobility policies and strengthening cooperation among municipalities and transport stakeholders, this action contributes to improving accessibility, reducing fragmentation, and supporting sustainable mobility solutions at metropolitan scale.

Taken together, the five actions form a coherent and forward-looking governance framework for the Ostrava Metropolitan Area. By combining institutional capacity building, improved data systems, coordinated planning, and strengthened stakeholder engagement, the Action Plan enhances the effectiveness and resilience of metropolitan governance. Its implementation is expected to support more integrated territorial development and reinforce the metropolitan area's capacity to address complex social, economic, and environmental challenges.

4. Verband Region Stuttgart

The Action Plan for the Stuttgart Region focuses on strengthening metropolitan governance through the strategic renewal of the Regional Plan, which serves as the central instrument guiding spatial development, economic growth, infrastructure planning, and environmental protection across the metropolitan territory. Recognising the need to adapt to evolving economic, demographic, and environmental conditions, the Action Plan introduces a set of coordinated measures aimed at enhancing the effectiveness, inclusiveness, and strategic capacity of regional planning processes. The plan builds on the region's well-established institutional framework while introducing innovative governance tools to support long-term territorial resilience and competitiveness.

The Action Plan defines four complementary actions that address key governance dimensions related to planning innovation, stakeholder participation, and strategic coordination. The first action focuses on introducing new digital planning instruments, including the development of a digital twin of the Stuttgart Region. This tool is intended to support evidence-based planning by enabling the simulation of spatial development scenarios, improving analytical capacity, and facilitating more informed decision-making. By strengthening the technical and analytical



foundations of regional planning, this action contributes to more effective and adaptive metropolitan governance.

The second action aims to strengthen stakeholder engagement in the definition of strategic planning objectives. It introduces structured participation processes involving municipalities, sectoral authorities, and external experts to ensure that regional planning reflects a broad range of perspectives and territorial needs. Through workshops, consultations, and collaborative planning formats, this action enhances coordination between different governance levels and supports the development of more coherent and widely supported strategic objectives.

The third action focuses on establishing a Citizens' Forum to increase transparency and public participation in regional planning processes. This initiative provides a structured platform for engaging residents in discussions on metropolitan development, improving public understanding of planning processes, and incorporating citizen perspectives into strategic decision-making. By strengthening democratic legitimacy and fostering dialogue between planners and residents, the forum contributes to more inclusive and accountable metropolitan governance.

The fourth action introduces an innovative metropolitan prototyping approach, enabling stakeholders to collaboratively explore and test new solutions to strategic challenges before their integration into formal planning frameworks. This approach supports experimentation, knowledge exchange, and adaptive governance, allowing the metropolitan authority to respond more effectively to emerging challenges and opportunities. It strengthens cooperation among municipalities, institutions, and stakeholders, contributing to a more flexible and forward-looking governance system.

Together, these actions form a comprehensive framework to modernise regional planning and reinforce metropolitan governance in the Stuttgart Region. By combining digital innovation, structured stakeholder engagement, citizen participation, and experimental governance approaches, the Action Plan enhances the region's capacity to manage complex development processes. Its implementation is expected to contribute to more coordinated territorial planning, stronger institutional cooperation, and improved resilience of the metropolitan governance system.

5. Metropolitan City of Turin

The Action Plan of the Metropolitan City of Turin focuses on strengthening metropolitan governance by enhancing coordination, stakeholder engagement, and spatial planning cooperation across a highly fragmented metropolitan territory comprising more than 300 municipalities. Recognising the institutional and administrative diversity of the metropolitan area, the plan aims to introduce governance tools that improve communication, support coordinated planning, and strengthen the capacity of municipalities to participate effectively in metropolitan decision-making. The Action Plan builds on existing strategic and planning frameworks while introducing new mechanisms to reinforce cooperation and improve the effectiveness of metropolitan governance.

The Action Plan defines two complementary actions that address key governance challenges related to participation and spatial coordination. The first action focuses on developing a digital participation platform designed to strengthen communication and interaction between the



metropolitan authority, municipalities, stakeholders, and citizens. This platform will function as an institutional tool to collect structured input, feedback, and proposals from across the metropolitan territory, supporting both strategic planning processes and ongoing administrative coordination. By creating a centralised and accessible participation mechanism, this action enhances transparency, strengthens stakeholder engagement, and improves the responsiveness of metropolitan governance processes.

The second action addresses the fragmentation of spatial planning across municipalities by promoting the establishment of intermunicipal spatial planning offices at the level of homogeneous zones. These planning offices are intended to provide technical support and coordination for municipalities, particularly smaller ones with limited planning capacity. By facilitating joint planning processes and strengthening alignment between local and metropolitan planning instruments, this action contributes to improving the coherence and effectiveness of spatial development across the metropolitan territory. It also supports stronger institutional cooperation and reinforces the metropolitan authority's coordinating role.

Both actions contribute to strengthening the institutional and operational capacity of metropolitan governance. The digital participation platform enhances stakeholder involvement and facilitates more inclusive and transparent decision-making processes, while the establishment of intermunicipal planning offices improves coordination and technical capacity for spatial planning. Together, these measures address key structural challenges associated with administrative fragmentation and uneven institutional capacity across the metropolitan territory.

Taken together, the Action Plan introduces targeted governance innovations that reinforce cooperation, improve planning coordination, and strengthen institutional capacity at metropolitan scale. By combining digital governance tools with enhanced spatial planning coordination mechanisms, the Action Plan contributes to building a more integrated, collaborative, and effective metropolitan governance system capable of supporting the long-term development of the Metropolitan City of Turin.

6. Warsaw Metropolis

The Action Plan for the Warsaw Metropolis focuses on strengthening metropolitan cooperation and governance through the development of an integrated and coordinated public transport system across the functional urban region. Responding to dynamic urbanisation, population growth, and increasing functional interdependencies among municipalities, the plan aims to improve transport accessibility, enhance mobility services, and reinforce cooperation among local governments and transport authorities. By addressing mobility as a key metropolitan governance function, the Action Plan contributes to improving territorial cohesion, environmental sustainability, and the quality of life for residents.

The Action Plan defines three complementary actions that together establish a strategic, operational, and participatory framework for metropolitan transport governance. The first action focuses on establishing a strategic framework for metropolitan transport coordination. It aims to define shared priorities, planning mechanisms, and implementation pathways for improving transport integration across the metropolitan area. By strengthening coordination among



municipalities and transport institutions, this action provides the institutional foundation necessary for coherent and effective metropolitan transport governance.

The second action addresses the implementation of technical and organisational solutions to improve the integration of transport systems and services. It includes measures to harmonise transport standards, improve coordination of transport schedules, develop common passenger information systems, and expand metropolitan transport connections. A key element of this action is the creation of unified fare systems and coordinated mobility services, which will facilitate seamless travel across municipal boundaries and strengthen the functional integration of the metropolitan area.

The third action focuses on strengthening metropolitan identity and promoting sustainable mobility through coordinated communication and stakeholder engagement. By raising awareness of the benefits of integrated public transport and encouraging behavioural change, this action supports the long-term sustainability and effectiveness of metropolitan mobility systems. It also contributes to strengthening cooperation among municipalities and reinforcing a shared metropolitan perspective.

Together, these actions form a coherent governance framework aimed at improving both the institutional coordination and operational effectiveness of metropolitan transport systems. By integrating strategic planning, technical implementation, and stakeholder engagement, the Action Plan enhances the capacity of the Warsaw Metropolis to manage mobility challenges at metropolitan scale. Its implementation is expected to contribute to more efficient transport services, stronger institutional cooperation, and more integrated territorial development across the metropolitan region.

D. Cross-cutting overview of governance dimensions

The six Action Plans collectively address multiple dimensions of metropolitan governance, reflecting both shared strategic priorities and the diversity of institutional and territorial contexts across participating metropolitan areas. While each metropolitan area has defined actions tailored to its specific governance framework and development needs, several common governance dimensions emerge, demonstrating a converging effort to strengthen coordination, strategic capacity, and institutional effectiveness at metropolitan scale.

A central dimension addressed across the Action Plans is the strengthening of strategic planning and coordination mechanisms. Several metropolitan areas emphasise the need to enhance planning instruments that support coherent territorial development across administrative boundaries. This includes the preparation or revision of spatial development plans (such as the preparation of the next Regional Spatial Development Plan in Berlin-Brandenburg), the strengthening of integrated strategic frameworks (for example through the development of a strategic transport governance framework in the Warsaw Metropolis), and the development of new planning tools (such as the digital twin supporting the update of the Regional Plan in the Stuttgart Region). These actions contribute to improving vertical coordination between local, regional, and national levels, as well as horizontal coordination among municipalities within the metropolitan



territory. By reinforcing the strategic role of metropolitan-level planning, the Action Plans support more integrated and forward-looking governance systems.

Another key governance dimension concerns the institutionalisation and formalisation of metropolitan cooperation. In metropolitan areas where governance structures remain largely voluntary or fragmented, the Action Plans introduce measures aimed at strengthening institutional coordination, clarifying governance roles, and improving organisational capacity. These efforts include support for the institutionalisation of metropolitan governance structures (as reflected in the Brno Metropolitan Area's efforts to strengthen the formal recognition and coordination role of the metropolitan level), the development of new coordination platforms (for example through the Municipal Neighbourhood Forum in Berlin-Brandenburg), the reinforcement of inter-municipal cooperation mechanisms (such as the establishment of intermunicipal spatial planning offices in the Metropolitan City of Turin), and the exploration of more formalised governance arrangements. Such measures contribute to improving the stability, continuity, and effectiveness of metropolitan governance processes.

Stakeholder engagement and participatory governance represent another important cross-cutting dimension. Several Action Plans introduce structured mechanisms to involve municipalities, public authorities, experts, and citizens in metropolitan decision-making processes. These include digital participatory planning platforms (as proposed in the Metropolitan City of Turin), stakeholder consultations, citizen forums, and collaborative governance formats (such as the participatory workshops and coordination processes supporting the Regional Plan update in the Stuttgart Region). By strengthening stakeholder involvement, metropolitan authorities aim to enhance the legitimacy, inclusiveness, and responsiveness of governance processes while improving the quality and acceptance of strategic decisions.

The strengthening of analytical and monitoring capacities also emerges as a significant governance priority. Metropolitan authorities increasingly recognise the importance of data-driven decision-making, monitoring systems, and evaluation frameworks in supporting effective governance. The Action Plans include measures such as the development of metropolitan data platforms and indicator systems to support evidence-based policy-making (as proposed in the Ostrava Metropolitan Area), the improvement of monitoring and evaluation frameworks for metropolitan strategies (as addressed in the Brno Metropolitan Area), and the introduction of advanced digital planning tools (such as the digital twin in the Stuttgart Region). These tools enhance the ability of metropolitan authorities to assess development trends, monitor progress, and support more informed and effective decision-making. Several Action Plans also address governance in relation to specific policy domains that require coordinated action at metropolitan scale, particularly spatial planning and mobility. In the field of mobility, the Warsaw Metropolis focuses on strengthening metropolitan transport governance through integrated planning, coordinated transport services, and unified operational frameworks, while the Ostrava Metropolitan Area supports the preparation of a Sustainable Urban Mobility Plan covering the functional urban region. In the field of spatial planning, Berlin-Brandenburg emphasises the preparation of a new Regional Spatial Development Plan, while the Metropolitan City of Turin promotes the establishment of intermunicipal spatial planning offices to improve coordination among municipalities. By strengthening coordination in these areas, metropolitan areas improve the effectiveness of policy implementation and ensure that functional interdependencies across municipal boundaries are addressed in a coherent manner. These thematic governance actions demonstrate how metropolitan cooperation can enhance policy effectiveness and contribute to more integrated territorial development.



Finally, the Action Plans emphasise the importance of governance innovation and institutional learning. Through the introduction of new governance instruments, digital tools, participatory mechanisms, and experimental approaches, metropolitan areas are strengthening their capacity to respond to complex and evolving challenges. Examples include the introduction of digital participation platforms to facilitate stakeholder interaction (Turin), the use of prototyping approaches to develop and test metropolitan solutions (Ostrava and Stuttgart), and the exploration of new governance coordination mechanisms and funding frameworks (Berlin-Brandenburg and Brno). These actions reflect a shift toward more adaptive, collaborative, and forward-looking governance models that support long-term metropolitan resilience.

Taken together, the Action Plans demonstrate a shared commitment to strengthening metropolitan governance as a key enabling condition for integrated territorial development. While reflecting diverse institutional arrangements, they converge in their focus on improving coordination, enhancing participation, strengthening strategic and analytical capacities, and reinforcing the institutional foundations of metropolitan cooperation.

E. Conclusions

The six Action Plans compiled in this deliverable demonstrate how the participating metropolitan areas have translated the joint strategic framework of the MECOG-CE project into concrete and operational governance measures. While reflecting diverse institutional arrangements, legal frameworks, and territorial contexts, all Action Plans share a common objective: to strengthen metropolitan cooperation and improve the capacity of metropolitan and urban authorities to address complex, cross-boundary challenges in a coordinated and strategic manner.

A key contribution of the Action Plans lies in reinforcing the strategic and institutional foundations of metropolitan governance. Across the participating areas, the actions introduced aim to improve coordination among municipalities, enhance the effectiveness of planning instruments, and strengthen governance structures that support integrated territorial development. By addressing both regulatory/structural governance mechanisms, such as spatial planning and strategic coordination, and relational/participatory mechanisms, including stakeholder engagement and collaborative platforms, the Action Plans contribute to more coherent and resilient metropolitan governance systems.

The Action Plans also reflect an increasing emphasis on improving governance processes through innovation, participation, and enhanced analytical capacity. The introduction of digital tools, participatory mechanisms, data platforms, and new coordination structures strengthens the ability of metropolitan areas to support evidence-based decision-making and engage stakeholders more effectively. These governance innovations enhance institutional adaptability and improve the responsiveness of metropolitan governance to evolving social, economic, and environmental challenges.

Another important outcome of the Action Plans is the strengthening of institutional ownership and long-term commitment to metropolitan cooperation. The actions defined in this deliverable are embedded within the strategic and operational frameworks of the respective metropolitan areas and are aligned with ongoing planning and policy processes. This institutional anchoring supports the sustainability of project results and ensures that the governance improvements initiated through the MECOG-CE project will continue beyond its formal duration.



Collectively, the Action Plans demonstrate the added value of transnational cooperation in strengthening metropolitan governance. Through the exchange of knowledge, joint analytical work, and collaborative strategy development, metropolitan areas have been able to identify shared challenges, adapt good practices, and develop locally appropriate governance solutions. This process has contributed to building stronger institutional capacity and fostering a shared understanding of metropolitan governance as a key enabling condition for integrated territorial development.

By consolidating these locally grounded governance instruments, Deliverable 3.2.1 provides clear evidence of the project's contribution to strengthening metropolitan cooperation in Central Europe. The Action Plans represent a durable outcome of the MECOG-CE project, embedding its strategic objectives within metropolitan governance systems and supporting the long-term development of more coordinated, effective, and resilient metropolitan areas.



F. Annexes - Action Plans

- Joint Spatial Planning Department Berlin-Brandenburg
- Brno Metropolitan Area
- Ostrava Metropolitan Area
- Verband Region Stuttgart
- Metropolitan City of Turin
- Warsaw Metropolis

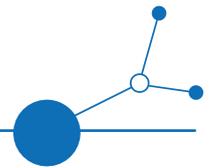


ACTION PLAN

on governance in the Capital Region
Berlin-Brandenburg

by

Joint Spatial Planning Department
Berlin-Brandenburg



Version 1

02 2026



Executive Summary

This action plan was developed by Joint Spatial Planning Department Berlin-Brandenburg as a result of the MECOG-CE-project.

The Action Plan serves the Berlin-Brandenburg Capital Region in the further development of strategically important instruments and topics. It therefore focuses on regional planning and regional development procedures on the one hand, and on content on the other. Both relate to the most important formal instrument in state planning and, above all, to informal approaches. These only work through successful participation. Here, the action plan aims to broaden the scope of planning and thus anchor it more firmly in the metropolitan area.

The effects of the action plan will unfold in the medium to long term. Updating the State Development Plan alone will take several years, after which it will remain valid for at least a further ten years.

The document outlines four actions:

1. Review of funding opportunities for metropolitan cooperation in the next EU funding period
2. Preparation of the next Regional Spatial Development Plan for the Berlin-Brandenburg metropolitan region
3. Consolidation and deepening of the regional development strategy
4. Implementation of the guiding principle of the Municipal Neighbourhood Forum

The key areas of the action plan are primarily “Metropolitan Vision and Strategic Objectives”, because the actions set out both concrete spatial planning goals and models for future development. Furthermore, “Governance Systems” and “Stakeholder involvement” are key areas since goals and models are linked to specific groups of actors or participation procedures.

The action plan takes into account both the latest data on regional development in the Capital Region and the experience gained from formal and informal work in recent years.

The **first action**, "Review of funding opportunities for metropolitan cooperation in the next EU funding period", is also based on the study visit to Warsaw and the insights gained there on the application of EU funding procedures. The process of reviewing the application of funding instruments aims to improve procedures and projects, i.e., funding opportunities. ITI can be used to activate and intensify cross-regional cooperation between stakeholders, thereby also strengthening cohesion in the region.

The **second action**, "Preparation of the next Regional Spatial Development Plan for the Berlin-Brandenburg metropolitan region", aims to innovatively update the most important formal instrument of joint regional development in Berlin and Brandenburg, the Regional Development Plan. This means using new participation formats to better reach and involve the relevant target groups than before, but also to identify and introduce new relevant topics.

The **third action**, "Consolidation and deepening of the regional development strategy", aims to improve Brandenburg's most important informal regional planning instrument, the regional development strategy, and to anchor it more firmly in the metropolitan region by involving relevant stakeholders. In future, greater attention will be paid to neighbouring regions and interdependencies; the axis development model stands for joint connections between Berlin and Brandenburg as well as between Brandenburg and its neighbouring regions.

Finally, the **fourth action**, "Implementation of the guiding principle of the Municipal Neighbourhood Forum", focuses on the closer interdependence between Berlin and Brandenburg. The aim here is to involve unequal partners like smaller cities in Brandenburg and bigger districts in Berlin in jointly solving shared problems. The action aims to intensify cooperation between municipalities in the interests of a regional perspective. A new mission statement identifies measures and instruments that need to be implemented or applied.

The spatial dimension of actions:

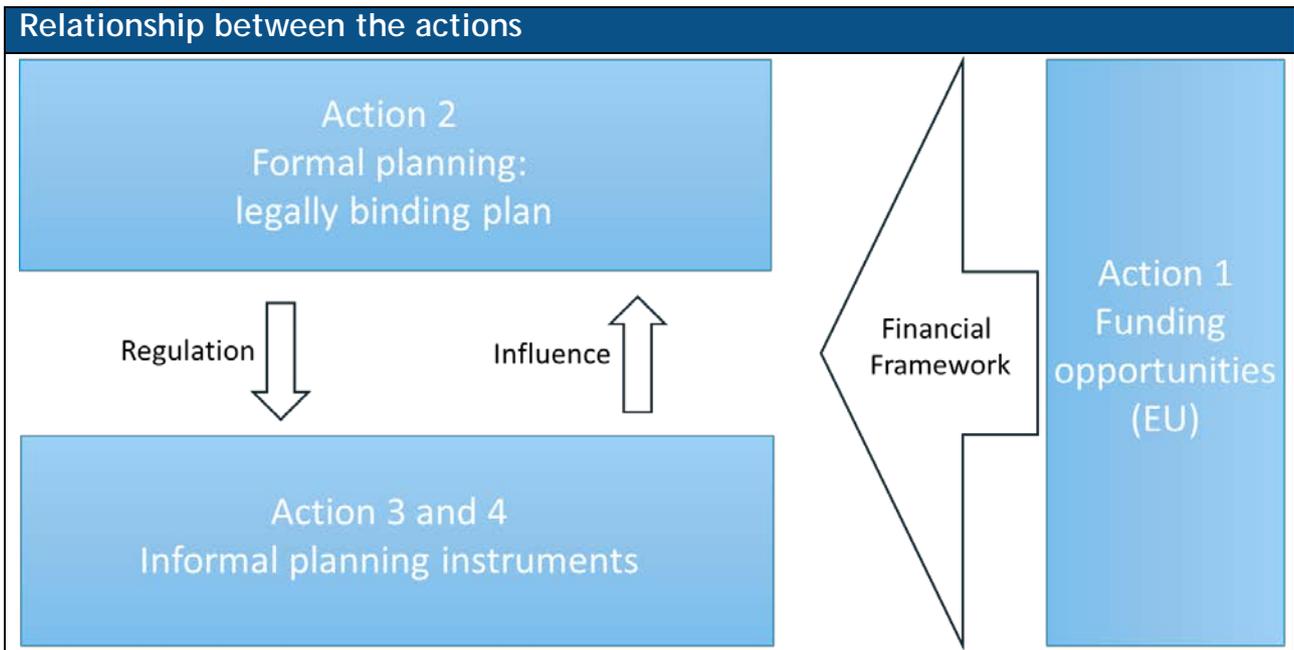
Spatial dimension of actions			
Action	Berlin		Brandenburg
1. Funding opportunities (EU)			
2. Spatial Development Plan			
3. Regional Development Strategy			

4 Municipal Neighbourhood Forum			
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Interdependencies and mutual reinforcement

Each action works independently. However, there are interrelationships that have a supportive effect, for example: Action 1, for example, evaluates financing opportunities for projects in action 3 or even action 4. Work of MNF in action 4 should be regarded as preparatory work or groundwork for action 2. Conversely, action 2 can take into account and define in its plan which requirements have been formulated in the work of action 4. Action 3 consists mainly of informal planning; however, it is connected to action 2, the formal framework for planning and development in the Capital Region (e.g. axis development, also action 4 dealing with).

The basic correlation between the four actions:



From a spatial perspective, the four actions consider regional interdependencies and disparities within the Capital Region. They link future-oriented topics with appropriate governance and financing. The action plan takes existing procedures and strategies as a basis and develops them further in a way that is appropriate to the region and stakeholders. In addition, it examines options for a different organization of EU funding that would benefit the objectives in terms of organization (in the sense of cooperation and governance) and content.

A. Action 1:

Review of funding opportunities for metropolitan cooperation in the next EU funding period

The process of reviewing the application of funding instruments aims to improve procedures and projects, i.e., funding opportunities. Funding schemes like ITI can be used to activate and intensify cross-regional cooperation between stakeholders, thereby also strengthening cohesion in the region.

Needs assessment for Action 1

Structural fund support is particularly important for the state of Berlin. In the current funding period 2021-2027 alone, the state of Berlin will receive around €829 million from the EU Structural Funds. Without this support, the structural transformation of the former walled city into an innovative metropolis and the city with the most start-ups in Germany would not have been as successful.

And Brandenburg will receive around €3 billion in funding during the 2021-2027 funding period, which underlines the importance of EU-funding for the Capital Region.

Both for Berlin and Brandenburg it is important to build on these successes in the new EU funding period starting in 2028 and to overcome existing challenges, such as the digital and green transformation and the recruitment of skilled workers, with the help of EU structural funds.

The State of Brandenburg recently published a “Position of the Brandenburg State Government on the European Commission’s Proposal to Create a National and Regional Partnership Plan (NRPP)”. The basis of the argumentation lies in the structure of the Capital Region: Its metropolitan core, the surrounding areas and the wider metropolitan areas that benefit less or not at all from their proximity to Berlin: “These regional characteristics are an advantage and should not become a disadvantage. A future EU funding policy requires consideration of regional solutions and not a national approach. It requires rather innovation and economic development based on the potential of the regions.”

Both Berlin and Brandenburg vote for a structural policy which strengthens the regional level compared to the national level to develop solutions tailored to requirements.

The final position of the state of Brandenburg: “The state government will develop, state policy priorities for EU funding in a partnership-based process, taking into account socio-economic challenges and specific funding needs.”

The ITI instrument has the potential to fulfil specific needs of the Capital Region in future. Financing can be simplified by coordinating and pooling funding for specific topics. So far in Germany, ITI has only been used sporadically in Lower Saxony (“regions of the future”). 83% of ERDF funds in Germany were allocated without a territorial focus, otherwise mostly in the category “other territorial instruments.”

Action 1 is aimed at continuing to pursue and shape the discussion on the (reorientation of) EU structural policy at federal and state level. This is subject to achieving the best possible outcome for the region.

Stakeholder Engagement and Governance for Action 1

The responsibility lies with the management authorities ERDF, in Berlin part of Senate department for economics, energy and enterprises and in Brandenburg part of Ministry for Economic Affairs, Labour, Energy and Climate Action. An interministerial working group is operating in Brandenburg. First, each federal state must establish its own position on the instrument.

Input on this topic is also provided by the permanent representatives of both federal states in Brussels, who report regularly. This information is shared in particular in EU policy officer meetings.

Next steps:

Ministry for Economic Affairs, Labour, Energy and Climate Action and Ministry of Finance and Europe of Brandenburg will hold an external cabinet meeting in Brussels.

The German Federal Spatial Development Conference will be looking at the EU's proposals for revamping cohesion and funding policy by the end of the year.

This will be followed by federal-state negotiations and an interministerial working group on the design of the instruments for the next funding period.

It is important to be aware of the reform needs of local and regional stakeholders. Whether a new coordination body would be useful in this regard is currently being examined.

The specific form of cooperation between Berlin and Brandenburg is still open at present.

Implementation of Action 1

As a starting point, both states have set out their position on EU cohesion policy in a paper by September 2025.



Yet the action focuses on the state of Brandenburg first, because it is a major challenge to organize funding across state borders. In addition, due to its intra-regional disparities, BB has a territorial structure that makes the use of funds appear justified.

The prerequisite/basis for funding opportunities is the existence of an integrated development concept in which visions for the future are formulated in an interdisciplinary manner. This is done based on a wide variety of participatory procedures, as the development concept should be supported by the entire urban community.

In Brandenburg, more than 80 cities have already drawn up such an integrated concept. The MIL has created a working aid to support this process, which serves as a reference work for recommendations for all phases of the plan's creation. The target group is primarily the administration and politicians.

- Regarding ITI, greater attention will need to be paid in future to combining traditional infrastructure investments with intangible investments (such as employment/education policy). This is considered particularly beneficial for the structurally weaker areas of the federal state.
- Greater efforts should be made to ensure that business and science are involved.

- The extent to which thematic priorities should be set, e.g., water supply and disposal, should be examined. (This point is the result of the debriefing of the study visit to Warsaw on the topic of ITI.)
- In line with the objective of European territorial cooperation, cross-border cooperation should be pursued. Great potential is seen, for example, for the twin cities of Frankfurt/Oder and Stübice. The German-polish interlinkage area and its Joint Vision for the Future is explicitly mentioned in the Territorial Agenda 2030 at “Region-focused Territorial Impact Assessment”. Here, projects have so far been organized primarily through INTERREG. The possibilities for expanding the range of funding should be explored.

Next steps:

- Ministry for Economic Affairs, Labour, Energy and Climate Action and Ministry of Finance and Europe of Brandenburg hold an external cabinet meeting in Brussels in September 2025.
- The German Federal Spatial Development Conference (RMK) has passed a resolution in reaction to the EU commission proposals for revamping cohesion and funding policy on 27 November 2025: The RMK supports a central role for the states in the development and implementation of the programs from 2028 onwards. It takes the view that the integrated territorial approach should be considered to a greater extent in the Structural Funds and in Interreg alongside sectoral support.
- Starting in 2026: Informal and formal federal-state negotiations and an interministerial working group on the design of the instruments for the next funding period.
- It is important to be aware of the reform needs of local and regional stakeholders. Whether a new coordination body would be useful in this regard is currently being examined (presumably until Q3/26).

Funding & Resource Mobilization for Action 1

Shaping new funding programs is an administrative task which uses staff already employed.

Monitoring and Evaluation for Action 1

The responsibility lies with the management authorities ERDF. Institutions responsible for regional development have the task of keeping the issue on the agenda (State Chancellery of Brandenburg, partly Joint spatial Planning Department).

Challenges & Risk Mitigation for Action 1

- Subregional funding questionable from the perspective of the state (and subregions). It may promote competition.
- Functional area designation (independent of administrative boundaries) is both a strength and a weakness. Risk minimization is possible through moderation on the part of the state, in coordination with the five regional planning associations of Brandenburg.
- Germany's federal organization as an obstacle to establishing ITI ("program within a program"). The task must be to promote the program at the federal level.
- Long strategic lead time is resource-intensive, as well as administration of new instruments like ITI. Risk mitigation through adequate job allocation and resource provision. Political support is important, as the budget situation is fundamentally tight.
- "The combination of different funds (ERDF, ESF, EAFRD) in a single funding approach proved particularly challenging, especially regarding indicators and different project durations. This necessitated increased consulting efforts." (ERDF evaluation report)
- JTF as a new territorial approach (competition/replacement).

B. Action 2: Preparation of the next regional spatial development plan for the Berlin-Brandenburg metropolitan region

The action aims to innovatively update the most important formal instrument of joint regional development in Berlin and Brandenburg, the regional development plan. This means using new participation formats to better reach and involve the relevant target groups than before, but also to identify and introduce new relevant topics.

Needs assessment for Action 2

The Berlin-Brandenburg Capital Region State Development Plan (LEP HR 2019) is a legally prescribed instrument for joint state spatial planning of Berlin and Brandenburg. It should be evaluated latest every ten years.

It guides mainly joint settlement development to prevent urban sprawl, reduce land consumption, secure agricultural and forestry use, direct traffic flows, and reduce CO₂ emissions.

In sum, the State Development Plan (LEP HR) provides an overarching strategic framework for the sustainable spatial development of Berlin and the whole of Brandenburg.

According to the current LEP HR, this will be achieved by

- integrating the growing city of Berlin with its surrounding area through star-shaped settlement development along rail connections (settlement star),
- opening opportunities for cities in the so-called second row that are easily accessible by rail, also to relieve the core of the Capital Region,
- carrying the growth of the metropolis and the dynamism of the surrounding area into the whole of Brandenburg along the radial transport (rail)infrastructure,
- establishing centres as anchors for future-proof public services, especially in rural areas,
- the strengthening of suitable districts as further settlement centres.

The LEP HR takes development trends into account and aims to regulate them spatially, while ensuring that the interests of all sub-regions are balanced.

The plan contents and control elements of the LEP HR relate to the following core spatial planning topics:

- The Capital Region,
- Economic development, commerce and large-scale retail,
- Cultural landscapes and rural areas,
- Settlement development,
- Open space development,
- Transport and infrastructure development,
- Climate, flooding, and energy.

New topics emerge like Water scarcity, climate adaptation, unequal living conditions (shrinking versus growth).

Need for revision in the years to come is assumed.

Stakeholder Engagement and Governance for Action 2

The Joint State Development Plans are drawn up by the Joint State Planning Department including a complex formal participation process publishing a draft, collecting and weighing up hundreds of written statements of stakeholders. The Plans are issued as statutory instruments by the governments of the contracting states of Berlin and Brandenburg, and forwarded to the state parliaments for information after the statute has been passed.

Close coordination between the states takes place in advance. During the development phase of the State Development Plan, the planning process is continuously monitored by the parliaments in both states.

Implementation of Action 2

The regular evaluation and analysis of regional planning follows the following structure:

1. Spatial development trends

For all subject areas of the current LEP, the current spatial development trends are presented according to the main topics. Any interdependencies between the trends must also be considered.
2. Identification of land use requirements

The land use requirements of various stakeholder and interest groups must be addressed in a thematically differentiated manner to obtain a comprehensive picture of the current situation.
3. Identification of land use conflicts

The conflicting objectives resulting from the various land use requirements must be addressed.
4. Justification of the possibilities for regional planning intervention

The extent to which regional planning is suitable for contributing to the

clarification/resolution of the identified conflicts over land use or for securing land use requirements with the interventions/instruments at its disposal must be assessed and presented.

5. Assessment of the current set of spatial planning instruments

It is necessary to determine where issues are addressed

- with little need for conflict resolution but strong regulation (overregulation),
- with a high need for conflict resolution but insufficient spatial planning instruments (underregulation),
- that cannot be resolved by means of spatial planning (limits of spatial planning).

6. Conclusion

The process to update the LEP HR is planned to start end of 2027, in order reach out for a new plan in 2029 ff (about ten years after the publication of the current plan). The next steps will be to conduct planning studies on specific topics, such as flood protection and climate adaptation. In particular, the designation of retention areas and the relocation of dikes require intensive assessment and discussion with the municipalities concerned. The results will then be incorporated into the draft of the new plan.

Especially, results of two model projects on spatial planning will be incorporated into the new State Development Plan:

1. Model project "ROBau - Rethinking spatial planning instruments for more housing construction"

Research project on the possibilities of spatial planning and inter-municipal cooperation for the creation of new housing construction in line with demand in tight housing markets will run until mid-2026.

The research is guided by the question of how state and regional planning can contribute to stimulating new housing construction. The aim is to examine existing formal planning and develop innovative, informal approaches.

Objectives:

- Development and testing of new instruments
- Recommendations for the targeted implementation of existing instruments and the possible establishment of more forward-thinking spatial planning instruments
- Guidelines, handouts, or working aids for the municipal level.

Participants:

- Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg
- Berlin Senate Department for Urban Development, Construction, and Housing (SenStadt),

- the regional planning associations Havelland-Fläming and Oderland-Spree,
- the cities of Ludwigsfelde and Frankfurt (Oder),
- the Association of Berlin-Brandenburg Housing Companies (BBU),
- the State Office for Building and Transport (LBV).

2. MORO - "Cross-border synergies between spatial planning and water management in the Oder river basin"

The German-Polish model project for spatial planning (MORO) deals with the interfaces between spatial planning and water management in the Oder river basin. It relates to the field of action "Securing the foundations for a high quality of life" of the Joint Future Concept for the German-Polish Interdependent Area - Vision 2030 (GZK 2030). The project will end in June 2027.

Objectives:

- Cross-border exchange of knowledge and experience with Polish stakeholders on the topics of spatial planning and water management.
- Developing strategies to improve the landscape water balance and measures for preventive flood protection,
- Raising awareness among stakeholders of the challenges and options for action and developing new cooperation and implementation models for networking stakeholders,
- Identifying control options at the regional planning level to improve the landscape water balance.

The model projects and their incorporation will significantly strengthen informal approaches to preparing the State Development Plan and ensure that the plan is technically capable of meeting current challenges.

It is foreseen to start with an elaboration of a spatial vision in 2027 in a collaborative process. Further preparation studies / activities will be shaped.

Relations to neighbouring metropolitan region need to be considered, like:

- Joint development with neighbouring Polish regions, such as the Szczecin metropolitan region, should also be intensified in the future. Strategic Development of Szczecin-Axis (conference in November 2025),
- The Hamburg metropolitan region recently commissioned an analysis of its links with the surrounding area and neighbouring regions. Hamburg and Berlin-Brandenburg are already discussing their connections (Prignitz axis).

Expert exchange with other Metropolitan Regions on spatial developments and challenges, like:

- Exchange with association of German Metropolitan Regions (IKM), November 2025 in Chemnitz, February 2026 in Nürnberg, October 2026 in Berlin
- METREX exchange in spring and autumn conferences as well as participation in the Nordic-Baltic working group
- International Conference in summer 2026 in Berlin focussing on current challenges for metropolitan regions and solution strategies: JSPD invites representatives from European metropolitan regions to learn and discuss implementation options.

Funding & Resource Mobilization for Action

The preparation is financed from general budgetary resources. The model projects are funded by federal funds.

Monitoring and Evaluation for Action 2

Three years after publication, the state parliament passed a resolution to evaluate the plan. JSPD was commissioned to do so, in close cooperation with Berlin. The first evaluation report is now available. Key questions were developed from this report, from which theses for future regional planning were derived.

- Are the underlying trends still accurate?
- Are the growth centres defined in the best possible way?
- Is the balance of interests between the specialist planning departments on the one hand and the regions on the other being maintained?

JSPD will set up a cross-departmental working group to further steer and shape the renewal process in the fall of 2026.

Challenges & Risk Mitigation for Action 2

- With a plan update every ten years, there is a risk that the underlying economic and demographic trends will be less valid. Mitigation by ongoing spatial observation of State office for Construction and Transportation (LBV Brandenburg) and less focussing on trends but principles generally recognized as correct and viable.
- Settlement development is linked to the expansion of public transport. If this stagnates, it can have negative effects on housing construction and thus on overall urban development. Delays in the implementation of rail projects are an early warning indicator. Supporting the topic is the MNF, which has chosen Housing settlement as annual theme for 2026 and 2027 in November 2025.
- It is not yet clear whether improved participation will actually lead to a decline in the critical stance of some stakeholders. Critics tend to view the plan as an

obstacle rather than a tool for creation. Observation and evaluation of the participation process at short intervals is necessary (e.g. twice a year), conducted by an external, neutral stakeholder.

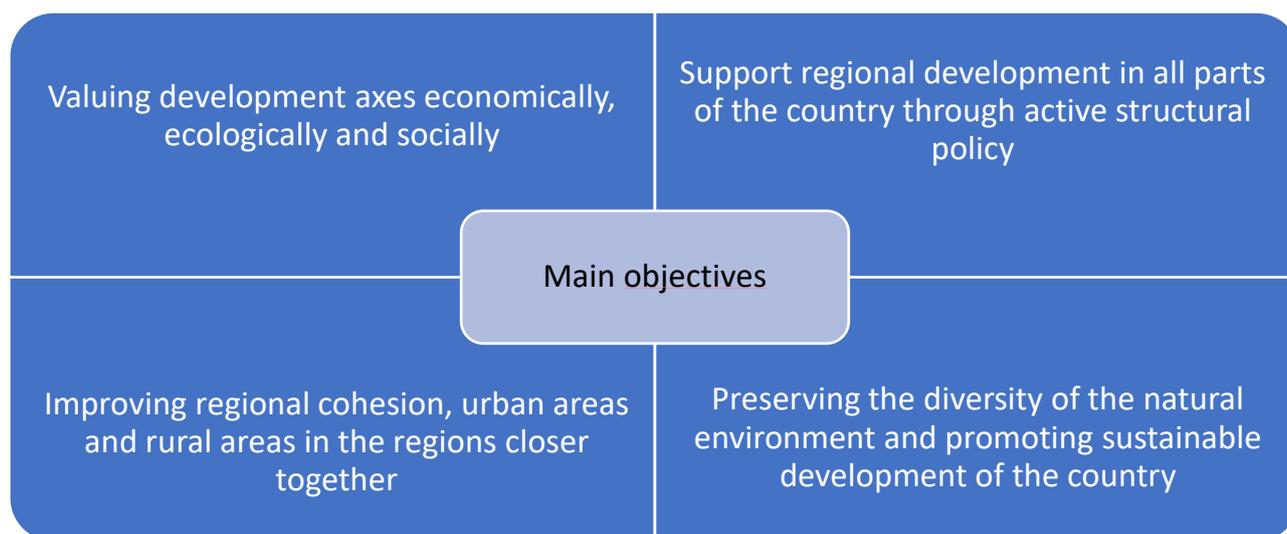
- Can the green spaces between the development axes continue to be kept free when there is considerable pressure to designate new settlement areas? Public interest groups must be involved in changes to the land use plan, including environmental organizations. Planners are called upon to find fundamentally different solutions for housing development that do not involve significant consumption of green spaces and open spaces.
- Berlin is growing, Brandenburg has the space. How can this be resolved fairly? An early warning indicator is the political debate. The overarching theme here is spatial justice. A mitigation strategy should not only focus on distributive justice but also on procedural justice: Ensure that all participants are treated equally and that their votes have equal value.
- The German Federal Spatial Development Conference (RMK) has passed a resolution in November 2025 to supplement the 2016 "Guiding Principles and Action Strategies for Spatial Development in Germany" with a new guiding principle: "Shaping land requirements and land competition". Even if this is informal, it influences the relevant specifications in the LEP.

C.Action 3: Consolidation and deepening of the regional development strategy

The action aims to improve Brandenburg's most important informal regional planning instrument, the regional development strategy, and to anchor it more firmly in the metropolitan region by involving relevant stakeholders. In future, greater attention will be paid to neighbouring regions and interdependencies; the axis development model stands for joint connections between Berlin and Brandenburg as well as between Brandenburg and its neighbouring regions.

Needs assessment for Action 3

With the regional development strategy “Combining Strengths” for the state of Brandenburg, which was adopted by the cabinet in 2021, following up the process of “regional growth cores” from 2005, two new core elements were introduced that are intended to help ensure that the implementation of the strategy has an impact throughout the state: an expanded circle of key players, as well as strategic guidelines for key projects that benefit cities and rural regions alike. The development strategy considers existing regulations and strategies in formulation of strategical crash-barriers.



The strategy was developed cross-departmental, with State Chancellery of Brandenburg as leading and coordinating actor. This was followed by an interministerial working group of both state governments of Berlin and Brandenburg on cooperation projects along development axes. Altogether eleven departments had been involved.

The development strategy addresses the entire state of Brandenburg, including connections to Berlin. The core of the work is the expansion and networking of ongoing funding programs.

Stakeholder Engagement and Governance for Action 3

The strategy process was led by Brandenburg State Chancellery, providing the framework for action by defining key points and strategic guidelines. In doing so, the state government has defined the overarching goals for the development of the state of Brandenburg and formulated the framework for cooperation in the regions.

The translation into action must be done on the level of the planning regions of Brandenburg. They independently and according to the bottom-up principle set their goals and implement their key projects in dialogue with each other. This is referred to as the countercurrent principle between the state government and the regions.

Supported by an external project management the regions defined their key projects in a long and differentiated process: Starting with general regional talks and a wide range of stakeholder, followed by workshops with a smaller group of participants, then focussing on the actual players. These were the counties, LEADER groups, the regional planning associations.

State chancellery provided support, including coordinated expert input for assistance and exchange. For example, in 2023 and 2024 twelve subject-specific impulses were given, with subjects like co-working, landscape management, hydrogen or EU-funding possibilities.

The exchange strengthens cohesion and the shared focus on the strategies goals.

Key projects are voted on once a year. Project outlines from the regions are developed in consultation with the relevant ministries; this also includes examining funding opportunities. New projects are voted on in the cabinet.

Implementation of Action 3

With the regional development strategy two new core elements were introduced that are designed to help ensure that the implementation of the strategy has an impact throughout the state: an expanded circle of key players, as well as strategic guidelines for key projects that benefit cities and rural regions alike.

The key players and stakeholders were shortly mentioned above already. However, it is worth to mention here that cross-district and cross-sector cooperation between economically strong locations and municipalities and cities in all sub-regions ensures that different perspectives are incorporated into regional development – both in terms of spatial needs and in terms of fields of action. Brandenburg's key players are divided into five regions in the north-west, north-east, east and south-west of the country, while the south is special: In Lusatia the end of coal mining requires a special programme, massive sponsored by a federal state programme.

In each region the key players practise informal exchange, finding their own and specific way for effective cooperation, based on their special needs. The dialogue and work process of the key regional players is referred to as REGIONALE.

The strategic guidelines can be defined as sub-actions of the regional development strategy:

1. Axis development

- Along rail transport axes and in their vicinity (development axes), value creation and a vibrant community are strengthened, and regionally effective services for public welfare and housing are bundled in central locations and in areas with basic functional priorities.

2. Development of the environment of business and economic locations

- The appeal of business locations and settlements will be harnessed and utilized for further development.

3. Appeal of science and research locations

- The anchoring of science and research locations in the regional living and economic environment will be supported.

4. Participation of the regions

- Cooperation and competencies of regional actors in structural change will be strengthened.

5. Strengthening local structures in rural areas

- Based on regional concepts and (supra)regional structures, local services of general interest and supply are further developed in line with specific needs.

6. Cross-border and interregional cooperation

- Jointly designing development projects, taking into account mutual regional potential and points of contact.

7. Expansion of regional value chains

- Regional value chains will be developed, continued, and linked.

8. Digitalization connects potential and bridges distances

- Digital processes and skills within and outside the region are used for its own development and contribute to the further development of digitalization in the state.

9. Strengthening regional and local identity

- Cultural, educational, and community offerings are developed that strengthen regional or local identity.

10. Places for cooperation and knowledge transfer

- Local knowledge exchange between different sectors of society contributes to community, creative solutions, and social cohesion.

Sub-actions overview and brief description: Defined “Strategic Guidelines”

For each sub-action the REGIONALE has to identify regional key activities through combining ongoing projects and developing new ones. The key players pool their various skills and resources to develop sustainable solutions in the state of Brandenburg. Throughout the years the projects enhance their quality by establishing cooperations with new locations and integrating additional stakeholders from science, economy or civil society. Not all key regional players are involved in every project, but there is

consensus that these projects contain sustainable development approaches for the region that will benefit everyone.

The action, especially the REGIONALE, follows the principles of good urban development policy as formulated in the New Leipzig Charter (2020) and supports its goal of strengthening municipal capacity for action. It provides a governance-approach focussing on bottom-up initiatives, regional cooperation and participation, but always in close coordination with the higher level. This also supports the “Territorial Agenda 2030” (2020) goal of functional regions and a convergent regional development.

Especially the REGIONALE is regarded as highly transferable because its dialogue-oriented approach fostering and strengthening regional cooperation, embedded in a statewide strategy.

Funding & Resource Mobilization for Action 3

Smaller projects and measures can often still be financed from operating activities, but larger ones cannot. Almost always, a combination of several financing methods is used within a cooperation. These include, among others:

- Contribution of human resources from public authorities and/or other civil society institutions and the business sector,
- Financing of external services by the parties involved, including individual services by the state or federal government, if applicable,
- Monetary and non-monetary compensation mechanisms for specific projects,
- Later, if applicable, institutionalized financing through allocations or subsidies from the states.

Funding is based on a variety of subsidies (EU, national and state). All eligible measures, such as regional management, implementation of non-investment or investment measures, and cooperation, are based on the regional development strategy. The current funding guideline for this is valid until June 2027.

Monitoring and Evaluation for Action 3

The status of key projects is (normally) discussed with the state government every six months.

Furthermore, regular evaluation of the entire state-wide regional development strategy by external experts is part of the process. The first evaluation report had been published in June 2024. It consisted of a five-point plan:

- Basic assessment – review of available data and concepts
- Qualitative interviews with key regional stakeholders and project managers
- One-on-one discussions/interviews with members of the state government
- Conducting a specialist workshop
- Developing conclusions and recommendations for action

This makes it clear that the evaluation draws on its knowledge in various ways and gathers both data and facts as well as opinions to gain a comprehensive impression. Therefore, it is possible to provide specific and differentiated recommendations for action to continue the regional development strategy.

Additional focus group: In future, it would also make sense to conduct a citizen survey to determine how the transformation measures are perceived. Deviations from the usual indicators, for example, may indicate a need for additional action.

The “3. Conference of Regions” took place on 10 November 2025. The conferences provide a central platform for the exchange of experiences and cooperation between local actors involved in regional development and the state government. In addition to the project reports, a workshop was also held: “From ideas to visions of the future: Shaping Brandenburg 2050 together” .

In general, monitoring must consider that, in addition to state measures, the Federal Structural Assistance Act provides substantial financial resources, but that regional development is also determined by factors beyond the influence of regional policy, making it difficult to assess the specific impact.

Challenges & Risk Mitigation for Action 3

Organisation and governance:

- The principle of countervailing influence must balance permanently between top-down and bottom-up approaches. Theoretically there is the danger of losing balance. All stakeholders must grow into their roles and make use of their creative freedom.
- Partners must be regarded as equal despite differences in size (cf. MNF).
- Sufficient financial resources must be made available to ensure the continuity of the process.
- Cooperation should not lose sight of the goal of connecting the weaker with the stronger.
- The counter flow principle relies on successful communication. It must be constant and clear.
- Good communication is the basis for trust and cooperation. The requirement applies to both horizontal and vertical communication. Finally, it is also a question of personnel continuity. This can be a major challenge in a voluntary process.
- Examine/enable technical involvement at the state level where municipal sphere of influence is exceeded.

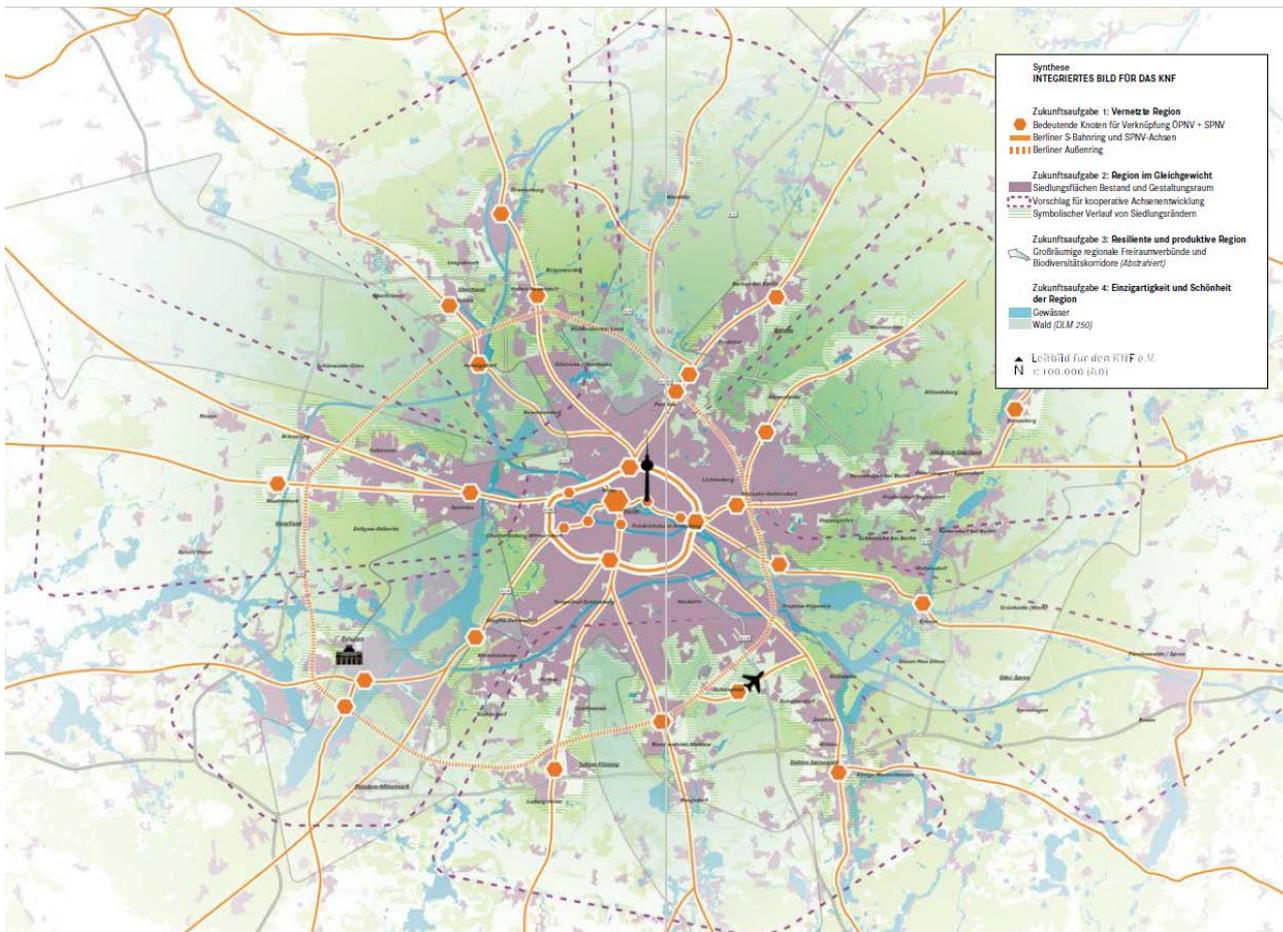
- External incentives and stimuli can have a reinforcing positive influence, for example by providing analytical, conceptual, or organizational foundations for consensus building.
- Election of the new state government after the collapse of the coalition (Q2/26). State Chancellery must take new political priorities into account where necessary, but no fundamental changes are expected.

Cooperation within the metropolitan region Berlin-Brandenburg

- The regional development strategy is primarily a Brandenburg strategy. In the longer term, Berlin should be more closely involved than is currently the case, as should neighbouring regions and adjacent federal states. Transport routes, for example, also form axes that cross state borders. The Berlin-Brandenburg agreement on axes development along rail networks can lead to a deepening cooperation, e.g. in residential construction or free/green space planning.
- Q2/26: celebratory event on the occasion of 30th birthday of JSPD: opportunity for political reaffirmation of cooperation.

D. Action 4: Implementation of the guiding principle of the Municipal Neighbourhood Forum

The action focuses on the closer interdependence between Berlin and Brandenburg. The aim here is to involve the unequal partners in jointly solving shared problems (32 Brandenburg communities, 10 districts of Berlin plus the city of Berlin). The action aims to intensify cooperation between municipalities in the interests of a regional perspective by the implementation of a guiding principle. This mission statement published in 2025 identifies measures and instruments that need to be implemented or applied.



Integrated guiding principle of the MNF showing territory and future tasks

The transferability of the action is high for several reasons, assuming that the political will is present:

- informal cooperation is relatively easy to start,

- Current challenges are a good starting-point,
- Suitable for all kind of municipal topics.

Needs assessment for Action 4

The current situation in the Capital Region, focusing on the wider metropolitan area in which the MNF operates (source: LBV Regional Monitoring):

Between 2018 and 2022, Berlin saw a population increase of 3.9%, mainly due to immigration from abroad. The continued suburbanization of Berlin led to a significant migration deficit compared to the surrounding area and, increasingly, to the wider metropolitan area, which has obviously become more attractive. The spatial coexistence of population growth and decline continues at a reduced rate in the state of Brandenburg.

The interdependence between Berlin and Brandenburg has intensified further in the labour market, as evidenced by the approximately 330,000 employees subject to social insurance contributions who commuted across the joint state border in 2022. The transport accessibility of the Berlin metropolitan area played a major role in this.

The level of new construction in the state of Brandenburg is closely related to its proximity to and transport accessibility from Berlin. In terms of population, more than twice as many apartments were built in the Berlin suburbs as in the wider metropolitan area. However, the above-average increase in the number of building permits and construction completions in the wider metropolitan area suggests that the suburbanization of Berlin is increasingly affecting parts of the wider metropolitan area.

Berlin and the surrounding area have very low or low vacancy rates in the housing stock compared to the rest of Germany, which signals strong local tensions in the housing market.

Berlin has relatively little commercial space that can be activated at short notice. Brandenburg, on the other hand, has great potential, but this is unevenly distributed across the region.

The Municipal Neighbourhood Forum (MNF) and its work for the metropolitan region

The MNF is an association of Berlin districts and Brandenburg municipalities, organized as a non-profit organization since 2020. It is considered a successful model of cross-border informal planning. To remain so in the future, it has considered both content-related and organizational issues. Two important measures have been implemented that provide spatial, organizational, and strategic solutions and recommendations: the outer ring study and the mission statement process.

The outer ring study explores possibilities for linking railway requirements and settlement development, particularly at the interfaces with the settlement star. It takes up the LEP HR's call for priority development along the radial axes and links this with an existing tangential connection. Development potential at the junctions of the transport routes was identified and evaluated, and recommendations for action were formulated. This has created the basis for further communication with stakeholders and decision-makers in Berlin and Brandenburg.

The mission statement process was carried out from fall 2024 to summer 2025. The focus was on key questions: Who does the KNF want to address with its work? What values and goals does it stand for? How does it shape internal and external cooperation?

The result was not only a clear and jointly supported self-image, but also a strategic orientation framework that will serve as the basis for the future direction and further development of the MNF's work.

The objective of action 1 is to achieve implementation of the mission statement/guiding principle and that it will serve as a guide for stakeholders by

- a) defining the KNF's self-image as a regional player,
- b) defining future tasks that are to be addressed as a priority, with several positions assigned to each task, and
- c) identifying recommendations for action and measures derived from this.

Stakeholder Engagement and Governance for Action 4

The mission statement process:

The involvement of full members and associate members was central to the development of the mission statement, to develop it based on the needs of the KNF. Feedback on the interim results to the MNF office and executive board was equally important.

To this end, coordinated meetings and workshops were held at the KNF level as well as in the four working groups. Support was provided by an external planning office, which also took on the analysis, moderation, and documentation. After the kick-off workshop in July 2024 with stakeholders and partners, a first draft was created, which was presented to over 100 participants for the first time at the annual conference in September. Based on this and further input from members, the tasks and positions were supplemented and refined. The next step consisted of written feedback from full and associate members (including a questionnaire). This was followed in spring 2025 by workshops within the working groups to further specify the recommendations for action. The interim results were discussed with the office and the board. In July 2025, the mission statement was then adopted at the KNF general

meeting. The mission statement was thus developed in an intensive and multi-layered communication process.

Structure of the MNF:

The MNF currently has 43 members, who are represented by their political representatives, as well as 14 associated partners, including the Joint Regional Planning Department Berlin-Brandenburg and the Chambers of Industry and Commerce. Depending on their regional affiliation, the stakeholders operate in sub-regional working groups: AG North, AG East, AG South, and AG West. There are also interest groups organized around specific topics. The Mission Statement interest group has been newly established to ensure continuity in implementation.

The stakeholders in the MNF act according to the following guiding principles:

- The MNF acts in the interests of the Berlin districts, the Brandenburg cities and municipalities, and the counties in the core area of the Capital Region.
- The MNF is a platform for exchange and balancing interests.
- The MNF provides its own professional impetus.

Implementation of Action 4

The Guiding principle is a general document providing strategies, actions and priorities, addressing different stakeholders within the region. It is divided into four sub-actions, called „future tasks“:

The four future tasks:

1. Connected Region,
2. Region in Balance,
3. Resilient and productive Region,
4. Uniqueness and beauty of the region

One basic assumption is that specialist planning will not lead to best solutions any more. Only an integrated approach will adequately address the problems.

The new mission statement document identifies four so-called future tasks. These summarize the necessary actions and levels of work as cross-cutting tasks with which the KNF can position itself uniformly. They are the result of weighing up concreteness and openness to future requirements, both in terms of subject areas and coordination formats or ways of cooperation.

First, the future tasks are described, followed by the recommendations for action and implementation measures derived from them.

Sub-action 1: Future task “Connected Region”

The MNF area, comprising Berlin's districts and its immediate surroundings, is highly functional in terms of its networks and infrastructure. Mobility of all kinds is crucial for the region: passenger mobility for work and leisure, as well as freight mobility.

In the interests of sustainable transport development, these networks need to be further expanded, both in terms of scope (network) and service frequency (intervals). This will also strengthen the existing transport axes connecting Berlin and its surrounding areas as development corridors. This is because stations and stops are hubs that are particularly important in terms of accessibility and multimodality and thus the further development of the area.

Sub-action 2: Future Task „Region in Balance“

As an area closely linked to Berlin, the MNF region is subject to considerable development pressure, as reflected, for example, in high levels of residential suburbanization, demand for commercial space, and commuter traffic. This pressure necessitates the adaptation of a wide range of infrastructure. However, these developments vary in intensity within the region, resulting in a coexistence of growing, stable, and shrinking areas. This makes regional control, which aims at equitable and sustainable development, even more important. The model of the settlement star is an important control instrument here, but municipalities outside the star must also be given development opportunities. Potential for this is seen in the further development of the outer ring.

Inter-municipal exchange and cooperation are fundamental to achieving the best possible development for the entire region. The sustainable development of a region in balance must therefore be understood in both spatial and thematic terms in the sense of integrated spatial development.

Sub-action 3: Future task „Resilient and Productive Region“

The MNF area is scenically diverse. This diversity must be preserved and utilized in equal measure: for agriculture, environmental protection, nature conservation, and energy production. This includes the management of soil and water resources, the preservation and further development of natural and cultural areas for a region adapted to climate change for the benefit of people, flora, and fauna.

Sub-action 4: Future task „Uniqueness and beauty of the region“

The MNF area is a diverse landscape: urban and rural areas alternate, and the region is rich in forests and waterways due to its geological history. This natural environment is considered unique and worthy of protection.

This applies no less to the cultural heritage, as expressed, for example, in the settlement structures, town centres, and monuments. The transition zone between settlement and landscape deserves the same attention as a connecting link, as it is under particular pressure.

Toolbox

The toolbox describes the MNF's scope for action. This is derived from the association's self-image and its fields of activity. The toolbox contains proven measures and activities as well as suggestions for new instruments. In the future, the KNF would like to become more involved in planning processes by offering help and communication and focusing on successful implementations.

Field of action	Existing activity	Newly proposed
Representation of interest	Formulation of common positions Support for working groups, axes, and members in representing their interests	
Services for members, technical and organizational	Working aids and guidelines Data collection and processing Consulting and technical support Potential analyses and studies	Planning and support services for members Best practice exchange of practical implementation
Public perception/ communication		Awards and prizes for good examples

Toolbox describing scope for action with existing and proposed activities

On the 6. general meeting of the MNF on 24 November 2025 housing was chosen the annual topic for the next two years. Thereby the topic of housing should be considered primarily with regard to the different demand groups and their housing needs (until Q4/27).

Funding & Resource Mobilization for Action 4

The existing capitation fee results in an annual budget of approximately €480,000. This is used for the administrative office and day-to-day business.

Personnel costs will rise if the range of tasks expands. Financial compensation would have to be provided for taking on tasks for local authorities. The amount of future financial requirements cannot be quantified at present; it depends on the speed and intensity of implementation of the proposed measures.

Additional external sources of financing (e.g. EU) will be necessary on a project-by-project basis.

Monitoring and Evaluation for Action 4

- Feedback loops during formation of guiding principle: Regular and associated partners give feedback,
- Yearly conference and concerns groups for feedback and control,
- Guiding principle to be monitored regularly. Progress on the recommended actions is measured according to implementation priority and positions.
- Working group within the MNF to ensure targeted internal and external communication and to make considerations on how the recommendations for action defined in the mission statement can be implemented.

Challenges & Risk Mitigation for Action 4

There are legal limitations to informal approaches. The KNF works successful within these limitations. One potential barrier is the increase of members: Membership is on voluntary basis, and nothing should be changed about that. It is not clear why municipalities should join now if they have not sought to do so in the past. Increase of engagement of the KNF depends on increase of funding. Fee alone will most likely not be enough, external funding is necessary.

Implementation of guiding principle depends on people, on personnel involving. Committed people are the driving force. First, you must find them, second, as political representatives of their municipalities, they require a political mandate for their involvement in the Forum.

In the mid- and long-term, when KNF has managed to expand its area of responsibility, the risk of competition and overlapping responsibilities is increasing. It is unclear at the moment if and how the KNF can establish as an additional player on the field of regional planning in the Capital Region. Further development can therefore only take place with the consent of the states and the JSPD; the process must be closely monitored. As a permanent guest at the MNF meetings, JSPD is in a position to do this.

Annex

Sub Actions for implementation of
the guiding principle of the
Municipal Neighbourhood Forum

Sub-action 1: Future task “Connected Region”

This sub-action/future task can be summarized in five points:

1. Demand and support increases in capacity and quality in rail transport	
Explanation	Stakeholder
Public transport infrastructure keeping pace with population growth. More freight transport by rail. MNF: studies and concepts, representing the interests of the region and acting as a networking player.	<ul style="list-style-type: none"> - DB InfraGO AG,- Berlin-Brandenburg Transport Association (VBB), - Chambers of Industry and Commerce, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin, - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg.

2. Exploit the potential of Berlin's outer ring at the intersections with the radial lines	
Explanation	Stakeholder
Check tangential connections, Settlement development, especially at intersections and crossroads, MNF is examining options for further refinement and implementation.	<ul style="list-style-type: none"> - DB InfraGO AG, - Berlin-Brandenburg Transport Association (VBB),- Chambers of Industry and Commerce, - Senate Department for Mobility, Transport, Climate Protection, and the Environment (SenMVKU) of the State of Berlin, - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg, - Senate Department for Urban Development, Construction, and Housing (SenStadt) of the State of Berlin, - Joint Regional Planning Department Berlin-Brandenburg, - Affected districts and counties, cities, and municipalities.

3. Supplement the regional rail network with efficient cross-state public transport	
Explanation	Stakeholder
Plan public transport across districts and states, create complementary services. MNF analyses demand and supports municipalities in their efforts to further expand public transport.	<ul style="list-style-type: none"> - Counties/independent cities, - Berlin-Brandenburg Transport Association (VBB), - Local transport companies.

4. Make mobility hubs more attractive and promote, expand, and improve the integration of mobility services	
Explanation	Stakeholder
Align multimodal transport hubs with the transfer needs and requirements of all modes of transport. The KNF supports local authorities in the conception and design of such hubs, facilitating the exchange and coordination of objectives and responsibilities.	<ul style="list-style-type: none"> - Districts, cities, and municipalities, - Berlin-Brandenburg Transport Association (VBB)– Competence Center for Railway Stations, - DB InfraGO AG – Competence Center for Station Forecourts, - Federal Foundation for Building Culture.

5. Developing cross-state cycling networks	
Explanation	Stakeholder
Construction of fast cycle routes. The MNF analyses the current situation and draws up plans for expansion, networking and supporting inter-municipal coordination processes.	<ul style="list-style-type: none"> - Districts, cities, municipalities, and counties, - InfraVelo, Grün Berlin GmbH, - Regional parks and umbrella organization, - Tourism associations, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin, - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg.

Recommended action	Category	Instruments	Priority
In-depth studies for investigation areas on Berlin's outer ring	Specialist follow-up projects	Potential analysis and studies	medium
Prospects for rail-based tangential transport in the eastern suburbs of Berlin	Specialist follow-up projects	Potential analysis and studies	medium
Advising members on the subject of funding	Services and Information	Consulting and technical support	high
Data and Information – service platform for members	Services and Information	Consulting and technical support	high
Advocacy with regard to mobility	Services and Information	Supporting working groups, axes, and members in representing their interests	high
Step-up external and internal communication	all	Supporting working groups, axes, and members in representing their interests	high
Announcement of annual MNF competitions on varying topics	all	Awards and prizes for good examples	medium

Sub-action 1: Future task „Connected Region“: Recommended actions and instruments

Sub-action 2: Future Task „Region in Balance“

This future task can be summarized in seven points:

1. Support strategic, compatible, qualitative, and cooperative axis development	
Explanation	Stakeholder
The State Development Plan (LEP HR) concentrates settlement area development along well-developed axes. This means that development pressure is particularly high in these areas, making inter-municipal coordination on the development of land for residential, commercial, trade, and infrastructure purposes necessary. The MNF supports municipalities in drawing up development concepts and in inter-municipal exchange, and ensures the involvement of other regionally significant players.	<ul style="list-style-type: none"> - Cities, municipalities, and counties along the respective axes, - Regional planning associations, - Joint Spatial Planning Department Berlin-Brandenburg
2. Support internal development with compatible typologies at a density appropriate to the location	
Explanation	Stakeholder
Limiting land consumption is an important goal of sustainable spatial development. Inner development is therefore of great importance. The challenge is to preserve the structural qualities of settlements and open spaces. The MNF supports municipalities in this endeavor by providing analyses and knowledge processing.	<ul style="list-style-type: none"> - Cities, districts, and municipalities, - Joint Spatial Planning Department Berlin-Brandenburg, - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg, - Senate Department for Urban Development, Construction, and Housing (SenStadt) of the State of Berlin.
3. Qualify open spaces close to settlements for local recreation and preserve unbroken open spaces	
Explanation	Stakeholder
Internal densification makes it possible to preserve the spaces between axes and natural areas, which also fulfill an important climatic function. The MNF supports inter-municipal coordination.	<ul style="list-style-type: none"> - Regional parks, - Umbrella organization of regional parks in Brandenburg and Berlin e. V., - Joint Spatial Planning department Berlin-Brandenburg, - Ministry of Agriculture, Food, Environment, and Consumer Protection (MLEUV) of the State of Brandenburg, - Senate Department for Urban Development, Construction, and Housing (SenStadt) of the State of Berlin, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin, - Eberswalde University for Sustainable Development (HNEE).

4. Provide expert support for the development of commercial and economic areas across state and municipal boundaries

Explanation	Stakeholder
The scarcity of land makes inter-municipal coordination increasingly important in the development of commercial land. The impact on commuter and freight traffic must be taken into account. The MNF supports municipalities by promoting cooperation and balance and offering assistance in the formation of location communities.	<ul style="list-style-type: none"> - Cities, districts, municipalities, and counties – e.g., urban planning and economic development, - Subregional cooperatives and development companies, - Chambers of industry and commerce, - Chambers of crafts, - Senate Department for Economics, Energy, and Public Enterprises (SenWiEnBe) of the State of Berlin, - Ministry of Economic Affairs, Labor, Energy, and Climate Protection (MWAEK) of the State of Brandenburg

5. Support the qualitative development and expansion of social infrastructure at the regional level

Explanation	Stakeholder
Inter-municipal coordination can ensure better and fairer utilization of heavily used social infrastructure. The MNF supports inter-municipal exchange and the expansion of social infrastructure in the region through mutual exchange, highlighting good examples, providing conceptual foundations, and offering political support.	<ul style="list-style-type: none"> - Cities, districts, municipalities, and counties, - Regional planning associations, - Educational institutions, social welfare organizations, associations, etc.

6. Support the cross-state management and implementation of compensation requirements

Explanation	Stakeholder
Land scarcity means competition for use. By establishing a transnational compensation management system, compensation requirements are to be coordinated and compensation measures used at regional level to actively develop open spaces. The MNF is striving for a cross-border compensation management system, and the feasibility study is now available. It can act as a mediating body between the region as a whole and its sub-regions.	<ul style="list-style-type: none"> - Umbrella organization of regional parks in Brandenburg and Berlin e. V., - Cities, districts, and municipalities via the regional parks, - Agencies for the implementation of compensation measures such as BADC GmbH, Berliner Stadtgüter GmbH, etc., - Senate Department for Urban Development, Construction, and Housing (SenStadt) of the State of Berlin, - Ministry of Agriculture, Food, Environment, and Consumer Protection (MLEUV).

7. Design settlement peripheries as intermunicipal areas of interconnection and compensation

Explanation	Stakeholder
The boundaries between the edge of settlements and open spaces are not always clear-cut. This makes it difficult to plan for this transition area, which is significant in terms of spatial structure. It should be strengthened as an area of interconnection, including by emphasizing its functions for leisure and the environment. The MNF can have a guidebook produced on how to deal with the edges of settlements.	<ul style="list-style-type: none"> - MNF, - Cities, districts, and municipalities, - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg, - Senate Department for Urban Development, Construction, and Housing (SenStadt) of the - State of Berlin.

Recommended action	Category	Instruments	Priority
Housing demand analyses/ Housing supply concept	Specialist follow-up projects	Data collection and processing	medium
Potential analysis: partial spatial internal development concepts	Specialist follow-up projects	Potential analysis and studies	medium
In-depth studies for investigation areas on Berlin's outer ring	Specialist follow-up projects	Potential analysis and studies	medium
Study on settlement edge concepts and typologies	Specialist follow-up projects	Potential analysis and studies	medium
Formation and continuation of axis communities	Services and Information	Consulting and technical support	high
Advising members on the subject of funding	Services and Information	Consulting and technical support	high
Data and Information – service platform for members	Services and Information	Consulting and technical support	high
Working aid for urban development around public transport hubs	Services and Information	Best practice exchange of practical implementations	medium
Support for intermunicipal and cross-border commercial land development	Services and Information	Consulting and technical support	medium
Know-how transfer and consulting on intermunicipal division of labor in social infrastructure services	Services and Information	Consulting and technical support	medium
Promotion and institutionalization of regional parks	Communication	Supporting working groups, axes, and members in representing their interests	high
Step-up external and internal communication	all	Supporting working groups, axes, and members in representing their interests	high
Announcement of annual MNF competitions on varying topics	all	Awards and prizes for good examples	medium
Support for cross-border compensation management	Collaboration projects	Consulting and technical support	high

Sub-action 2: FUTURE TASK: REGION IN BALANCE: Recommended actions and instruments

Sub-action 3: Future task „Resilient and Productive Region“

This future task can be summarized in five points:

1. Promote climate protection and climate adaptation through cooperation

Explanation	Stakeholder
The basis for this is the Climate 2.0 urban development plan of the State of Berlin and the climate adaptation strategy and climate plan of the State of Brandenburg (2023/24). The MNF essentially serves as a platform for exchange.	<ul style="list-style-type: none"> - Cities, districts, municipalities, counties, - Scientific actors, - Ministry of Economic Affairs, Labor, Energy, and Climate Protection (MWAEK) of the State of Brandenburg, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin.

2. Develop energy and heating plans through cooperation, generate energy in a climate-neutral way, distribute it, and consume it locally

Explanation	Stakeholder
Expanding production, grid, and storage capacity is essential for the success of the energy transition. Municipal heat planning can achieve synergy effects. The MNF mediates between stakeholders, presents new approaches, and ensures the transfer of know-how.	<ul style="list-style-type: none"> - Cities, districts, municipalities, and counties, - Energy suppliers and grid operators, - Regional Energy Management Brandenburg-Municipal Energy Efficiency Networks (KEEN), - Interest groups for the energy transition (e.g., Berlin-Brandenburg Energy Network e. V., Brandenburg Energy Agency), - Ministry of Infrastructure and Regional Planning (MIL) of the State of Brandenburg, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin, - Ministry of Economic Affairs, Labor, Energy, and Climate Protection (MWAEK) of the State of Brandenburg.

3. Restore the landscape water balance and develop buffer, sponge, and storage landscapes

Explanation	Stakeholder
The Capital Region Water Strategy 2025 is currently being developed as a conceptual basis. The landscape must become more resilient, store carbon, and have good water absorption capacity, as well as provide floodplains. The MNF is assisting with the implementation of the water strategy at the municipal level. It can draw on experience in this area and promotes cooperation between municipalities.	<ul style="list-style-type: none"> - Cities, districts, municipalities, and counties, - Water management stakeholders such as water associations, waterway and shipping authorities, and utility companies, - Scientific stakeholders (e.g., Leibniz Institute of Freshwater Ecology and Inland Navigation (IGB), - Ministry of Agriculture, Food, Environment, and Consumer Protection (MLEUV), - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin.

4. Support the conversion of settlement areas into sponge cities	
Explanation	Stakeholder
The increase in extreme weather events caused by climate change requires adjustments to be made in urban areas. Converting these areas according to the sponge city principle is considered a suitable measure. The MNF facilitates exchange and provides best practices.	- Cities, districts, municipalities, and counties.

5. Demand and promote the circular economy at regional and supraregional level	
Explanation	Stakeholder
Natural resources should be conserved by promoting the circular economy and increasing the use of renewable raw materials. The MNF supports local authorities and promotes the issue.	- MNF, - Cities, districts, municipalities, and counties, - Scientific actors (e.g., Research Institute for Sustainability (RIFS), - Actors in the circular economy, - Chambers of Industry and Commerce, - Ministry of Economic Affairs, Labor, Energy, and Climate Protection (MWAEK) of the State of Brandenburg, - Senate Department for Economics, Energy, and Public Enterprises (SenWiEnBe) of the State of Berlin.

Recommended action	Category	Instruments	Priority
Climate change prevention strategy for the core area of the metropolitan region Berlin-Brandenburg	Specialist follow-up projects	Potential analysis and studies	high
Identification of intermunicipal potential and areas for action in heat planning	Specialist follow-up projects	Potential analysis and studies	high
Small-scale or sub-regional in-depth studies of the water strategy 2050	Specialist follow-up projects	Potential analysis and studies	high
Potential study circular economy	Specialist follow-up projects	Potential analysis and studies	high
Collection of best practice examples for intermunicipal/cooperative climate protection and adaptation measures	Services and Information	Best practice exchange of practical implementations	high
Step-up external and internal communication	all	Supporting working groups, axes, and members in representing their interests	high
Advising members on the subject of funding	Services and Information	Consulting and technical support	high
Data and information – service platform for members	Services and Information	Consulting and technical support	
Announcement of annual MNF competitions on varying topics	all	Awards and prizes for good examples	medium
Landscape water supply and concepts of sponge landscape	Collaboration projects	Consulting and technical support	medium

Sub-action 3: FUTURE TASK: RESILIENT AND PRODUCTIVE REGION:
Recommended actions and instruments

Sub-action 4: Future task „Uniqueness and beauty of the region“

This future task can be summarized in four points:

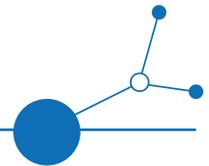
1. Further development of the natural wealth and identities of the sub-regions	
Explanation	Stakeholder
The unique characteristics of the sub-areas are to be identified and the diversity of the landscape protected. The MNF is a platform for exchange and collaboration.	<ul style="list-style-type: none"> - Cities, districts, and municipalities, - Umbrella organization of regional parks in Brandenburg and Berlin e. V., - Regional parks
2. Strengthen regional parks as an inter-municipal platform	
Explanation	Stakeholder
Regional parks play an important role in open space development. As intermunicipal actors, they can relieve the burden on local authorities. The MNF supports regional parks in their activities.	<ul style="list-style-type: none"> - Umbrella organization of regional parks in Brandenburg and Berlin e. V. , - Cities, districts, and municipalities via the regional parks, - Joint Spatial Planning Department Berlin-Brandenburg, - Senate Department for Mobility, Transport, Climate Protection, and Environment (SenMVKU) of the State of Berlin, - - Ministry of Agriculture, Food, Environment, and Consumer Protection (MLEUV).
3. Preserve cultural heritage and settlement areas that create identity	
Explanation	Stakeholder
The area is heterogeneous, but has a specific (industrial) cultural heritage, identity-forming centers, and settlement structures. The MNF is the platform for exchange between the various stakeholders in order to achieve the objectives.	<ul style="list-style-type: none"> - Cities, districts, and municipalities, - Federal Foundation for Building Culture, - Working group of cities with historic city centers in the state of Brandenburg, - Working group of historic village centers in the state of Brandenburg.
4. Develop flagship projects for landscape development	
Explanation	Stakeholder
In order to develop the landscape in accordance with all requirements, flagship projects are to be initiated to manage the creation of compensation measures, nature conservation areas, and local recreation areas. The MNF is involved in the strategic development and spatial location of these projects.	<ul style="list-style-type: none"> - Regional parks, - Counties, - Agencies for the implementation of compensation measures.

Recommended action	Category	Instruments	Priority
Flagship projects in landscape development	Specialist follow-up projects	Potential analysis and studies	high
Support in the implementation and development of regional park concepts	Specialist follow-up projects	Supporting working groups, axes, and members in representing their interests	medium
Advising members on the subject of funding	Services and information	Consulting and technical support	high
Data and information – service platform for members	Services and information	Consulting and technical support	high
Promotion and institutionalization of regional parks	Communication	Supporting working groups, axes, and members in representing their interests	high
Support for cross-border compensation management	Collaboration projects	Consulting and technical support	high
Recognizing and protecting the natural wealth and (architectural) cultural identities of the sub-regions	Collaboration projects	Consulting and technical support	high

Sub-action 4: FUTURE TASK: UNIQUENESS AND BEAUTY OF THE REGION:
Recommended actions and instruments



ACTION PLAN BRNO METROPOLITAN AREA



Version 2

01 2026





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City of Brno



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Executive summary

Action plan of the Brno Metropolitan Area covers 184 municipalities with a total population of over 730,000. To ensure effective cooperation not only between municipalities but also other stakeholders in the area, it is necessary to focus on various topics and activities that have not yet been addressed or are still in their early stages.

The main objective of this action plan is therefore to strengthen metropolitan cooperation in the Brno Metropolitan Area (BMA) through five specific actions. These focus on the institutionalization of the BMA, food cooperation, spatial planning, evaluation of the integrated strategy, and the involvement of stakeholders of the innovation environment in cooperation.

The implementation of these actions will deepen cooperation in the area and streamline processes related to metropolitan issues.



A. Introduction

Action plan of the Brno Metropolitan Area focuses on **strengthening metropolitan cooperation and governance in the territory** and aims to **improve cooperation with metropolitan stakeholders on various issues**, while also **streamlining the procedural aspects of metropolitan governance** and related matters. This document serves as an overview of the planned actions with specific steps leading to their implementation.

A total of five such actions are planned. They are:

- **Support for the institutionalization of BMA,**
- **Strengthening support for food cooperation in BMA,**
- **Addressing spatial planning at the metropolitan level,**
- **Improving the evaluation system for BMA's integrated development strategy,**
- **Strengthening the participation of representatives of the innovation ecosystem in metropolitan issues.**

Support for the institutionalization of BMA includes important steps that will lead to the establishment of BMA as metropolitan institution in the legal system of the Czech Republic, coordinating issues of metropolitan importance. Currently, there is no suitable legislation for metropolitan areas in Czechia, so they operate mainly on a voluntary basis and thanks to resources from European funds (Integrated Territorial Investments, ITI). For this support, it is therefore essential to have agreement at various levels, primarily at the national level, but also within the territory. Cooperation with other metropolitan areas and agglomerations in Czechia is also key in this regard.

Food cooperation is a topic that emerged directly from the MECOG-CE project, thanks to the results of the cluster focused on "Food districts," a pilot action, and a follow-up new solution. BMA stakeholders agreed that the topic of food and local production is essential at the metropolitan level, and so this action plan action aims to strengthen cooperation on this topic between stakeholders in the territory and increase the use of local production in the BMA. The action plan sets out the individual steps that will lead to this goal.

Spatial planning at the metropolitan level is not firmly established in Czechia. This action will therefore lead to a more comprehensive elaboration of the topic in the BMA, as the metropolitan level is essential for planning and can bring about more coordinated and sustainable development. The steps will focus on the preparation of methodological and analytical documents supporting effective spatial planning in the BMA. The documents will be based on data for the entire metropolitan area, which will be unique in the context of Czechia.



The current system for **evaluating the Integrated Development Strategy for the BMA** (IDS BMA) is not sufficiently linked to the collected data. At the same time, it is necessary to introduce a full version of the evaluation of integrated solutions contained in the strategy. The action plan focuses on steps that will ensure a better evaluation system for the next strategy (2028+) using a set of indicators and systematization of the evaluation of integrated solutions. This will ultimately help strategic planning in its monitoring and evaluation phase, which is essential for the continuous development of BMA.

The participation of representatives of the innovation ecosystem at the metropolitan level has potential for improvement, as their involvement to date may not always be perceived as sufficient. This primarily concerns representatives of universities, with whom cooperation can be established in various ways. The action thus determines the steps that will lead to greater representation of the innovation ecosystem in metropolitan issues, but at the same time will not duplicate existing activities under the regional innovation strategy.

All proposed actions **support metropolitan cooperation in the BMA**, as their implementation will require multilateral cooperation between various actors in the region. Each proposed action describes these actors who will participate in the implementation of individual steps.

The implementation of these actions will support the current Integrated Development Strategy for the Brno Metropolitan Area and the tasks carried out at the metropolitan level. This primarily concerns Theme H of the IDS BMA, which aims to strengthen the system of cooperation in the Brno Metropolitan Area. All of this will also lead to the fulfilment of **the BMA vision: TOGETHER**, we will strive to ensure that the Brno Metropolitan Area develops in a **SUSTAINABLE AND BALANCED** manner into a **PLEASANT AND PROSPEROUS** place to live.

All actions, as well as overall support for metropolitan cooperation, are in line with national and regional policies. For example, the Client-Oriented Public Administration 2030 Concept developed by the Ministry of the Interior advocates for the institutionalization and strengthening of metropolitan areas and agglomerations. At the same time, the Ministry of Regional Development's Regional Development Strategy 2021+ (RDS 21+) considers metropolitan areas to be the main centres and drivers of the Czech economy. Both the national and regional levels support local food production in their strategic documents.

The MECOG-CE project and its activities contributed to the creation of this action plan. This was achieved both in the area of food cooperation, which the BMA was able to fully devote itself to, and thanks to a workshop with the Work Package 3 (WP3) leader, the Metropolitan Research Institute. The partners provided a valuable assessment of the current strategy and offered several tips and recommendations on how and what to focus



on, e.g., the topic of food cooperation, how to enhance integration in the future strategy, and the involvement of representatives of the innovation ecosystem.

Methodology of action plan creation:

The action plan was primarily developed by the Department of Strategic Development and Cooperation (which includes the Sub-department of ITI Management and Metropolitan Cooperation) of the City of Brno. The process began with brainstorming among the department's employees (mainly from the aforementioned sub-department), during which priority topics were identified that the BMA should address in the coming years, which strengthen metropolitan cooperation, and which have not yet been addressed significantly at the metropolitan level. The goal was to come up with around five innovative actions aimed at strengthening the BMA.

Based on this brainstorming session, the five topics or actions of the action plan were developed. Their selection was influenced primarily by the local context of the metropolitan area, long-term experience in managing the BMA, and a comprehensive view of its development potential beyond the topics addressed so far.

These topics were subsequently discussed with the Working Group Horizontal, which is one of the five BMA working groups and deals comprehensively with metropolitan issues. This platform was therefore the most suitable for discussing the actions. The meeting took place on May 22, 2025, and the individual actions were presented to the group's representatives. They agreed that the proposed actions were appropriate and would lead to stronger metropolitan cooperation.

The members of the Steering Committee of the BMA were also informed about the proposed actions at their meeting on June 12, 2025. This platform is the main body of the metropolitan area, which, although it has no legal personality, involves the most important stakeholders of the BMA.

Based on this, individual topics were developed. Between June and September, internal meetings were held between six people from the department involved in creating the action plan, and individual parts of the plan were created according to a template provided by the WP3 leader. A uniform time frame was set for the implementation of actions, with short-term steps in 2025-2026, medium-term steps between 2026-2028, and long-term steps from 2028 onwards. At the same time, there are differences in the description of actions due to appropriate adaptation to the specific action. As part of the monitoring process, an initial zero status was set for each indicator, meaning that the goal for each indicator is something that has not yet been realised. The institution responsible for monitoring and addressing risks and related measures is the City of Brno, specifically the Strategic Development and Cooperation Department. The only exceptions are certain risks in the institutionalisation action, where all metropolitan areas and agglomerations in the Czech Republic will be responsible for the measures. The plan was first drafted in



Czech and then translated into English. It was subsequently submitted to the WP3 leader for review at the end of September.



B. Support for the institutionalization of BMA

1. Needs assessment

The current position of metropolitan areas and agglomerations (MOA) in regional development and Czech policy does not correspond to their importance and potential for developing the competitiveness of the Czech Republic. To date, the range of usable and effective tools has been very limited (the ITI tool is the most widely used). There is some mention of MOA in certain conceptual documents at the national level (RDS 21+), but the currently valid legislation does not specifically take into account or define the development of MOA (with some exceptions - Act No. 248/2000 on Support for Regional Development). Although Czech legislation (primarily the Act No. 128/2000 on Municipalities) provides for a number of possibilities for inter-municipal cooperation (voluntary associations of municipalities, communities of municipalities, public law contracts, etc.), these are not suitable for the specific role and position of MOA.

The most significant opportunities illustrating why it is necessary to address the stronger position and institutionalization of metropolitan areas in the Czech Republic:

1. More effective coordination of development

Metropolitan areas are functionally interconnected entities where people, goods, and services move across the borders of individual municipalities and regions on a daily basis. Without an institutional framework, it is difficult to coordinate, in particular:

- transportation (public transport, suburban transport, parking);
- housing policy (lack of housing in city centres, suburbanization);
- technical infrastructure (sewerage, waste, energy);
- spatial planning (land use, landscape, greenery);
- economic development (and related marketing);
- social issues.

2. More effective management of public resources

Without cooperation and coordination, public money is often spent inefficiently, with individual municipalities addressing problems in isolation, leading to duplication of projects or a lack of infrastructure where it is really needed.



3. Social cohesion and balancing urban-rural differences

Metropolitan areas are characterized by large social and economic differences between the centre and the periphery. Stronger metropolitan administration can better address:

- accessibility of services (education, healthcare, social services);
- social housing;
- distribution of the workforce from the surrounding area.

4. Increasing competitiveness

Metropolitan areas are the engines of the Czech economy. If they are better managed and coordinated, their competitiveness within Europe and globally will increase (e.g., in the areas of investment, innovation, education, or the start-up environment).

5. Opportunity to draw on European and other resources

The EU places emphasis on metropolitan development, and many subsidies are earmarked for metropolitan cooperation. Without an institutional framework, the Czech Republic may lose out on money or use it inefficiently.

6. Conflict prevention and improvement of democracy

A number of issues (e.g., development projects, transport, the environment) cause tension between cities and surrounding municipalities. The institutionalization of metropolitan cooperation can create a forum where these conflicts are resolved transparently and in advance, rather than only in times of crisis.

A stronger position for metropolitan areas means better coordination, efficiency, competitiveness, and social cohesion. If the Czech Republic fails to address metropolitan development, it risks a number of future threats: stagnation, increased conflicts between stakeholders, and inefficient use of resources.

MOA in the Czech Republic need clear rules, funding, and bodies that can make decisions about the development of the functional urban areas (FUAs). This is not about creating a new level of public administration, but about functional cooperation where the city and its surroundings form a single natural organism.

The aim is also to move from the role of a successful implementer of the ITI tool (which since 2014 has gradually catalysed cooperation and development between cities and their natural hinterlands in the Czech Republic) to that of a full-fledged regional development actor responsible for the development of particular FUA in the Czech Republic.



BMA therefore views the institutionalization of BMA from two perspectives: national (where BMA's role is more supportive and coordinating, and is therefore not BMA's primary responsibility) and metropolitan (where it plays an initiating role and is primarily responsible) - these mutually influential levels correspond to individual implementation tools and activities.

2. Stakeholder engagement and governance

The effective involvement of key stakeholders in the creation of a metropolitan association (legal entities as another form of inter-municipal cooperation specifically in FUAs) is quite problematic and multi-layered in this context - a number of tasks (especially of a legislative nature) must be addressed solely at the national level (Ministry of Regional Development - MoRD, Ministry of the Interior - MI) and subsequently implemented on a top-down basis.

From the position of the BMA, which has long been regarded as the leader of the expert debate on the institutionalization of MOA in the Czechia, support, initiation, and cooperation on a bottom-up basis are therefore more appropriate. Another major challenge is the need to harmonize the positions of all 13 MOA in Czechia, which deal with metropolitan/agglomeration development and the implementation of the ITI tool with varying quality, intensity, and often in an uncoordinated manner (this challenge should be partially eliminated by the newly emerging MOA Platform based on a voluntary association of municipalities - i.e., an association of all cities implementing the ITI tool; this platform will be named Metropolitan areas and agglomerations of the Czech Republic).

For the reasons described above, two matrices have been created to illustrate the involvement of actors in the discussion on the creation of metropolitan associations: one from the perspective of the national level (MoRD) as the substantive manager and guarantor of legislation, the other from the perspective of the BMA, which should support the national level in discussing legislation and subsequently advocate for the creation of a metropolitan association in the BMA territory.

The key stakeholders in this area are therefore primarily public administration (national, regional, and local) and other entities, networks, and associations involved in regional development and policy (local action groups - LAGs, microregions, the Union of Towns and Municipalities of the Czech Republic - SMO ČR, the Association of Local Authorities of the Czech Republic - SMS ČR, Association of Regions of the Czech Republic - AK ČR). Other important actors include the emerging MOA Platform and the already functioning informal ITI Office, which brings together all metropolitan areas and agglomerations in the Czech Republic and provides them with services (this office would subsequently be transferred



to the newly established MOA platform). Secondary actors include the academic and business sectors.

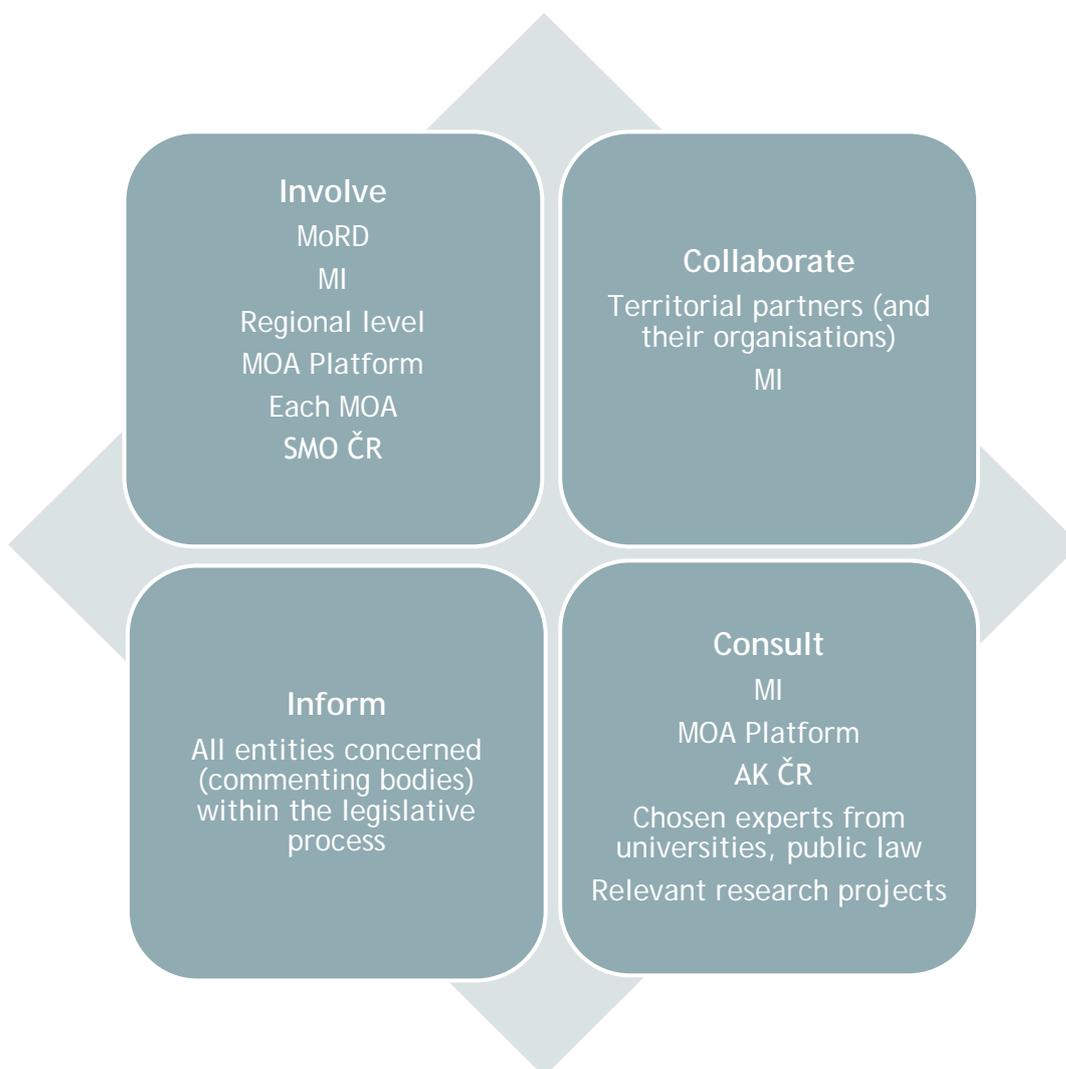
Level of Engagement (from the BMA perspective)¹



¹ Some institutions are mentioned in various levels of engagement. In terms of number of activities that are planned to be implemented - in some, there is a need to involve them, in some, there is need to just consult. Same for all actions in the action plan.



Level of Engagement (from the MoRD perspective)



3. Implementation of action

Timeframe	Implementation Step	Tool of Implementation	Responsible Entity	Timeline
Short-term (2025-2026)	Unifying and strengthening the voice of 13 MOA in the Czech Republic (negotiations, lobbying)	Joint project of all MOA (data, evaluation, publicity), informal ITI office	City of Brno, cooperation with MOA, MoRD	2025+
	Regular negotiations with territorial partners to find	Negotiations and lobbying, roundtable	MoRD, cooperation with MOA	2025-2026



	support for legislative changes to establish a metropolitan association	discussions conducted on a partnership basis		
	Pilot projects for metropolitan cooperation financed and implemented outside ITI	Sharing best practices	City of Brno, MOA, cooperation with MoRD	2025+
	Establishment of the MOA Platform with legal subjectivity to promote the common interests of all MOA on the basis of a voluntary association of municipalities (DSO)	MOA Platform (DSO) of cities	MOA	2026+
	Update of all MOA territory delimitation in the Czech Republic for term 2028+	Negotiations with the MoRD, analytical methodology	MoRD	2026
	Professional-political conference		City of Brno, MOA Platform, MoRD	2026
Medium-term (2026-2027)	New RDS 28+	Strategy	MoRD	2025-2027
	Amendment to Act No. 248/2000 and Act No. 128/2000	New institution: Metropolitan association	MoRD, MI	2026-2027
	Negotiations in the territory towards supporting institutionalization (stronger position) of BMA	Political and expert discussions in the BMA with the aim of increasing support for the metropolitan association	City of Brno	2026-2028
	Study of the benefits and added value of a metropolitan and integrated approach		MOA Platform + external subject	2026+



	Broad development strategies MOA 28+	Strategy for each MOA in the Czech Republic	All MOA	2026+
Long-term (2028+)	Establishment of a metropolitan association in the BMA territory	Political and expert negotiations in the territory leading to the establishment of the association, preparation of legal documents	City of Brno, stakeholders in the territory	2028+

4. Funding & resource mobilization

Finances, or rather the lack thereof, are not a key determining factor in the development and implementation of the described action. In this case, it is the **consensus and willingness to enforce the aforementioned long-term solution**, with subsequent implementation to be carried out primarily within the budgets and capacities of the individual responsible entities and institutions, primarily at the national level and secondarily at the municipal level (creation and introduction of new legislation).

Funding Mechanisms and Costs estimates

As regards the financing of the metropolitan association in BMA, **multi-source financing** is envisaged (**external sources, subsidies, membership fees from individual participating entities, resources from its own activities**). The amount of funding will depend on many factors (willingness of municipalities, number of external resources). Annual financing in the **millions of CZK** is envisaged. The metropolitan association may be eligible as an applicant or partner in projects financed from European funds. The metropolitan association may be financed as an ITI instrument holder through the **Operational Program Technical Assistance (OPTP)**. Thanks to European funds, the available finances would thus increase. The certainty of such multi-source financing can currently be considered likely if the relevant legislation is approved. Until then, not only the financing but also the functioning of the association remains uncertain.

The costs of the activities of individual ITI holders, the harmonization of the activities of all MOA (lobbying, publicity, evaluation), and the launch of a joint office and MOA Platform are co-financed from the **OPTP**. The actual creation of legislation is the responsibility of the relevant ministries (**internal personal costs**). Additional costs for partial studies defining the added value of an integrated approach and metropolitan cooperation will be financed by a public contract from the **MOA Platform budget (in the**



hundreds of thousands of CZK). The financing of all the activities listed in this paragraph can be considered certain.

5. Monitoring and evaluation for action

Hereby we include Key performance indicators (KPIs):

KPI	Target
1. Establishment of MOA Platform	1
2. Amended legislative acts concerning metropolitan cooperation and administration	1
3. Number of strategic documents created at the level of individual MOA	10
4. Supporting study of added value and benefits of MOA	1
5. The established metropolitan association at the BMA level	1

Monitoring and Evaluation Plan

The Monitoring and Evaluation plan will ensure progress is tracked systematically, performance is measured against defined Key Performance Indicators (KPIs), and adjustments are made based on evidence. The plan supports transparency, accountability, and adaptive management.

Data will be collected through a combination of methods - administrative records, digital analytics, expert surveys, procurement data, and field observations. All information will be stored in a centralized database managed by the City of Brno. Data quality will be checked annually for completeness, accuracy, and timeliness. Evaluation will take place in form of final evaluation in 2030. It will review the achievement of long-term goals. Evaluation criteria will include relevance, effectiveness, efficiency, impact, and sustainability.

All information will be shared with stakeholders during Horizontal Working Groups (WGs) meetings and Steering Committee of BMA meetings. It will also be reviewed by all metropolitan areas and agglomeration in Czechia to ensure coordinated approach.



6. Challenges & risk mitigation

Reluctance of key actors to implement the described action (regions, Ministry of the Interior, tendency towards "centralization" of administration, etc.)

- **Risk:** The implementation of legislative changes is ultimately always a political issue. The key risk to the implementation of the action is the unwillingness of the national level to change legislation and lobbying at the regional level against the adoption of legislative acts. However, according to the Ministry of Regional Development, it is necessary to update Act No. 248/2000 on Support for Regional Development, which regulates the use of ITI tool and the creation of sustainable urban strategies at the FUA level. This amendment will take effect no later than 2028 (which would correspond to the zero option of legislative change).
- **Measures:** Regular negotiations with higher levels, dialogue with other territorial partners, presentation of arguments and examples of good practice, establishment of the partnership principle in negotiations.

Different perceptions of necessity on the part of individual MOA

- **Risk:** Individual MOA in the Czech Republic vary considerably in terms of size, character, and development needs, which means that opinions and perspectives also differ. Smaller MOA feel some of the problems arising from the inadequate status of MOA less intensely. Excessive disagreements between MOA on strengthening their position may weaken their position towards higher levels and ultimately slow down the process of legislative change.
- **Measures:** Regular meetings between individual MOA, joint creation of documents or arguments for the purpose of shared ownership of outputs, demonstration of examples of good practice towards the need for development and coordination at the metropolitan level.

Reluctance of actors in the BMA territory to establish a metropolitan association

- **Risk:** Enforcing the establishment of a metropolitan association at the BMA level is also partly a political issue. The risk is therefore the unwillingness of actors in the territory to establish a union at the BMA level and insufficient awareness of the benefits of the newly created entity. Unwillingness to establish a union may also be due to finances, i.e., the contribution of member municipalities to the association. Therefore, lack of support may significantly delay the establishment of a metropolitan association in the BMA.
- **Measures:** Regular meetings in the territory at both the political and expert levels, presenting arguments and examples of good practice.



Late delivery of key findings needed to develop MOA strategies 2028+

- Risk:** At this point, the final number of MOA and their territorial boundaries for the period 2028+ have not been determined. At the same time, there is no methodological guideline from the Ministry of Regional Development that would define the requirements for the creation process, structure, and other details of MOA strategies. This uncertainty discourages some MOA from initiating work on the creation of new strategies. However, strategy development is a long-term process, and its launch for the 2028+ period cannot wait to get started. The prevailing uncertainty in strategy development may also weaken the MOA's lobbying for a stronger position.
- Measures:** Proactively come up with our own proposal for definitions and methodological steps, engage in systematic dialogue with the Ministry of Regional Development on the creation of 2028+ strategies.

RISK MATRIX		Risk level		
		Low	Medium	High
Likelihood	Low	X	X	X
	Medium	X	Different perceptions of necessity on the part of individual MOA Late delivery of key findings needed to develop MOA strategies 2028+	Reluctance of actors in the BMA territory to establish a metropolitan association Reluctance of key actors to implement the described action
	High	X	X	X



C. Strengthening support for food cooperation in BMA

1. Needs assessment

The **current situation** of food cooperation in the Brno Metropolitan Area shows strong potential for enhancement and strengthening.

SWOT analysis below provides the information about the current situation in Brno Metropolitan Area. Version below is shortened form of the SWOT analysis that was part of an Analysis of food cooperation in the Brno Metropolitan Area (the analysis can be found online - only in [Czech](#)).

SWOT Analysis

Strengths	Weaknesses
Favourable natural conditions for agriculture and food production.	Low food self-sufficiency and fragmented market.
Diverse base of small farmers and producers.	Seasonal supply limitations and low production volumes.
Strong local demand and tradition of markets, gardening, and community sharing.	Lack of regional food strategy and coordinated distribution.
Positive perception of local products as healthy and high-quality food.	Weak promotion and limited education for food network development.
Public institutions in BMA are major players in terms of the large volume of food cooked and distributed.	
Opportunities	Threats
Technological innovations (e.g. hydroponics), new drought-resistant crops	Climate change impacts (drought, extreme weather)
Legislative and policy support for short supply chains in public catering	Dominance of large retailers and price-driven consumer behaviour
Growing interest in healthy, sustainable lifestyles	Competition from cheap imports



Linking local food with tourism, gastronomy, and community initiatives	Rising administrative and financial pressures on small producers
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The main challenges in the topic of food cooperation include the absence of a coordinated metropolitan food strategy, insufficient regional distribution systems, limited producer promotion and market access, a lack of year-round availability of local products, gaps in education and skills for food networks, and weak integration of preferential local purchasing into public procurement. The priorities for intervention respond directly to these challenges.

Existing policies and government structures

The topic of food cooperation appears relatively rarely in strategic and other conceptual documents in Brno, South Moravian Region and municipalities belonging to the Brno Metropolitan Area (BMA). The theme is also not covered in the Integrated Development Strategy for BMA 21+. However, related topics that are closely linked to food cooperation appear frequently. These include, in particular, more general references to agriculture, land use, information on crops grown, food production, or the presence of agricultural entrepreneurs. Some strategies, especially those of local action groups, also contain more specific references, e.g. to the presence and operation of farmers' markets, and also include information on organic farming.

Since the beginning of 2025, thanks to the MECOG-CE project and implementation of PA focusing on food cooperation, two working groups have been operating under the leadership of the City of Brno for the territory of Brno Metropolitan Area. The first focuses on the primary activity, i.e., coordinating food cooperation and providing information. The second working group focuses on the use of local food in public catering.

The action “Enhancement of support for food cooperation in Brno Metropolitan Area” aims to strengthen the food cooperation activities in the Brno Metropolitan Area by building links between local farmers, producers, and public institutions. Its objective is to expand existing initiatives launched under the MECOG-CE project (pilot action: Potential for food cooperation and its governance network in the Brno Metropolitan Area, new solution: Food cooperation for metropolitan areas). The goals are to position Brno as a leader in local food cooperation, support regional producers and the local economy, reduce environmental impact through short supply chains, improve food safety and residents’ health, and foster cultural identity and local traditions.



2. Stakeholder engagement and governance

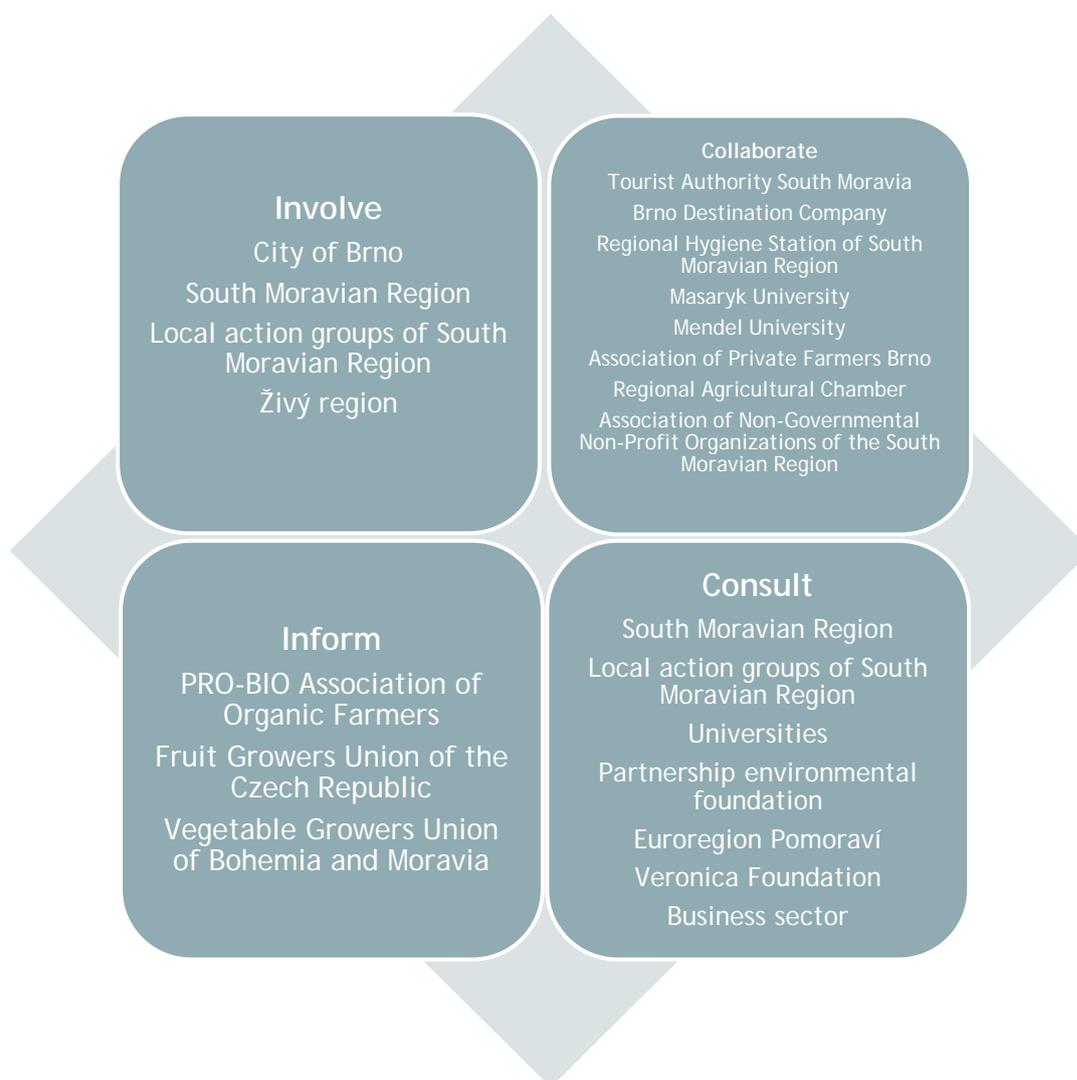
There are **many stakeholders involved across sectors**. In the public sector, key actors include the City of Brno, South Moravian Region, and regional agencies. Academia is represented by Masaryk and Mendel Universities. The non-profit sector includes organizations such as Živý region, Truly Healthy School, PRO-BIO, farmers' unions, and environmental foundations. Civil society and the business sector involve local farmers and restaurants owners.

Sector	Organizations / Stakeholders
Public sector	<ul style="list-style-type: none"> ▪ City of Brno - Department of Strategic Development and Cooperation, Department of Environment, Department of Education and Youth ▪ South Moravian Region - Regional Development Department ▪ Tourist Authority South Moravia ▪ Brno Destination Company ▪ Regional Hygiene Station of South Moravian Region ▪ Regional Association of Local Action Groups of the South Moravian Region
Academia	<ul style="list-style-type: none"> ▪ Masaryk University, Faculty of Social Studies (Department of Environmental Studies), Faculty of Economics and Administration (Department of Regional Economics) ▪ Mendel University (Faculty of Agronomy, Faculty of Regional Development and International Studies)
Non-profit sector	<ul style="list-style-type: none"> ▪ Živý region ▪ Skutečně zdravá škola (Truly Healthy School) ▪ Association of Private Farmers Brno ▪ PRO-BIO Association of Organic Farmers ▪ Fruit Growers Union of the Czech Republic ▪ Vegetable Growers Union of Bohemia and Moravia ▪ Regional Agricultural Chamber ▪ Partnership environmental foundation ▪ Euroregion Pomoraví



	<ul style="list-style-type: none"> ▪ Veronica Foundation ▪ Association of Non-Governmental Non-Profit Organizations of the South Moravian Region ▪ Civil society
Business sector	<ul style="list-style-type: none"> ▪ Representative of small farm in the area ▪ Representative of large farm in the area ▪ Representative of restaurants in the area

Level of Engagement²



² Institutions such as South Moravian Region and Local action groups of South Moravian Region are mentioned in various levels of engagement. In terms of number of activities that are planned to be implemented - in some, there is a need to involve them, in some, there is need to just consult (more information in section 3).



Planned institutional framework and governance model

Two informal working groups will be operating (building on the already established WGs). These groups include:

1. **Coordinating and information group on food cooperation** - focused on information sharing among stakeholders. The task of the working group is to coordinate activities in the area of food cooperation and awareness-raising, and to develop the topic among the general and professional public.
2. **Support of local food in public catering** - focused on promoting the use of local production in public catering, with an emphasis on school catering.

Working groups will meet informally three to four times a year. They will provide a platform for active involvement of stakeholders, ensuring that actors are regularly engaged, consulted, and have space to contribute to shaping the agenda.

Thematic coordination will also be addressed by the **WG Horizontal** (expert platform set up for the purposes of ITI management and metropolitan issues) and by the **Steering Committee of the Brno Metropolitan Area** (political platform dealing with ITI management and metropolitan issues).

Mechanisms for coordination and collaboration

- **Stakeholder participation in WGs:** Active involvement of key actors in working groups, with space for discussion and co-creation of solutions.
- **Stakeholder mapping:** Regular assessment of whether all relevant stakeholders are represented in the working groups; new actors will be identified and invited when gaps are detected.
- **Workshops:** The WGs themselves will serve as practical workshops where stakeholders can exchange experiences, identify barriers, and propose joint activities.
- **Public feedback:** During public events and awareness-raising activities, surveys will be carried out to collect input from citizens and other stakeholders, providing an additional feedback mechanism to improve coordination.
- **Greater emphasis on the participation of the public and other target groups:** Broader involvement will be promoted through public forums and workshops, with engagement of the City of Brno, young people, companies, restaurants, shops, and education institutions (planned particularly for 2026-2027).

3. Implementation of action

In the **short-term** (2025-2026), Brno will focus on sustaining food cooperation activities also through EU-funded projects, securing sufficient human resources, maintaining and updating the “Farmers from the Region” map, and launching regular awareness,



education, and school catering activities supporting the local production. The **medium-term actions** (2026-2028) include developing a Brno City Food Cooperation Strategy, expanding the regional farmers' map with interactive layers, introducing preferential purchasing methodologies, involving municipal institutions and the wider public and business sector in the cooperation, and intensifying coordination and information campaigns and school catering initiatives. In the **long-term** (2028 and beyond), Brno aims to institutionalize preferential purchasing, support local production and waste reduction through established long-term activities such as awards system, establish shared farmers' store and strengthen international cooperation by joining food networks. All these activities will be implemented only if sufficient budget is secured and through close cooperation with all relevant stakeholders.

Timeframe	Implementation Step	Tool of Implementation	Responsible Entity	Timeline
Short-term (2025-2026)	Ensure the continuation of food cooperation activities through projects funded by EU programs	EU funding calls (Horizon Europe, URBACT etc.)	City of Brno, other institutions	2025-2026
	Strengthening Information & coordination activities	Public campaigns, exhibitions that can be moved within MA, events	City of Brno, municipalities in BMA, libraries, schools, NGOs	Annually from 2025
	Strengthening support for local production in school catering	Cookbook prepared - recipes from local ingredients, training sessions, awareness campaign for students, educational programs and demonstration cooking	City of Brno, schools, school canteens	Annually from 2025
	Ensure sufficient human resources to support the topic	Coordinator for the food activities, allocation from EU funded programmes budget	City of Brno	2025-2026



	Regularly update the “Farmers from the Region” map application and supplier list for school canteen managers	Online GIS platform, database updates	City of Brno, Local Action Groups	Continuou s from 2025
Medium-term (2026-2028)	Expand the map application “Farmers from the Region” with interactive layers (local product stores, vending machines, agritourism tips etc).	GIS development	City of Brno, Local Action Groups	2026+
	Online marketplace	E-commerce platform for institutions in the regions and farmers	South Moravian Region, City of Brno, all stakeholders	2026+
	Methodology for “Preferential purchasing” of local products within the city of Brno and its other organizations	Procurement guidelines, pilot tenders	City of Brno, organizations founded by the City of Brno	2026-2027
	Involve municipal institutions and local governments - involvement of social institutions (retirement homes), city districts	Memorandums on cooperations, meetings/workshops	City of Brno, municipal districts, institutions founded by the city of Brno	2026-2027
	Greater emphasis on the participation of the public and other target groups - involvement in the WGs	Public forums, workshops	City of Brno, young people, companies, restaurants, shops, education institutions etc.	2026-2027
	Enhancing involvement of small and medium-sized farmers	Direct cooperation with farmer who farm on municipal land, workshops	City of Brno, Agricultural Chamber, Association	2026-2028



			of private farmers Brno	
	Brno City Food Cooperation Strategy (food policy part of the Integrated Development Strategy for the Brno Metropolitan Area)	Strategic planning document; stakeholder workshops	City of Brno, all relevant stakeholders	2026-2028
Long-term (2028+)	Establishing support for local production and waste reduction	Certification programs, awards for school canteens using local production, innovative approaches to environmental education	City of Brno, NGOs, schools, school canteens	2028-2035+
	Long-term preferential purchasing	Permanent procurement rules	City of Brno	2028+
	Shared farmers' stores	Market facilities, vending infrastructure	City of Brno, farmers' associations	2028+
	Change in lease agreements to support organic farming	Lease contract amendments, incentives	City of Brno, farmers, NGOs	2028+
	Participation in international initiatives	Membership in EU/local food networks	City of Brno	2028+

4. Funding & resource mobilization

Funding Mechanisms:

- **EU Programmes:**

- **Horizon Europe** - research & innovation projects related to sustainable food systems.
- **Interreg Europe / Interreg Central Europe and other Interreg programs** (focused on green priorities or enhancement of governance).
- **LIFE Programme** - environmental and climate-related projects with a food systems component.
- **Urban Innovative Actions / European Urban Initiative** - urban food policy pilots.



- **URBACT** - city level interventions on food themes.
- **National & Regional Sources:**
 - **South Moravian Region (JMK)** - grants for agriculture, education, and regional development.
 - **Local Action Groups (MAS)** - LEADER funding for community-based food projects.
- **Municipal Budget:**
 - **City of Brno** - specific budget on food related issues.
 - **Contributions from municipalities in the hinterland, municipal districts and public institutions involved.**

Costs estimates

The plan involves a mix of cost levels across short, medium, and long-term actions. Short-term activities mostly rely on internal personnel costs, with some measures costing 50-200 000 CZK. Medium-term actions range from 50-200 000 CZK to over 200 000 CZK per year, depending on scope, especially for institutional involvement and farmer engagement and strategy development. Long-term initiatives generally exceed 200 000 CZK, shared farmers' stores, lease changes, and participation in international initiatives, while some rely on internal staff costs.

Timeframe	Implementation Step	Costs category	Financial certainty
Short-term	Ensure the continuation of food cooperation activities through projects funded by EU programs	Internal personal costs	Likely
Short-term	Strengthening Information & coordination activities	50 000 - 200 000 CZK	Likely
Short-term	Strengthening support for local production in school catering	50 000 - 200 000 CZK	Likely
Short-term	Ensure sufficient human resources to support the topic	Internal personal costs	Likely
Short-term	Regularly update the "Farmers from the Region" map application and supplier list for school canteen managers	Internal personal costs	Certain
Medium-term	Expand the map application "Farmers from the Region" with interactive layers (local product stores, vending machines, agritourism tips etc).	Internal personal costs	Likely
Medium-term	Online marketplace	Done by South Moravian Region	Likely



Medium-term	Methodology for “preferential purchasing” of local products within the city of Brno and its other organizations	50 000 - 200 000 CZK	Uncertain
Medium-term	Involve municipal institutions and local governments - involvement of social institutions (retirement homes), city districts	50 000 - 200 000 CZK	Uncertain
Medium-term	Greater emphasis on the participation of the public and other target groups - involvement in the WGs	50 000 - 200 000 CZK	Uncertain
Medium-term	Enhancing involvement of small and medium-sized farmers	More than 200 000 CZK a year	Uncertain
Medium-term	Brno City Food Cooperation Strategy (food policy part of the Integrated Development Strategy for the Brno Metropolitan Area)	More than 200 000 CZK a year	Likely
Long-term	Support for local production and waste reduction	50 000 - 200 000 CZK	Likely
Long-term	Long-term preferential purchasing	Internal personal costs	Uncertain
Long-term	Shared farmers’ stores	More than 200 000 CZK a year	Uncertain
Long-term	Change in lease agreements to support organic farming	More than 200 000 CZK a year	Uncertain
Long-term	Participation in international initiatives	More than 200 000 CZK a year	Uncertain

Financial Sustainability Mechanisms

- **Integration into multi-year EU-funded projects** - ensure overlapping project periods to avoid funding gaps.
- **Secure co-funding commitments** (South Moravian Region, farmers organizations, local business, etc).
- **Strengthen local political support and visibility** of the initiative in the city - building capital to secure municipal budget allocations and ensure continuity.

5. Monitoring and evaluation for action

The main objectives include implementing the City Food Strategy and carrying out EU-funded project on the topic, aiming to hold five workshops or public forums per year



focused on activities set-up in the action plan. The plan also involves engaging five farmers in the public procurement process and forty schools in the school-to-farm partnership program.

Hereby we include **Key performance indicators (KPIs)**:

	KPI	Target
1.	City Food Strategy	1
2.	EU funded project for the operation of the proposed activities	1
3.	Workshops/public forums per year focusing on the proposed activities	5
4.	Farmers involved in public procurement process	5
5.	Schools involved in the proposed activities and process of school to farm partnerships	40

Monitoring and Evaluation Plan

The Monitoring and Evaluation plan will ensure progress is tracked systematically, performance is measured against defined Key Performance Indicators (KPIs), and adjustments are made based on evidence. The plan supports transparency, accountability, and adaptive management.

Data will be collected through a **combination of methods** - administrative records, digital analytics, surveys, procurement data, and field observations. All information will be stored in a centralized database managed by the City of Brno. Data quality will be checked annually for completeness, accuracy, and timeliness. Evaluation will take place in two key steps: a mid-term review in 2028 will assess the effectiveness of medium-term measures and readiness for scaling up activities; a final evaluation in 2035 will review the achievement of long-term goals. Evaluation criteria will include relevance, effectiveness, efficiency, impact, and sustainability.

Regular outputs will be ensured through quarterly updates in the form of a concise dashboard for the City of Brno and key stakeholders, as well as an annual report including data visualizations, good practice examples, and lessons learned. All information will be shared with stakeholders during thematic WGs meetings. Reports and evaluations can serve as a basis for updating activities (not only mid-term, but also quarterly).



6. Challenges & risk mitigation

Potential barriers to implementation

There are several barriers which can hinder the implementation of activities:

Lack of cooperation and stakeholder involvement

- **Risk:** low level of involvement of key stakeholders, weak coordination between sectors, misunderstanding of the added value of cooperation, feeling of insufficient representation or resistance to proposed activities, which may lead to limited or dysfunctional implementation of activities.
- **Measures:** targeted identification and involvement of relevant stakeholders linked to the topic of local production, creation of functional and interactive working groups, provision of space for discussion and presentation of the interests of individual actors, systematic feedback on suggestions raised, and clear communication of the benefits of cooperation for the individual entities involved.

Insufficient budget

- **Risk:** lack of funds for the full implementation of the proposed activities due to dependence on a limited number of funding sources or the inability of a single institution to bear the financial burden alone (meaning Brno).
- **Measures:** diversification of financial resources, involvement of more institutions and stakeholders in co-financing, realistic planning of activities with regard to available resources, phasing of implementation, and ongoing review of activities with prioritization of those with the highest impact on the territory.

Lack of human resources

- **Risk:** limited personnel capacity may slow down or prevent the implementation of activities.
- **Measures:** clear definition of the responsibilities of individual institutions, allocation of appropriate staff, including securing financial coverage for their work, support for employee training and capacity building, and creation of a motivating and stable working environment.

Inadequate political support and priority

- **Risk:** weakened political support may lead to a reduction in available financial and human resources and to an overall deterioration in the implementation of activities.
- **Measures:** systematic strengthening of political support through arguments based on data, examples of good practice, and benefits for the region; timely involvement of



elected representatives at the city and regional levels; regular communication and coordination between political representatives of the institutions involved.

Last but not least, there can be **external barriers** to implementation that the local level can hardly influence. For example, natural disasters can damage the land or local production, pandemics can deteriorate the relations between stakeholders or cancel public events, regulatory changes from higher level can hinder the effort of local stakeholders, or economic changes and downturns can influence local farmers and other stakeholders.

Other potential barriers will be discussed and explored during interactive sessions with stakeholders as this list does not have to be complete. All identified barriers or risks will be recorded in the matrix with the assessment of their probability and impact.

RISK MATRIX		Risk level		
		Low	Medium	High
Likelihood	Low	X	Inadequate political support and priority	External barriers to implementation
	Medium	X	Insufficient budget, lack of human resources	Lack of cooperation and stakeholder involvement + resistance of stakeholders to proposed activities
	High	X	X	X



D. Addressing spatial planning at the metropolitan level

1. Needs assessment

Spatial and territorial planning in the Brno Metropolitan Area (BMA) is not comprehensively anchored and elaborated in terms of specific documents or strategies. It is therefore necessary to have a **methodological and analytical document** that will serve as a basis for the effective creation of related thematic documents and analytical framework, as well as for the application of spatial planning knowledge in the creation of Integrated Development Strategy for the Brno Metropolitan Area 2028+ (IDS BMA 28+).

Spatial planning at the metropolitan level based on data and analytical sources is necessary for several reasons. The most important is the need to have more detailed information coverage of the territory and to better understand the relationships on a broader spatial scale. One of the fundamental aspects of strategic planning is the proper targeting of support and investment in the territory. This cannot be done without data tracking the development and character of the territory, as well as information on the spatial development potential of the territory. Spatial analysis documentation at the level of administrative districts and especially municipalities is not completely unified and digitized, which slows down the processing of information and subsequent decision-making processes within projects focused on spatial planning.

■ Current status

- Currently, a data set has been created and updated, which serves as a basis for the creation of partial analytical outputs and future documents. When creating the current IDS BMA, the so-called Analytical Framework was processed. It was created as an introductory overview of selected thematic areas important for the functioning of the metropolitan area as a whole. Other current documents that show the spatial distribution of the phenomena under study include the Atlas of the Brno Metropolitan Area and the Sociodemographic Analysis. At the same time, a pilot version of the Spatial Development Vision of the BMA has been created for the administrative districts of Rosice and Kuřim, which belongs to the BMA.

■ Future status

- A complete version of the document "Spatial Development Vision of the Brno Metropolitan Area" is planned to be created. It will serve as a basis for coordinating development in the BMA and will provide local governments and other stakeholders with information on development conditions and links between individual topics in a broader territorial context. It is important to mention that the complete Vision document will not serve as a formal tool to supplement other tools within spatial



planning (or spatial planning documentation). However, it will be closely linked to these documents and, within the Principles of Spatial Development (regional level documentation), should serve as an indispensable basis for spatial planning. The methodology and the model created in the Vision will also serve as a basis for more detailed Thematic Analyses, which will analyse the metropolitan area according to individual needs related to the topics that will be addressed in the future IDS BMA. Last but not least, the Thematic Analyses will complement the creation of new Analytical Framework.

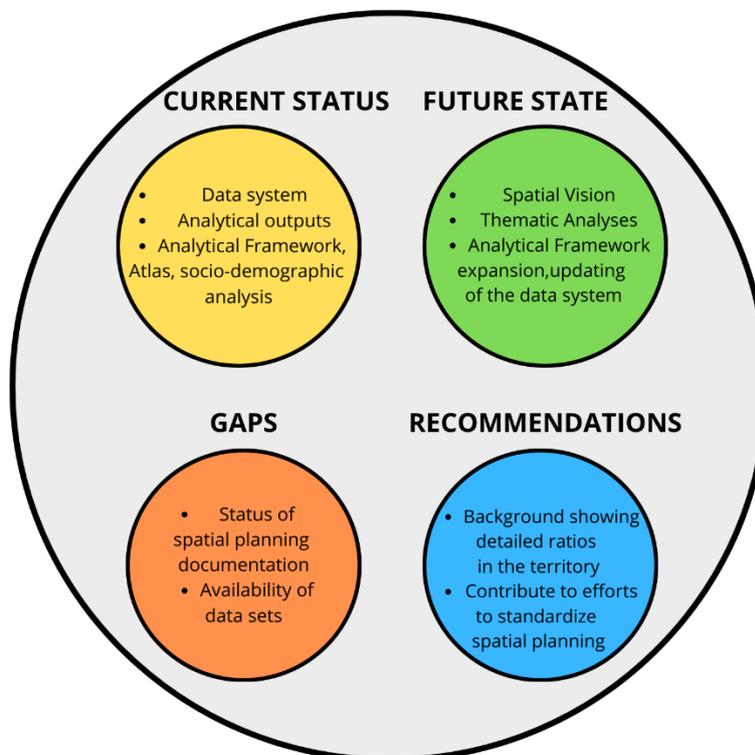
- Expansion, supplementation, and regular updating of the Brno Metropolitan Area data set.

■ Gaps

- There is a lack of detailed analysis of the status of spatial planning documentation and future steps on the part of the Ministry of Regional Development (MoRD) or the region, which should lead to the standardization of these documents. It is precisely their inconsistent form that is hindering the creation of part of the analytical work.
- Despite the gradual trend towards data openness, there are still many key data sets that are not publicly available, and obtaining them sometimes requires complex applications and paperwork.

■ Recommendations

- Creation of a comprehensive document detailing the development potential of the area and describing specific thematic criteria (Spatial Development Vision of the BMA).
- Linkage with regional Principles of Spatial Development in the form of a Spatial Development Vision as mandatory material to be taken into account.
- In cooperation with relevant stakeholders at the regional and national levels, find a way to standardize spatial planning at the regional or national level.



2. Stakeholder engagement and governance

In the case of spatial planning at the metropolitan level, it is necessary to **specify the key stakeholders in the area**. Further specification will also depend on discussion and evaluation of the results of the partial outputs of the Spatial Development Vision and other analytical documents. The action will include an expert group, which will be a group of up to 10 experts discussing and reviewing the Vision and related analytical documents.

The stakeholders involved in the evaluation and discussion also include members of the Working Group Horizontal, the Steering Committee of the BMA, and other working groups according to their thematic focus. These include, for example, the leadership of the city of Brno, mayors of biggest cities in the hinterland, representatives of universities, the innovation sector, etc.

In the public sector, close cooperation with the South Moravian Region is expected, particularly based on the implementation of the Spatial Development Vision into the South Moravian Region's spatial analysis documents. Without support from the regional level, it will not be possible to take further steps in this direction. In the academic sector, experts from the fields of urban planning, spatial planning, and geography are particularly important, mainly in the context of consulting activities and possible opposition.



Sector	Organizations / Stakeholders
Public sector	<ul style="list-style-type: none"> City of Brno, Department of Strategic Development and Cooperation South Moravian Region, Department of Regional Development, Department of Spatial Planning
Academia	<ul style="list-style-type: none"> Masaryk University (urban planners, spatial planners, geographers) Mendel University (urban planners, spatial planners, geographers)

Level of Engagement



3. Implementation of action

The above activities will be implemented by the City of Brno, as it is primarily responsible for the development of BMA and this action. Individual steps will also be carried out in cooperation with the above-mentioned stakeholders.



Short-term steps (2025-2026)

- Creation of a network of key stakeholders in the territory in terms of spatial/territorial planning. In order to develop this topic, it is necessary to establish a group of experts who will deal with this issue on a long-term basis. This should include, for example, consulting activities and peer review during the gradual creation of related analytical documents.
- Evaluation of the methodology, strengths, and weaknesses of the pilot project of the Spatial Development Vision. Involvement of stakeholders from the region, public administration, and universities. The knowledge gained will be used to subsequently create a brief for work on the complete version of the Spatial Development Vision document and related analytical outputs.
- The creation of the brief and preparation of the full version of the Spatial Development Vision document will be set up to serve as input for the Thematic Analyses and Analytical Framework of the BMA.
- Determination of topics and templates for Thematic Analyses, which will be based on both the Spatial Development Vision methodology and available data sources for metropolitan area.

Medium-term steps (2026-2028)

- Finalization of the complete version of the Spatial Development Vision. This means creating a model and methodology that will address the overall potential of the territory in the area of housing. These outputs will serve primarily as a basis for the creation of a new Integrated Development Strategy for BMA 2028+.
- The Vision will also give rise to specific partial thematic criteria. These will be further elaborated in so-called Thematic Analyses.
- The Spatial Development Vision model and partial Thematic Analyses will be gradually implemented into the brief and creation of new Analytical Framework of the Brno Metropolitan Area. These will serve as key analytical background for the new IDS BMA.
- Gradual implementation of information for individual topics and indicators in line with the IDS BMA. This means, for example, transport accessibility and mobility, adaptation to environmental and climate change, housing availability, and tourism potential. It also means strengthening resilience to crises (climatic, energy, or migration).

Long-term steps (2028+)

- In the long term, the ambition is for the Spatial Development Vision to serve as the basis for spatial planning documentation.
- Continuous updates of analytical outputs and Analytical Framework.



- Creation of a unified digitized interactive database (application) that would include both data from spatial planning documentation and input data and results from the Vision. This would be a tool aimed at standardizing and unifying these documents, while also serving to effectively provide information about the territory and simplify decision-making processes.

4. Funding & resource mobilization

Funding Mechanisms:

- Internal sources: Operational Program Technical Assistance, budget of the City of Brno,
- External sources: possible involvement of the region and municipalities in financing.

Costs estimates:

- Spatial Development Vision for the BMA (approx. 500 000 CZK),
- According to the author of the Thematic Analyses and Analytical Framework. Partial internal processing is also expected (100 000–200 000 CZK),
- Possible financing for consulting activities or review of partial work (50 000–100 000 CZK),
- Costs for purchasing data (depending on their scope and complexity, approx. 100 000 CZK).

Funding sources are considered certain within the budget of the City of Brno. In the short and medium term, sources from the Operational Program Technical Assistance can be characterized in this way, but in the long term, they are perceived as uncertain, as is the possible involvement of the region and municipalities.

5. Monitoring and evaluation for action

Hereby we include Key performance indicators (KPIs):

	KPI	Target
1.	Spatial Development Vision of the BMA	1
2.	Thematic Analyses	10
3.	Analytical Framework	1



4. Updated interactive database linked to spatial planning documents

1

Monitoring and reporting mechanisms

- Partial outputs from Thematic Analyses and Analytical Framework and their development over time will serve as indicators of the fulfilment of thematic objectives.
- Creation of interactive dashboards and applications that will be updated and display information on the status and development of indicators and relations within the territory.
- Regular meetings of a select group of experts on spatial planning documents and analytical outputs.
- Data updates and reporting linked to indicators and the IDS BMA 28+ indicator system.
- The conclusions of the Spatial Development Vision and Thematic Analyses will be linked to IDS BMA 28+, which will be subject to evaluation.

Feedback

- The results of the Spatial Development Vision, Thematic Analyses, and Analytical Framework will be one of the key inputs for the creation of IDS BMA 28+.
- Discussions with stakeholders from the BMA territory, as well as with specialists and experts, will be crucial for setting up the methodology of analytical documents.
- Review of documents and consultation activities by experts.
- The development of key indicators in the territory will provide feedback for updating individual documents.

6. Challenges & risk mitigation

Implementation in connection with spatial or territorial planning is associated with several potential challenges. These relate both to **the quality and availability of data and analytical bases** and to **the willingness of specific stakeholders**. These aspects, among others, can influence both the quality of outputs and the process of their creation and subsequent use. Identifying risks and proposing measures to mitigate their impact is therefore a key part of planning.



Unavailability or complexity of obtaining certain data

- **Risk:** lengthy applications and formal procedures when requesting data that is not normally publicly available, long waiting times, or missing data sets at the required level.
- **Measures:** promoting and expanding the principles of open data, cooperation and, for example, framework agreements with institutions/data providers for the timely provision of data sets.

Limited willingness of stakeholders to cooperate and share information

- **Risk:** differing interests of municipalities and institutions, weak motivation to participate in the creation of analytical documents at the BMA level.
- **Measures:** regular consultations with stakeholders in the metropolitan area, ongoing consultation on outputs and results.

Inconsistent spatial planning documentation

- **Risk:** Different document quality and formats hinder the creation of documents related to territorial and spatial planning, as do their inconsistent formats and differences in digitization.
- **Measures:** must come from a higher level (Ministry of Regional Development, or region), e.g., creation of a methodological framework and standardization of procedures, digitization and transfer of documents and data to a unified environment.

Risk of low usability of outputs in practice

- **Risk:** documents will remain at the level of theoretical analyses or will only be used internally, i.e. not by stakeholders in the territory.
- **Measures:** adequate linking of analytical outputs, e.g. with real investments in the territory, greater emphasis on the IDS BMA 28+ indicator system.

Significant change in the new delimitation of the Brno metropolitan area

- **Risk:** a change in the territorial delimitation of the Brno metropolitan area would jeopardize the validity and relevance of the completed analytical materials and would also mean additional work on data coverage for new territories.
- **Measures:** creation of documents and supporting materials that clearly demonstrate the functionality of the existing BMA territory, or setting a floating boundary for the final form of the metropolitan areas.



RISK MATRIX		Risk level		
		Low	Medium	High
Likelihood	Low	X	Significant change in the delimitation of BMA	X
	Medium	X	Data unavailability/complex collection	Low usability of outputs in practice
	High	X	Inconsistent spatial planning documentation	Willingness of stakeholders to cooperate



E. Improving the evaluation system for BMA's integrated development strategy

1. Needs assessment

Currently, there are a number of data sets, analytical documents, and map applications at the Brno Metropolitan Area (BMA) level that monitor developments in the BMA, but there is no specific link to the strategy's objectives. However, in order to better evaluate the strategy, it is essential to **better link this data to the strategy's objectives**. The current strategy (IDS BMA 21+) was developed at a time when the methodology for its creation was being developed at the national level. Precisely because not all methodological guidelines were known, the current strategy is evaluated mainly through indicators defined by the managing authorities of individual ministries, which allocated funds to the BMA through the ITI tool.

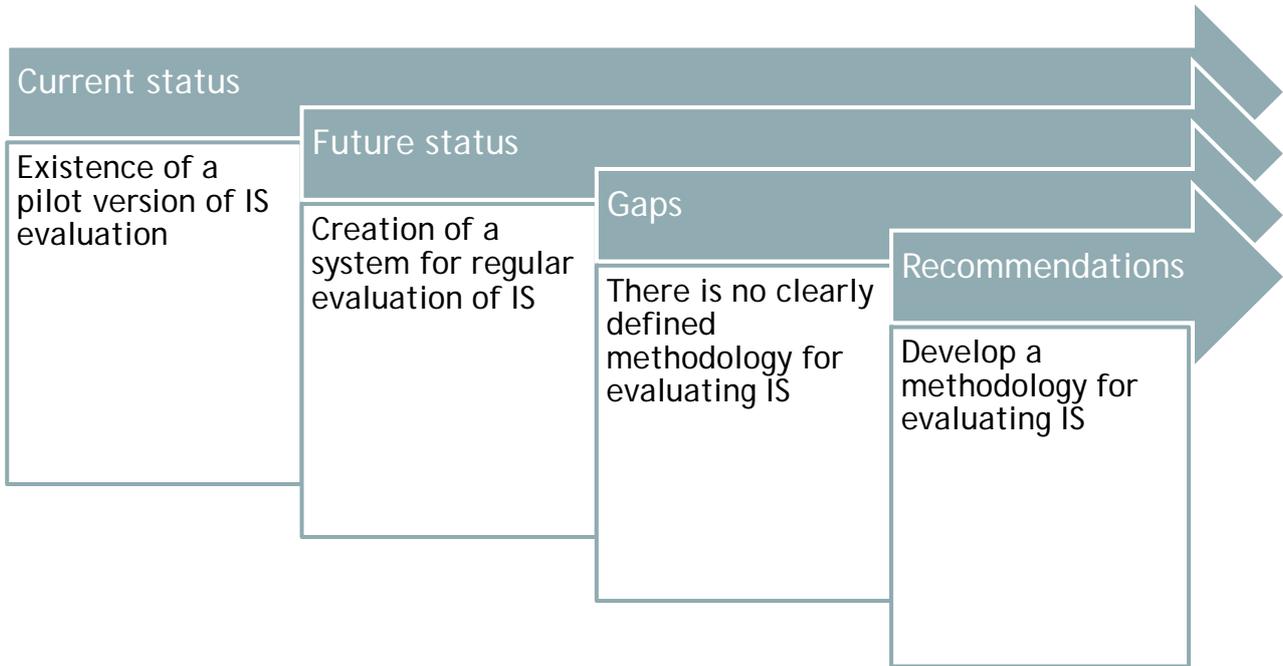
The current situation in the area of evaluating the Integrated Development Strategy for the Brno Metropolitan Area (IDS BMA) thus shows potential for improvement. The evaluation of the IDS BMA can be viewed from two perspectives:

- 1) Evaluation of integrated solutions,
- 2) Evaluation of the strategy using a set of indicators.

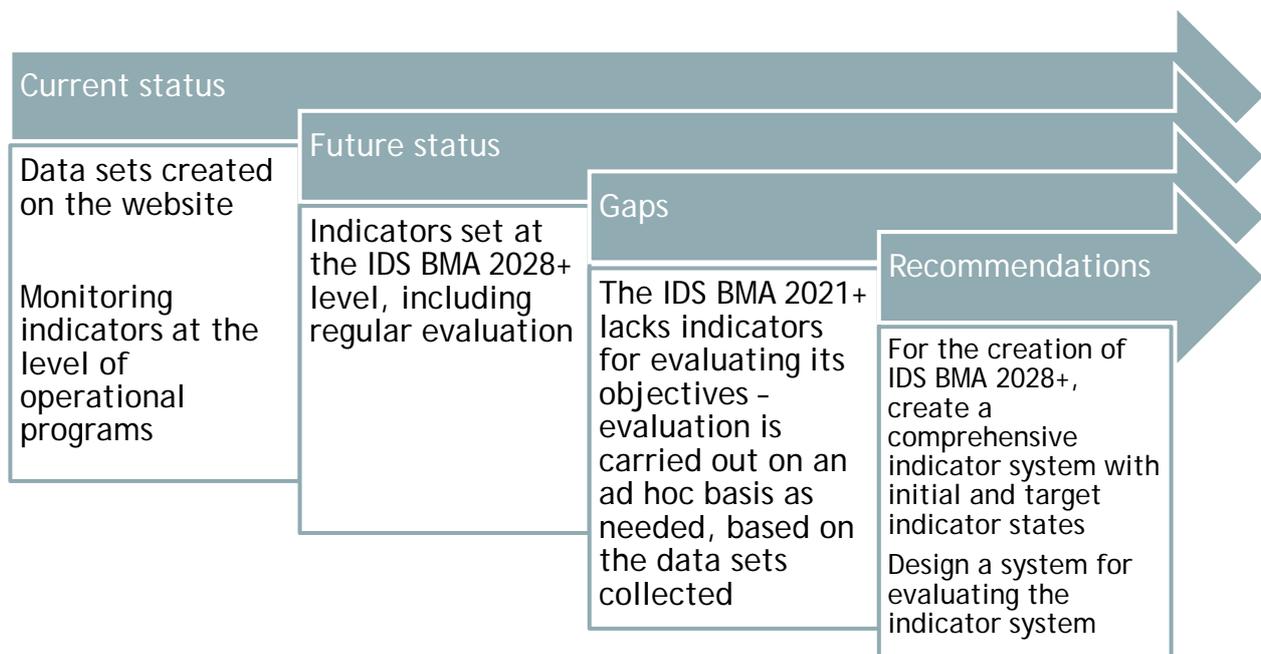


Based on the gap analysis, the following areas for improvement of the current situation were identified:

Evaluation of integrated solutions (IS)



Evaluation of the strategy using a set of indicators





Evaluating strategy as a whole is one of the key activities in strategic planning, not only at the metropolitan level. **The reasons why we need to innovate the strategy evaluation system** are as follows:

- Demonstrate the benefits of metropolitan cooperation;
- Need to evaluate the actual impact of the strategy, integrated solutions, and strategic projects;
- Argumentation for the professional public;
- Basis for evaluation and monitoring reports.

The strategy also includes specific (strategic) projects that form integrated solutions – sets of projects that together create added value compared to if they were implemented separately. It is these integrated solutions that represent the greatest added value of strategies at the level of metropolitan areas and agglomerations. Currently, in terms of evaluating integrated solutions, there is a pilot version of a "traffic light" system, where the implementation of integrated solutions is evaluated using colours representing the current status of project implementation.

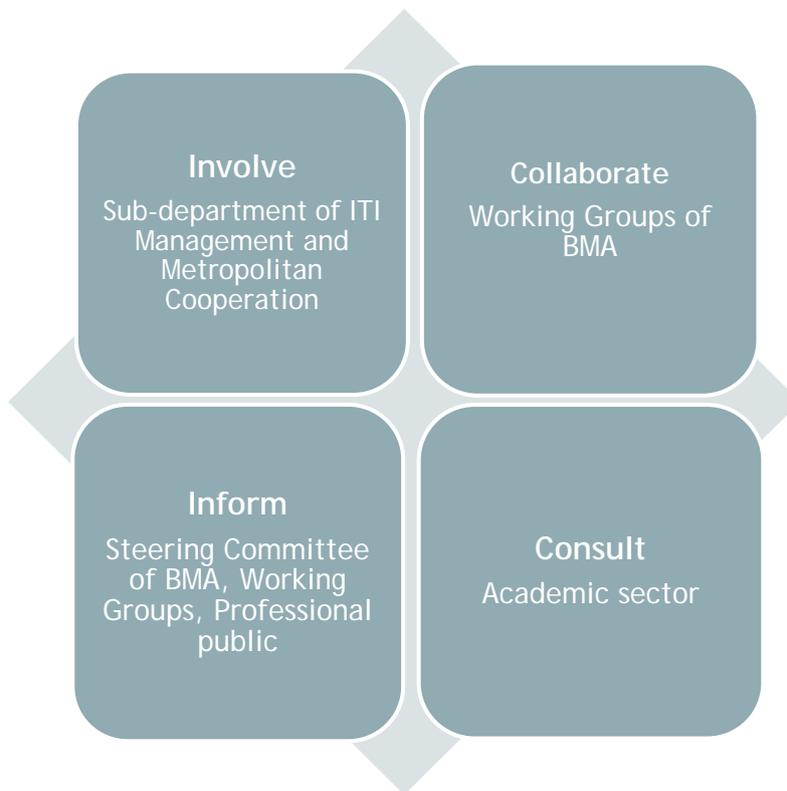
The aim of this action is to establish a **functional and long-term strategy evaluation system**, both through a set of indicators linked to it and through integrated solutions.

2. Stakeholder engagement and governance

The **key stakeholders** for implementing this action are representatives of the Working Groups and the Steering Committee of the BMA. These include representatives from City of Brno departments, representatives from the South Moravian Region, representatives from municipalities in the Brno hinterland, municipal companies, non-profit organizations, and representatives from the academic sector. The Sub-department of ITI Management and Metropolitan Cooperation and Department of Strategic Development and Cooperation also play a key role in the evaluation process. The academic sector will play a supporting role.



Level of Engagement



The Sub-department of ITI Management and Metropolitan Cooperation will propose a model for evaluating integrated solutions and assessing the set of indicators. This model will then be discussed with other metropolitan areas and agglomerations and in working groups, and reviewed by the academic sector.

The results of the evaluation of integrated solutions and the set of indicators will be presented to the Steering Committee of the BMA and the professional public.

Sector	Organizations / Stakeholders
Steering Committee of the BMA and Working Groups	<ul style="list-style-type: none"> ▪ City of Brno ▪ South Moravian Region ▪ biggest cities in the hinterland ▪ non-profit organizations ▪ municipal and regional organizations, etc.
Academia	<ul style="list-style-type: none"> ▪ Masaryk University ▪ Brno University of Technology ▪ Mendel University



Sub-department of ITI
Management and
Metropolitan Cooperation

- Employees of the City of Brno

3. Implementation of action

Short-term steps (2025-2026)

Evaluation of integrated solutions

In order to set up the evaluation of integrated solutions for IDS BMA 2028+, it is crucial in the short term to complete the pilot version of the evaluation of integrated solutions using a traffic light system for IDS BMA 2021+. The following steps are required as part of this activity:

- Establish traffic light categories for evaluating project implementation;
- Define the success of the implementation of the entire integrated solution based on the implementation of specific projects;
- Determine the date on which information will be collected and evaluated;
- Use the `databazeprojetu.brno.cz` application as the main communication tool with project leaders/project managers;
- Evaluate integrated solutions.

Evaluation of the strategy using a set of indicators

As mentioned above, there is currently a wide range of data, map applications, and analyses that analyse the Brno Metropolitan Area. These analyses are not currently directly linked to the evaluation of the IDS BMA 2021+ objectives. It is desirable to change this situation for the future strategy.

During the fall of 2025, work will begin on the so-called Spatial Development Vision of the BMA (for more information, see the separate action of the action plan), which will incorporate a wide range of data. The Spatial Development Vision will thus be a very important source that will feed into the so-called analytical framework for the creation of IDS BMA 2028+, particularly through thematic analyses.

In the short term, the following steps must be taken:

- Regular updating of data at the metropolitan level;
- Create specifications for analytical framework and subsequently process this document;
- Prepare partial thematic analyses linked to the Spatial Development Vision.



Medium-term steps (2026-2028)

During this period, work will begin on creating the Integrated Development Strategy for the Brno Metropolitan Area 2028+. A system for presenting the outputs will also be prepared for both activities described below.

Evaluation of integrated solutions

The developed IDS BMA 2021+ evaluation system for IS will be presented to working groups and subjected to their comments. The system will then be modified according to the comments of the working groups and subjected to peer review by the academic sector.

In the medium term, an evaluation system for integrated solutions for IDS BMA 2028+ will be prepared.

During the creation of IDS BMA 2028+, the absorption capacity will be analysed according to the topics discussed, and a list of integrated solutions will be gradually created.

Evaluation of the strategy using a set of indicators

In the medium term, the outputs from the analytical framework will be reviewed by the academic sector. They will then be used for discussion in working groups and the Steering Committee on topics in the strategy, strategy objectives, etc. At this stage, it will be crucial for the various levels to define measurable indicators that will enable the strategy to be evaluated in the future in the context of the metropolitan strategy vision, specific topics, and their objectives or monitored trends in the development of the BMA.

Long-term steps (2028+)

Evaluation of integrated solutions and Evaluation of the strategy using a set of indicators

In the long term, IDS BMA 2028+ will be analysed and evaluated annually. The results of these analyses will be used in monitoring reports, evaluations, and, of course, as an important source of information for stakeholders in the territory. We will be able to better assess how IDS BMA 2028+ is performing in terms of implementing the IS and fulfilling its objectives.

The primary responsibility for implementing the action plan lies with the Sub-department of ITI Management and Metropolitan Cooperation.

4. Funding & resource mobilization

Funding Mechanisms:

- budget of the City of Brno,
- Operational Program Technical Assistance.



Costs estimates:

Regardless of the timeline, the key costs of the action will be the costs of financing the salaries of Brno's employees who will be involved not only in activities for this action, but also in activities leading to the creation and implementation of IDS BMA 2028+ - approximately 50 000 CZK per month per employee.

In the short term, costs will be incurred for analytical bases (including thematic analyses) - max. 250 000 CZK.

In the medium term, costs will be incurred for the review of both evaluation mechanisms - max. 100 000 CZK.

Funding sources are considered certain within the budget of the City of Brno. In the short and medium term, sources from the Operational Program Technical Assistance can be characterized as such, but in the long term they are perceived as uncertain.

5. Monitoring and evaluation for action

The aim is to ensure systematic monitoring of the progress and impact of the action to introduce the IDS BMA 2028+ evaluation system, including integrated solutions and a set of indicators.

Hereby we include Key performance indicators (KPIs):

	KPI	Target
1.	System for evaluating IS	1
2.	Set of indicators for IDS BMA 2028+	1
3.	Analytical Framework for IDS BMA 2028+	1
4.	Number of evaluations of IS	5
5.	Number of evaluations of the set of indicators	5

The outputs from the evaluation of the IS and set of indicators will be produced once a year and will be used for evaluation and monitoring reports and to provide information on the status of implementation of IDS BMA 2028+.



Monitoring mechanisms

- **Annual reports** on the status of IDS BMA 28+ implementation presented to the Steering Committee, working groups members, and the professional public.
- **Dashboard** with visualization of progress (e.g., traffic light evaluation of IS).
- **Regular workshops** with all working groups for feedback and updating of the evaluation system.
- **Peer review** by the academic sector for validation of methodology and indicators.

Tools and resources

- The `databazeprojektu.brno.cz` application as the main communication and analytical tool.
- Analytical framework and Spatial Development Vision of the BMA.
- Internal communication channels for coordination between stakeholders.

Feedback and adaptation

- The monitoring results will serve as a basis for adjustments to the IDS BMA 2028+.
- Feedback from stakeholders will be incorporated into the evaluation methodology.
- Possibility of revising indicators based on data availability and relevance to the strategy's objectives or vision.

6. Challenges & risk mitigation

The introduction of the IDS BMA 2028+ evaluation system represents a key step towards strengthening metropolitan development based on data, transparency, and feedback. Although this action offers significant potential for improving strategic planning, its implementation is not without challenges, which must be identified in advance and mitigated in a controlled manner.

Delay in preparing analytical framework for IDS BMA 2028+

- **Risk:** The Spatial Development Vision of the BMA is supposed to be a key input for analytical framework, but its preparation may be delayed. This can also lead to delay in preparing IDS BMA 2028+, incomplete background materials for the indicator system.
- **Measures:** Parallel work on data entry and collection, flexible schedule.



Limited participation of stakeholders in the evaluation process

- **Risk:** Low engagement of working groups members or the academic sector. Reluctance to work with the Brno’s project database. Lack of feedback.
- **Measures:** Regular workshops, more intensive communication, involvement of opponents.

Limited data sources

- **Risk:** Non-existent or insufficient data for analysing a given topic in the strategy that would cause reduced informative value in relation to the fulfilment of the strategy's objectives.
- **Measures:** Mapping available data sources, cooperation with expert institutions.

RISK MATRIX		Risk level		
		Low	Medium	High
Likelihood	Low	X	X	X
	Medium	X	Delay in preparing analytical framework for IDS BMA 2028+ Limited participation of stakeholders in the evaluation process Limited data sources	X
	High	X	X	X



F. Strengthening the participation of representatives of the innovation ecosystem in metropolitan issues

1. Needs assessment

The participation of representatives of the innovation ecosystem within the Integrated Development Strategy for the Brno Development Area corresponded in previous programming periods to an agreement whereby the topic of innovation and support for small and medium-sized enterprises (SMEs) **was not perceived by most stakeholders in the BMA as a purely metropolitan inter-municipal issue** (the topic therefore did not constitute a key strategic priority area of the IDS BMA). Following consultation with the JIC (South Moravian Innovation Centre), the topics of the innovation ecosystem (SMEs, innovative entrepreneurship, research and development) were addressed and coordinated primarily within the Regional Innovation Strategy of the South Moravian Region, so that this document was complementary to the IDS BMA. This was reflected in the lower negotiated allocation for ITI projects in this topic, which focused on a few unique umbrella projects with a significant role of the public sector.

This agreement was also reflected in the participation of representatives of the innovation ecosystem within the coordination structures of the Integrated Development Strategy for the Brno Metropolitan Area, which logically consisted of rather passive participation in working groups (especially Horizontal) and the Steering Committee of the BMA, where the development of the BMA, which would be supported by the development of the innovation ecosystem, was discussed marginally. At the same time, the link between the ecosystem and the issues addressed through ITI, or rather the integrated strategy, was not sufficiently discussed. Towards the end of the second programming period, representatives of some of the largest universities in Brno began to express the view that their involvement in the creation, management, and coordination of the IDS BMA could be more intensive, particularly because universities do not act solely as representatives of the innovation ecosystem, but also as urban development entities.

The action proposes steps that can lead to greater representation of the innovation ecosystem in metropolitan issues, the real involvement of relevant stakeholders, and the generation of specific integrated solutions that will be implemented through relevant projects. These are **primarily representatives of universities**, followed by the private sector. At the same time, the proposed activities will not duplicate existing activities under the governance of the Regional Innovation Strategy. Including this topic in the IDS BMA will also reinforce the fact that metropolitan areas are places where innovation



(including social innovation) and international competitiveness are generated. Strengthening polycentricity is also an important aspect.

Strengths	Weaknesses
A developed innovation ecosystem	Insufficient experience with the ITI tool in the field of innovation ecosystem development
A clear governance structure involving the region, the City of Brno, and universities	The region's innovation policy has not yet been perceived as a metropolitan issue
Potential for further development of the innovation potential of the entire South Moravian Region, with a focus on the Brno Metropolitan Area	The potential of universities in relation to spin-offs and start-ups has not yet been sufficiently exploited
Many years of experience of interconnected stakeholders in developing the innovation ecosystem within the Regional Innovation Strategy	Low involvement of the innovation sector in the Integrated Development Strategy for the Brno Metropolitan Area
Public institutions are key players in the development of the innovation ecosystem	
More than 20 European Research Council (ERC) grant holders (principal investigators)	
Opportunities	Threats
New European Competitiveness Fund	Insufficient reflection of the territorial dimension in the European Competitiveness Fund
Clear national framework for regional specificity of innovation ecosystems	Insufficient geographical balance within EU programmes such as Horizon Europe - dominance of successful applicants from old EU Member States
Growth of promising sectors identified as key in the Regional Innovation Strategy	

The main opportunity is the new European Competitiveness Fund and the identification of topics that are metropolitan in nature. This does not diminish the importance or duplicate



the functions of the specific Regional Innovation Strategy, which is being formulated by both the South Moravian Region and the City of Brno.

The participation of the business sector in the preparation and implementation of the Integrated Development Strategy for the Brno Metropolitan Area (IDS BMA) should also be strengthened. Greater real involvement of universities and R&D institutions in general is also desirable - at present, they are part of the Steering Committee of the BMA in a rather formal capacity and do not actively participate in discussions.

Yet innovation is one of the main reasons why metropolitan areas are unique and drive the EU's national and global competitiveness.

This topic should feature more prominently in the IDS BMA (even if it is not part of the ITI tool) and will be further strengthened following the approach of German metropolitan areas, for example.

Existing policies and government structures:

The topic has been developed for more than 20 years in cooperation with the South Moravian Region and major universities under the leadership of the South Moravian Innovation Centre (JIC) in the form of Regional Innovation Strategies (RIS). However, there is a lack of emphasis on the metropolitan dimension and specifically metropolitan issues. For the governance of RIS, there is a coordination group and an Innovation Council, which is supplemented by so-called Innovation Platforms (IP, e.g., for corporations).

It is necessary to proceed in accordance with the preparation of the new RIS. The first step would be to **conduct expert interviews with stakeholders** (how they see it, whether it is a metropolitan or regional issue) to determine which topics make sense. This is to avoid any conflict of competence. At a minimum, involve stakeholders from the IP Corporations, universities, the Czech Academy of Sciences, centres of excellence (CEITEC, International Clinical Research Center - ICRC), European Digital Innovation Hubs (EDIHs), and Regional Chamber of Commerce (RHK).

The next phase is to **describe the ideal involvement of stakeholders** (based on expert interviews - on which topics to cooperate with them and why, what to improve within the existing RIS, where the metropolitan level is situated). It is necessary to take into account the existing RIS governance structures, which are likely to continue to exist (with some possible adjustments) in the next EU programming period.

2. Stakeholder engagement and governance

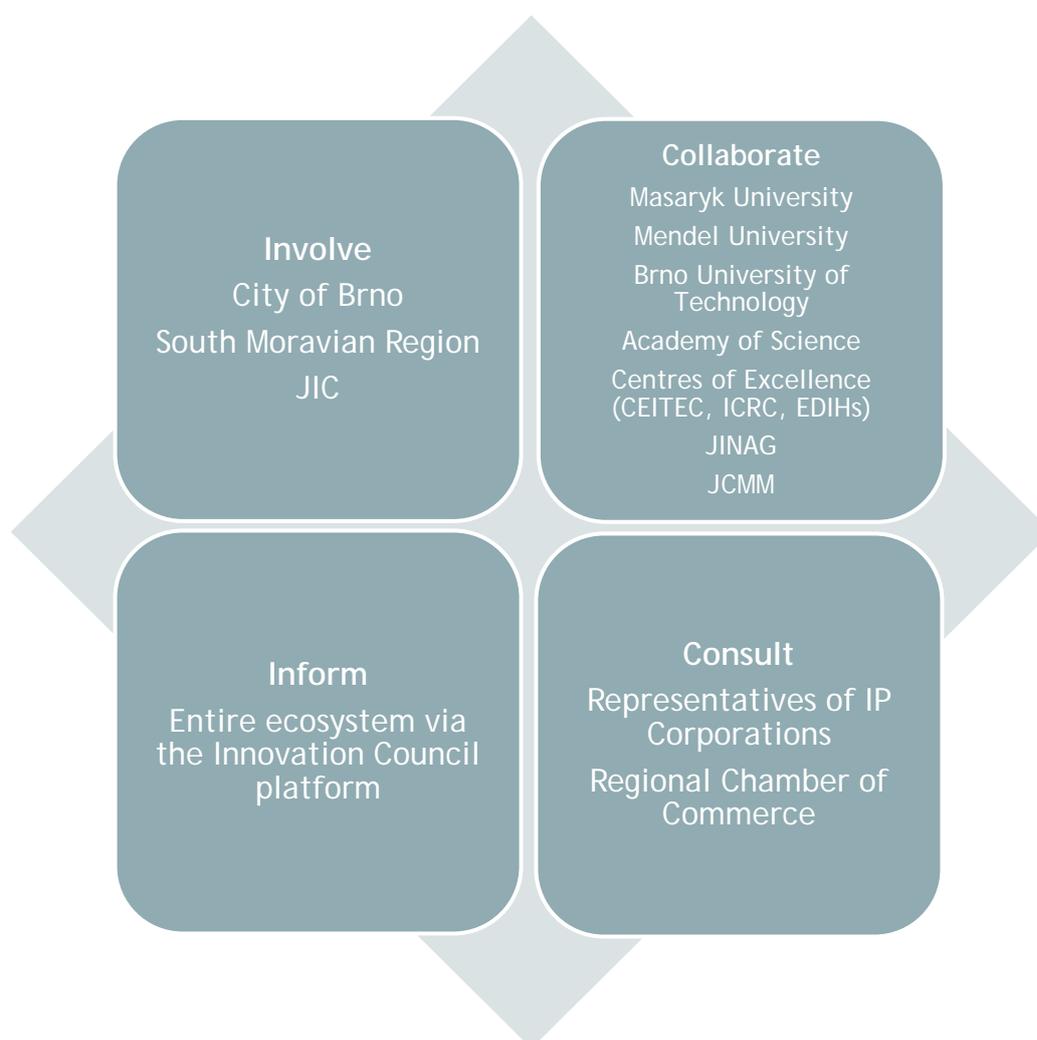
Since the action is directly **focused on stakeholder participation**, their involvement in the action is absolutely essential. The academic sector will be primarily involved, but representatives of the business sector will also play a major role in this action.



Sector	Organizations / Stakeholders
Public sector	<ul style="list-style-type: none">▪ City of Brno - Department of Strategic Development and Cooperation▪ South Moravian Region - Regional Development Department
Academia	<ul style="list-style-type: none">▪ Masaryk University▪ Mendel University▪ Brno University of Technology▪ Academy of Science▪ Centres of Excellence (CEITEC, ICRC, EDIHs)
Non-profit sector	<ul style="list-style-type: none">▪ JIC▪ JINAG (South Moravian Agency for Public Innovation)▪ JCMM (South Moravian Centre for International Mobility)
Business sector	<ul style="list-style-type: none">▪ Representatives of IP Corporations▪ Regional Chamber of Commerce (RHK)



Level of Engagement



Institutional framework and governance model

The thematic coordination will be also dealt (apart from described RIS structures) by the **Working Group Horizontal** (expert platform set up for the purposes of ITI management and metropolitan issues) and the **Steering committee of the Brno Metropolitan Area** (political platform dealing with the ITI management and metropolitan issues). At the same time, it is expected that a temporary working group will be set up and that governance mechanisms of the Regional Innovation Strategy will subsequently be used.



3. Implementation of action

The aim is not to duplicate RIS - it will be a selective description of topics that are most effectively addressed at the metropolitan level, while at the same time utilizing existing structures created for RIS governance.

Short-term steps (2025-2026)

- Conducting expert interviews.
- Establishing a **temporary** working group (de facto a branch of the current Working Group Horizontal) to review the results and hold expert discussions to verify the outputs of the expert interviews.

Medium-term steps (2026-2028)

- Definition of integrated solutions in the field of innovation ecosystem development (selective approach) - focus on key sectors and primarily on universities + introduction of a territorial perception/approach (this aspect, together with an integrated approach, is missing in the current RIS). This step must be implemented already in the IDS BMA preparation phase and requires political support.
- Definition of specific steps in the form of road maps leading to the implementation of integrated solutions in the field of innovation ecosystem development.

Long-term steps (2028+)

- Implementation of these steps and solutions with the involvement of relevant stakeholders according to the logic of "involve, collaborate, inform, and consult."
- Achievement of KPIs - necessary to link to the evaluation of the innovation ecosystem and involve all relevant stakeholders.
- Formulation of recommendations for the next period.

Timeframe	Implementation Step	Tool of Implementation	Responsible Entity	Timeline
Short-term	Conducting expert interviews	Public procurement	City of Brno	2026
	Establishing a temporary working group to review the results and hold expert discussions to verify the outputs of the expert interviews	Interim working group	City of Brno	2026



Medium-term	Definition of integrated solutions in the field of innovation ecosystem development	Interim working group	City of Brno	2026-2027
	Definition of specific steps in the form of road maps leading to the implementation of integrated solutions in the field of innovation ecosystem development	Involvement of RIS governance structures	City of Brno, all relevant stakeholders of RIS governance structures	2027-2028
Long-term	Implementation of these steps and solutions with the involvement of relevant stakeholders according to the logic of "involve, collaborate, inform, and consult"		City of Brno, all relevant stakeholders	2029-2035
	Achievement of KPIs - necessary to link to the evaluation of the innovation ecosystem and involve all relevant stakeholders	Evaluation - hand in hand with RIS evaluation	City of Brno	2034-2035
	Formulation of recommendations for the next period		City of Brno, all relevant stakeholders	2034-2035

4. Funding & resource mobilization

Funding Mechanisms:

- National and Regional Partnership Plan.
- European Competitiveness Fund, or programmes such as:
 - Horizon Europe,
 - Interreg programmes,
 - Urban Innovative Actions / European Urban Initiative,



- URBACT,
- EDIH.
- National & Regional Sources:
 - TA ČR (Technology Agency of the Czech Republic),
 - GA ČR (Czech Science Foundation),
 - Internal resources for implementing specific action plan projects (South Moravian Region, JIC, RHK, universities, businesses, etc.).
- Municipal Budget:
 - City of Brno.

All of the above sources are still uncertain and relate primarily to the long-term implementation step "Implementation of these steps and solutions with the involvement of relevant stakeholders according to the logic described in the Level of Engagement." Short- and medium-term implementation steps and evaluation (the last two rows of the following table) involve internal operating costs from the budget of the relevant department of the City of Brno (Strategic Development and Cooperation Department) - these can be considered relatively certain.

Costs estimates

Timeframe	Implementation Step	Costs category
Short-term	Conducting expert interviews	50 000 - 200 000 CZK
	Establishing a temporary working group to review the results and hold expert discussions to verify the outputs of the expert interviews	Internal personal costs
Medium-term	Definition of integrated solutions in the field of innovation ecosystem development	50 000 - 200 000 CZK
	Definition of specific steps in the form of road maps leading to the implementation of integrated solutions in the field of innovation ecosystem development	50 000 - 200 000 CZK
Long-term	Implementation of these steps and solutions with the involvement of relevant stakeholders according to the logic of "involve, collaborate, inform, and consult"	In the hundreds of millions of CZK
	Achievement of KPIs - necessary to link to the evaluation of the innovation ecosystem and involve all relevant stakeholders	200 000 - 1 000 000 CZK



Formulation of recommendations for the next period

Part of the evaluation costs

Financial Sustainability Mechanisms

- Integration into multi-year EU-funded projects - ensure overlapping project periods to avoid funding gaps.
- Secure co-funding commitments (South Moravian Region, academic and business sectors, etc).

5. Monitoring and evaluation for action

Hereby we include Key performance indicators (KPIs):

KPI	Target
1. Number of stakeholders involved in the short-term phase (expert interviews)	20
2. Number of meetings of Working Group Horizontal	10
3. Defining specific metropolitan topics - integrated solutions	6
4. Defining specific road maps	3 (ideally 6)
5. Implementation of projects	9

Monitoring and Evaluation Plan

The Monitoring and Evaluation plan will ensure progress is tracked systematically, performance is measured against defined KPIs, and adjustments are made based on evidence. The plan supports transparency, accountability, and adaptive management.

Data will be collected through a combination of methods - administrative records, digital analytics, surveys, procurement data, and field observations. All information will be stored in a centralized database managed by the City of Brno. Data quality will be checked annually for completeness, accuracy, and timeliness. Evaluation will take place in form of final evaluation in 2034-2035. It will review the achievement of long-term goals. Evaluation criteria will include relevance, effectiveness, efficiency, impact, and sustainability.

All information will be shared with stakeholders during Working Group Horizontal meetings and RIS governance structures.



6. Challenges & risk mitigation

There are several barriers which can hinder the implementation of activities:

Redundant approach with Regional Innovation Strategy

- **Risk** Major potential barrier is redundant approach with Regional Innovation Strategy. This is crucial for the success of this action as this topic requires cooperation and coordination in the territory between several sectors.
- **Measures:** To mitigate this risk, it is necessary to communicate and explain the added value of actually incorporating this topic into the IDS BMA in a timely manner. The entire activity does not replicate existing structures, but it is necessary (in the preparatory phase) to introduce the above-mentioned temporary structures.

Insufficient budget

- **Risk:** Insufficient budget can also be one of barriers. It is necessary to ensure the finances from different resources to fully introduce all identified projects within road maps.
- **Measures:** Finance is one of the most important risks for the successful implementation of the solution. To mitigate this risk, it is necessary to secure funding from various sources, which involves long-term negotiations with stakeholders, including those at the national level.

Lack of human resources

- **Risk:** Another potential barrier can be lack of human resources on metropolitan governance level dedicated to the coordination of action, but the governance of RIS system can be utilised, as well.
- **Measures:** The institutions responsible for implementation shall assign appropriate staff with clearly defined responsibilities. This also involves securing a budget (from internal and external sources) for their work.

Adequate political support

- **Risk:** Adequate political support is absolutely necessary for the proper initiation and implementation of metropolitan layer into Regional Innovation Strategy system.
- **Measures:** Political support for innovation is evident and will be further strengthened. In order to secure this support at the metropolitan level, it will be necessary to demonstrate the importance of this level through data-based arguments and successful examples. Regular communication with politicians will be ensured to secure continued



support. It will also be important to communicate with representatives of institutions in the region to ensure appropriate cooperation.

External barriers

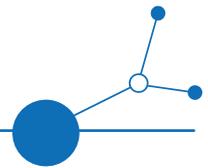
- **Risk:** Last but not least, there can be external barriers to implementation including future orientation of innovation policy of EU (based on European Competitiveness Fund) and global economic situation and security.
- **Measures:** External factors will be regularly monitored to anticipate potential challenges related to innovation policy early. There will be contingency plans to respond quickly to unforeseen external events.

RISK MATRIX		Risk level		
		Low	Medium	High
Likelihood	Low	X	External barriers	Inadequate political support and priority
	Medium	X	X	Insufficient budget Lack of human resources
	High	X	X	Redundant approach with Regional Innovation Strategy



ACTION PLAN for the Ostrava Metropolitan Area

March 2026



03 2026



1. Executive Summary

The Action Plan for the Ostrava Metropolitan Area (OMA) defines five complementary actions aimed at strengthening metropolitan cooperation, governance capacity, and strategic coordination.

It builds on outcomes of the MECOG-CE project, stakeholder priorities, and recommendations from the European Urban Initiative (EUI) Peer Review.



Pic. 1: The Ostrava Metropolitan Area (ITI territory) on the background of the Moravian-Silesian Region

The **first action** introduces an innovative metropolitan prototyping approach to discuss the socio-economic or spatial development of housing estates and enabling the transfer of innovative solutions across cities.

The **second and fourth actions** focus on key structural elements: raising awareness of metropolitan cooperation among the public and stakeholders and strengthening evidence-based governance through a metropolitan data platform and an improved indicator system.

The **third action** provides systematic capacity building for cities by collecting feedback on local needs and creating partnerships and forums for mutual learning.

The **fifth action** supports thematic metropolitan cooperation through the joint collaboration on preparing the Sustainable Urban Mobility Plan (SUMP) for the Ostrava urban node with metropolitan reach.

Together, these actions form a **coherent framework to enhance collaboration, resilience, and sustainable development** across the metropolitan area.

By combining innovation-oriented prototyping, capacity building, strategic communication, data-driven governance, and integrated mobility planning, the Action Plan moves beyond fragmented local responses toward a **functional metropolitan system**.

It reflects worldwide trends toward **polycentric development, collaborative governance, open data, and citizen-centred urban regeneration**.

The issue of housing estates addresses the need for **inclusive, resilient** neighbourhoods, while strengthened metropolitan awareness and cooperation respond to increasing interdependence across administrative borders.

Investments in **shared knowledge**, indicators, and mobility planning prepare the region for climate, demographic, and economic transformation.

Collectively, the actions create a **scalable metropolitan framework** that enhances adaptability, competitiveness, and long-term resilience in an increasingly connected global urban context.

2. Introduction

Name of the action	Description, justification	Type
1. Metropolitan prototyping for housing estates	Implementation of the Ostrava´s New solution, as designed in the MECOG-CE project.	New solution
2. Strengthening the awareness of metropolitan cooperation	Raising public awareness on metropolitan cooperation in the Ostrava Metropolitan Area & promoting a closer cooperation between the cities involved in the Metropolitan Cooperation Working Group. Recommended by the EUI Peer Review.	Structural element
3. Systematic support for cities in the Ostrava Metropolitan Area, capacity building	Collection of feedback on the needs of the cities involved in the Metropolitan Cooperation Working Group, creation of a partnership/forum with possibility of mutual learning and knowledge deepening. Recommended by the EUI Peer Review. A prioritised action based on the stakeholders´ needs.	Metropolitan cooperation (process approach)
4. M&E, indicator system, metropolitan data platform	Implementation of the metropolitan data platform, improvement of the indicator system. Recommended by the EUI Peer Review and by the "Strategy for Strengthening Metropolitan Cooperation and Governance in Central Europe".	Structural element
5. SUMP for the Ostrava urban node with metropolitan reach	Cooperation on the elaboration of a Sustainable urban mobility plan for the Ostrava urban node with the functional urban area (Ostrava Metropolitan Area). A prioritised action based on the stakeholders´ needs.	Metropolitan cooperation (thematic approach)

The **Action Plan for the Ostrava Metropolitan Area (OMA)** responds to shared metropolitan challenges by strengthening cooperation, governance capacity, data-driven decision-making, and strategic planning across a polycentric urban region. Building on the Integrated Territorial Strategy of the OMA (2021-2027), the Strategy Development Plan of the City of Ostrava (2024-2030), and recommendations from the European Urban Initiative (EUI) Peer Review (May 2025), the Action Plan defines five mutually reinforcing actions designed to enhance metropolitan resilience, functionality, and attractiveness.

Action 1 - Metropolitan prototyping for housing estates addresses the widespread need to improve the quality of public space and social cohesion in housing estates across the OMA. Pilot activities, notably in the Dubina housing estate, revealed common challenges such as social anonymity, declining public space quality, and limited community infrastructure. The action introduces a metropolitan prototyping approach: local challenges are jointly mapped, prototype solutions are co-designed by multi-sector stakeholders, piloted in selected municipalities, and subsequently scaled up into metropolitan-level concepts or guidelines. Ostrava, as the ITI Strategy Holder, acts as a facilitator and knowledge-transfer hub, ensuring adaptability to local contexts while fostering shared solutions across the metropolitan area.



Pic. 2: A survey action in the housing estate of Dubina, Ostrava

Action 2 - Strengthening Awareness of Metropolitan Cooperation focuses on building a shared metropolitan identity and increasing awareness of the benefits of cooperation beyond administrative boundaries. Given OMA's polycentric structure and its cross-border functional links with Poland and Slovakia, this action emphasizes coordinated communication, joint promotion, and the systematic integration of metropolitan topics into local marketing, public events, and media channels. The primary target groups for communication and marketing outputs include the general public, experts, and political representatives. The goal is to position the OMA as a coherent, competitive, and visible metropolitan region capable of attracting investment, talents, and visitors.

Action 3 - Systematic Support and Capacity Building for OMA Cities responds directly to the needs expressed by member cities of Metropolitan Cooperation Working Group and to EUI Peer Review recommendations. This action establishes a structured mechanism for continuous feedback collection, thematic partnerships, and knowledge exchange among municipal staff in member cities. Through targeted seminars, shared tools, templates, and expert inputs, cities will strengthen their capacity in areas such as public space management, housing, transport, procurement, and strategic planning. The action aims to ensure that all participating cities can effectively benefit from metropolitan cooperation and contribute to its success.

Action 4 - Monitoring & Evaluation, Indicator System, and Metropolitan Data Platform strengthens the analytical and governance backbone of metropolitan cooperation. It includes the creation of an open metropolitan data platform and the development of a coherent indicator system linked to the integrated OMA strategy. These tools will improve transparency, enable evidence-based policymaking, and support systematic monitoring of metropolitan progress. The ITI Manager's team will lead the implementation, with metropolitan partners actively involved as users and reviewers of outputs.

Action 5 - Sustainable Urban Mobility Plan (SUMP) for the Ostrava Urban Node with Metropolitan Reach addresses new EU regulatory requirements under the revised TEN-T Regulation, which mandates a SUMP covering the functional urban area by 2027. Given tight deadlines, this action prioritizes structured cooperation among metropolitan stakeholders through the Metropolitan Cooperation Working Group. The resulting SUMP will align transport planning across the agglomeration, ensuring compliance, efficiency, and long-term sustainability.

Across all actions, implementation relies primarily on existing institutional capacities, municipal budgets, and ITI-related resources, with limited need for new investments. Monitoring is embedded through regular Regional Stakeholder Meetings (RSMs) and the follow-up Metropolitan Cooperation Working Group and clearly defined KPIs. Identified risks, mainly related to coordination complexity and capacity constraints, are mitigated through transparent communication, political engagement, and adaptive governance. Together, the five actions form a **coherent framework to deepen metropolitan cooperation, enhance strategic capacity, and support balanced, sustainable development** across the Ostrava Metropolitan Area.

3. List of Actions

3.1. ACTION 1 - Metropolitan prototyping for housing estates

3.1.1. Needs Assessment

The **Integrated Territorial Strategy of the Ostrava Metropolitan Area (OMA)** for 2021-2027, adopted in June 2022, identifies the need to upgrade public spaces, including the green infrastructure (parks, squares, town squares, town avenues and street spaces, housing estates).

The **Strategy Development Plan of the City of Ostrava for 2024-2030** states in its analytic part that the city successively launches programmes for community work in housing estates. In the three biggest city districts, participative budgets are used for supporting local citizens' projects. Nevertheless, an emotional mapping technique in the data collection process showed that places with a negative score in terms of comfortability are sometimes situated in housing estates.

Ostrava's **pilot action in Dubina**, as conducted within the MECOG-CE work package 2, proved that the Dubina housing estate faces challenges, such as anonymity, a lack of spaces for community building, an allegedly increasing use of drugs, the phenomena of renting apartments to socially disadvantaged citizens for unfair prices or the decreasing quality of public space. The findings and results of this pilot action were continuously shared with other key cities of the OMA. It turned out that Ostrava is by far not the only OMA city facing this type of problems. The need to discuss the socio-economic or spatial development of housing estates became obvious, what differs from city to city is only the scope and severity of this challenge.

3.1.2. Stakeholder Engagement and Governance

The OMA is a **polycentric metropolitan area**, without a firm governance structure, with Ostrava being the largest city and fulfilling the role of the Holder of the Integrated Territorial Strategy for the OMA. The towns and cities in the functional urban area around Ostrava and five other core cities are covered by the ITI tool and gather in bodies and meetings organized by Ostrava as the ITI Strategy Holder.

All key cities of the OMA were invited to be involved and to participate in course of piloting the socio-economic or spatial development in Dubina during the MECOG-CE project. The outcomes were shared with them. They also were invited and engaged in **Regional Stakeholder Meetings (RSM)**, launched first for the purposes of the MECOG-CE project, but soon becoming a stable element of the cooperation between the larger OMA cities.

The outcome of the RSMs - no matter if before, during or after the PA in Dubina - clearly displayed and proved the interest of the OMA cities in the topic of the socio-economic

or spatial development of housing estates and their motivation to **share knowledge and good practices**. On June 26, 2025, the RSM participants recommended to integrate the topic of housing estates into this Action Plan (AP). This recommendation resulted from an on-spot survey during the RSM, which followed a presentation and explanation of the MECOG-CE AP and its purpose.



Pic. 3: A Regional Stakeholder Meeting of the Ostrava Metropolitan Area

3.1.3. Implementation

The implementation will reflect the practical needs of the OMA partners and actual challenges. Ostrava, as the OMA's best equipped and interconnected city, bearing also the responsibility of the ITI Strategy Holder, will not only respond to the partners' calls for support and for the exchange of experiences, Ostrava will furthermore use its current data analysis or surveys at the metropolitan and local levels, navigate the partners in workshops, or map the partners' needs in working groups.

In the **first phase** - at the Metropolitan Cooperation Working Group - the city of Ostrava, as a partner with experience from the Dubina pilot project, will take initial steps to promote the project and attract other cities to transfer this pilot project to their

territories. The launch was planned for the beginning of 2026 - the action **has started by** motivating the cities/towns to join this action in **February 2026**.

In a **second phase** (3Q/2026-1Q/2027), multi-sector stakeholders from the respective city, comprising specialists, politicians, civic activists, and engaged citizens, will collaborate to design metropolitan-scale prototype solutions for the challenges identified under step 1. All involved parties will be engaged through interdisciplinary workshops. The entity responsible for this second phase will be the respective city (the city facing a challenge and planning to conduct the prototyping in the third phase). Ostrava will provide methodological guidance.

In a **third phase** (implementation in 2Q/2027-4Q/2028), prototypes will be piloted in selected municipalities. Local feedback will help to evaluate and adapt the metropolitan solution to specific local conditions. The entity responsible for this third phase will be the city conducting the prototyping activities. Ostrava will provide methodological guidance.

Finally (parallel with third phase), **upgraded solutions** will be set up into the metropolitan level in form of a concept, strategy, or guidelines that address the metropolitan challenge and can be applied across the metropolitan area. These methodological guidelines will contain practical recommendations and will be based on experiences from several pilot actions in the Metropolitan Area. This part will be conducted by the City of Ostrava.

3.1.4. Funding & Resource Mobilization

As this Action is not necessarily based primarily on investments, no extensive resources will be needed. Personal capacities of the involved municipality will be used - up to 1,0 FTE for 9 months of each prototyping. Financing from municipal budgets might prevail. The external study (feasibility study, external expertise etc.) will be ordered by the piloting city (estimated costs up to 200 thousand CZK per study). In case of small-scale investments (on-site adaptations), the estimated limit is 1 mil. CZK per pilot action. Personal capacities of City of Ostrava for methodological guidance and final metropolitan guideline are part of municipal budget of City of Ostrava, organising WGs of ITI Technical Assistance.

3.1.5. Monitoring and Evaluation

The progress of activities, performed under the Action 1, will periodically be monitored in the RSM/MCWG, where the OMA partners will be provided with the opportunity to name their challenges, to express their needs and to reflect the common activities.

KPI #1: 2 RSMs per year with the socio-economic or spatial development of housing estates as an item on the RSM agenda

KPI #2: 1 Improved urban neighbourhood / year

3.1.6. Challenges & Risk Mitigation

A possible risk might consist in delays or conflicts caused by the complexity of the cooperation between different municipalities with different set-ups and mindsets.

This risk will be prevented by an open and sincere communication.

3.2. ACTION 2 - Strengthening the Awareness of Metropolitan Cooperation

3.2.1. Needs Assessment

The Integrated Territorial Strategy of the Ostrava Metropolitan Area (OMA) for 2021-2027, adopted in June 2022, notes that regional and local authorities must **work together and break down administrative boundaries**. The Strategy underlines the importance of the metropolitan cooperation, emphasises the need to be aware of the metropolitan dimension and to strengthen it.

The Strategy Development Plan of the City of Ostrava for 2024-2030 states in its analytic part that Ostrava should interconnect more with the surrounding OMA cities to **strengthen the metropolitan role and functions of Ostrava** as an economic leader of the region. The interconnection should not stop at the city's boarder and should even go beyond the limits of the OMA. Via the metropolitan cooperation, the OMA and the broader region should **interconnect and interfere** with the world in terms of transportation, communication and information.

More specific goals are to increase the effectiveness and efficiency of the governance, to implement innovative trends (such as digitalization or modern urbanism), to ensure a balanced development and to build a positive image, so that Ostrava and its metropolitan area become an attractive destination for entrepreneurs, students, tourists, for visitors and for people willing to settle down here.

3.2.2. Stakeholder Engagement and Governance

Whereas Ostrava is the political and administrative centre of the OMA and the biggest industrial and business hub of the region, the OMA is in fact polycentric in terms of production, allocation of businesses, workforce and workplaces, in terms of transportation or infrastructure. In wider context the interconnections cross the state borders and interfere with the **neighbouring regions in Poland and Slovakia**, mainly with the Upper Silesian metropolitan structures, demographic and economic capacity in Poland.

No matter, if we refer to job-commuting, to economic development or to attracting investors: it is a vital necessity that all metropolitan stakeholders cooperate with the aim to define a more ambitious concept of metropolitan cooperation.

Ostrava as the OMA's centre, as well as the OMA as a metropolitan area on a geographical and transportation crossroad in Central Europe deserve the **redefine their roles as a border-crossing metropolis**, without being strictly limited by administrative boundaries. In contrary, the OMA must be perceived through its functions as a crucial element in the context of Czechia, Europe and in global context.

To make this vision real, the metropolitan partners and stakeholders must be made aware that only coherent, confident and cooperative metropolitan areas can manage to be **visible for investors**, to attract **well-educated migration** and to **place their priorities on European and global agendas**.

The necessity of metropolitan cooperation must be **clearly formulated and communicated**. The awareness of the metropolitan dimension must be strengthened so that partners and stakeholders start to think and act accordingly.

Primary audience is the broad public, experts, politicians.

3.2.3. Implementation

There will be established internal team within City of Ostrava for promotion and communication of "metropolitan" topics (1Q/2026).

The internal team sets-up communication strategy and the possible role of other cities in Metropolitan Cooperation Working Group (2-3Q/2026).

Meetings between the relevant departments of the OMA cities will be organised to:

- **investigate the possibility to include promotional or communication activities** (e.g. information stands, workshops or discussions) into the frame of local festivals,
- **analyse the calendars of events** to identify potential "stages" (events) to hold communication or promotional activities,
- **place the metropolitan topics on the agendas of the marketing departments** with the goal to fit them into the schedule of posts to be published on social media, webpages, in press releases or other communication outputs,
- **analyse, how to communicate metropolitan topics** towards the broader public,
- **analyse, how to proactively communicate them towards the metropolitan partners** in terms of marketing,
- **cooperate via nation-wide or supranational communication channels** (e.g. the internet communication channels of the EUI Czechia contact point or Ministry for Regional Development / MOA Platform).

There will be communication activities of Ostrava Metropolitan Area provided by internal communication team of City of Ostrava and other partners (from 3Q/2026 onwards).

3.2.4. Funding & Resource Mobilization

As this Action is not based on investments, no extensive resources will be needed (0,5 FTE, communication strategy prepared partly in-house). Personal capacities of the involved

cities will be used. Financing from municipal budgets (thousands of CZK) or via the ITI tool (50 thousand CZK) might prevail.

3.2.5. Monitoring and Evaluation

The progress of activities will periodically be monitored in the RSM / Metropolitan Cooperation Working Group (MCWG), where the OMA partners will be provided with the opportunity to name their challenges, to express their needs and to reflect the common activities.

KPI #	Timeframe	Target	Description
KPI 1	Per year	2 meetings	Meetings to draft and launch a common communication plan for the OMA (participants: specialists in marketing, city promotion, or local development from the OMA cities)
KPI 2	Per year	3 posts	Posts in Ostrava communication channels on metropolitan cooperation
KPI 3	Per month	3 posts	Posts on the ITI Facebook profile focused on metropolitan opportunities and challenges
KPI 4	Per year	2 presentations	Presentations at festivals, conferences, or trade fairs with participation of OMA representatives to promote its metropolitan mission and activities

3.2.6. Challenges & Risk Mitigation

A possible risk might consist in delays or conflicts caused by the complexity of the cooperation between different municipalities with different set-ups and mindsets.

This risk will be prevented by an open and sincere communication.

3.3. ACTION 3 - Systematic support for cities in OMA, capacity building

3.3.1. Needs Assessment

The prerequisite for the successful implementation of the Integrated Territorial Strategy for the Ostrava Metropolitan Area 2021-2027 is a **well-functioning metropolitan cooperation between cities**. The prerequisite for a successful metropolitan cooperation is the ability of each individual city involved to make use of the benefits of this cooperation.

The need for a systematic work with cities arose from the needs of the cities themselves, as identified during the RSM / Metropolitan Cooperation WG of the Ostrava Metropolitan Area (OMA), held in June 2025. This action was **highly preferred among cities** in the vote. At the same time, it was one of the recommendations of the European Urban Initiative (EUI) Peer Review of May 2025, in which Ostrava participated. The recommendation from the Peer Review was to "understand the needs of cities and municipalities in the Metropolitan Cooperation Working Group and offer them technical support/capacity building".

3.3.2. Stakeholder Engagement and Governance

Partners from cities that are members of the Metropolitan Cooperation Working Group will naturally be involved in this activity. These include all the largest OMA cities (which are co-centres of the multi-core Ostrava metropolitan area) and medium-sized cities that are natural regional centres.

Any expansion of stakeholder involvement will depend on the personnel and technical capacities of the ITI Manager's team and on the pilot testing of the action.

The **target group** of this Action consists of members of the Metropolitan Cooperation Working Group and the other local officials responsible for local development.



Pic. 4: A Regional Stakeholder Meeting of the Ostrava Metropolitan Area

3.3.3. Implementation

This activity, starting in 1Q/2026, is divided into two parts:

1) **Continuous collection of feedback on the needs of individual stakeholders** before and after quarterly working group sessions (direct mailing to stakeholders, responses to individually submitted needs) on the widest range of topics and areas in the field of urban development and metropolitan cooperation (questionnaire once a year, starting in June 2026).

2) After selecting specific topics, **specific partnerships / forums will be created**, i.e., connecting Ostrava city employees and interested parties from other OMA cities, which may include organizing seminars, sharing instructions, procedures, templates, and the possibility of inviting external experts. Time of duration such a partnership/forum could be specific - at least 6 months and/or at least 2 meetings.

The topics may be content-related (public spaces, greenery, housing, transport), process-related (public procurement, etc.) or mixed (preparation/updating of city strategies).

3.3.4. Funding & Resource Mobilization

Lower costs are expected, within the framework of the **already existing activities of the ITI and metropolitan cooperation Unit** (covered by the EU project for ITI management) or within the framework of **the regular activities of the Strategic Planning Unit of Ostrava City Hall** (0,5 FTE for internal staff, 5 expert days / year). As in-house staff will be mainly involved, the estimated costs are low tens of thousands of CZK per year.

3.3.5. Monitoring and Evaluation

The progress of activities carried out under this action will be regularly monitored in the RSM, where OMA partners will have the opportunity to identify their challenges, express their needs, and evaluate joint activities.

KPI #1: annually / 1 questionnaire evaluation of feedback on the activities of the Metropolitan Cooperation Working Group - first questionnaire envisaged for June 2026

KPI #2: creation of 2 partnerships / thematic forums by end of 2027 that will systematically deepen cooperation and mutual learning

KPI #3: Average satisfaction score >4.0 (5 being the highest score)

3.3.6. Challenges & Risk Mitigation

A possible risk could be delays or conflicts caused by the complexity of cooperation between different municipalities with different structures and approaches.

This risk will be prevented by mutually open and honest communication.

Another risk may be technical and personnel undercapacity within the city of Ostrava or among partners from the cities to which the support is to be directed.

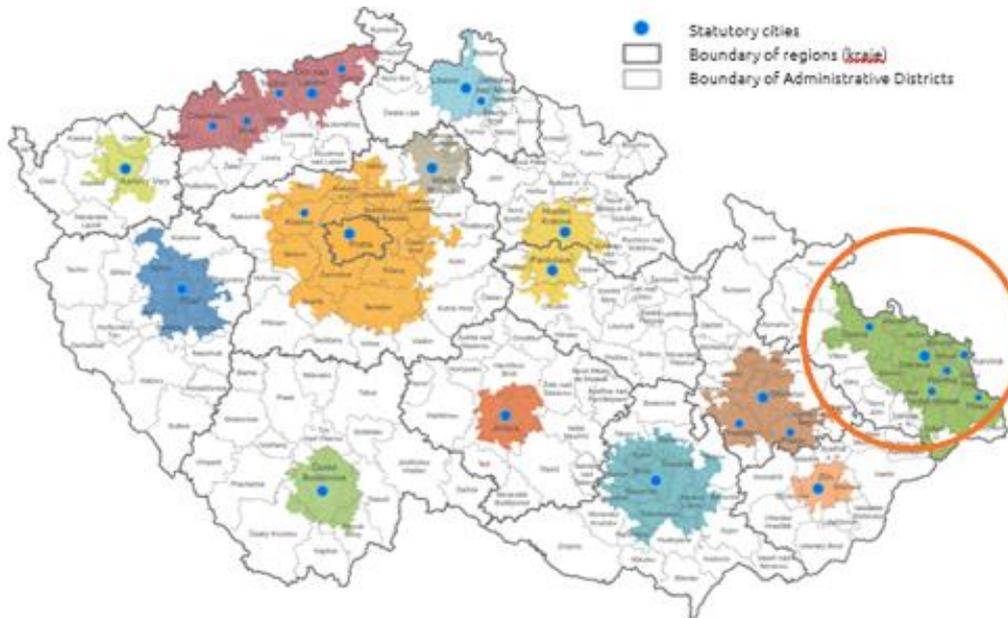
This risk will be prevented by communicating with the political leadership of the cities in the OMA Strategy Steering Committees about the usefulness of involving their city employees in these learning activities.

3.4. ACTION 4 - M&E, indicator system, metropolitan data platform

3.4.1. Needs Assessment

One of the important elements of metropolitan governance and cooperation, which is also mentioned in the document "Strategy for Strengthening Metropolitan Cooperation and Governance in Central Europe," is the area of data, whether it will be improving existing sets of indicators used in monitoring and measuring progress in implementing the integrated strategy, or **creating urban or metropolitan data platforms** for sharing data on the metropolitan area and for stakeholders in the metropolitan area.

This was also one of the recommendations of the European Urban Initiative (EUI) Peer Review of May 2025, in which Ostrava participated. The Peer Review recommended establishing an urban data platform and taking steps to develop a **coherent set of indicators** for the integrated strategy.



Pic. 6: The Ostrava Metropolitan Area (ITI territory) on the background of the Czech Republic

3.4.2. Stakeholder Engagement and Governance

The ITI Manager's team will be responsible for managing this activity. The Regional Stakeholder Meeting of the Ostrava Metropolitan Area (RSM), Metropolitan Cooperation Working Group respectively, will act as an opponent group and a significant user of the outputs of this activity.

3.4.3. Implementation

The activity comprises two sub-activities:

1) 1Q/2026-1Q/2027: Implementing steps to create a metropolitan data platform in the form of “open data” / data inventory (ITI Team), preparation and launch of MVP (*minimum viable product*) platform (municipal IT company, City of Ostrava), evaluation after launching the data platform (ITI Team), implementation of evaluation findings (municipal IT company).

2) 2Q/2026-4Q/2026: Improving the indicator system of the integrated OMA strategy - adding indicators for measures that are not part of the ITI tool and linking them to ITI measures.

These sub-activities will be conducted by the ITI Team (Unit of ITI and metropolitan cooperation, City of Ostrava).

3.4.4. Funding & Resource Mobilization

The action will be covered by 0,2 FTE and possible other costs will be covered by funds for managing ITI (OP Technical Assistance) or from Ostrava municipal budget (in case of external public contract tens of thousands CZK).

3.4.5. Monitoring and Evaluation

The progress of activities carried out under this action will be regularly monitored by the Regional Stakeholder Meeting of the Ostrava Metropolitan Area (RSM) / MCWG. Cities and towns of the Ostrava Metropolitan Area will be the **main beneficiaries** of the above activities.

KPI #1: January 2027 / launch of the metropolitan data platform

KPI #2: December 2026 / publication of the indicator system for each priority axis

3.4.6. Challenges & Risk Mitigation

Possible problems with the **IT department** regarding technical or time-related issues with the implementation of the data platform will be addressed through consistent communication of the agreed schedule or, if necessary, through negotiations between senior staff.

In case of technical constraints by implementing the metropolitan data platform, **the municipal IT company** will be replaced by an external company.

Another risk may be the workload of the **ITI Manager's team**. The solution to this risk is a better time management and task prioritization.



Pic. 5: Ostrava City Hall

3.5. ACTION 5 - SUMP for the Ostrava urban node with metropolitan reach

3.5.1. Needs Assessment

Regulation (EU) 2024/1679 of the European Parliament and of the Council of 13 June 2024 on Union guidelines for the development of the trans-European transport network (TEN-T Regulation), approved on June 13, 2024, stipulates that by December 31, 2027, every urban node must have a SUMP (Sustainable Urban Mobility Plan) that also covers the relevant functional area.



Pic. 6: Public traffic in Ostrava

In agreement with the Ministry of Transport, the functional urban area will be defined on the basis of the current metropolitan areas and agglomerations defined in the Czech Regional Development Strategy 2021-2027.

Due to the short time available for preparing the planning document with the defined OMA perimeter, strong cooperation is needed between key stakeholders from the cities that are part of the Metropolitan Cooperation WG.

This activity was **evaluated by the participating cities and towns** of the Ostrava Metropolitan Area at the Regional Stakeholder Meeting in June 2025 as a priority for inclusion in the MECOG-CE Action Plan.

3.5.2. Stakeholder Engagement and Governance

The most suitable format for stakeholder involvement and management/monitoring of this activity appears to be the Metropolitan Cooperation Working Group (the Regional Stakeholder Meeting / RSM under the MECOG-CE project). This working group primarily involves other cores of the **Ostrava multi-core metropolitan area**, but possibly also other significant cities and towns (middle-sized regional centres).

Depending on their specialization, the target group may be **employees of the transport and strategic development departments in the involved municipalities** (as the SUMP is supposed to be both a transport plan and a strategic document).

3.5.3. Implementation

The creation of a SUMP with **agglomeration / metropolitan reach** can begin after the Ministry of Transport announces the minimum requirements for the creation of this document (expected at the end of 1Q/2026).

The works start in 2Q/2026. There will be analytical part provided, links to regional transport planning documents (regional transport service plan, regional cycle path plan and so on) and links to SUMP of other OMA cities.

Work on SUMP with metropolitan reach is provided by the city of Ostrava and other partners are welcome to monitor and comment the on-going activities. In June 2027 the agglomeration SUMP has to be approved by the Ostrava City Council and submitted to the Ministry of Transport for approval.

Cooperation will take place at the level of the review group (comments and remarks on the partial outputs of the study) and in case of needs of **obtaining and supplying input information** for specific chapters of the document and broader discussion on the form of the document.

3.5.4. Funding & Resource Mobilization

It is assumed that the costs will be covered by the City of Ostrava as the entity **responsible for preparing the document** (tens of thousands CZK). If possible, it could be co-financed by the Ministry of Transport.

3.5.5. Monitoring and Evaluation

KPI #1: December 2027 - SUMP adopted

KPI #2: 3 meetings of the Metropolitan Cooperation Working Group / RSM with the SUMP agenda

3.5.6. Challenges & Risk Mitigation

A possible risk could be delays or conflicts caused by the complexity of cooperation between different municipalities with different structures and approaches.

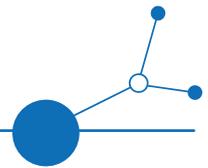
This risk will be prevented by **open and honest communication**.



Pic. 7: Steps into the future



ACTION PLAN for the Stuttgart Region



01 2026





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. Activity 3.1.2. Strategy for strengthening metropolitan cooperation and governance in CE

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Executive Summary

Rationale

The Regional Plan (Regionalplan) is the central strategic instrument guiding spatial development, urban growth, industrial land use, and environmental protection in the Stuttgart Region. As economic, demographic, and ecological conditions change continuously, the plan must be updated regularly. The current plan dates from 2009, making a revision both timely and necessary.

The Action Plan outlines four strategic actions to improve how the new Regional Plan, particularly Chapter 1, which contains the overarching objectives and principles, will be developed. This update aims to modernize the metropolitan strategy of the Stuttgart Region, ensuring resilience, competitiveness, and sustainability in the face of significant structural transformations.

Action 1: Introduction of New Digital Planning Instruments

This action focuses on the creation of a digital twin of the Stuttgart Region. A digital twin is a virtual, dynamic model of real-world systems used for analysis and decision-making. In regional planning, the digital twin will differ somewhat from classic real-time sensor-based models. Its purpose is to support strategic planning at a regional scale, helping visualize spatial scenarios, simulate planning outcomes, and improve evidence-based decision-making.

Action 2: Structured Stakeholder Engagement in Goal Definition

Updating Chapter 1 requires input from all relevant public-sector stakeholders, including municipalities, technical and sectoral authorities and external experts from academic institutions and chambers.

The Stuttgart Region comprises 179 municipalities, ranging from small villages to larger cities. While municipalities often perceive regional planning as restrictive, designated areas for commercial or residential development often remain unused. Local interests and possibilities must therefore be considered from the outset of the updating process.

Involving technical and sectoral authorities and experts ensures that the updated plan is legally robust and fact-based, and takes into account scientific, environmental, infrastructural and economic considerations.

Relevant stakeholders will be involved via a series of workshops supported by external moderation. Techniques such as world café discussions, round tables and mapping exercises will be used to engage stakeholders.



Action 3: Citizens' Forum

The Citizens' Forum is a participatory event designed to increase transparency, improve public understanding of regional planning, gather citizen perspectives, and facilitate dialogue between residents, planners, and policymakers.

Many citizens know little about regional planning's purpose, tools, or legal basis, making conventional surveys ineffective. Complex planning topics cannot be reduced to simple yes/no questions.

The forum will invite randomly selected citizens, taking into account demographic criteria such as gender and age. Participants receive thorough information before providing nuanced, reasoned input. The process is informal and non-binding, and the final report summarizing citizen perspectives will support the plan update. This approach also helps diversify participation, counteracting the tendency for older men to dominate traditional public meetings.

Action 4: Innovative Metropolitan Prototyping

Innovative Metropolitan Prototyping is an innovative, flexible, participatory tool to explore one strategically important topic for the Stuttgart Region. It complements formal planning by allowing stakeholders to jointly develop and test ideas before they are integrated into policy.

The core element is broad stakeholder involvement. Depending on the selected topic, participants will include municipalities, politicians, companies, employees, property owners, residents, NGOs or educational institutions. They jointly work through all phases of the prototyping process, from identifying the challenge to developing and piloting solutions.

By integrating this tool, the Stuttgart Region aims to strengthen its capacity to navigate transformation and encourage innovation. Prototyping helps build shared understanding and produces practical insights, contributing to the region's long-term resilience, economic strength and quality of life.

Conclusion

The Action Plan lays out a comprehensive, future-oriented framework for updating the Regional Plan. By combining digital innovation, stakeholder and citizen participation, and experimental metropolitan prototyping, the region aims to create an updated goal setting that reflects current challenges, supports resilient development, and strengthens the Stuttgart Region as a sustainable living and economic space.



Introduction

The Regional Plan (Regionalplan) serves as the basis for spatial planning and urban and industrial growth within the planning regions in Germany.

To keep up with continuing economic, demographic and environmental developments in the Stuttgart Region, the Regional Plan needs to be updated regularly.

The latest regional plan came into force in 2009.

This Action Plan defines four major actions that will be implemented to improve the process of developing a new regional plan within the next years.

The Action Plan focuses on the collaborative development of the strategic guidelines (objectives and principles) of the Regional Plan (Chapter 1).

The Strategy for Strengthening Metropolitan Cooperation and Governance (D.3.1.2) that has been developed within the MECOG-CE project defines six aspects of metropolitan governance:

- Political agreement on metropolitan cooperation and governance
- Political decision-making systems
- Financial Schemes
- Thematic areas of metropolitan cooperation
- Stakeholder involvement including collaborative planning, data sharing and digital platforms
- Monitoring and evaluation

Regarding the Verband Region Stuttgart, the first four aspects are already widely established:

Political agreement:

The Verband Region Stuttgart (VRS) was established in 1994 by a public law following legislation adopted by the state of Baden-Württemberg.

Political decision-making system:

The political decision-making entity of Stuttgart Region is the regional assembly which is elected every five years directly by the region's citizens.

Financial schemes:

VRS has a financial scheme clearly defined by law. It obtains its income from two sources: levies and donations/allocations (e.g. regionalization funds for the commuter



rail system). VRS can levy fees in accordance with the provisions of the Local Taxes Act. VRS has the right to collect the following three levies from districts and municipalities of the region:

- General association levy (for the 179 municipalities)
- Transportation levy (for the urban and rural counties involved in the VVS Public Transportation Association)
- Waste levy (for urban and rural counties). VRS charges the city of Stuttgart and the districts a levy for its waste disposal costs that are not covered by user fees.

Thematic areas of cooperation:

VRS is responsible by law for regional planning, regional public transport (responsibility for the S-Bahn), regional transport planning, landscape planning, Landscape Park Stuttgart Region (a public funding scheme for the development of open spaces), business development, tourism development and waste disposal. In addition, the region is voluntarily involved in other sectors such as sports and culture and the trade fair. All major metropolitan topics are thus already covered by VRS and don't leave much space for further improvement via this action plan.

However, regarding aspect 5 - Stakeholder Involvement, potential for further development can be seen. Two actions of this Action Plan will thus focus on stakeholder involvement, shared decision-making, participatory approaches, and the inclusion of informal dialogues into the process of metropolitan governance. Action 2 will involve municipal stakeholders and external authorities, Action 3 consists in the organisation of a citizens' forum.

Regarding aspect 6 - Monitoring and Evaluation, the VRS has recently published a new online tool monitoring relevant data on labour market, businesses, education, economic strength, innovation, demographics, finance, energy transition and social infrastructure. This data dashboard, as well as the concomitant report on structural development contains a broad database on Stuttgart Region and its local authorities, as well as benchmarking to other German regions, and monitors the effects of Stuttgart Region's policies. It defines recommendations for the alignment of future policies.

Monitoring and evaluation are thus well established and up to date, but a chance is seen in using new technologies as a basis for planning decisions. Developing a digital twin of Stuttgart Region will be one of the actions described in this Action Plan.

Action 4 will incorporate a tool that has been developed jointly with the MECOG-CE partners: the Innovative Metropolitan Prototyping.



All four actions will contribute to preparing the update of the Regional Plan. The Regional Plan serves as the metropolitan strategy of Stuttgart Region. Chapter 1 of the Regional Plan sets out the objectives and principles for the desired spatial development of the Stuttgart region. It includes a fundamental mission statement, innovative approaches, thematic objectives and principles for the development of the region as a living and economic space. The current regional plan was adopted in 2009. It is appropriate to reflect on and update the objectives and principles set out at that time.

The following actions are defined for the preparation of the update of the Regional Plan:

- Action 1: New Digital Planning Instruments
- Action 2: Stakeholder Engagement in Goal Definition
- Action 3: Citizens' Forum
- Action 3: Innovative Metropolitan Prototyping



Action 1: New Digital Planning Instruments

Action 1 consists in elaborating a digital twin of the Stuttgart Region.

A digital twin is a dynamic, virtual copy of a physical object, process, system or environment that is connected to its real-world counterpart through real-time data from sensors. This digital replica enables monitoring, analysis, simulation and optimization of the real system or object. Digital twins are used in various fields such as manufacturing, healthcare and urban planning to improve performance and facilitate decision-making.

However, on regional level the definition is somewhat different: Real time sensing is less important and the scope is adapted to the regional scale.

1.1 Needs assessment for Action 1

The basis of any planning is the monitoring of the status quo. For Stuttgart region, a wide variety of spatial data sets is already available. In addition, data on demographic and economic development, transportation and climate are also available. Information is provided by several public authorities and private sources, while some is generated in-house or commissioned for collection.

Currently, the data used in planning is not automatically updated, is not linked to relevant sources, and must be further processed, analyzed, and interpreted by experts. Moreover, data is provided in different, not standardized formats. The first climate atlas of Stuttgart Region for example was published in 2008 as a printed book. This kind of data is not interoperable and cannot be processed together with other information.

With the regional digital twin, data shall be systematically collected, automatically updated and easily integrated in planning and decision-making procedures. This approach is not limited to regional planning but provides an additional value also on local level. The proposed tool is designed to support local land-use-plans and urban development concepts as well. This also contributes to the coordination and integration of local and supra-municipal plans. It is expected, that the introduction of this tool improves transparency of planning procedures, illustrates and facilitates political decision making, improves legal compliance and increases the efficiency of procedures in general.

Action 1 is targeted to develop a digital twin according to the afore mentioned specifications and to provide necessary data. This will also comprise the integration of models to provide foresight, esp. in the fields of demographics, ecological performance,



transport and climate. Due to the importance of this tool for formal decision-making, the digital twin must be legally compliant.

1.2 Stakeholder Engagement and Governance for Action 1

The Digital Twin of the Stuttgart Region will be developed in a quadruple helix approach.

Government and politics

The development of New Digital Planning Instruments is based on decisions of the directly elected regional assembly and its committees. The planning committee voted for the development of the Digital Twin and its implementation.

Governmental partners at state level (e.g. Ministry of Transportation) and cities / local authorities are involved (e.g. Department for Urban Climatology, City of Stuttgart). Partners within national and international networks are invited to contribute to the development process.

Academia

Expertise from different academic institutions (e.g. IREUS University Stuttgart, IMK Karlsruhe Institute of Technology, IÖW, DIFU) is integrated in the development process.

Civil Society

Transparency and comprehensibility are key issues for the use of the digital twin. Therefore, the feedback from this group of users is a top priority. Elements are tested on several occasions, and the results are used to improve and optimize the development of the tool.

In addition, relevant NGOs will participate in the elaboration process according to their relevant thematic specifications.

Private Sector

The tool is developed in close cooperation with a private consultant.

1.3 Implementation of Action 1

The action will be implemented via the following steps and milestones:

Short term (by the end of 2026)



- Definition of aims
- Identification of stakeholders
- Setting up a working group of stakeholders
- Data collection and preparation
- Cost estimation for the technical development of the tool

Medium term (by 2029)

- Developing algorithms and methodological background for data procession in selected use cases (e.g. cost utility analysis)
- Technical development of the tool
- Several test runs in outreach activities and cooperation with municipalities, other public stakeholders, civil society and NGO's
- Feedback loops, modification and further development of the tool

Long term (2029+)

- Integration in formal planning and decision-making procedures (Planning Committee and Regional Assembly)
- Usage for providing service for local planning procedures and outreach activities

1.4 Funding and Resource Mobilization for Action 1

The development of the digital twin will mainly be paid from the original VRS budget. The main costs for the technical development of the tool will have to be foreseen in the budgets for 2027-2029.

The overall costs cannot be precisely quantified yet. A cost estimation has to be realized in the first phase of the project in 2026.

An essential part of the digital twin's data, the climate atlas, will be updated as part of the ongoing ISAP II project, which means that funds from the Federal Ministry of Research, Technology and Space under the 'Research for Sustainable Development (FONA)' programme will contribute to the elaboration of the action.

Maintaining the digital twin up to date is expected to cost at least €50,000 per year. These maintenance costs will be financed via the Region's annual budget.



1.5 Monitoring and Evaluation for Action 1

The implementation of Action 1 will be monitored and evaluated along the following measurement framework. It helps to monitor progress, define responsibilities, and evaluate the impact of the regional digital twin at both local and regional levels.

A. Data Update Frequency and Automation Rate

Objective

Ensure that data in the digital twin is systematic, real-time (or near real-time), and reliable enough to support spatial planning, scenario modelling, and legal decision-making.

Key Performance Indicators

- Percentage of data layers automatically updated
- Average update interval per dataset
- Number of data sources fully integrated via Application Programming Interfaces (APIs)

Targets

- $\geq 80\%$ of priority datasets automatically updated
- No critical datasets older than defined freshness threshold
- $< 5\%$ monthly update failures

Responsible Stakeholders

- Digital twin IT and data engineering team
- GIS department of Verband Region Stuttgart

B. Integration Rate into Planning and Decision-Making

Objective

Demonstrate that the digital twin is not just a technical tool but a core component of regional and local planning workflows.

Key Performance Indicators

- Percentage of planning procedures using the digital twin (regional and local)
- Number of municipalities actively using the platform

Targets



- $\geq 60\%$ of new local land-use procedures supported by the digital twin
- 100% of regional planning procedures integrating digital twin outputs

Responsible Stakeholders

- Verband Region Stuttgart
- Municipal planning departments
- Digital twin project management team

C. Procedural Efficiency Gains

Objective

Assess whether the digital twin improves speed, cost-efficiency, and workflow quality in planning.

Key Performance Indicators

- Reduction in time spent on data preparation and plan evaluation
- Percentage of reduction in manual GIS/Excel work

Targets

- $\geq 30\%$ time savings in data compilation
- $\geq 25\%$ fewer manual data-processing steps

Responsible Stakeholders

- Verband Region Stuttgart
- Municipal planning departments
- Digital twin project management team

1.6 Challenges and Risk Mitigation for Action 1

Developing a regional digital twin can improve planning efficiency, transparency, and legal robustness, but success depends on managing a handful of key risks and embedding clear mitigation and conflict-resolution practices.

- Technically, the biggest issues are inconsistent or outdated datasets, interoperability challenges with legacy systems, and scaling from pilots to full regional coverage. Without harmonized standards, metadata, and APIs, the twin



risks becoming fragmented; and if the architecture is proprietary or inflexible, costs and lock-in can rise as the system grows.

- Organizationally, resistance to new workflows and techniques, unclear roles, and limited skills can obstruct implementation and adoption.
- Financially, ongoing costs for data quality, infrastructure, and support are often underestimated. Legally and ethically, privacy (GDPR), unclear data-sharing agreements, and the misinterpretation of model outputs as binding can create disputes.
- Politically, municipalities may have diverging interests and be hesitant to share data, and twin outputs can be selectively used to support pre-set agendas.

A disciplined risk assessment can prioritize issues by likelihood and impact, assign ownership, and track indicators such as dataset freshness and completeness, the proportion of planning procedures using twin outputs, user satisfaction, training completion, and lifecycle costs.

Targeted mitigation includes:

- Clear regional data and metadata standards, automated quality checks and audit trails, and practical templates and validation scripts for municipal data.
- Strengthening capacity through ongoing training, playbooks, and change management that communicates concrete benefits (time saved, fewer errors, clearer decisions).
- Establishing governance with designated data owners, and securing multi-year funding for infrastructure, licenses, maintenance, and staffing.
- Applying privacy-by-design (aggregation, anonymization), formalizing data-sharing agreements, and document methods and limitations to prevent over-interpretation of scenarios.

To prevent conflicts in multi-level planning, we will establish mechanisms from the start: a regional steering committee to set standards and arbitrate disputes, technical working groups to coordinate operations, and a political advisory board to align decisions with policy goals.

We will use the digital twin for joint fact-finding, ensuring that traceable data and transparent assumptions clarify trade-offs. We will follow a clear procedure for disagreements: identify the issue, conduct joint analysis, compare options, mediate, escalate if needed, and document outcomes.

We will also involve municipalities early and, where appropriate, provide public-facing dashboards to build trust and show that diverse inputs are reflected in the model. Through



this streamlined approach, we will keep the digital twin credible, widely adopted, and useful—supporting evidence-based, efficient, and coordinated planning across all levels.



Action 2: Stakeholder Engagement in Goal Definition

Action 2 relates to the involvement of all relevant public stakeholders in the elaboration of chapter 1 of the updated Regional Plan. These stakeholders are:

- Municipalities
- Technical authorities at different levels of government
- External experts such as academic institutions and chambers

2.1 Needs assessment for Action 2

The need for an active involvement of relevant stakeholders in the process of elaborating an updated Regional Plan has been seen at the MECOG-CE stakeholders' workshop hold in July 2025.

Municipalities

Many municipal actors experience regional planning as a limitation, even violation of their local right to plan and develop within the constitutional guaranteed home rule.

Stuttgart Region comprises 179 municipalities. The state capital Stuttgart and many municipalities of varying sizes, from small villages to large towns, spread across five districts. Many of these smaller entities are organized in inter-municipal associations, which jointly carry out land use planning. Some, especially larger municipalities, organize their land use planning individually.

Mandatory regulations of the regional plan are - mostly restrictive - guidelines for local development. These regulations are strictly enforced and are important for open space protection etc. The regional plan also provides areas for specific development e.g. residential areas with above average density or specific commercial use. These opportunities are not used many municipalities. As a result, approx. 1.000 ha of commercial and approx. 2.000 ha of potential residential areas remain undeveloped - despite an urgent demand for housing and industrial activities and logistics.

Future regulations on regional level should tackle these obstacles. Therefore, the strategy aims at a mix of instruments and other supportive measures to ensure the development to meet aforementioned necessities.



Technical/sectoral authorities and external experts

It is necessary to involve technical/sectoral authorities in updating the regional plan because they provide specialist knowledge, legal requirements and concrete implementation options. This ensures that the plan is legally compliant, economically viable and factually sound. The authorities provide scientific assessments, examine environmental and legal issues, ensure transparency and acceptance in practice, and help to identify and resolve conflicts at an early stage.

Other external experts e.g. representatives of universities will be involved in the same step.

2.2 Stakeholder Engagement and Governance for Action 2

Municipal stakeholders to be involved are:

- Mayors of all 179 municipalities
- Urban planning departments and building authorities of municipalities and districts
- Employees of other relevant municipal departments - e.g., environment, mobility

Technical authorities to be involved are:

- Ministry for Development and Housing
- Ministry of Transportation
- Ministry of the Environment, Climate and Energy of Baden-Württemberg
- Regional State Authority ("Regierungspräsidium"), Department of Regional Planning)
- State Office for Geoinformatics and State Surveying (LGL)
- State Office for the Preservation of Historical Monuments (Denkmalpflege)
- Neighboring regional planning associations

Other experts to be involved are:

- Universities
- Chambers of Industrie, Commerce and Crafts
- Business and Professional Associations
- Recognized nature conservation organizations
- Representatives of larger regional companies



Municipal stakeholders, technical authorities and other external experts will be involved via a series of workshops. The workshops will be organized and implemented by VRS staff in cooperation with an external moderation. They will use stakeholder engagement techniques such as world café discussions, round tables, and mapping exercises.

2.3 Implementation of Action 2

The action will be implemented via the following steps and milestones:

Short term (by the end of 2026):

- Approaching the communities
- Informing about the launch of the process
- Enquiring about their respective needs

Medium term (by 2028):

- Preparing the series of workshops by analysing and clearly presenting relevant data
- Conducting the workshops in the respective communities (moderated workshops in person)
- Conduction additional online surveys
- Evaluating the workshops and surveys

Long term (2028+):

- Improved cooperation, possible follow-up events
- Personal visits to the respective municipalities: visiting a municipality shows appreciation, face-to-face communication on equal terms improves mutual acceptance
- New digital tools (see Action 1) are used for communication and simulation of relevant factors, plans and strategies

Verband Region Stuttgart is responsible for initiating and moderating the workshops, supported by external moderation.



2.4 Funding and Resource Mobilization for Action 2

The costs for this action mainly consist of personnel costs. In addition, there are costs for an external moderator and, if necessary, costs for renting larger event rooms to hold the workshops. Since updating the regional plan is one of the VRS's mandatory tasks, all costs for Action 2 are covered by the association's current budget.

2.5 Monitoring and Evaluation for Action 2

The implementation of Action 2 will be monitored and evaluated through the following measurement framework:

A. Municipal Engagement Coverage

Objective

- Ensure broad, active participation across all 179 municipalities, reduce resistance to regional planning, and strengthen acceptance of regional development objectives.

Key Performance Indicator

- Percentage of municipalities participating in at least one structured engagement activity (workshop, bilateral meeting, consultation, mapping exercise, survey).

Target Values

- $\geq 85\%$ participation overall
- Balanced participation across municipality size classes and counties

Responsible Stakeholders

- Verband Region Stuttgart

B. Integration of Sectoral Expertise into Plan Drafts

Objective

- Ensure that the regional plan update reflects expert knowledge, legal requirements, environmental considerations, and technical feasibility.

Key Performance Indicators

- Number of authorities having participated in workshops



- Number of expert recommendations incorporated into plan drafts

Target Values

- ≥ 80% participation in workshops
- Clear documentation of how each input influenced revisions

Responsible Stakeholders

- Verband Region Stuttgart

C. Utilization of Regional Development Opportunities by Municipalities

Objective

- Address the core issue: Activate unused residential and commercial areas designated in the regional plan. Engagement activities should lead municipalities to adopt or re-evaluate these areas in their local land-use planning.

Key Performance Indicators

- Number of previously inactive areas now included in local planning intentions
- Identified barriers and number of barriers resolved (infrastructure, environmental constraints, ownership issues, etc.)

Target Values

- 30% of currently inactive development areas receive a renewed municipal commitment or planning intent

Responsible Stakeholders

- Verband Region Stuttgart

2.6 Challenges and Risk Mitigation for Action 2

A successful stakeholder-involvement process must address several risks that could hinder the update of the regional plan.

Potential barriers include low municipal engagement due to concerns about losing local autonomy, and delays caused by overburdened sectoral authorities.

To manage these risks, the strategy focuses on clear assessment and targeted mitigation. Municipal reservations will be addressed through early bilateral outreach, tailored



engagement formats for different municipality sizes, and transparent communication of the concrete local benefits of regional planning.

Insufficient expert input will be prevented by forming expert working groups with clear deliverables, and using structured templates to ensure completeness and comparability of contributions.



Action 3: Citizens' Forum

Action 3 is the implementation of a citizens' forum. The citizens' forum is a public, forum-style event where citizens can find out about the updating of the regional plan, exchange ideas and get the opportunity to talk to decision-makers. The aim is to create transparency, hear different perspectives and develop solutions together.

3.1 Needs assessment for Action 3

Many citizens lack knowledge of, and understanding about the tasks, tools, objectives and legitimacy of regional planning. These gaps in knowledge make it difficult to conduct simple citizen surveys, whether the questions are abstract or concrete. Complex issues often cannot be meaningfully condensed into yes/no questions.

At traditional information and discussion events, older men are often overrepresented.

Similar to dialogical citizen participation, which is regulated by state law, the aim of this action is first to provide randomly selected citizens with comprehensive information on regional planning issues in a citizens' forum. They will then compile a report reflecting the views of the population. When selecting the citizens, criteria such as gender and age distribution can be taken into account.

As these citizens are informed at events, they can consider different arguments and express their reasoned opinions more nuancedly.

The process is informal, and the results summarized in the final report are not binding.

3.2 Stakeholder Engagement and Governance for Action 3

Stakeholders engaged in Action 3 are citizens of the Stuttgart Region. Citizens will be randomly selected in cooperation with the municipal registration authorities. These randomly selected participants take part in the citizens' forum on a voluntary basis and are invited to a series of participative events.



3.3 Implementation of Action 3

The action will be implemented via the following steps and milestones:

Short term (by the end of 2026): Preparation

- Definition of the topic and objectives
- Invitation of relevant stakeholders (committees, administration, specialist departments, experts)
- Selection of the citizens to be invited
- Elaboration of timetable

Medium-term (by 2028): Implementation of Participative Events

- Moderation: Neutral moderation ensures fair discussion, clear rules (speaking times, requests to speak, respectful interaction) and documentation of the results.
- Formats: Public lectures/keynote speeches, discussion panels, workshops, round-table discussions, working groups.
- Participation: Selected random citizens, accessibility, translation/participation opportunities.
- Information: Provision of background information, visualisations, plans or data; transparent presentation of evaluation and decision-making processes.
- Documentation: Minutes, statements, summary results.

Long-term (2028+): Follow-Up

- Evaluation of contributions, publication of results, follow-up meetings or binding feedback to participants, if necessary.
- Decision: Acceptance of the final report by the planning committee.

3.4 Funding and Resource Mobilization for Action 3

The costs for the implementation of the Citizens' Forum are estimated as follows:

1. Moderation and process design

Professional moderation is a central element of a citizens' forum. This includes:



- Fees for moderators
- Preparation, process design, documentation

Cost range: EUR 2.000 - 10.000

2. Venue and technical equipment

The Citizens' Forum may include up to 50 participants and last several days. Costs include:

- Rental of event spaces
- Technical equipment (projector, sound, online tools, hybrid setups)

Cost range: EUR 1.000 - 3.000

3. Catering for participants

Catering costs arise for:

- Drinks
- Snacks
- Lunch

Estimated costs: EUR 40 per person per day

4. Materials and supplies

The Citizens' Forum uses facilitation methods such as pin-board moderation or visualization. Costs include:

- Facilitation materials
- Pinboards, cards, markers
- Printed documents
- Participant materials

Estimated costs: EUR 1.000

5. External experts and speakers

If experts are invited to the citizens' forum to provide specific information to participants, this might cause additional costs in the range of EUR 1.000 - 3.000.



6. Participant compensation

Compensation for participants might be provided.

This might cause additional costs such as EUR 30 – 100 per participant per day.

7. Organisation and project management

Internal costs arise for:

- Invitations and participant management
- Logistics
- Communication and public outreach

Cost range: EUR 1.000 – 5.000

Overall Cost Summary

Based on calculation, a cost range of EUR 10.000 – 30.000 is to be expected for the implementation of the regional citizens' forum.

Since updating the regional plan is one of the VRS's mandatory tasks, all costs for Action 3 are covered by the association's current budget.

3.5 Monitoring and Evaluation of Action 3

1. Representativeness of Participants

Objective

- Measuring how well the Citizens' Forum reflects the diversity of the regional population.
- The forum aims to overcome the typical overrepresentation of older men and to include a broad range of perspectives. Legitimate outcomes depend on balanced participation.

Key Performance Indicators

- Percentage deviation between participant composition and regional population data (e.g. gender, age groups).



Target values

- Gender distribution within $\pm 5\%$ of regional demographics
- Balanced participation from at least 3 defined age cohorts (e.g. 18-30, 31-65, 65+)

Data Sources

- Attendance lists
- Statistic demographic data

Responsible Stakeholders

- Verband Region Stuttgart

2. Knowledge Gain on Regional Planning

Objective

- Evaluate whether participants meaningfully improve their understanding of regional planning tasks, tools, objectives and legitimacy.
- The forum's core rationale is that informed citizens can express more nuanced, reasoned opinions than uninformed survey respondents.

Key Performance Indicators

- Pre- and post-forum self-assessment

Target values

- Average increase in self-reported understanding of regional planning by at least one scale point
- $\geq 70\%$ of participants report feeling "well informed" after the forum

Data Sources

- Short questionnaire before and after the Citizens' Forum

Responsible Stakeholders

- Verband Region Stuttgart
- Participating citizens

3. Quality and Usability of the Citizens' Report

Objective



- Measure the extent to which the final report captures diverse perspectives and is usable for decision-makers.
- Although non-binding, the report is the main output of the forum and the key link to political and planning processes.

Key Performance Indicators

Qualitative assessment against defined criteria, such as:

- Inclusion of multiple, clearly differentiated viewpoints
- Presence of reasoned arguments (pros/cons, trade-offs)
- Concrete references to current regional planning issues

Data Sources

- Final Citizens' Forum Report

Responsible Stakeholders

- Verband Region Stuttgart

3.6 Challenges and Risk Mitigation for Action 3

Risk of dissatisfaction among participants

A key risk of the Citizens' Forum is dissatisfaction among participants if their proposals are not fully implemented. This can be mitigated by clearly communicating from the outset that the forum is consultative and non-binding, and by explaining how its results will be used within the regional planning process.

After the forum, participants should receive structured feedback showing which recommendations were taken up, which were not, and why. Even where proposals cannot be implemented, acknowledging them and explaining constraints (legal, financial or political) helps maintain trust and perceived fairness.

Risk of opinions diverging from political majorities

Another risk is that the opinions expressed in the Citizens' Forum diverge from existing political majorities. To mitigate this, decision-makers shall be involved early and visibly in the process, for example through participation in dialogue sessions and in the presentation of the final report.



It shall be made explicit that differing perspectives are a valuable input rather than a binding mandate, and that the forum's role is to broaden the evidence base for political decisions, not to replace democratic institutions.

Risk of delays

Delays caused by insufficient or slow feedback can be reduced by establishing a clear timeline with defined responsibilities before the forum begins. This includes deadlines for drafting, reviewing and publishing the final report, as well as identifying who is responsible for consolidating feedback from experts and decision-makers. Allocating sufficient administrative resources and using standardized templates for documentation and feedback can further reduce the risk of bottlenecks.

Risk of criticism by citizen initiatives

Criticism of the method by citizen initiatives can be addressed through proactive and transparent communication. The selection process, methodology and objectives of the Citizens' Forum shall be publicly explained, including why random selection is used and how diversity is ensured. Communication via social media is very important as it reaches a broader audience.

Where possible, citizen initiatives shall be invited to observe the process or to contribute written statements, making clear that the forum complements rather than replaces other forms of participation. This openness helps reduce perceptions of exclusion and increases the legitimacy of the forum as one element within a broader participation landscape.



Action 4: Innovative Metropolitan Prototyping

In parallel with Actions 1 to 3, a topic of major importance will be selected and be explored in greater depth through the tool of Innovative Metropolitan Prototyping that has been developed as a new solution for metropolitan governance within the MECOG-CE project.

4.1 Needs assessment for Action 4

The Stuttgart region is undergoing an economic transformation and is facing challenges related to technological, energy and demographic changes. The region's globally competitive automotive cluster, which used to specialize in combustion engines, is under great pressure to change. Functioning value chains are at risk, new technologies need to be developed, and competition from abroad is intense. The region's previously high level of innovation and strong value creation are under threat, as are the associated jobs. There must be a concerted effort to train employees, not only because a large proportion of the working population – the baby boomer generation – will retire within the next 10 years.

At the same time, the region is facing the effects of climate change: Urban centers are heating up, the frequency of heavy rainfall events and flooding in residential and commercial areas is increasing, and the need to transition to renewable energy is becoming a political imperative. In addition, there is a lack of affordable housing and large industrial sites for future technologies, as well as strong pressure on urban open spaces. All of these changes could have a significant impact on the social fabric and economic resilience of this previously strong region.

The Stuttgart Region is responding to these challenges with targeted regional development. The main objective is to consistently use the potential of the region for further development into a resilient, economically strong and attractive region.

Using the instrument of the Regional Plan, the region has been pursuing sustainable residential and commercial development for many years, paying particular emphasis on preserving open space for climate and environmental protection goals. Regional commercial core areas serve to provide the necessary commercial space. Transit-oriented development, i.e. residential and commercial development along the regional rail axes, is a driver of regional development and contributes to the region's livability. Strategic investment in green infrastructure through the Region's Landscape Park instrument and the realization of a regional landscape exhibition promote the maintenance and



development of open space and make a significant contribution to the region's attractiveness for workers and businesses.

However, traditional planning instruments have their limitations. There is a growing need for more participatory approaches.

The participatory approach of the Innovative Metropolitan Prototyping allows the diversity of challenges to be identified from the outset and all relevant stakeholders to be brought together.

Innovative Metropolitan Prototyping is an experimental and flexible tool that allows to address a specific challenge by involving the relevant community. The tool involves a participatory process that leads to co-creating and piloting solutions before final decisions are made. The prototyping process is very interesting because the final result is not known at the beginning but is developed together during the prototyping process.

VRS decided to integrate this tool into the Action Plan because it is very flexible and can be adapted to different fields of action, e.g. in the fields of resilient industrial sites, landscape development or housing.

The open end of the prototyping process is seen positively. As "the journey is the goal", there can be no failure. Every result is a gain, even if it ends in relatively small measures such as the establishment of a regular round table. The fact that the result may ultimately differ from the solution assumed at the beginning is what makes the process so exciting and valuable.

4.2 Stakeholder Engagement and Governance for Action 4

The core of Innovative Metropolitan Prototyping is stakeholder engagement. Metropolitan stakeholder groups will be identified according to the selected topic.

Potential stakeholders include representatives of the local administration, politicians, companies and their employees, property owners, service providers, residents, citizens initiatives, NGOs, representatives from education etc. The final selection of stakeholders will depend on the topic chosen. These stakeholders will be thoroughly involved in the subsequent phases of the participatory approach.



4.3 Implementation of Action 4

The core of the Innovative Metropolitan Prototyping is to develop prototypes for current metropolitan challenges. This can be a challenge in public transportation, energy supply, climate adaptation, improving the quality of public space, digitalization and adaptation to new technologies, challenges connected to demographic changes, migration, integration and housing market, as well as newly rising challenges that cannot be foreseen yet.

The prototypes are

- developed in the metropolitan dimension, then
- tested on an urban scale, broken down to local conditions,
- then upgraded back to the metropolitan level.

Through a well-prepared and moderated series of workshops, involving the whole range of all relevant multi-sector stakeholders from all over the metropolitan area, rising their creativity and collective problem-solving capacity, a prototyping concept (e.g. a thematic metropolitan strategy or guidelines for further settlement-development or new governance approaches) is developed.

Methods of data collection (qualitative and quantitative data) and data analysis will be used simultaneously to the interdisciplinary workshops. The collection of data can have the form of surveys (online and/or printed questionnaires), structured interviews with local and metropolitan stakeholders and/or with engaged activists, systematic on-ground observations, on-site documentations or the evaluation of previous research.

The prototyping concept is first to be tested and evaluated in different cases within the metropolitan area, e.g. in one or different local authorities. Based on the evaluation of the prototyping concept, a new solution (a final concept) for the metropolitan challenge is developed.

Action 4 comprises the following phases:

Short term (by the end of 2026): Preparation

- Identification and selection of a challenge to be tackled through the Innovative Metropolitan Prototyping
- Definition of scope and objectives
- Identifying relevant stakeholders
- Commissioning of an external moderator for the workshops
- Invitation of the stakeholders to the first workshop



- Basic data collection and analysis

Medium term (in 2027): Participative Prototyping Process

- Kick-off Workshop
- Workshop on problem definition
- Workshops on the development of measures
- Implementation of prototyping measures on local level
- Evaluation and upscaling to metropolitan level
- Finalisation, Sum up of lessons learned

Long-term (2028+): Follow-up

- Integration of lessons learned in Regional Plan updating process

4.3 Funding and Resource Mobilization for Action 4

The following costs are to be expected:

- External moderation for workshops
- Rent for workshop locations
- Catering during workshops
- Costs for the realisation of prototyping measures

All these costs depend on the topic and scope of the Innovative Metropolitan Prototyping.

As the Innovative Metropolitan Prototyping is integrated in the updating procedure of the Regional Plan, all costs can be covered by VRS's annual budget.

4.5 Monitoring and Evaluation of Action 4

The success of the Innovative Metropolitan Prototyping is difficult to monitor quantitatively. As mentioned before, "the journey is the goal", and every Innovative Metropolitan Prototyping is a success by itself as it brings together diverse stakeholders, tackles a major metropolitan challenge, creates unforeseeable solutions and motivates to finding compromises.



The result of the Innovative Metropolitan Prototyping will be evaluated in the final report. Aspects such as stakeholder engagement and satisfaction, the intensification of metropolitan cooperation, transferability and scalability of the prototype as well as the significance for metropolitan development will be evaluated qualitatively.

4.6 Challenges and Risk Mitigation for Action 4

Risk of dissatisfaction among participants

As for the Citizens' Forum, a significant risk of the Innovative Metropolitan Prototyping is dissatisfaction among participants if their proposals cannot be implemented. This can be mitigated by clearly communicating from the outset that the Innovative Metropolitan Prototyping is experimental, consultative and non-binding, and by explaining how its results will be incorporated in later regional planning processes.

After the Innovative Metropolitan Prototyping, participants shall receive structured feedback describing the joint solutions that have been developed. Even where proposals cannot be implemented, acknowledging them and explaining constraints (legal, financial or political) helps maintain trust and perceived fairness.

Risk of losing interest

A major challenge is keeping participants engaged. The process must be designed in such a way that interest in participation and the prospect of serious consideration of the respective issues are maintained over a longer period of time. To this end, the workshops must be scheduled in quick succession but without overwhelming the participants. In addition, the workshops must be designed to be appealing and interesting, and participants must feel that they are being taken seriously. A good and experienced moderation is crucial.

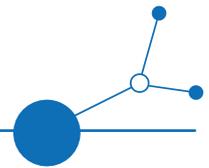
Risk of no solution

In the case of extremely difficult challenges, there is certainly also the risk that no solution will be found that is supported by everyone. In this case, partial solutions may be found that do not fully contribute to solving the problem. This again creates the risk of dissatisfaction among the participants involved. Ultimately, however, this risk must be accepted, as any partial solution that is developed is better than no solution at all.



MECOG-CE

ACTION PLAN OF THE METROPOLITAN CITY OF TURIN



Version 2

01 2026



Executive Summary

The Action Plan of the Metropolitan City of Turin, developed within the Interreg Central Europe MECOG-CE project, aims to reinforce metropolitan cooperation and governance through **two actions** that respond to key institutional and territorial needs. The first action proposes the development of a **digital participation platform**, building on the experience of a stakeholder questionnaire piloted in MECOG-CE and inspired by Brno's "Questionnaire among Mayors". The platform is conceived as a cross-cutting institutional tool available to all departments and services of the Metropolitan City, enabling the structured collection of contributions, observations, ideas and proposals from municipalities, stakeholders and citizens, supporting the revision and updating of the 2024-2026 Metropolitan Strategic Plan as well as serving as a channel for collecting requests and inputs that activate internal procedures and services (such as technical assistance to municipalities or centralized procurement). The second action concerns the creation of **intermunicipal spatial planning offices at the level of homogeneous zones**, supported by the Metropolitan City of Turin, to promote coordinated spatial planning, particularly benefiting smaller municipalities with limited technical capacity. Together, these actions enable structured collaboration, encourage stakeholder engagement across the metropolitan area and promote better metropolitan cooperation and greater cohesion. The Action Plan also contributes to the achievement of the 2024-2026 MSP by strengthening the planning and governance infrastructure needed to deliver on the MSP's goals.

A. Introduction

The Action Plan of the Metropolitan City of Turin, developed in the framework of the Interreg Central Europe MECOG-CE project, is conceived as a concrete contribution to the strengthening of **metropolitan cooperation and governance** in a complex and highly fragmented territory. The metropolitan area comprises 312 municipalities, ranging from the central city of Turin to small and peripheral communities, with very different capacities and needs. In this context, enhancing cooperation requires both new tools and new institutional arrangements capable of supporting shared decision-making, territorial coordination and the effective implementation of strategic and spatial policies.

The Plan is aligned with the vision of the Metropolitan City of Turin as a **polycentric, sustainable and cohesive system**, as articulated in the 2024-2026 Metropolitan Strategic Plan and in the emerging framework of the Metropolitan General Spatial Plan (PTGM). It seeks to respond to the challenges of administrative fragmentation, uneven technical capacity and the need for stronger interinstitutional collaboration and improved participation of metropolitan stakeholders in decision-making by introducing two

complementary actions: a **digital participation platform** (Action 1) and **intermunicipal spatial planning offices** for homogeneous zones (Action 2).

Action 1 - Developing a Digital Participation Platform to Strengthen Metropolitan Cooperation and Governance

Action 1 stems from the experience gained through the MECOG-CE pilot action on a stakeholder questionnaire. In that context, the Metropolitan City of Turin co-designed and administered a recurring survey, inspired by the City of Brno's "Questionnaire among Mayors", to collect feedback from metropolitan stakeholders on the implementation and evolution of the Metropolitan Strategic Plan. The questionnaire was embedded in the governance architecture of the MSP, supporting both internal coordination and external engagement.

Building on this experience, Action 1 proposes the development of a **digital participation platform** as a more ambitious and versatile governance instrument. The platform is intended as a cross-cutting, institutional tool available to all departments and services of the Metropolitan City. It will enable the **structured collection of contributions, observations, ideas and proposals** from municipalities, stakeholders and citizens, support the **revision and updating of the MSP** and serve as a channel for collecting requests and inputs that activate internal procedures and services (for example technical assistance to municipalities or centralized procurement).

Action 2 - Establishing Intermunicipal Spatial Planning Offices

The second action addresses the fragmentation of spatial planning at the municipal level. It proposes the establishment of "**spatial planning offices**" for homogeneous zones (HZs) or their sub-zones, meaning intermunicipal technical structures tasked with **developing and implementing regulatory plans jointly, with the support of the Metropolitan City and the Piedmont Region**.

This action promotes better metropolitan governance by fostering greater consistency between local and metropolitan planning tools and a stronger alignment of local spatial plans with the (upcoming) General Metropolitan Spatial Plan (PTGM) and by promoting the establishment of institutionalized forms of cooperation across municipal boundaries.

Implementation depends on the revision of Regional Law No. 56/1977, which currently does not provide for the establishment of "spatial planning offices" at the level of Homogeneous Zones or their sub-zones. Such planning offices are envisioned as stable, cross-municipal hubs that enable co-design and greater policy coherence.

How the Action Plan aims to enhance metropolitan cooperation in the Metropolitan City of Turin

Although they operate on different dimensions (digital participation and spatial planning), both actions share the same overarching goal: **to improve the capacity of the Metropolitan City of Turin and its municipalities to work together, share information and design effective policies**. Action 1 does so by creating a digital infrastructure for

participation, dialogue, feedback and transparency that can be activated across policy areas and services. Action 2 does so by promoting stable, technical cooperation structures at the scale of homogeneous zones, enabling joint planning and implementation of spatial policies.

Together, the actions contribute to:

- strengthening horizontal cooperation among municipalities and between municipalities and the Metropolitan City;
- improving vertical coordination between local, metropolitan and regional planning instruments;
- supporting more inclusive, transparent and data-informed decision-making processes.

The Action Plan has been developed through a combination of **comparative learning**, **pilot experimentation** and **co-design**. Within MECOG-CE, the Metropolitan City of Turin participated in the “Semi-structures and dialogues” study cluster, which provided inspiration and methodological guidance for both actions, especially through the exchange with Brno on stakeholder questionnaires and the reflection on flexible, semi-structured governance models at metropolitan scale.

The technical design of the actions draws on existing legal and planning frameworks (Law 56/2014, L.R. 56/1977, the Statute of the Metropolitan City, PTC2 and the preliminary PTGM), the experience of previous strategic planning cycles and internal analysis of needs and gaps in stakeholder engagement, digital tools and spatial coordination. The Strategic Planning Office, the Spatial and Urban Planning Department have collaborated with the European Programs and Projects Office of the Economic Development Department in defining the actions, with the aim of ensuring both **feasibility** and **institutional anchoring**.

This way, the Action Plan translates the lessons of MECOG-CE into a set of concrete, locally grounded initiatives that can support the long-term evolution of metropolitan governance in Turin.

ACTION 1 - DEVELOPING A DIGITAL PARTICIPATION PLATFORM TO STRENGTHEN METROPOLITAN COOPERATION AND GOVERNANCE

B. Needs assessment for Action 1

Effective metropolitan governance depends on the ability of metropolitan institutions to listen, adapt and respond to the evolving needs of their territories. In a metropolitan context marked by complexity and significant fragmentation (312 municipalities are found in the territory of the Metropolitan City of Turin), the ability to activate structured, recurring channels of communication with local governments and other stakeholders is essential to strengthening cooperation and legitimacy.

In this context, the Metropolitan City of Turin has designed and implemented a new governance tool through the MECOG-CE project: a recurring questionnaire targeted at metropolitan stakeholders, aimed at supporting the planning, monitoring and updating of the three-year Metropolitan Strategic Plan (MSP). The tool was developed through the pilot action adapting the City of Brno's "Questionnaire among Mayors" to Turin's metropolitan reality, within the "Semi-structures and dialogues for the improvement of metropolitan cooperation" MECOG-CE study cluster.

The Good Practice from the City of Brno

The "Questionnaire among mayors of the BMA" is a survey that the City of Brno administers every three years to the mayors of all 183 municipalities of the Brno Metropolitan Area to identify their opinions on metropolitan cooperation (on a material, cultural and institutional level) and on its enhancement and institutionalization. Through the survey metropolitan mayors are also given the opportunity to express to the City of Brno their needs and to manifest any issue they might be facing. The survey also provides metropolitan mayors with an opportunity to communicate their needs to the City of Brno and highlight any issues they may be facing.

Unlike Brno's version, which was developed as a voluntary initiative to explore needs and improve cooperation in a less institutionalized metropolitan setting, the questionnaire that was co-designed by the Metropolitan City of Turin with the members of the mentioned study cluster is designed to serve a formally assigned institutional function: the regular updating of the MSP, as mandated by national legislation (Law 56/2014). The survey is now embedded in the governance architecture of the Metropolitan City and is intended to support both internal coordination and external engagement over time.

The Action which this chapter focuses on intends to capitalize on the learnings that the Metropolitan City of Turin gathered thanks to the MECOG-CE project and to the pilot action that it carried out as part of the second Work Package, concerning the design and administration of a recurring questionnaire targeted at metropolitan stakeholders, aimed at supporting the planning, monitoring and updating of the MSP.

The tool developed through the pilot action intended to enable strategic planning functions to be performed by the Metropolitan City in a way that is responsive to change and grounded in the feedback and the insights coming from metropolitan stakeholders, with the ultimate goal of strengthening metropolitan cooperation and governance by promoting stakeholder ownership¹ on metropolitan strategic planning.

Action 1 represents an evolution of the tool that was developed thanks to the MECOG-CE project, as it concerns the **development of a digital participation platform as an institutional tool designed to collect structured input, feedback and proposals from across the metropolitan territory**. As such, it represents a more ambitious and versatile governance instrument. The platform will enable not just the administration of surveys (including the questionnaire that was the result of the Metropolitan City's MECOG-CE pilot action), but broader participatory processes and consultations.

Needs Addressed by the Action

This action addresses a set of persistent gaps in how the Metropolitan City of Turin engages with its institutional and social stakeholders. One of the primary needs is the **lack of a stable and accessible digital tool for collecting structured input, proposals and observations from the territory**. While previous participatory processes linked to the Metropolitan Strategic Plan (MSP) have demonstrated the value of stakeholder engagement, they have often been limited to specific phases of the planning cycle, without mechanisms for continuity or real-time feedback. This limits both the responsiveness of strategic planning and the sense of ownership among municipalities and stakeholders.

Another critical need is the **inefficiency and fragmentation of communication channels between the Metropolitan City and external actors**. Requests, proposals and expressions of interest from the territory often arrive through uncoordinated formats, making it difficult to systematize inputs or activate internal processes in a timely and transparent manner. A centralized platform will enable more efficient interaction, allowing users not only to provide feedback on strategic priorities, but also to activate procedures such as technical assistance, access to shared services, or participation in collaborative initiatives. This contributes to stronger internal coordination and a more coherent relationship between the institution and its territory.

¹ The level at which metropolitan stakeholders feel invested in the process and its outcome, by being able to contribute to shaping the plan.

The action also responds to a **broader demand for greater transparency, openness and accountability in metropolitan governance**. Stakeholders and citizens increasingly expect to be informed about the progress of strategic initiatives and to have access to tools for monitoring implementation and outcomes. A digital platform will support this expectation by offering clear, accessible information and by enabling users to follow the development of plans, policies and projects over time.

Finally, the action meets the need for **institutional continuity and standardization in participatory practices**. By concentrating consultation, feedback collection and stakeholder engagement in a single digital space, the Metropolitan City will be better equipped to manage participation as a core institutional function. This ensures that valuable insights gathered from the territory are not lost between planning cycles or across departments but integrated into a consistent and evolving metropolitan governance process.

Objectives of the Action

The goal of Action 1 is to develop a **digital participation platform capable of supporting structured, transparent and continuous interaction between the Metropolitan City of Turin and its territory**.

The platform is intended to enable the structured collection of contributions, observations, ideas and proposals from municipalities, stakeholders and citizens, especially to support the revision and updating of the **Metropolitan Strategic Plan**.

Beyond strategic planning, the platform may also serve as a channel for collecting **requests and inputs that activate internal procedures and initiatives of the Metropolitan City, such as technical assistance to local authorities or centralized procurement services**, thereby fostering synergies and optimizing management processes between the administration and its interlocutors.

In line with Open Government principles, the platform will also provide users with access to information on ongoing projects and processes, allowing them to consult and monitor implementation progress, thus enhancing transparency, accountability and trust.

More precisely, the platform should allow:

- for the **creation of surveys** to gather opinions on specific topics or to assess satisfaction levels;
- for the **reception of digital requests/applications**, for their registration through official protocol systems and their integration into internal management processes;
- for the **collection of contributions and feedback on documents, plans, and programs** during their public publication phase.
- for the **monitoring of policy implementation**;
- for the **collection of feedback from stakeholders on emerging needs**;

- for reporting back to stakeholders over said issues;
- for the overall management of participatory processes and procedures involving public consultation.

Finally, the platform should serve as a gateway to support institutional relations, particularly with municipal administrations.

C. Stakeholder Engagement and Governance for Action 1

Action 1 aims to develop a digital participation platform to improve how the Metropolitan City of Turin engages with its territory, responds to input and coordinates with institutional and societal actors. The platform is intended as a cross-cutting tool, available to all departments and services within the Metropolitan City, enabling structured interaction with citizens, municipalities and stakeholder groups on a wide range of topics, from planning and service delivery to consultation and institutional coordination.

Key Stakeholders Involved

Key stakeholders involved in the implementation and use of the platform include the full network of **312 municipalities** within the metropolitan area, which will participate both as **users and contributors**. Beyond government actors, the platform will also engage **civil society organizations, business and professional associations, trade unions, educational institutions and research centers, as well as the broader public**. The aim is to provide an inclusive, transparent space for interaction, adaptable to different policy areas, levels of participation and target audiences.

Within the Metropolitan City's administration, the **Performance, Innovation and ICT Directorate** and the **Economic Development Department** will lead implementation, with the ICT Department providing technical support and integration. Other departments and services across the administration will be progressively involved based on their specific needs for consultation, service feedback, or stakeholder input.

Institutional Framework, Governance Model and Coordination and Collaboration Mechanisms

The governance model for Action 1 reflects the platform's institutional breadth. Rather than being tied to a single policy area, it is designed as an enabling infrastructure open to all departments of the Metropolitan City.

Coordination during implementation could be ensured through an **interdepartmental working group**, convened and led by the responsible directorates, with **periodic reporting to the General Directorate**. The platform's governance will also include operational protocols for onboarding new departments, managing user access and data and defining responsibility for publishing, moderating and responding to participatory content.

Coordination and collaboration mechanisms will be structured to ensure multi-level engagement. Stakeholder engagement will vary depending on the context, ranging from **informing and consulting, to collaborating on specific initiatives**. For instance:

- in some cases, the platform may be used to inform the public about procedures, services or project progress;
- in others, it will be used to consult stakeholders via surveys, public feedback forms, or document reviews;
- for more complex processes, it may support collaboration, such as co-design workshops or thematic working groups.

Feedback loops will be embedded to ensure transparency and responsiveness, including reporting back to stakeholders on how their input was used. These loops are key to building trust and making participation meaningful.

To support broad and equitable participation, dedicated outreach and training efforts will be directed toward municipalities, particularly smaller ones, as well as toward civil society actors and community groups.

D. Implementation of Action 1

The implementation of Action 1 will follow a phased and modular approach to ensure technical feasibility and long-term sustainability. The Metropolitan City of Turin aims to establish a digital participation platform that is both operationally effective and scalable over time.

Two parallel implementation paths have been identified:

- A. integrating participatory functionalities into a redesigned institutional website;
- B. leveraging the national Partecipa.gov.it platform, based on the open-source Decidim model, through collaboration with the Department of Public Administration and Formez PA.

Both implementation paths appear viable. A final choice between Option A and Option B will be made in the early stages of implementation, based on strategic alignment, usability, technical support availability and long-term sustainability considerations. A SWOT analysis was carried out to support the choice between the two Options (see Appendix 1).

Implementation Steps and Timeline

The action is structured across three phases (a short-term phase, a medium-term phase and a long-term phase), each with specific goals.

Short-term phase (2026-2027)

The first phase of implementation will be led by the “Performance, Innovation, ICT” Directorate, in close coordination with the Economic Development Department, and will focus on **building the technical and organizational foundation for the development of the participation platform**. Based on initial assessments and in line with guidance from the General Directorate, the two lead departments will work to identify the internal processes and municipal services most likely to benefit from structured consultation and participatory mechanisms. Specific attention will be given to those areas of the institution where the interaction with external stakeholders, such as citizens, businesses, or municipalities, is already active or strategic.

A series of technical meetings will be held with relevant departments to analyse current procedures, workflows and resources involved in information exchange between the Metropolitan City and its interlocutors. These sessions will serve to clarify the institutional needs and priorities associated with participatory processes and will support the **definition of the platform’s technical and functional specifications**. In particular, the analysis will focus on identifying the types of data exchanged, the digital tools already in use and the critical points in current consultation workflows. The findings will be used to develop a needs-driven framework for platform development, tailored to support the management of inputs, requests and contributions collected through participatory pathways.

If **Option A** (integration within the institutional website) is pursued, platform requirements will be taken into consideration in the redesign of the website of the Metropolitan City. If **Option B** (activation of the national Decidim-based platform) is selected, cooperation will be initiated with Fornez PA and the Department of Public Administration to configure and test a local version of the platform, including staff training and pilot consultations. In either case, preliminary testing of participation flows and user experience will take place. Throughout the process, the Strategic Planning Office will be consulted to ensure alignment with strategic planning cycles, but the technical and organizational lead will rest with the two coordinating departments.

Medium-term phase (2028-2029)

In this phase, the platform will become fully operational and accessible to all relevant stakeholder groups. Following the initial prototyping and testing conducted during the short-term phase, the Metropolitan City will **launch the platform** for wider public use, focusing on its core participatory functions. Among its first operational applications will be the administration of structured consultations linked to the annual update of the Metropolitan Strategic Plan (MSP), including the **MECOG-CE stakeholder questionnaire**.

As its use expands, the platform will enable the creation of surveys and opinion polls, allowing the Metropolitan City to gather feedback on specific policy issues or to measure satisfaction levels regarding services and initiatives. It will also support the collection of contributions and feedback on documents, plans, and programs during their public

consultation periods. At the same time, the platform will be integrated into internal workflows to allow for the reception and registration of digital requests or applications, which will be managed in accordance with official protocol systems and linked to relevant internal processes.

The platform will be actively used to support the monitoring of policy implementation, offering tools for both quantitative tracking and the qualitative assessment of outcomes from the perspective of stakeholders. It will also provide channels for the continuous collection of feedback on emerging needs across the metropolitan territory. A key priority during this phase will be **building user familiarity and institutional capacity**: targeted communication campaigns and tailored training sessions will be organized for internal users to ensure full uptake and efficient use of the platform.

Long-term phase (2030 and beyond)

In the long term, the platform will be institutionalized as a permanent and versatile instrument for participatory metropolitan governance. Beyond its initial consultation functions, it will support the overall management of participatory processes, including the full procedural cycle of public consultations, from their launch to the reporting of results. It will also enable the bidirectional flow of information between the administration and stakeholders, particularly through features designed for listening to territorial needs and for reporting back on how such needs are being addressed through plans and policies.

The platform will be further enhanced to serve as a gateway for institutional relations, particularly with the metropolitan area's 312 municipalities. This will help strengthen coordination and mutual awareness between levels of government and offer a unified interface for structured exchanges, including document sharing and agenda alignment. Its governance will be formally structured to ensure sustainability, security, data privacy and alignment with evolving digital and administrative standards. Over time, the platform will become a reference point for transparency, collaboration, and innovation in metropolitan strategic planning and stakeholder engagement.

Implementation timeline in brief

2026	Technical coordination, needs analysis, internal engagement, identification of digital requirements. Choice between Option A or B.
2027	Platform prototyping, preliminary use.
2028	Platform launch, first participatory processes (e.g. MECOG-CE questionnaire).
2029	Scaling, outreach, additional features activated, platform analytics in use.
2030+	Institutionalization, expansion to other policy areas.

Responsibilities concerning implementation

The Action will be implemented through coordinated institutional leadership. The Performance, Innovation, ICT Directorate and the Economic Development Department will lead the technical and organizational implementation of the platform. The ICT

Department will ensure technical development and integration. The **Strategic Planning Office** will provide strategic coordination and ensure that participatory outputs are integrated into strategic planning processes. Assemblies of homogeneous zones could act as territorial anchors and support the promotion and uptake of the platform across the metropolitan area.

Tools of Implementation

The implementation of the digital participation platform will rely on a coordinated set of regulatory, operational, organizational and support tools to ensure effectiveness and long-term integration into the Metropolitan City's strategic governance processes.

On the operational and technical side, the platform will be developed using open-source or modular digital solutions that guarantee flexibility, accessibility and interoperability with existing systems. Whether integrated into a redesigned institutional website (Option A) or built on the national Decidim-based infrastructure (Option B), the platform will be configured to support multiple functionalities.

In terms of organizational tools, the implementation will be led by the Performance, Innovation, ICT Directorate and the Economic Development Department, with clear internal governance structures and cross-departmental coordination mechanisms. The ICT Department will provide technical support and continuity, while the Strategic Planning Office will ensure strategic alignment with the MSP.

Finally, support tools will include dedicated communication strategies, stakeholder training and technical assistance. These tools will be critical for onboarding users, promoting digital inclusion and ensuring that both internal staff and external actors are equipped to interact effectively with the platform. Monitoring and analytics functions will also be embedded within the system to evaluate usage patterns and support iterative improvements. Together, these tools will contribute to the platform's successful deployment and its evolution into a long-term asset for participatory metropolitan governance.

E. Funding & Resource Mobilization for Action 1

The implementation of Action 1 requires a clear identification of available resources and sustainable funding mechanisms. Given its cross-cutting nature and long-term vision, the action will rely on a mix of internal and external funding sources, as well as in-kind resources and institutional partnerships.

Funding mechanisms for the platform are currently under definition. While no dedicated external funding has been secured to date, two implementation options are being considered, each with different financial and resource implications:

- **Option A:** integration of participatory functionalities into a redesigned institutional website, managed by the Metropolitan City and supported by CSI (Information Systems

Consortium, a public in-house company that provides digital and ICT services to public administrations in the Piedmont Region). This option primarily relies on **internal resources**, including staff time from the ICT Department, the Performance, Innovation and ICT Directorate and the Economic Development Department. The approach allows for **modular development**, meaning investment can be spread over time as individual components are built and integrated.

- **Option B:** activation of the national **Partecipa.gov.it** platform based on Decidim, in cooperation with Formez PA. This approach may benefit from **external support**, including technical assistance and access to training, but could also involve ongoing operational costs for hosting and maintenance.

Financial sustainability mechanisms will need to be planned proactively. In both options, the platform must be incorporated into the Metropolitan City's ordinary planning and budget cycles. In Option A, this may involve coordination with CSI for system maintenance under existing service agreements and potential cost-sharing across departments based on usage. In Option B, agreements may be needed with national providers for hosting and updates, while also ensuring internal capacity for content moderation and user support.

Additionally, the Metropolitan City may explore co-financing opportunities through regional or national innovation and digitalization programs, including regional digital transition strategies and EU cohesion policy instruments. Participating in national networks or cross-regional projects may also offer access to shared tools and expertise that reduce future costs.

In conclusion, while both implementation paths are financially viable, the long-term sustainability of the platform will require the establishment of a dedicated coordination model, the integration of platform management into institutional routines and the proactive search for external funding to support expansion and innovation.

F. Monitoring and Evaluation for Action 1

The Monitoring and Evaluation (M&E) of Action 1 will be essential to assess its effectiveness, guide its evolution and ensure its long-term institutional relevance. Given that the platform is expected to become a permanent component of the Metropolitan City of Turin's digital and governance infrastructure, a structured M&E framework will be put in place, combining quantitative indicators with qualitative feedback and iterative learning processes.

Key Performance Indicators (KPIs)

The following five KPIs have been selected as the most critical for tracking the success and impact of the action over time.

1. Platform activation and operational use

- Indicator: the platform is developed and active by the end of 2028 (binary: yes/no).
 - Target: the platform is operational and accessible to users within the planned timeline.
- 2. Number of participatory processes conducted through the platform**
- Indicator: annual number of surveys, consultations or participatory events managed via the platform.
 - Target: at least 5 processes conducted by the second full year of operation, increasing in subsequent years.
- 3. Level of institutional engagement**
- Indicator: number of departments and services actively using the platform for participatory or feedback purposes.
 - Target: at least 4 departments involved by 2029, with progressive expansion.
- 4. User participation and feedback volume**
- Indicator: number of contributions received annually through the platform (e.g. survey responses, comments, digital submissions).
 - Target: at least 500 interactions by the second full year of operation, growing with outreach efforts.
- 5. Integration of results into planning or services**
- Indicator: share of participatory inputs formally acknowledged or used in internal processes (e.g., documented in MSP updates, triggering service changes, or initiating follow-up actions).
 - Target: clear traceability of input use in at least 2 major institutional outputs per year.

Monitoring and Reporting Mechanisms

A dedicated Monitoring and Evaluation Plan will be developed as part of the platform's implementation. This will include procedures for data collection, internal reporting and performance review. Monitoring responsibilities will be shared among the lead departments:

- the Performance, Innovation, and ICT Directorate will coordinate the tracking of implementation milestones and technical development;
- the Economic Development Department will oversee usage patterns, user engagement statistics, and performance in terms of territorial coverage.

The ICT Department will provide analytics on system activity, platform uptime and data security compliance.

The Strategic Planning Office will report on how participatory inputs influence strategic documents, especially the annual updates of the Metropolitan Strategic Plan.

The platform itself might embed basic analytics dashboards, allowing for real-time monitoring of user activity, participation flows and geographic coverage.

In addition, annual internal reviews will be conducted to assess outcomes, identify gaps and adapt functionalities as needed. These reviews will feed into broader reporting processes at the level of the Metropolitan City, such as performance planning, service evaluations, or strategic assessments.

G.Challenges & Risk Mitigation for Action 1

The development and deployment of a digital participation platform across the Metropolitan City of Turin presents a complex but strategic challenge. The initiative touches on multiple areas—technical infrastructure, stakeholder engagement, internal coordination, and governance culture. As such, a proactive approach to risk identification and mitigation is necessary to ensure that Action 1 achieves its intended outcomes and becomes a sustainable governance tool.

Potential Barriers to Implementation

- The first and most significant barrier lies in the **organizational complexity and fragmentation** of the Metropolitan City. With 312 municipalities and more than 2.200.000 inhabitants, achieving uniform engagement and platform adoption will require consistent outreach, coordination and support. In addition, internal organizational silos, especially the tendency of individual departments to manage their communication channels independently, could lead to low institutional integration and underuse of the platform's shared functionalities.
- A second barrier relates to the **uncertainty over the implementation path**, with two distinct platform options still under consideration: Option A (integration into the institutional website with CSI support) and Option B (joining the national Decidim-based platform through Partecipa.gov.it). Both are viable, but they entail different technical, financial and governance implications. Prolonged indecision could delay implementation.
- A third challenge is the **need for technical and procedural harmonization**. The platform must be able to manage inputs from external users while interfacing with existing internal systems (such as protocol management and service request workflows). Without early integration planning, this could compromise the platform's operational effectiveness.
- Lastly, **user awareness and digital capacity gaps**, particularly among smaller municipalities and civil society actors, could slow down participation. Without targeted

training and support, there is a risk that only a limited segment of stakeholders will benefit from the tool.

Risk Assessment and Mitigation Strategies

The SWOT analysis (Appendix 1) provides a basis for identifying actionable mitigation strategies, summarized as follows.

RISK	POSSIBLE MITIGATION STRATEGY
Low institutional engagement	Early and structured involvement of departments in the needs analysis; clear internal governance protocols; training and awareness-raising campaigns.
Fragmentation in usage by departments	Assign platform governance to a coordinating body; develop shared protocols for content publication and response management.
Delayed decision between Option A and B	Set a decision deadline during the 2026 coordination phase; apply objective criteria (cost, interoperability, long-term sustainability).
Technical integration issues	Involve CSI early in the configuration phase; prioritize modular development with interoperable standards.
Security and data privacy (especially Option B)	Conduct a Data Protection Impact Assessment (DPIA); ensure GDPR compliance; define clear cloud governance rules.
Limited participation from smaller municipalities or stakeholders	Use homogeneous zone assemblies to promote uptake; deliver targeted training and onboarding.

Conflict Resolution Mechanisms

To address conflicts during implementation or operation, a **multi-tiered conflict resolution system** will be adopted, as recommended by Annex 7:

- a **cross-departmental steering group**, composed of representatives from the lead departments (Performance, Innovation and ICT; Economic Development Department), will meet regularly to address operational and strategic disagreements, ensuring alignment across departments;
- the platform will also include **structured reporting and feedback channels**, enabling users to flag problems or suggest improvements. These will be reviewed regularly and used to make iterative adjustments;
- where issues cannot be resolved internally, escalation to the **General Directorate** will ensure institutional accountability and timely resolution.

ACTION 2 - PROMOTING INTERMUNICIPAL SPATIAL PLANNING THROUGH “SPATIAL PLANNING OFFICES” FOR HOMOGENEOUS ZONES/SUB-ZONES (*uffici di piano*)

H. Needs assessment for Action 2

The Regulation of Homogeneous Zones in Law 56/2014 and in the Statute of the Metropolitan City of Turin

Pursuant to Law No. 56 of April 7, 2015, which established Metropolitan Cities, “the statute (of the Metropolitan City - editor’s note) establishes the fundamental rules of the organization of the entity, including the responsibilities of its bodies and the articulation of their competencies” (Art. 1, paragraph 10). The statute “may provide, also upon proposal of the Region and in agreement with it, for the establishment of **homogeneous zones** for specific functions and taking into account territorial specificities, with coordination bodies linked to the governing bodies of the metropolitan city (...)” (Art. 1, paragraph 11, letter c).

The Statute of the Metropolitan City of Turin was approved by Resolution of the Metropolitan Conference on April 14, 2015, No. 1-9560/2015, and most recently amended by Resolution of the Metropolitan Conference on February 14, 2023, No. 3/2023.

Seizing the opportunity offered by the Law, Article 27 of the Statute provides that “considering that the Metropolitan City of Turin is characterized by a vast territorial dimension and significant administrative fragmentation, and taking into account the polycentric nature of socio-demographic settlements, productive locations, the environmental system, economic and cultural relations, and the territory/population ratio, **the Metropolitan City is composed of homogeneous zones characterized by territorial continuity and with a population of no less than 80,000 inhabitants**” (paragraph 1).

The functions and governance of the homogeneous zones are governed by the same Article 27 of the Metropolitan Statute.

As for the functions, the homogeneous zones constitute the operational articulation of the Metropolitan Conference and act “to allow for effective participation and involvement of the municipalities in the governance of the Metropolitan City.” For this purpose, they are expected to issue opinions on the acts of the Metropolitan Council that concern them and to take part in the shared formation of the Strategic Plan and the Metropolitan Spatial Plan, in accordance with the procedures established by the regulation governing their operation (Art. 27, paragraph 2).

Furthermore, through them, the decentralized activities and services of the Metropolitan City may be implemented in the territory (Art. 27, paragraph 3). In this regard, paragraph 6 of Article 27 provides that the Metropolitan City may exercise its administrative functions in a decentralized manner, by establishing offices within the homogeneous zones in cooperation with municipal unions or individual municipalities.

Finally, the homogeneous zones “may become the optimal context for the organization of municipal services in an associated form and for the delegated exercise of functions within the competence of the Metropolitan City” (Art. 27, paragraph 3).

The homogeneous zones are governed by a specific regulation, approved by the Metropolitan Council after consultation with the Metropolitan Conference (Art. 27, paragraph 4). Each is governed by the **Assembly of Mayors of the municipalities that are part of it, which appoints a spokesperson** among its members. The spokespersons of the homogeneous zones that make up the territory of the Metropolitan City are gathered in the **College of Spokespersons**, which performs coordination functions between homogeneous zones and the governing bodies of the Metropolitan City.

Articles 7 and 8 of the Statute, concerning the functions attributed to the Metropolitan City in terms of “Strategic Planning” and “Spatial Planning” respectively, specify that **the Assembly of Mayors of the Homogeneous Zones is required to express a mandatory opinion on the Metropolitan Three-Year Strategic Plan and the general metropolitan spatial plan (*Piano Territoriale Generale Metropolitan*, PTGM).**

The Homogeneous Zones of the Metropolitan City of Turin

The final delineation of the Homogeneous Zones of the Metropolitan City of Turin was approved by Resolution No. 2/2015 of the Metropolitan Council on April 14, 2015 (Prot. No. 11258), after consultation with the municipalities involved and the Metropolitan Conference, as provided by the Metropolitan Statute (Art. 27, paragraph 1).

The boundaries approved by the aforementioned April 2015 resolution were subsequently amended by Metropolitan Council Resolutions No. 804/2019 of January 31, 2019, and No. 14756/2021 of August 4, 2021.

A total of 11 homogeneous zones were established.

	HOMOGENEOUS ZONE	NO. OF MUNIC.	POP.	SQ KM
>300.000	ZONE 1 - TORINO	1	848.748	130
>200.000	ZONE 2 - WESTERN METROPOLITAN AREA OF TORINO	14	233.859	203
<300.000	ZONE 3 - SOUTHERN METROPOLITAN AREA OF TORINO	18	264.575	386
>120.000 <200.000	ZONE 4 - NORTHERN METROPOLITAN AREA OF TORINO	8	135.240	175

	ZONE 5 - PINEROLO AREA	45	129.985	1.302
	ZONE 11 - CHIERI & CARMAGNOLA AREA	22	129.490	462
>80.000 <120.000	ZONE 6 - SUSA AND SANGONE VALLEYS	40	101.831	1.247
	ZONE 7 - CIRIE' AREA - LANZO VALLEYS	40	99.943	973
	ZONE 8 - WESTERN CANAVESE	46	80.541	975
	ZONE 9 - IVREA AREA (EPOREDIESE)	54	85.897	551
	ZONE 10 - CHIVASSO AREA	24	98.261	423
	CMTO TOTAL	312	2.208.370	6.827

The Regulation of the Assemblies of the Homogeneous Zones of the Metropolitan City of Turin and of the College of Spokespersons was approved by Resolution of the Metropolitan Council on May 12, 2015, No. 12828/2015. Regarding the **Assemblies of the homogeneous zones**, the Regulation provides that:

- they shall be composed of the **Mayors of the Municipalities belonging to each homogeneous zone**;
- they shall:
 1. participate in the shared development of the **Metropolitan Spatial Plan**;
 2. express a mandatory opinion on the adoption of the three-year **Strategic Plan** and its annual updates;
 3. express opinions on the acts of the **Metropolitan Council that specifically concern them**;
- **they shall appoint their own spokesperson**, who serves as the representative of the Assembly and is responsible for convening, chairing, and ensuring the smooth conduct of the meetings;
- for any institution not provided for and/or regulated by the Regulation, the Assemblies may establish their own rules of operation, possibly applying the provisions of the Metropolitan Council's Rules of Procedure.

As for the **College of Spokespersons**, Article 12 of the Regulation states that it is composed of the **Spokespersons designated by each Assembly**. It is assigned **“coordination functions between the homogeneous zones and the bodies of the Metropolitan City**. According to art. 12 of the Regulation, the operating procedures of the College shall be defined by the College itself.

Metropolitan spatial planning: The Metropolitan General Spatial Plan (PTGM)

Law No. 56 of April 7, 2014 (Art. 1, paragraph 44, letter b) assigns Metropolitan Cities the fundamental function of "general spatial planning, including communication infrastructures, service networks, and infrastructure under the competence of the

metropolitan community, also by establishing constraints and objectives for the activities and exercise of functions of the municipalities within the metropolitan area."

Since the same law assigns to Metropolitan Cities, in addition to the fundamental functions mentioned in paragraph 44, all the functions previously attributed to the provinces, the Metropolitan City also assumes the function of "territorial coordination planning" formerly held by the Province of Turin (paragraph 85, letter a).

This is also confirmed by the Statute of the Metropolitan City of Turin, which in Article 8 ("Spatial Planning") states: "The Metropolitan City exercises functions of general and coordination territorial planning. In particular, it drafts and approves the **Metropolitan General Spatial Plan (PTGM)**, which can be drawn up and updated also by homogeneous zones" (paragraph 1). The PTGM also serves as the Coordination Territorial Plan pursuant to Article 20, paragraph 2, of Legislative Decree No. 267 of August 18, 2000.

The **Metropolitan General Spatial Plan**, which must be approved by the Metropolitan Council, after acquiring the mandatory opinion of the Assembly of Mayors of the homogeneous zones and the binding opinion of the Metropolitan Conference and after having consulted social stakeholders (Art. 8, paragraph 5 of the Metropolitan Statute), is the tool that guides the activity of local authorities within their respective competences. It does so by coordinating policies for land use and management, including setting constraints and objectives for the actions and responsibilities of the municipalities within the metropolitan territory, with the aim of promoting the rational territorial organization of activities and settlements, as well as the sustainable and proper use of environmental and natural resources, in a general vision of sustainable and integrated development of the entire metropolitan area.

In drafting the PTGM, the Metropolitan City carries out higher-level, general, and sectoral planning, in compliance with the guidelines of the Regional Spatial Plan (*Piano Territoriale Regionale*, PTR) and the Regional Landscape Plan (*Piano Paesaggistico Regionale*, PPR).

Spatial planning operates at multiple levels, as established by Regional Law No. 56 of December 5, 1977, "Protection and Use of Soil" (commonly known as the Regional Urban Planning Law, LUR). Article 3 of the LUR identifies the planning tools for the organization and regulation of land use:

- at the regional level: the **Regional Spatial Plan (PTR)** and the **Regional Landscape Plan (PPR)**;
- at the provincial and metropolitan level: the **provincial spatial plan for territorial coordination (PTCP)** and the **Metropolitan General Spatial Plan (PTGM)**;
- at the sub-regional and sub-provincial level, for specific areas or the implementation of complex projects or policies: **Operational Territorial Projects (PTO)**;

- at the municipal level: the **municipal urban plan** (*Piano Regolatore Generale*, PRG), covering the territory of a single municipality or groups of municipalities in associated forms.

To date, the reference spatial planning instrument at the metropolitan level for the Metropolitan City of Turin is the **spatial plan (PTC2)**, approved by Regional Council Resolution No. 121-29759 of 21/07/2011, and effective since its publication in the Official Regional Bulletin No. 32 of August 11, 2011.

While the **drafting of the Metropolitan General Spatial Plan**, initiated in 2020, is still ongoing, the 2011 PTC2 remains fully in effect.

Supramunicipal Spatial Planning and Homogeneous Zones

According to the Regional Urban Planning Law (Regional Law No. 56/1977), **two or more adjacent municipalities, united or associated for the joint development of the municipal urban plan** (the conformative urban planning tool at the local level), may adopt an inter-municipal regulatory plan that fully replaces the individual municipal regulatory plans (Art. 16).

The law further stipulates that **the Region shall promote the association of municipalities for the development of inter-municipal general regulatory plans**, providing, through its own regional planning tools, guidelines and criteria for defining the groupings intended to carry out the above-mentioned inter-municipal planning activities (Art. 16, paragraph 3).

The **spatial plans of the Metropolitan City of Turin** (PTC1, Regional Council Resolution No. 291-26243 of 1/8/2003; PTC2, Regional Council Resolution No. 121-29759 of 21/07/2011; PTGM) also encourage inter-municipal spatial planning.

Article 9 of the implementation provisions of PTC2, entitled "Supramunicipal Focus Areas", states: *"In order to avoid inconsistencies caused by the isolation of municipal urban policies, PTC2 affirms the need to coordinate municipal urban planning within supramunicipal focus areas; these areas constitute a first articulation of the provincial territory for the coordination of territorial policies at the supramunicipal scale."* Map 2.1 of PTC2 identifies 26 supramunicipal focus areas for coordinating urban planning activities, "on which the Province (now the Metropolitan City - editor's note) may provide guidance and project support" (Art. 9, paragraph 4).

Following the entry into force of PTC2 (still in effect today), the Province of Turin was abolished and replaced by the Metropolitan City of Turin (Law No. 56/2014), which subsequently established 11 homogeneous zones within its territory.

For this reason, the implementation rules of the Metropolitan General Spatial Plan (preliminary draft) identify the homogeneous zones (or their potential sub-areas) as "preferred places for experimenting with forms of spatial and strategic planning at the supralocal level" (Art. 9, paragraph 6), replacing the supramunicipal focus areas provided for by PTC2.

More broadly, according to Article 9 (paragraph 3) of the implementation rules of the PTGM preliminary draft, homogeneous zones “are preferential venues for inter-institutional cooperation aimed at dialogue, strengthening synergies among municipalities, their associative forms, and the Metropolitan City of Turin (CMT0).”

It should be noted that the Piedmont Region, as part of the development of the new Regional Spatial Plan (adopted by Regional Executive Resolution No. 4-8689 of June 3, 2024), has decided—also following discussions with CMT0—to realign the boundaries of the Territorial Integration Areas (defined by the Region as geographical areas grouping municipalities that revolve around a main urban center, intended to promote shared development through common strategies and processes and serving as the basis for local-level intervention programming and coordination) with the boundaries of the homogeneous zones of the Metropolitan City.

The action described in this Action Plan aims to promote inter-municipal spatial planning by municipalities within the metropolitan area, implementing the provisions of the Regional Urban Planning Law (L.R. No. 56/1977, Art. 16), as well as the implementation rules of PTC2 and the PTGM preliminary draft (Art. 9), through the establishment of “spatial planning offices” (*uffici di piano*) responsible for each homogeneous zone or sub-area, with participation and support from the Metropolitan City and the Region.

Promoting Intermunicipal Spatial Planning through “Spatial Planning Offices” for Homogeneous Zones or Sub-Zones

The proposed action aimed at strengthening cooperation within the Metropolitan City of Turin involves a revision of the Regional Urban Planning Law to introduce the institution of the so-called “planning office for homogeneous zones” (or for sub-zones of homogeneous zones) (also “HZ planning offices” in the following) These offices would serve as technical structures responsible for drafting, implementing, and monitoring intermunicipal regulatory plans concerning the territories of the homogeneous zones or their sub-zones.

As already provided by the Regional Urban Planning Law (Regional Law No. 56/1977), the intermunicipal regulatory plan is an alternative local planning instrument to the traditional municipal regulatory plan.

Under the proposed reform, municipalities grouped together—at least to a minimum geographic unit equivalent to a sub-zone of a homogeneous zone (as defined in agreement with the Metropolitan City)—could jointly exercise their planning authority. This would be in accordance with the provisions of the Regional spatial Plan (PTR), the Regional Landscape Plan (PPR), the Metropolitan General Spatial Plan (PTGM), and all other overarching general and sectoral plans.

It is important to note that municipalities would retain full discretion in deciding whether to adopt a coordinated form of local urban planning — by drafting an intermunicipal

regulatory plan jointly with neighboring municipalities, benefiting from the support and coordination of the Metropolitan City (via the planning offices of the homogeneous zone or its sub-zone) – or to develop their own municipal regulatory plan exclusively for their territory.

Municipalities opting for coordinated local planning would be required to identify within the intermunicipal regulatory plan the specific areas of land for which detailed regulations on use and permissible transformations are to be deferred to the “urban regulation,” which remains under the jurisdiction of each individual municipality (via its municipal council).

In the proposed framework, **the planning office of a homogeneous zone is the technical structure tasked with jointly exercising local spatial planning functions, in line with broader planning tools such as the PTGM and regional planning instruments.** It would be responsible for preparing and implementing the intermunicipal regulatory plan and its implementing tools. Simultaneously, the planning office of a homogeneous zone would act as the **technical-administrative reference point for higher-level planning authorities in matters of local spatial planning for its specific area (sub-zone or entire homogeneous zone).**

Within the HZ planning office, in addition to the municipalities participating in the aggregation, both the Piedmont Region and the Metropolitan City of Turin would also be represented. This ensures their involvement in the drafting of the intermunicipal regulatory plan through a co-planning approach.

The definition of the structure, duration, operations, staffing, funding mechanisms, and location of the planning office for the homogeneous zone (or its sub-zone) may be formalized through an agreement between the participating municipalities, the Metropolitan City of Turin, and the Region. Participation in the agreement could also be extended to other entities such as the Chamber of Architects (and possibly other professional associations) and the Polytechnic University of Turin.

For the proper functioning of these planning offices, it is essential that **dedicated funding mechanisms be introduced by the Piedmont Region.**

The Role of the Metropolitan City of Turin in the Planning Offices of Homogeneous Zones (or Sub-Zones)

The role of the Metropolitan City of Turin – also in accordance with the provisions of its Statute (Art. 34, “Technical-administrative assistance to municipalities in matters of spatial and urban planning”) – may be defined as follows.

- **General coordination** of the HZ Planning Offices.
- **Administrative, technical, and cartographic assistance** in the development of intermunicipal urban and strategic planning instruments.

- **Administrative, technical, and cartographic support** for the alignment of intermunicipal urban planning tools with higher-level general and sectoral spatial and strategic planning.
- **Promotion of active participation** by municipalities in the use and updating of the Regional Infrastructure for Geographic Information, also to fully implement the digitalization of urban planning tools (so-called “paperless urban planning”).
- **Development of monitoring tools** for the implementation of higher-level plans, to support the strategic and urban planning activities of the homogeneous zones.
- **Support and advocacy** for the needs and requests of the homogeneous zones addressed to the Piedmont Region, and promotion of such initiatives.

Positive Outcomes

The proposed reform offers several positive outcomes. First and foremost, it would enable a **more consistent and harmonized implementation—at the local level—of higher-level planning regulations, reducing the number of overlapping local urban plans.** It would **simplify procedures and reduce administrative burdens on municipalities,** which are often small in size and have limited staffing. Instead of each municipality having to adopt its own regulatory plan, the system would allow for the approval of an “urban regulation” that implements the intermunicipal regulatory plan, providing more efficient and faster procedures for managing the built environment in detail.

The establishment of planning offices for Homogeneous Zones would also **allow full implementation of the PTGM (Preliminary Draft) provisions,** which state that homogeneous zones or their sub-areas are “preferred places for experimenting with forms of spatial and strategic planning at the supralocal level” (Art. 9, paragraph 6), and “preferred venues for inter-institutional cooperation aimed at dialogue and strengthening synergies among municipalities, their associations, and the Metropolitan City of Turin” (Art. 9, paragraph 3).

In this sense, **the creation of Planning Offices for Homogeneous Zones represents a strategic opportunity to strengthen cooperation between the Metropolitan City and its municipalities,** and to improve spatial planning governance at the supramunicipal scale.

The implementation of this coordinated local spatial planning model promotes a **new planning culture based on the sharing of skills, resources, and visions among municipalities within the same Homogeneous Zone.** The creation of a permanent, intermunicipal technical entity further fosters **more stable and structured relationships among local authorities, reducing decision-making fragmentation that often undermines policy coherence.** In this way, cooperation evolves from ad hoc collaboration on individual projects to an ongoing process, supported by organizational structures and shared tools.

In terms of metropolitan governance, planning offices act as **technical hubs that allow the Metropolitan City of Turin to serve not merely as a formal coordinator, but as an enabling and facilitating entity.** Furthermore, **the territorial grounding of these offices enhances their ability to effectively capture local needs and translate them into urban planning instruments aligned with metropolitan strategic guidelines.** Benefits also include increased capacity of the metropolitan system to attract funding, manage complex projects, and lead ecological and digital transitions—consolidating a model of polycentric, resilient, and forward-looking governance.

A **key prerequisite** for implementing the reform outlined here is **the revision of the Regional Urban Planning Law to include and regulate the establishment of "planning offices."** In this regard, it is worth noting that, with Regional Executive Resolution No. 6-1294 of June 30, 2025, the Piedmont Region established a roundtable for a participatory and inclusive process to revise Regional Law No. 56/1977 (Regional Urban Planning Law). The resolution tasks the Regional Councillor in charge of coordinating the roundtable with submitting a preliminary draft proposal to the Regional Executive within one year of the resolution's approval. The work to revise the Regional Urban Planning Law is therefore expected to take place between June 2025 and June 2026.

I. Stakeholder Engagement and Governance of Action 2

The establishment of planning offices for homogeneous zones or their sub-zones within the Metropolitan City of Turin represents a cornerstone action for enhancing metropolitan cooperation and strengthening multilevel governance. These planning offices will serve as intermunicipal technical structures responsible for drafting, coordinating, and monitoring regulatory plans that align with metropolitan and regional planning frameworks.

The **main stakeholders** that would be involved in the establishment of HZ planning offices are listed below.

1. Municipalities within the Homogeneous Zones

Municipalities are the primary actors in the implementation of planning offices. These offices are designed to facilitate coordinated local urban planning among multiple municipalities within a homogeneous zone or sub-zone. Each participating municipality contributes to the co-design and adoption of intermunicipal regulatory plans and urban regulations. Municipalities opting for coordinated local planning through HZ planning offices would still be required to identify within the intermunicipal regulatory plan the specific areas of land for which detailed regulations on use and permissible transformations are to be deferred to the "urban regulation," remaining under the jurisdiction of each individual municipality (via its municipal council).

2. The Metropolitan City of Turin (CMT0)

CMTo plays a pivotal role in enabling, coordinating, and supporting planning offices. Its functions include: general coordination and integration among spatial planning offices (though spatial planning offices will maintain fully autonomous from the Metropolitan City in their local spatial planning choices); technical, administrative, and cartographic assistance; ensuring alignment with higher-level strategic and spatial plans (e.g., PTGM, PTR, PPR); promoting the use of the Regional Infrastructure for Geographic Information; monitoring the implementation of plans and advocating zone-level needs to the Region.

3. Piedmont Region

The Region participates in shaping the legal and institutional framework enabling planning offices through the revision of the Regional Urban Planning Law (L.R. 56/1977), and it actively contributes to the intermunicipal planning process as a partner in co-design and co-financing. The Region's realignment of Territorial Integration Areas with homogeneous zones further reinforces its role in regional coordination.

4. Assemblies of Mayors of the Homogeneous Zones

These assemblies—comprising all mayors within each homogeneous zone—serve as the political coordination bodies that oversee and guide the work of planning offices. Assemblies of Mayors also appoint zone spokespersons, who participate in the College of Spokespersons, the coordinating organ linking homogeneous zones with the governing bodies of the Metropolitan City of Turin.

5. Professional Bodies and Academic Institutions

Entities such as the Chamber of Architects and the Polytechnic University of Turin may participate in the planning offices by contributing technical expertise and methodological support. Their involvement would help ensure the offices' plans are robust, innovative, and aligned with best practices in urban planning and design.

6. Civil Society and Sectoral Stakeholders

While not formal members of the planning offices, relevant associations, economic actors, and community stakeholders may be consulted during the drafting of intermunicipal regulatory plans. The participatory approach embedded in the PTGM and Regional Urban Planning Law promotes inclusive processes to ensure local needs and perspectives are incorporated.

As for the governance, the successful implementation of planning offices depends on the establishment of a **clear, structured, and multi-level governance framework**. At the heart of this framework lies a model of **inter-institutional collaboration**, where **responsibilities are shared among local municipalities, the Metropolitan City of Turin, and the Piedmont Region**, each bringing a distinct mandate, set of competencies, and territorial perspective.

Governance will be formalized through **tripartite agreements among participating municipalities, the Metropolitan City, and the Region**. These agreements will define

the legal status, operational model, organizational structure, staffing, financial contributions, and physical location of each planning office. They will also specify how responsibilities are distributed between technical and political levels, ensuring clarity in both decision-making and implementation processes. By codifying the rules of engagement, these agreements will provide legal and administrative stability, enabling long-term cooperation beyond political cycles.

A cornerstone of the model is the principle of **co-planning and co-responsibility**. Municipalities retain ownership of their local planning decisions while collectively developing intermunicipal regulatory plans that align with regional and metropolitan strategic frameworks. The Metropolitan City of Turin supports and enables this process by offering technical and administrative assistance, ensuring consistency with the Metropolitan General Spatial Plan (PTGM) and other supra-local instruments. The Piedmont Region, for its part, ensures compatibility with regional spatial and landscape plans, and contributes to capacity-building and, where applicable, funding.

HZ planning offices will not function in isolation. Instead, they are integrated within the broader governance architecture of the metropolitan area. They will work in continuous dialogue with the Assemblies of Mayors of the homogeneous zones, which provide political oversight and legitimacy to the planning process. The spokespersons of these Assemblies, who form the College of Spokespersons, act as intermediaries between local authorities and metropolitan governance bodies, facilitating coordination, escalating issues, and aligning planning priorities with wider strategic goals.

Operationally, planning offices will be **territorially anchored within the homogeneous zones they serve**, typically located in one of the zone's municipalities. This physical presence is crucial for accessibility, responsiveness, and fostering a direct relationship with local actors. It ensures that planning decisions are grounded in the realities and priorities of each area, while still connected to higher-level policies.

A system of **strategic monitoring and continuous feedback** will also be established. The Metropolitan City will develop tools to track the implementation of intermunicipal regulatory plans, assess their alignment with overarching goals, and measure performance against key indicators. In turn, planning offices will provide structured feedback on the challenges, innovations, and evolving needs within their territories—supporting adaptive governance across scales.

Overall, this governance framework promotes a culture of long-term, institutionalized collaboration, moving beyond ad hoc partnerships toward stable, resilient forms of metropolitan cooperation. By embedding coordination mechanisms into the daily functioning of planning offices, the Metropolitan City of Turin is not only enhancing technical planning capacity but also reinforcing trust, shared ownership, and policy coherence throughout the metropolitan system.

J. Implementation of Action 2

The establishment of Planning Offices within the Homogeneous Zones (HZs) of the Metropolitan City of Turin will unfold through a carefully structured, phased process. This action requires first and foremost a **regulatory shift**: the **revision of Regional Law No. 56/1977** (L.R. 56/1977), which does not yet formally provide for the institution of inter-municipal planning offices. Implementation will proceed across three key time horizons—**short-term, medium-term, and long-term**—each characterized by distinct objectives, responsibilities, and tools.

The regulatory shift that is needed for the action to be implemented will require political backing both from the Metropolitan City and its political bodies - which will be expected to advocate for the Regional Urban Law to be revised so that it allows for the HZ planning offices to be established and funded - as well as from the Regional executive and legislative bodies and from the municipalities of the metropolitan area of Turin. The first implementation phase will be centred around building such political backing, as well as on the approval of the MECOG-CE Action Plan.

It is important to notice that the timeline here described is necessarily hypothetical, since the possibility to implement the Action fully depends on whether Regional Law no. 56/1977 is revised in such a way that HZ planning offices here described can be established and on when the revision process will be finalised (something that is difficult to predict with certainty at the present moment).

In the short term the focus will be on political, legal and institutional preparation. Central to this phase is the active participation of the Metropolitan City of Turin and its municipalities in the revision of the Regional Urban Law (L.R. 56/1977). A roundtable involving the main regional socio-economic stakeholders was recently established by Regional Executive Resolution No. 6-1294 of June 30, 2025, marking the beginning of the revision process. During this phase, the Metropolitan City will be required to provide briefs, comparative models, and concept notes articulating how these offices would operate. This will require discussions with municipalities to be launched, so as to begin defining governance models, potential pilot areas, and the structure and inner workings of future planning offices. Involvement of metropolitan municipalities will be ensured through the College of Spokespersons of the Homogeneous Zones, gathering political representatives of each Homogeneous Zone, chosen among the members of the Assembly of Mayors. Assemblies of Mayors will also be activated in this phase, each by their representative in the College of Spokespersons. This early phase is critical for aligning institutional actors and preparing the groundwork for implementation once the law is updated.

The medium-term phase, projected will initiate the operational rollout of the first planning offices, beginning with pilot zones or sub-zones. Following the legal revision, the Metropolitan City, the Piedmont Region, and the selected municipalities will enter into

formal agreements specifying the structure, staffing, responsibilities, funding, and location of each pilot planning office. These agreements will formalize the shared responsibility model that underpins the action: municipalities will participate as co-authors of intermunicipal plans, the CMTo will serve as a coordinating technical entity, and the Region will act both as co-planner and funder. A crucial aspect to be defined in the agreements establishing the pilot planning offices will be that of funding. Ensuring in the previous implementation phase that some form of regional funding is guaranteed will be fundamental.

Each planning office will require a minimum team including urban planners, administrative coordinators, and GIS specialists. Staff may be seconded from municipalities, recruited externally, or pooled from existing technical units.

During this stage, the Metropolitan City will also coordinate training and capacity-building activities in partnership with the Polytechnic University of Turin and professional orders (e.g., Chamber of Architects), ensuring that all participating offices work from a common methodological and technical foundation.

In the long term, the action will scale up from pilot zones to a full metropolitan rollout. This will involve extending the planning office model to all interested homogeneous zones or sub-zones, drawing on lessons learned from the pilot phase. Based on the evidence acquired through the observation of the first planning offices and their establishment process, organizational models, implementation procedures, and interinstitutional protocols will be refined. Simultaneously, planning offices will become embedded in the broader ecosystem of metropolitan and regional planning, working as territorial nodes that align local planning with higher-level instruments such as the PTGM, PTR and PPR. From this point forward, planning offices will serve not only as drafting hubs for intermunicipal regulatory plans but also as stable interlocutors for sectoral planning initiatives (mobility, housing, climate adaptation), funding applications, etc.

Implementation will be supported by tools drawn from standard project management practices, as suggested in Annex 3. A detailed timeline (e.g., Gantt chart) will be developed by the CMTo's planning department to schedule activities and identify task dependencies. A RACI matrix will clarify who is responsible, accountable, consulted, or informed for each milestone, helping prevent overlap or gaps in coordination.

For example, during the pilot phase, municipalities will be responsible for designating staff and adopting intermunicipal commitments, the CMTo will be accountable for coordinating and delivering technical support, the Region will be consulted on funding mechanisms and legal compliance, while broader stakeholders will be informed of progress and invited to contribute through consultative events. Implementation checklists will also be used at each phase to ensure no step is overlooked—from signing formal agreements, to appointing planning staff, to launching local consultation rounds.

The indicative timeline for this action envisions a start in the final months of 2025 with preparatory work and concludes in 2030 with a network of fully operational HZ planning offices across the metropolitan territory.

By the end of this process, the Metropolitan City of Turin will have transitioned from a fragmented landscape of local planning efforts to a coordinated, zone-based planning ecosystem. This will not only align local instruments with strategic goals at the metropolitan and regional levels but also strengthen the capacity of small and medium-sized municipalities to plan effectively, innovate jointly, and address shared challenges through collective solutions.

SHORT-TERM IMPLEMENTATION STEPS	MEDIUM-TERM IMPLEMENTATION STEPS	LONG-TERM IMPLEMENTATION STEPS
<ul style="list-style-type: none"> • Monitoring of the revision process of Regional Law 56/1977, led by the Region, and joint advocacy (CMT0, metropolitan municipalities) to ensure the revised law includes provisions for HZ planning offices. • Development of a draft governance and operational model for HZ planning offices in collaboration with stakeholders (mainly the Region and metropolitan municipalities). • Identification of potential pilot homogeneous zones or sub-zones. 	<ul style="list-style-type: none"> • Following the revision of the law, signing of formal tripartite agreements (CMT0, Region, pilot municipalities) for at least 2 pilot HZs or sub-zones. • Establishment of planning offices in the pilot HZs or sub-zones (physical and organizational setup). • Recruitment or assignment of staff. • Development of capacity-building programs (in collaboration with the Polytechnic University of Turin, Chambers of Architects, and other partners). 	<ul style="list-style-type: none"> • Evaluate pilot experiences. • Adjust and refine legal, organizational and procedural tools based on lessons learned. • Launch HZ planning offices in remaining zones/sub-zones. • Fully integrate planning offices into the PTGM framework and regional planning workflows. • Institutionalize coordination mechanisms between HZ offices, the CMT0, and the Region.

K. Funding & Resource Mobilization for Action 2

The establishment of HZ planning offices requires a deliberate and **multi-sourced funding strategy**. This initiative, while rooted in institutional reform and administrative

cooperation, will ultimately depend on the capacity to mobilize both financial and non-financial resources across levels of government and sectors. At present, **dedicated funding mechanisms for HZ planning offices do not yet exist in regional legislation.** Their creation will therefore need to be embedded in the forthcoming revision of **Regional Law No. 56/1977**, a legal prerequisite not only for enabling planning offices to be established but also for securing their financial viability.

In the short term, advocacy must focus on ensuring that the revised law provides clear mandates and financial provisions for these offices. **The Piedmont Region will be called on to allocate resources dedicated to promote intermunicipal spatial planning through the establishment of planning offices.** These could cover both start-up costs for pilot planning offices and broader operational expenditures.

Cost estimates for each HZ planning office will vary depending on size and staffing model but can be preliminarily structured around three main resource categories: **personnel, infrastructure and technical support.** Each office is expected to require 2-3 professionals; at the Metropolitan City of Turin, a minimum of 3 professionals would be required for the coordination and support of HZ spatial planning offices. In-kind contributions, such as the provision of office space by host municipalities, can reduce the operational costs.

To mobilize the necessary resources, several funding mechanisms can be activated in line with the principles set out in Annex 4. First, **public budget allocations** will play a central role. For the planning offices to be able to operate effectively, **the Piedmont Region should commit to multi-year funding agreements.** A co-financing model, where **municipalities contribute to operational expenses,** could help distribute responsibility. Contributions by the Region could be structured as proportional to municipal population or planning jurisdiction.

Second, European funding offers substantial opportunities. **Cohesion Policy funds,** particularly under the ERDF and ESF+ 2021-2027 programming period, **provide targeted support for capacity building, urban planning innovation and intermunicipal cooperation.** The Interreg Europe program and the EU Urban Initiative are particularly relevant for pilot-phase funding. Preparing strong applications will require coordination and technical support, which the CMT could centrally manage on behalf of the homogeneous zones.

In-kind contributions will also be critical. Municipalities can provide physical office space, second staff on rotation, or offer access to existing GIS or administrative tools. Academic institutions such as the Polytechnic University of Turin can contribute research support, operational support (for example through dedicated traineeships) and training modules, while professional associations may provide pro bono consulting or joint training programs.

Also to be considered is the **technical support that will be provided by the Metropolitan City of Turin,** which will not be able to contribute financially to the funding of planning

offices, but will nonetheless contribute to their functioning through the mobilization of another kind of resource: technical expertise.

To ensure financial sustainability beyond the initial funding cycle, long-term mechanisms should be explored. Ultimately, the success of the HZ planning offices will depend on a balanced funding mix: **regional funding, municipal contributions and competitive access to national and European funds** for innovation and scaling. A financial model built on shared responsibility and adaptive resource mobilization will be essential to ensure that these offices can not only be launched but sustained as pillars of collaborative planning in the Turin metropolitan area.

L. Monitoring and Evaluation for Action 2

The establishment of planning offices for homogeneous zones or sub-homogeneous zones is a structural reform requiring continuous tracking, learning and adjustment. Effective monitoring and evaluation will ensure that this strategic action delivers its intended outcomes: enhanced intermunicipal coordination and metropolitan cooperation, improved planning capacity and stronger alignment of local spatial plans with metropolitan and regional development frameworks. The monitoring and evaluation system will track both implementation progress and operational effectiveness, using a focused set of performance indicators and feedback mechanisms to support adaptive management.

Five initial KPIs have been identified to evaluate the success of the action entailing the establishment of HZ planning offices.

1. Number of HZ planning offices established.

This measures the physical and institutional setup of planning offices. The baseline is zero (2025), with a target of two pilot offices by 2028. The 2030 target should be set when discussions with municipalities are launched and their interest in intermunicipal spatial planning is evaluated. As specified in paragraph B, municipalities will indeed retain full discretion in deciding whether to adopt a coordinated form of local urban planning – by drafting an intermunicipal regulatory plan jointly with neighboring municipalities, benefiting from the support and coordination of the Metropolitan City (via the planning offices of the homogeneous zone or its sub-zone) – or to develop their own municipal regulatory plan exclusively for their territory. The establishment of HZ planning offices will not be mandatory.

2. Percentage of homogeneous zones in which a planning office has been established (referring to the whole HZ or to a sub-zone).

This reflects the interest sparked into homogeneous zones by the possibility to draft intermunicipal regulatory plans provided for the revised Regional Urban Law. The target should be set once discussions with municipalities and HZ are launched.

3. Number of intermunicipal regulatory plans drafted and approved.

This operational indicator tracks planning output. At the present moment defining a target and a time horizon for the approval of intermunicipal regulatory plans by HZ planning offices is not possible, since the revision of regulatory plans and their approval do not follow a predetermined schedule, being instead pursued if and when the need for a revision arises. **External funding mobilized for HZ planning offices (€).**

This financial KPI tracks resource attraction. Both the initial and the 2030 target should be set once a reliable cost estimate is prepared (necessarily once the basic governance and operational mechanisms of planning offices are defined and agreed-upon by the Metropolitan City, the Region and metropolitan municipalities, in the first implementation phase).

4. Municipal satisfaction with HZ planning offices

Based on annual surveys of municipalities having signed tripartite agreements for the establishment of intermunicipal planning offices, this indicator captures qualitative feedback on their satisfaction with HZ planning offices.

These KPIs meet the SMART criteria and will evolve over time as the action matures. Additional indicators, such as the number of staff trained, may be incorporated as secondary metrics.

As far as the **monitoring and reporting system** is concerned, the Metropolitan City of Turin (CMT0), through its planning department, will be responsible for developing and maintaining a central monitoring system. This will include:

- a **monitoring matrix** mapping each KPI to its baseline, target, data source, responsible party, and reporting frequency;
- a **dashboard-style internal reporting system**, with visual indicators (e.g., traffic light system) to highlight progress and underperformance;
- **annual written reports** summarizing achievements, bottlenecks and emerging needs, to be shared with Assemblies of Mayors, the College of Spokespersons, the Region, and other relevant stakeholders;
- possibly, a **public report**, to ensure transparency and maintain accountability to civil society.

Data collection will rely on planning office activity reports, intermunicipal agreements, financial documentation etc. Each planning office will designate one official responsible for local data input.

A critical feature of Monitoring & Evaluation frameworks is their integration into decision-making. Monitoring is not an end in itself: it has to feed into continuous improvement.

Each year, the CMT0 will convene a coordination review meeting with planning office representatives, HZ spokespersons, the Region and selected relevant stakeholders. The purpose is to reflect on performance data, discuss lessons learned and agree on any

necessary adjustments to operational models, funding arrangements or policy frameworks.

Feedback will also be formalized into the strategic planning cycle of the Metropolitan General Spatial Plan (PTGM), ensuring that territorial insights from planning offices inform higher-level strategic adjustments.

In addition, offices that significantly underperform or report barriers could be offered technical assistance and peer-learning opportunities.

Overall, monitoring and evaluation of the HZ planning office initiative is essential to ensuring its credibility, effectiveness and sustainability. By embedding performance tracking and feedback loops into the governance of the action, the Metropolitan City of Turin will be able to steer implementation intelligently, respond to challenges proactively and evolve the planning office model into a resilient backbone of metropolitan cooperation.

M. Challenges & Risk Mitigation for Action 2

The establishment of Homogeneous Zone (HZ) Planning Offices is an ambitious action aimed at structurally enhancing intermunicipal cooperation and metropolitan governance in the Turin area. While the action promises strategic alignment and planning efficiency, its success hinges on overcoming key institutional, political and operational challenges. Foremost among these is the **dependency on a revision of Regional Urban Law No. 56/1977**, which currently does not foresee the formal establishment of intermunicipal HZ planning offices. **If the Regional Law is not revised in a way that enables this institutional change, the action cannot proceed**, a high-impact, high-likelihood risk that requires robust mitigation.

As anticipated, the primary barrier to implementation is legal and institutional: the current legislative framework does not provide for planning offices at the intermunicipal level. Without amendments to Regional Law 56/1977, municipalities cannot be legally empowered to jointly develop intermunicipal regulatory plans via HZ planning offices. This legal constraint threatens the action at its root.

In addition, several secondary barriers must be addressed:

- political volatility: changes in regional or local leadership could deprioritize the reform or shift support away from intermunicipal coordination;
- financial uncertainty: the absence of funding from the Region may delay or obstruct the operationalization of pilot planning offices;
- inter-municipal conflicts: diverging priorities, rivalries or disagreements over cost-sharing and office locations may undermine cohesion within homogeneous zones;

- capacity constraints: many small municipalities lack the technical staff or experience to fully participate in intermunicipal planning without external support.

Based on Annex 6 guidelines, risks have been assessed using a qualitative matrix of likelihood and impact. The following table summarizes high-priority risks and mitigation strategies.

Risk	Likelihood	Impact	Risk level	Mitigation strategy
Failure to revise the Regional Urban Law	High	High	High	Joint political advocacy by CMTo and metropolitan municipalities, framing planning offices as functional to the achievement of regional priorities.
Lack of regional funding	Medium	High	High	Early engagement with the Region to embed funding provisions in the revised law; develop backup funding plans (EU, ERDF, Interreg); initiate pilots with minimal costs.
Withdrawal of municipalities from joint agreements	Medium	High	High	Formalize commitments via tripartite agreements; offer technical incentives; ensure equitable cost/resource sharing.
Conflict over office location or staffing	Medium	Medium	Medium	Use Assemblies of Mayors and the College of Spokespersons for consensus-building; rotate office locations or adopt distributed staffing models.
Capacity gaps in small municipalities	High	Medium	Medium	Offer targeted technical support through CMTo, develop joint training and capacity-building programs.

As highlighted in Annex 7, metropolitan cooperation projects must anticipate and manage conflict, not just react to it. The proposed action embeds conflict resolution mechanisms at multiple levels.

1. **Prevention through clear governance design:** formal agreements will specify roles, responsibilities, funding obligations and conflict resolution clauses to reduce ambiguity and prevent disputes.
2. **Negotiation and mediation:** where disagreements arise, especially around funding or planning priorities, structured negotiations will be facilitated through the College of Spokespersons.

3. **Escalation channels:** conflicts that cannot be resolved at the HZ level can be escalated to the Metropolitan City, which serves as a neutral arbiter with representation from all zones. This tiered model ensures issues are addressed at the lowest possible level.
4. **Consensus-building and facilitation:** stakeholder workshops, technical dialogue sessions and cross-zone peer exchanges will be organized during pilot phases to foster mutual understanding.
5. **Technical compromise:** where conflict concerns specific policy details (e.g., zoning approaches), the CMTo can commission joint technical studies, allowing data to drive compromise.

Given the elevated risk surrounding the legal reform, a **contingency plan** will be prepared. If the Regional Law is not revised by 2026, the CMTo and interested municipalities could pursue a workaround using existing legal tools, such as **voluntary intermunicipal associations**, not formally designated as "planning offices" but able to perform similar coordination functions. This allows pilot collaboration to move forward in a lighter form, until legislative conditions allow for full implementation.

APPENDIX 1 - ACTION 1: SWOT Analysis concerning Option A and Option B

Option A - Integration into the institutional website

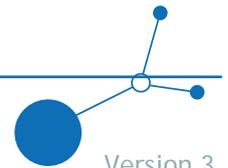
STENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ▪ The main components of the system are already available within the Metropolitan City of Turin. ▪ Using the institutional website for participation functionalities integrates them with existing content related to organizational structure and administrative procedures. ▪ Technical support is available from CSI (in house company) for systems already in operation. ▪ Implementation times are relatively short and mostly manageable by Metropolitan City staff. ▪ A modular approach allows investment and subscription costs to be spread over time. ▪ Features related to official protocol registration are already structured. ▪ Existing tools currently in use are valorized and built upon. 	<ul style="list-style-type: none"> ▪ The tendency of individual departments to manage initiatives on their own webpages may reduce the visibility of the Metropolitan City's overall participatory efforts. ▪ A structured coordination effort is required among multiple departments that must contribute to implementing and maintaining the platform. ▪ Modular development requires tailored solutions for each integration (e.g., content management, interaction with protocol systems, different back-office environments, etc.).
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ▪ The modular approach makes it easier to expand or adapt participatory features in response to external needs, for example, by developing specific tools for forums, focus groups or public events. ▪ Building structured participation functionalities would increase the efficiency and quality of services provided by the Metropolitan City, particularly in areas such as municipal support or local economic development. 	<p>Limited integration with participatory platforms used by other institutions at the national level compared to a shared solution (e.g. reuse of Decidim).</p>

Option B - Participation in national Open Government initiatives

STENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ▪ A wide range of technical solutions to support participation is already available and highly integrated in a single environment. ▪ Participation in a pilot program where the main cost is the allocation of internal human resources. ▪ Access to structured training paths, such as those offered by Formez. 	<ul style="list-style-type: none"> ▪ The system components are not currently part of the Metropolitan City's digital infrastructure. ▪ Coordination with the institutional website is still necessary. ▪ Technical support from CSI (in-house company) would need to be assessed. ▪ Ongoing costs for maintenance and licensing would need to be planned. ▪ Staff training is required to use new tools. ▪ Limited use of existing management systems, despite their fixed costs. ▪ Features related to official protocol handling would need to be developed.
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ▪ Greater visibility of the Metropolitan City's participatory actions, both locally and at the regional/national level. ▪ Integration with existing participation initiatives in other regions and institutions. ▪ Development of relationships with the Department of Public Administration. ▪ Access to new ideas and experiences from other administrations using the same platform. ▪ Availability of advanced tools that could support new participatory practices (e.g. petitions). 	<p>Security risks must be assessed due to the use of a cloud environment not managed by the institution.</p>

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. Activity 3.1.2. Strategy for strengthening metropolitan cooperation and governance in CE

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E. Conclusions	Hiba! A könyvjelző nem létezik.

Executive Summary

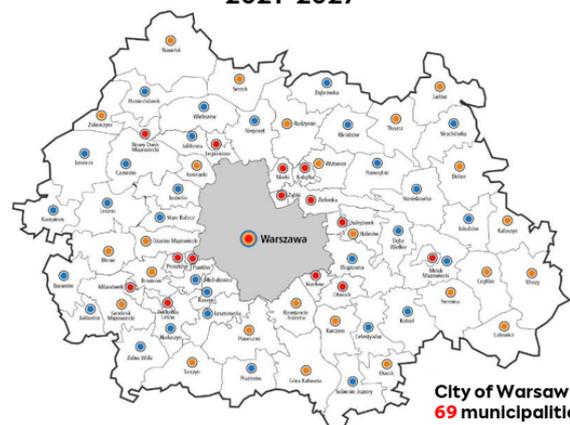
The “Integrated Plan for the Development and Coordination of Public Transport in the Warsaw Metropolis” is a document that sets out the directions for building a coherent, modern, and efficient transport system in the Warsaw Metropolitan Area. The plan is based on the need to improve transport accessibility, 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



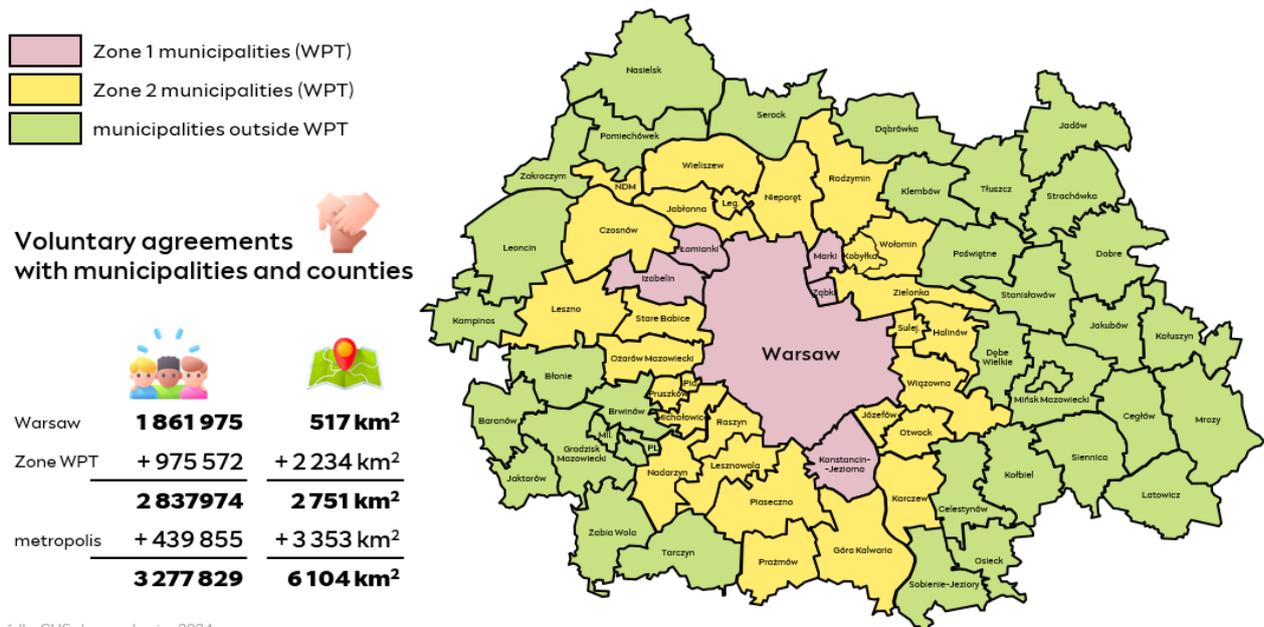
Main objectives:

- 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 solutions 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

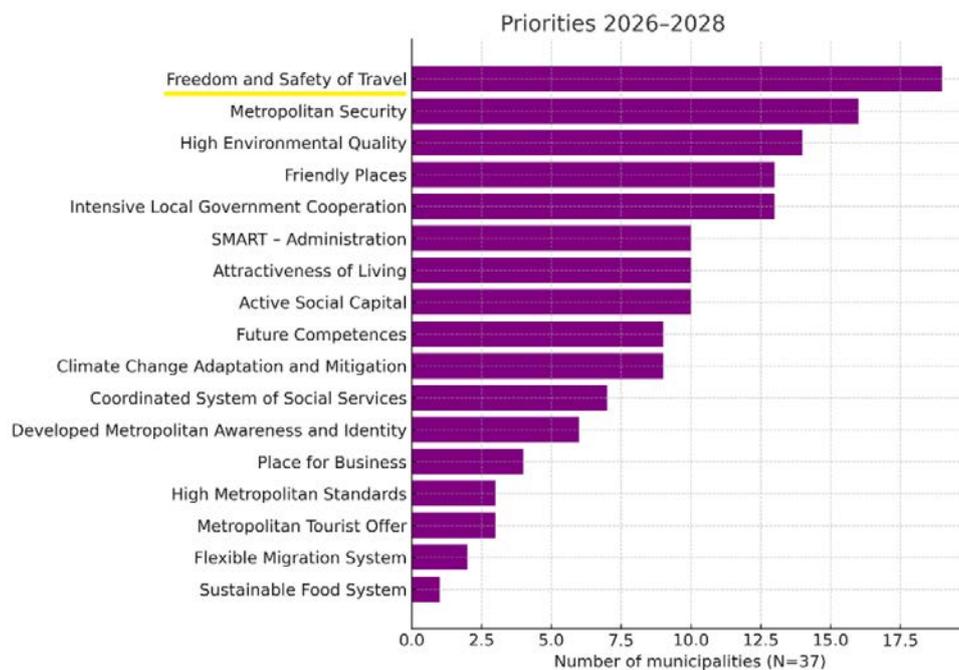
The assumptions of the Action Plan were consulted during the Regional Stakeholder Meeting, held on September 22-23, 2025, in the Municipality of Wiązowna, with the participation of representatives from municipalities of the Warsaw Metropolis. The meeting was attended by representatives of municipalities 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://um.warszawa.pl/warsaw-metropolis>



European Funds for Recovery



Republic of Poland



Co-funded by the European Union



Mazovia

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)



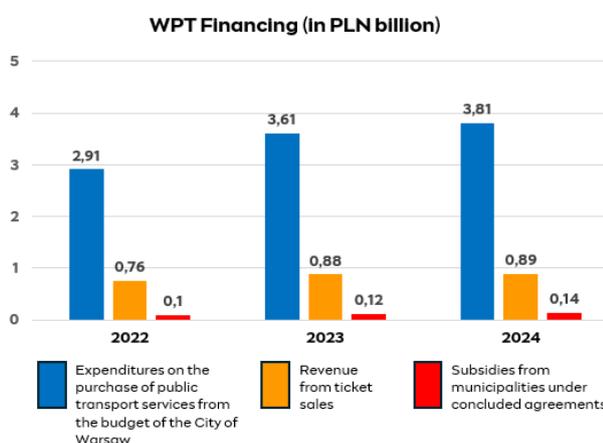
71% of expenditures on the purchase of transport services comes from the budget of the City of Warsaw and the municipalities.

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

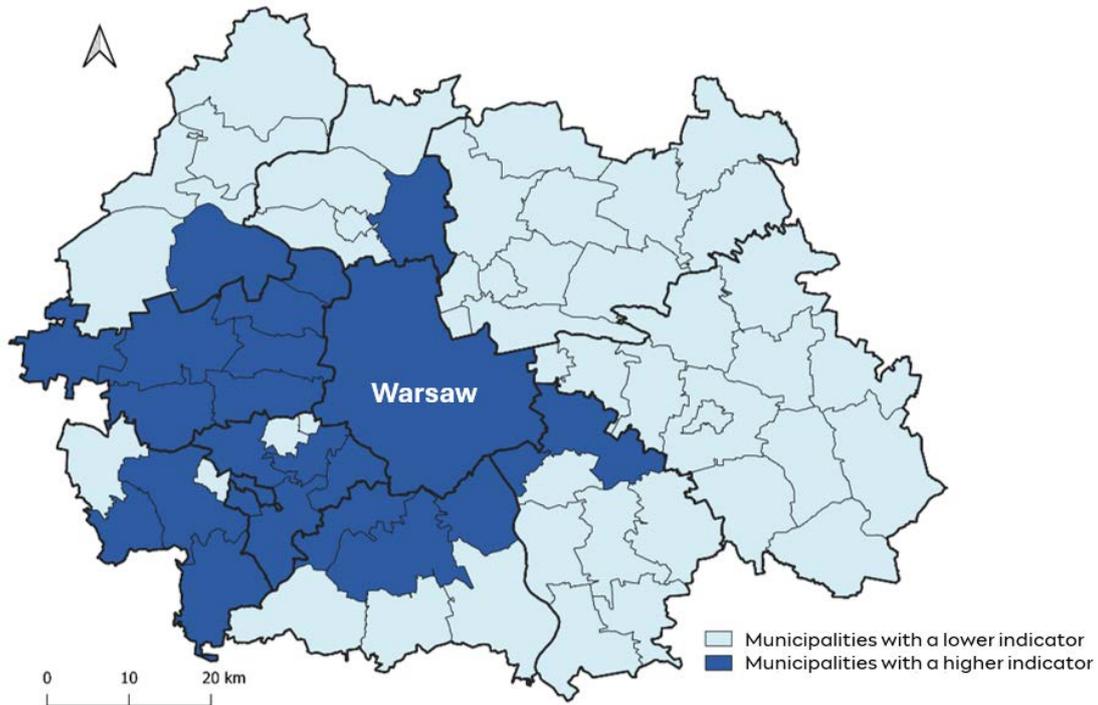
To ensure effective cooperation and avoid paralysis of activities, Action 1 proposes the following conflict resolution mechanisms, with a key role for the Metropolitan Council and the Board of the Warsaw Metropolis Association:

- **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

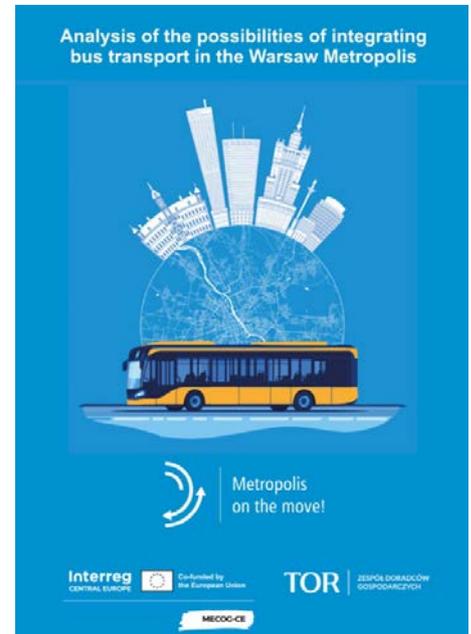
Effective integration of public transport will improve accessibility, increase passenger comfort, and strengthen cooperation between local governments.

- 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

operators and carriers are responsible for providing transport services, implementing uniform vehicle and infrastructure standards, and sharing schedule data. The shared goal of all parties is to ensure a coherent, accessible, and sustainable public transport system across the Warsaw Metropolis.



2026 development of common standards for the entire metropolis

Including development of vehicle standards for metropolitan lines and those operated by external providers, passenger information standards on websites and on vehicles, bus stop standards, and standards for sharing timetable data by external organizers.

2027 implementation of soft measures

Integration of passenger information, launch of a journey planner covering the entire metropolis, and introduction of standardized line names and numbers. Additionally: launch of some new bus connections and expansion of the Common Ticket to cover the entire metropolis.

2028+ continuation and development

Creation of a complete network of metropolitan bus connections, implementation of a new fare and ticketing system with a metropolitan ticket covering all transport modes, and ensuring public transport access in every municipality.

4. Funding & Resource Mobilization

For integrating the transport system in the Warsaw Metropolis, financing is crucial for the scope of actions that can be implemented. In the short-term (minimum scenario), without the Metropolitan Act and central support, the action will rely mainly on the own resources of local governments (both financial: local budgets and organizational: staff participation,

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 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.