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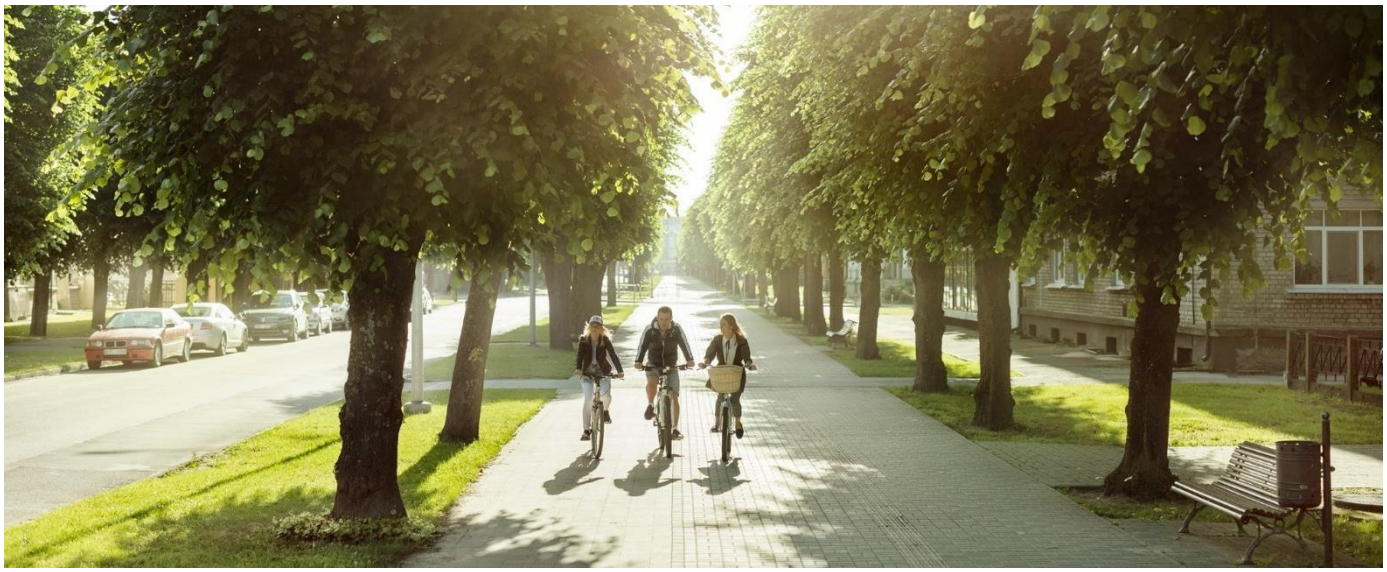

INTEGRATED MOBILITY ACTION PLAN – LIEPĀJA 2035

DECEMBER 2025

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EXECUTIVE SUMMARY

This Integrated Action Plan is part of the work carried out within the URBACT action planning network PUMA, in which nine European cities and regions collaborate to design sustainable and inclusive mobility solutions. It reflects local priorities and draws on shared learning and a common European vision to achieve healthier, fairer and more connected cities.

Nine cities and regions across Europe have joined forces in the PUMA network with a shared ambition: to rethink mobility for a more sustainable, inclusive and connected future. From Latvia to Spain, from Slovenia to Greece, our partners represent very different realities: large cities and smaller municipalities, academic institutions and regional agencies. What unites us is the conviction that mobility can and must be redesigned to serve people, reduce emissions and strengthen the resilience of our communities.

The network began its work with a baseline study that captured the specific challenges and aspirations of each partner. Through transnational meetings, local URBACT groups, peer exchanges and workshops, we built a common framework for action while respecting the uniqueness of each location. Along the way, we learned from each other, tested new ideas and addressed not only technical issues, but also deeper questions of equity, accessibility and participation.

The Integrated Action Plan you are about to read is the result of this collective effort. While it reflects the specific local context of Liepāja, it also carries the DNA of the PUMA network: citizen participation, a holistic perspective on mobility and alignment with broader European decarbonisation and digital transition objectives. It is not just a document, but a roadmap for tangible change, from safer streets and better connections for cyclists to integrated public transport and low-speed zones.

PUMA's strength lies in its diversity and collaboration. By working together across borders, we have shown that solutions for sustainable mobility are not only technical, but deeply social. Therefore, the plan presented here is both local and European: it is based on everyday needs, but points towards a common vision of healthier, fairer and future-proof cities.

Liepāja's Integrated Action Plan 2035 outlines a comprehensive strategy to transform urban mobility through sustainability, accessibility, and innovation. Developed under the URBACT PUMA network, the plan targets car dependency reduction, public transport revitalisation, and climate-conscious infrastructure.

Key Objectives

Table 1: Six key objectives of the Liepāja Integrated Action Plan 203 5and their description

Objective	Description
1. Socially inclusive mobility	The accessibility and ease of use of modes of transport available to all members of society (walking, cycling, public transport) is increasing. The convenience (and accessibility) of these modes of transport for people with disabilities is improved.
2. Resource-efficient mobility	The time spent by road users on the road and vehicle mileage are reduced. Primarily, traffic efficiency should be improved through sustainable modes of transport.
3. Climate-neutral and environmentally friendly mobility	Climate-neutral and environmentally friendly mobility - Reduction in the amount of GHG (CO2) and air pollutant emissions from vehicles
4. Mobility in harmony with attractive public spaces and an economically dynamic urban environment	Reduction in noise and air pollution caused by transport, increase of general life quality in Liepāja
5. Mobility that promotes physical activity	The proportion of residents who mainly walk or cycle as their primary mode of transport on a daily basis increase
6. Safe mobility	Reduction in the number of people injured or killed in road traffic accidents.

Priority Interventions:

- Construction of new cycling corridors
- Reconstruction of Liepaja station into a regional mobility hub
- Creation of intermodal urban mobility points at the city peripheral zones with Park&Ride function
- Implementation of traffic calming and safety measures
- Deployment of digital ticketing and MaaS tools

Timeline:

- **2025–2027**: Launch of quick wins and pilot solutions
- **2028–2034**: Infrastructure expansion and system integration
- **2030–2035**: Full digital rollout and monitoring

Impact Targets by 2035:

- Car modal share reduced from 45% to <40%
- Sustainable transport modal share increase from 55% to >40%:
  - Bicycle modal share increased from 6% to >10%
  - Public transport share increased from 12% to >15%
  - Walking modal share kept at least 37%
- Reduced urban mobility CO_2 emissions

Governance:

Implementation will be coordinated by the city's Development Department, with annual monitoring, multi-level stakeholder engagement, and mid-term review in 2029.

The IAP positions Liepāja as a national leader in sustainable mobility — delivering cleaner air, safer streets, and a more inclusive urban experience for all.

Ideas and methods for IAP have been developed in close collaboration with the URBACT "PUMA – Plans for Sustainable Urban Mobility Actions" action planning network partners, Lead Expert Karolina Orcholska and Latvian mobility consultant Ardenis Ltd.

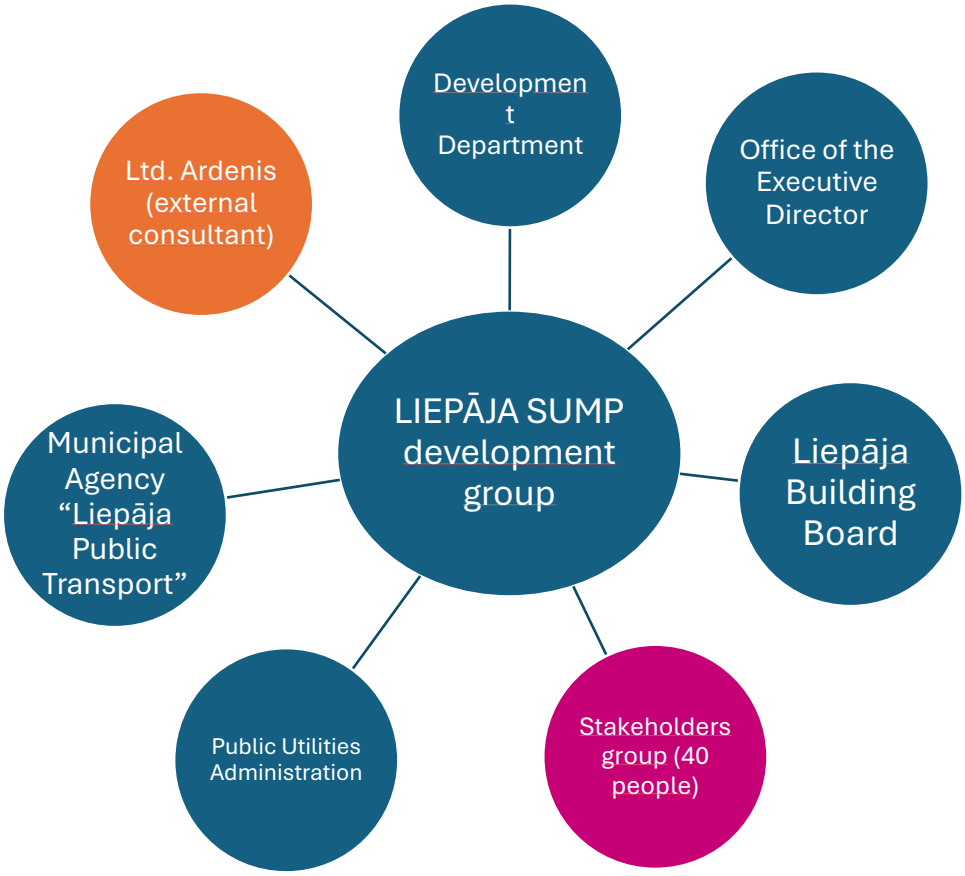
SECTION 1: CONTEXT, NEEDS AND VISION

1.1 Theme Addressed

The Liepāja Integrated Mobility Action Plan (IMAP) 2035 addresses the overarching challenge of transitioning to a more sustainable, accessible, and inclusive urban mobility system. The plan is developed within the framework of the URBACT "PUMA – Plans for Sustainable Urban Mobility Actions" network and aims to foster low-carbon, safe, and multimodal mobility across Liepāja and its functional urban area, particularly the South Kurzeme Region.

1.1 Stakeholder Involvement and ULG Role

On September 9, 2024, by order No. 172/2.1.1 of the Executive Director R. Fricbergs, a local action group was established in order to ensure successful development of the Integrated Mobility Action Plan.



Picture 1: Liepāja integrated mobility action plan development group structure (source: Liepāja City Municipality)

The members of the working group have actively participated in the development of the Mobility Plan 2035, representing the interests of their institutions/fields, development plans, investment projects and other initiatives, and have participated in project meetings and working groups. Colleagues have provided information on issues related to mobility

(current situation, data, challenges, problems, plans, investment projects, etc.) within the competence of their sector/institution, which was necessary for the development of the plan.

In addition, other colleagues from the Development Administration and the Building Board were involved in the development of the plan. Two enlarged ULG's (with 40 participants from ~20 stakeholder groups) were held, involving representatives of capital companies, active associations and residents.

In September 2024, a survey on mobility habits was conducted, in which 328 Liepāja residents participated. The results of the survey and residents' suggestions were incorporated into the plan's solutions and content.

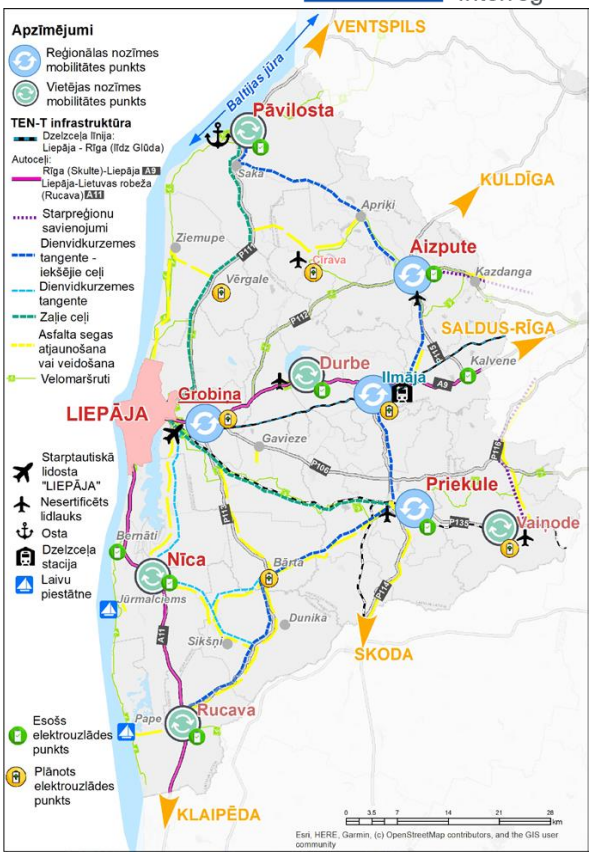
1.2 City Profile and Urban Context

Liepāja is the third-largest city in Latvia, located on the Baltic Sea coast, with a population of approximately 66,680 residents as of early 2024. Despite a steady population decline of 10.5% since 2012, transport demand has not decreased. On the contrary, average daily volumes of car traffic on the main access roads to Liepāja have grown by over 40% since 2014.

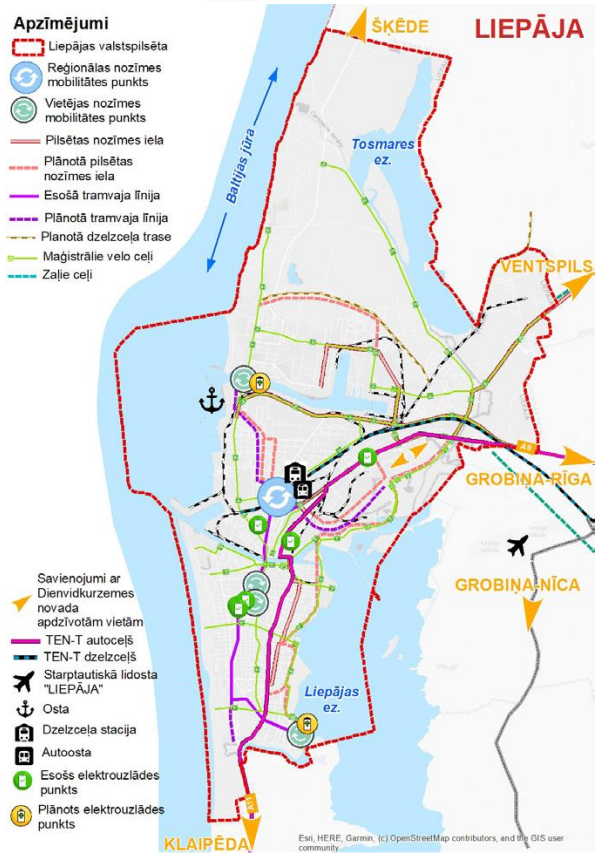
Picture 2: Liepāja city location in Latvia (red)[1]

Public transport usage has fallen by nearly 30%, while motorisation rates have risen. These trends highlight a pressing need to rethink mobility priorities, especially in the context of climate goals and equity in access.

[1] Source: https://lv.wikipedia.org/wiki/Att%C4%93ls:Liepaja_in_Latvia.svg

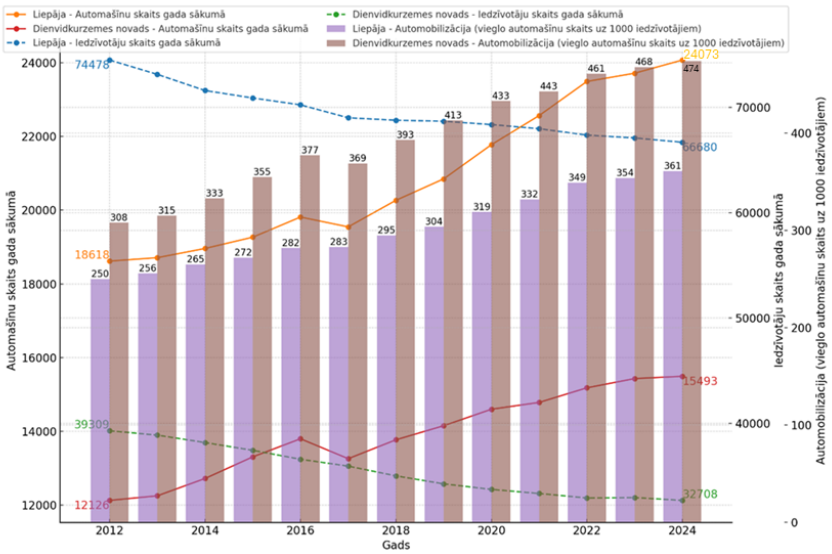


Picture 3: Main transport corridors in Liepāja city



Picture 4: Main transport corridors in Liepāja city

Source: Liepāja and Dienvidkurzeme Municipality sustainable development strategy 2035



Orange line – number of cars in Liepaja
Blue line – population of Liepaja
Red line – number of cars in Dienvidkurzeme
Green line – population of Dienvidkurzeme
Purple chart – number of cars per 1000 inhabitants in Liepaja
Brown chart – number of cars per 1000 in Liepaja

Picture 5: Population, passenger car and motorisation rate changes in liepaja and dienvidkurzeme region from 2012 to 2024[2]

Although motorisation rates are increasing, at the beginning of 2023 Liepaja had one of the lowest motorisation rates in the country, i.e. 361 cars per 1 000 inhabitants (418 cars per 1 000 inhabitants in Latvia).

[2] Source: Ardenis Ltd., using data from Central Statistical Office

The increasing motorisation rates in Liepāja can be attributed to several internal and external factors:

- Urban sprawl – areas such as Nīca, Grobiņa, and Pāvilosta generate significant daily commuting flows, where private cars are often indispensable due to limitations in public transport.
- Well-developed road infrastructure – the absence of significant barriers encourages the use of private vehicles.
- Economic growth – rising incomes have enabled households to purchase more vehicles than are strictly necessary.

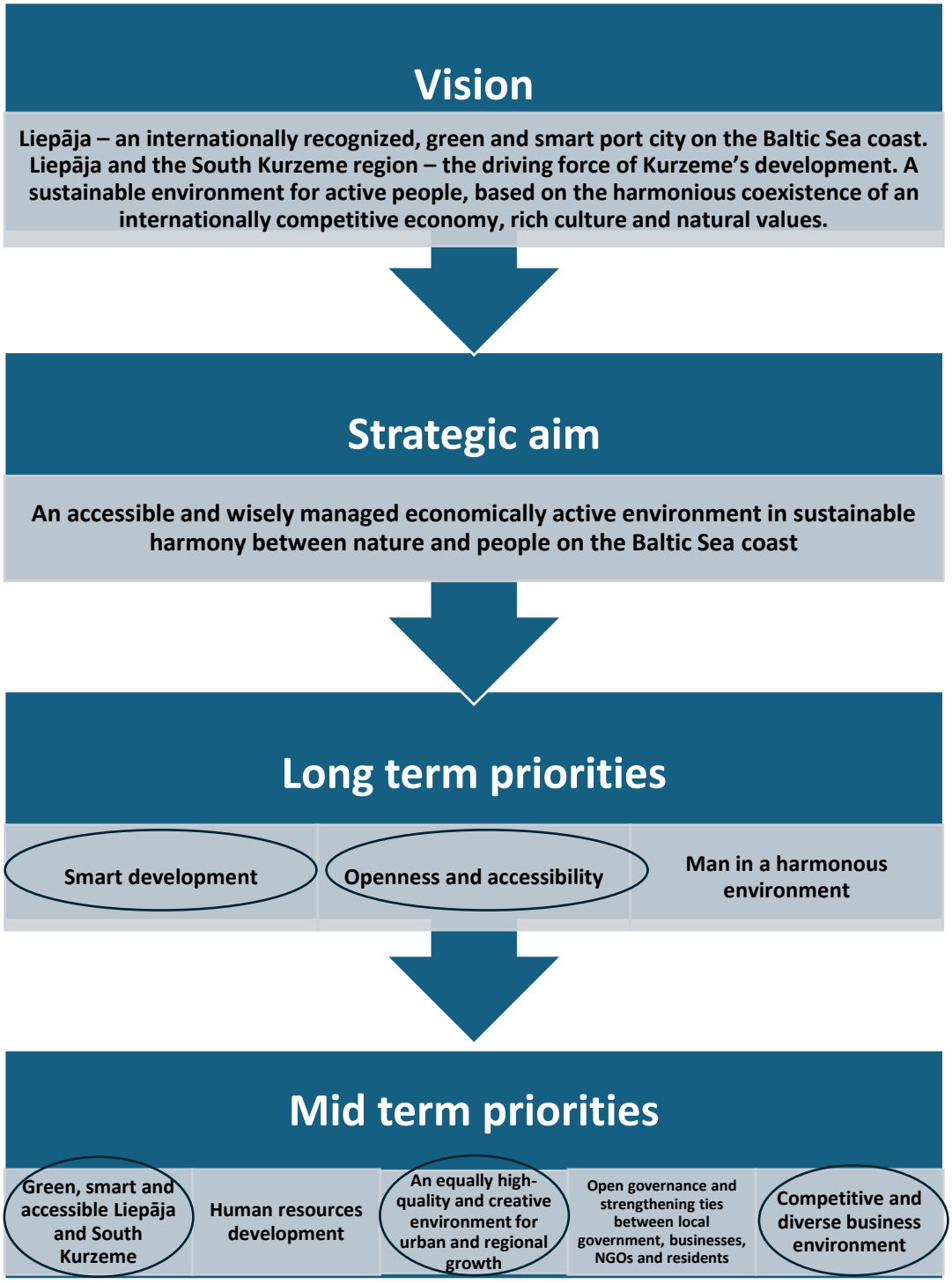
Although motorisation rates have been rising, the modal split in Liepāja indicates that approximately 50% of all trips are still made using environmentally friendly modes of transport (walking, cycling, and public transport; see Picture 9). This suggests that there is potential to further reduce the share of private motorised trips, though the scope for significant reductions may be limited.

1.3 Existing Strategies and Policies

The IMAP builds upon:

- **European Green Deal**
- **TEN-T and EU transport strategy**
- **National Sustainable Energy and Climate Action Plan 2023–2030 (IEKRP2030)**
- **Sustainable Development Strategy of Liepāja and South Kurzeme until 2035** (Strategy 2035).
  Strategy 2035 is a long-term development planning document, which sets out the long-term strategic objectives and priorities of the development of the municipality, and outlines the spatial perspective of the development of the municipality. It is the first joint planning document developed as a result of the administrative territorial reform, in cooperation between the City of Liepāja and the newly established South Kurzeme in 2021. The strategy is the basis for the targeted planning of the priorities, actions and investments of the municipal development program and the further updating of the municipal territorial plan.
- **Development Programme 2022–2027 (Programme 2027)**
  Programme 2027 is an operational document, which is closely related to Strategy 2035 and Territorial plans of the Liepāja City and South Kurzeme. The main instrument of the Programme 2027 implementation is the Action and investment plan 2022-2027, which includes detailed information on the planned investment projects and activities, and it serves as a basis for municipal institutions to develop annual action plans, budget and attract external funds.

Vision, strategic aim, long and mid term priorities are outlined in an illustration below. Strategic settings that are related with IMAP, are outlined in black circles.



Picture 6: Liepāja city and Dienvidkurzeme municipality strategic settings

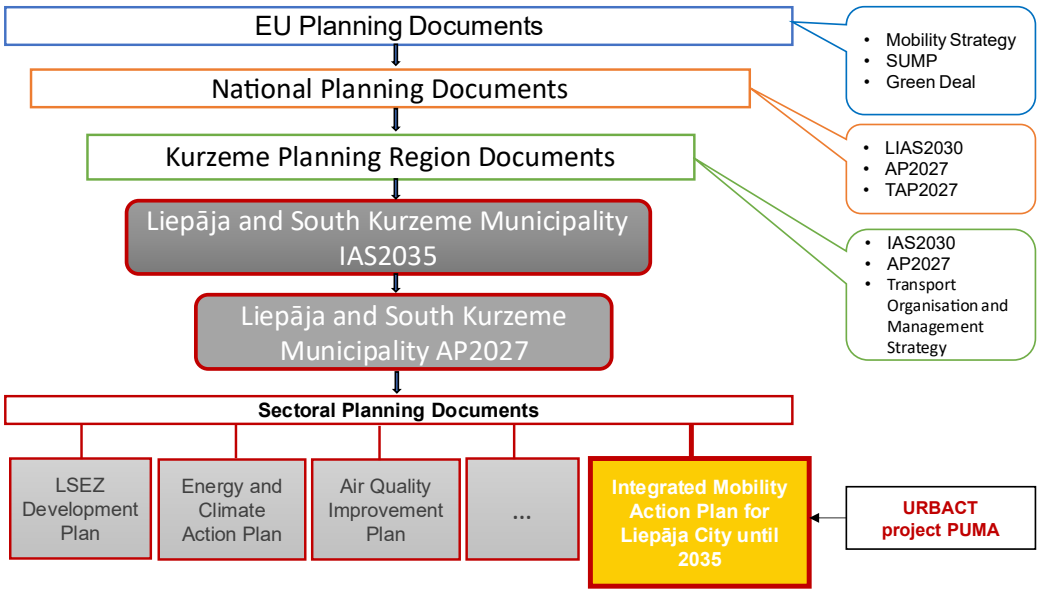
Below are shown three action directions and six tasks that are related to IMAP and mobility in general. Tasks are hierarchically subordinated to Action directions and from tasks derives investment projects.

Action direction 1: Living environment and nature	• Task 1.6. To develop safe, sustainable and high-quality outdoor spaces • Task 1.7. To promote climate change mitigation and adaptation • Task 1.8. To promote public awareness, change behavioral patterns and habits, implement environmental education measures
Action direction 5: Traffic infrastructure and mobility	• Task 5.1. To promote digital and smart, sustainable and future-proof road and street infrastructure • Task 5.2. To develop a safe mobility infrastructure for pedestrians, cyclists and other light vehicles, in accordance with universal design • Task 5.3. A modern and sustainable public transport system (transport and infrastructure) and smart mobility hubs
Action direction 8: Business environment	• Task 8.2. To promote the development of industrial areas by creating appropriate infrastructure

Picture 7: Action directions and tasks from Programme 2027 that are related to sustainable mobility

In seven related tasks there are 134 investment projects that are directly or indirectly related to IMAP.

These policies support the integration of climate targets with transport planning, including electrification, improved public transport, and active mobility.



Picture 8: Hierarchy of Latvian planning documents

1.4 Identified Challenges and Needs

The process of identifying challenges and needs began in 2023 when the city of Liepāja conducted a survey on mobility habits (prior to the PUMA project). A similar questionnaire was facilitated in 2024, providing a solid foundation for the external expert to begin their analysis. The external expert used the results of these questionnaires to analyse the current situation, combining them with data from state and municipal databases and a transport model. Core and enlarged ULG meetings, where people from different sectors came together to discuss the main problems and potential solutions, were also an important part of the process of identifying challenges and needs.

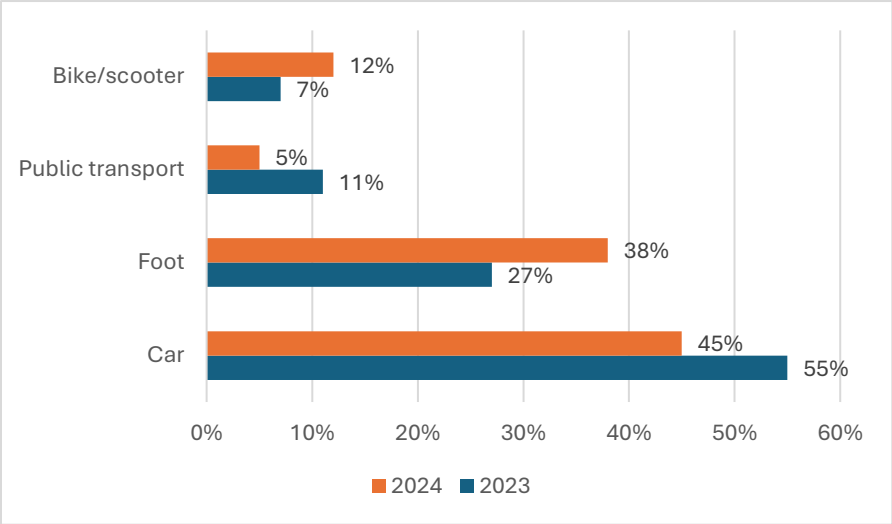
Through data analysis and stakeholder engagement, the following challenges were identified:

- High reliance on private cars
- Insufficient and fragmented cycling infrastructure
- Limited accessibility for vulnerable users
- Poor digital integration in public transport
- Low attractiveness of multimodal options

Stakeholders stressed the need for improved intermodal hubs, safer cycling and walking networks, and a more inclusive approach to mobility planning.

To ensure the plan reflects residents' needs, a city-wide mobility survey was conducted in early 2024. Key takeaways include:

- Based on mobility surveys in 2023 and 2024, on average 50% of trips are made by car; 8% by public transport, and 10% by bicycle
- 46% of women report feeling unsafe when cycling in traffic
- Public transport satisfaction scored 2.8 out of 5, with concerns about frequency and route coverage
- Elderly and low-income residents rely most on public transport and walking infrastructure



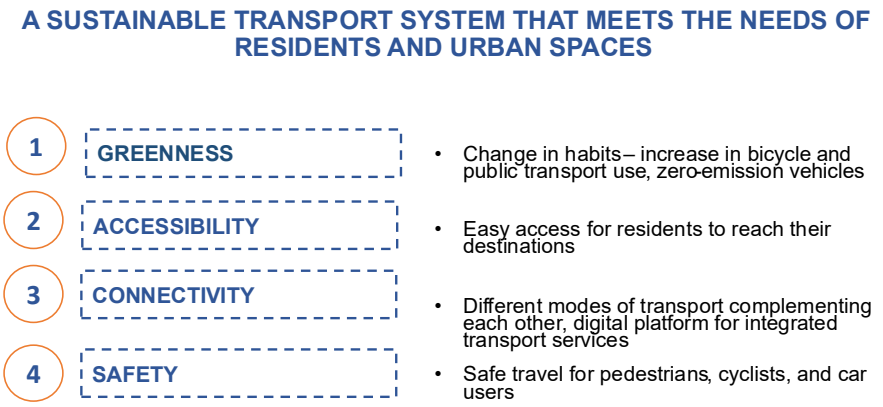
Picture 9: Liepāja modal split in 2023 and 2024

These findings directly informed prioritised actions for safety, digitalisation, and inclusive design.

1.5 Vision for Urban Mobility in Liepāja (2035)

"Liepāja is a Latvian model for a sustainable transport system based on human needs. It is safe, convenient, and beneficial for every resident and visitor to travel by public transport, bicycle and on foot — regardless of origin, income level, social status, gender or physical abilities. Conditions have been created so that private car use is not the default choice, and journeys are mainly made by environmentally friendly means."

This vision is structured around four core principles (see Picture 10):



Picture 10: Illustration of four core principles of the vision

1.6 Integration Challenge

In URBACT guidelines for integrated action plans it is stated that delivering more integrated approaches to sustainable urban development is a key objective of the URBACT programme and a central focus of the Action Planning networks. A good understanding of 'integrated' urban development and how this understanding can be applied in action planning is vital.

Throughout the IAP development process, Liepāja ULG worked together with PUMA Lead Expert and external consultant and critically self-assessed where more integrated approaches are most urgent or can deliver the most obvious benefits in their context.

URBACT has defined 12 aspects of integrated urban development:

1. Stakeholder involvement in planning
2. Coherence with existing strategies
3. Sustainable urban development
4. Sectoral integration
5. Spatial integration
6. Territorial integration
7. Multi-level governance
8. Integration of cross-cutting thematic aspects
9. Integration over time
10. Complementary types of investment
11. Mobilising all available funding
12. Stakeholder involvement in implementation

URBACT advises to firstly understand the full range of aspects of integration, and then focusing on those that are the most relevant or urgent in the given context.

As obligatory aspects of integrated approaches URBACT states five aspects and below it is explained how these aspects are considered during Liepāja IAP development:

- **Stakeholder involvement in planning.** Mobility stakeholders (Development Department, Public transport agency, Building board, Ltd. Liepāja tram etc.) planned mobility solutions together in an integrated and collaborative approach and this approach must be considered in the implementation phase as well.
- **Coherence with existing strategies.** IAP is aligned to strategic planning documents like Liepāja and Dienvidkurzeme development programme, long term sustainable development strategy, Kurzeme planning region development programme, National development plan etc.
- **Sustainable urban development (economic, social, environmental).** In the IAP development sustainable urban mobility plan (SUMP) methodology was applied, therefore economic, social and environmental aspects are in foundation of the IAP.
- **Integration over time.** IAP actions are planned 4 stages:
    - 2025-2028 (short term)
    - 2028-2034 (medium term)
    - 2030 – 2035 (medium and longer-term)
    - After 2035 (long term, climate neutrality scenario actions)

  Some actions like micromobility infrastructure improvements, public transport development are set in priority order.
- **Stakeholder involvement in implementation.** For each action a responsible authority is set and will be directly responsible for its implementation. However, other stakeholder's (citizens, NGO's, active society etc.) role in the IAP implementation is unclear at this stage and should be refined after the PUMA project.

Liepāja's key integration challenge lies in coordinating different sectors (mobility, planning, environment), governance levels (local, regional, national), and mobility modes (PT, cycling, walking). This calls for:

- **Cross-departmental collaboration.** Mobility stakeholders (Development Department, Public transport agency, Building board, Ltd. Liepāja tram etc.) have to plan solutions together in an integrated approach (aspect *Stakeholder involvement in planning*)
- **A city-region-country perspective.** (aspect *Multi-level governance*)
- **Stakeholder ownership across all levels.** (aspect *Stakeholder involvement in implementation*)

Also, some of the optional integrated aspects are well covered in the Liepāja IAP. For example, aspect *Multi-level governance* - to achieve sustainable mobility goals, closer

collaboration between Liepāja, Dienvidkurzeme, Kurzeme planning region and state institutions are neccessary (explained more in the next section).

1.7 Urban-Rural Integration with South Kurzeme

Liepāja is the functional centre of the South Kurzeme region. Many workers, students, and service users commute into the city daily. External traffic participants accounted for 31% of all trips by motor vehicles in Liepāja city. More than half of these trips were made by commuters from the Dienvidkurzeme.

Despite this interdependence, mobility planning has traditionally remained fragmented.

The population of the Liepaja commuting zone (Liepaja state capital and South Kurzeme region) decreased by 8.9 thousand inhabitants or 8%. This increase in the number of trips in the conditions of negative demographic dynamics is partly explained by changes in the structure of commuting mode. In the period from 2014 to 2023, the increase in car traffic came at the expense of a decrease in public transport users. The number of passenger journeys by land public transport in Latvia decreased by 70 million or 27%, while the number of passenger journeys by public transport in Liepāja decreased by 4.4 million or 29%

The IAP seeks to bridge this divide by:

- Coordinating mobility hubs and PT services between Liepāja and regional settlements
- Aligning timelines with the Sustainable Development Strategy 2035 for the region
- Ensuring rural accessibility through multimodal integration at key entry points to the city

Better urban-rural integration supports equity, climate goals, and economic vitality in Liepāja agglomeration.

SECTION 2: OVERALL LOGIC AND INTEGRATED APPROACH

2.1 Strategic Framework and Logic

The IAP's logic aligns local and regional goals with EU priorities. It applies a structured approach to move from challenges → vision → objectives → interventions → implementation. The logic includes:

- Addressing current challenges
- Aligning with policy goals
- Translating objectives into actionable focus areas
- Ensuring stakeholder co-creation

Five main challenges and their logic are described in table below:

Table 2: Structured approach for mobility challenges in Liepāja

Challenges	Objectives	Interventions	Implementation
High reliance on private cars	Promote safe and attractive alternatives to private car use (cycling, public transport)	Public transport system that is close to comfort and modernity that offers private car	14 priority actions in SECTOR 2 MICROMOBILITY INFRASTRUCTURE 15 priority actions in SECTOR 3 PUBLIC TRANSPORT
Insufficient and fragmented cycling infrastructure	Climate neutral and environmentally friendly mobility	Increase km of cycling infrastructure, build missing connections	14 priority actions in SECTOR 2 MICROMOBILITY INFRASTRUCTURE
Limited accessibility for vulnerable users	Safe, convenient, and beneficial sustainable transport system for every resident and visitor, regardless of origin, income level, social status, gender or physical abilities	Improve timetables, accessibility for bus and tram stops	Priority actions: • 3.4.2. Implementation of electronic boards at public transport stops, 1st phase; • 3.4.3. Implementation of electronic boards at public transport stops, 2nd phase; • 3.4.4. Installation of bus shelters (Phases 1 and 2)
Poor digital integration in public transport	Increase digitalisation and user satisfaction	Public transport system that is easily understandable, it is easy to buy different tickets based on your needs	Priority actions: • 3.5.3. Introduction of the single ticket;

			• 3.5.4. Development of MaaS services
Low attractiveness of multimodal options	Foster regional mobility integration with South Kurzeme	Mobility hubs as a main driver for multi modal travel options	Priority actions: • 3.1.1. 2nd stage of the development of the regional mobility point - symmetry hub - Liepaja passenger station. Modernisation of railway passenger infrastructure at Liepāja passenger station; • 3.1.2. Establishing an urban mobility point in Liepaja; • 3.1.3. Creation of a mobility point at the intersection of Grīzupes Street and Cukura Street; • 3.1.7. Creation of a central public transport rendez-vous point at the intersection of Rīgas Street and Jaunās ostmalas; • 3.1.10. Mobility point at the intersection of Klaipeda Street and Tukuma Street

Key Objectives:

- Expand and modernise public transport and cycling infrastructure
- Reduce CO_2 emissions and improve public health
- Improve general life quality in Liepāja

Priority Interventions:

- Construction of new cycling corridors (e.g. Kalpaka Blvd, Vaiņodes St.)
- Reconstruction of Liepāja station into a regional mobility hub
- Creation of intermodal urban mobility points
- Implementation of traffic calming and safety measures
- Deployment of digital ticketing and MaaS tools

2.2 Thematic Focus and Action Areas

The IAP identifies six strategic areas for action:

1. Road and street infrastructure, traffic safety
2. Micromobility and active transport
3. Public transport modernisation and multimodal hubs
4. Traffic organisation
5. Transport management and planning
6. Public awareness and changing people's habits

Under each of these strategic areas are related actions (see Table 3 below)

Table 3: Strategic areas and related actions and objectives

Strategic area	Number of actions	Number of priority actions	Related key objectives
1. Road and street infrastructure, traffic safety	26	5	2. Resource-efficient mobility 4. Mobility in harmony with attractive public spaces and an economically dynamic urban environment 6. Safe mobility
2. Micromobility and active transport	27	16	3. Climate-neutral and environmentally friendly mobility 4. Mobility in harmony with attractive public spaces and an economically dynamic urban environment 5. Mobility that promotes physical activity
3. Public transport modernisation and multimodal hubs	30	17	2. Resource-efficient mobility 3. Climate-neutral and environmentally friendly mobility
4. Traffic organisation	3	2	2. Resource-efficient mobility 4. Mobility in harmony with attractive public spaces and an economically dynamic urban environment

			6. Safe mobility
5. Transport management and planning	6	4	All six key objectives
6. Public awareness and changing people's habits	3	2	All six key objectives
TOTAL	95	47	

2.3 Scenario Modelling: Exploring Future Mobility Directions

The IAP is based on:

- 2023 and 2024 city-wide mobility surveys (many suggestions and ideas for public transport development, infrastructure projects and public transport services were received and carefully analysed and integrated into the IAP)
- Traffic and emission data (from transport model, Climate and energy action plan)
- Scenario modelling (2 versions)

In the preparation phase of the IAP, Liepāja explored two alternative development scenarios to inform and validate the final action plan. These scenarios helped stakeholders understand trade-offs between different investment strategies and behavioural shifts.

Table 4: Two Liepāja mobility scenarios

Criterion	Scenarios	
	1. Climate neutrality scenario (Net Zero City 2030)	**2. Realistic or balanced development scenario (Net Zero City 2030+)**
Strategy/key features	Heavy restrictions on car use, focus on PT and cycle infrastructure, electric mobility	Measures promoting traffic and measures slightly restricting traffic.
Traffic restrictions	Zero emission zone, tolls, reduction of traffic space, etc.	Selective measures (free park&go, traffic speed limits, differentiated parking fees, etc.).
Public transport	100% emission-free transport. New routes, more trips, increased rolling stock, significant increase in funding sustainable mobility initiatives.	Route network optimization, mobility/transfer points, regular interval schedule
Main infrastructure projects	Overpass, bypass, railway tunnel (investments at least 150 mln. EUR)	More affordable solutions have been chosen, which are less effective but fit the budget.
Traffic organisation and planning	A single transport authority at the Latvian level, delegating certain functions to local governments.	Liepāja public transport agency covers Liepaja and Dienvidkurzeme region
Expected impact	Reduced emissions, but lower public acceptance	Broad-based shift in modal split (at least 60% sustainable transport modes), improved satisfaction

The IAP is aligned with the **Realistic or balanced development scenario (Net Zero City 2030+)** scenario, which in the first extended ULG meeting was identified as the most feasible and inclusive path forward. The city of Liepāja is a relatively small city, therefore, there is no need for such strict measures that are proposed in the Climate neutrality scenario already in 2030. The best way to move forward and to get wider public acceptance, would be Net Zero City 2030+ scenario.

SECTION 3: ACTION PLANNING DETAILS

3.1 Overview of the Action Plan

A list of actions has been prepared in a separate file (annex 1) with 40 actions/projects) in six sub-sectors:

1. Road and street infrastructure (including public transport), traffic safety
2. Micromobility infrastructure
3. Public transport (including mobility points)
4. Traffic organisation
5. Transport management and planning
6. Public information and changing citizens' habits

Examples and details of some actions are in the following sub-sections. Full list of actions available in annex 1.

3.1.1. Thematic Area 1: ROAD AND STREET INFRASTRUCTURE, TRAFFIC SAFETY

Key actions include:

- Speed reduction interventions in residential areas
- Reconstruction of streets and existing infrastructure in order to promote better accessibility to critical objects

Table 5: Action planning details - reconstruction of Hospital Street

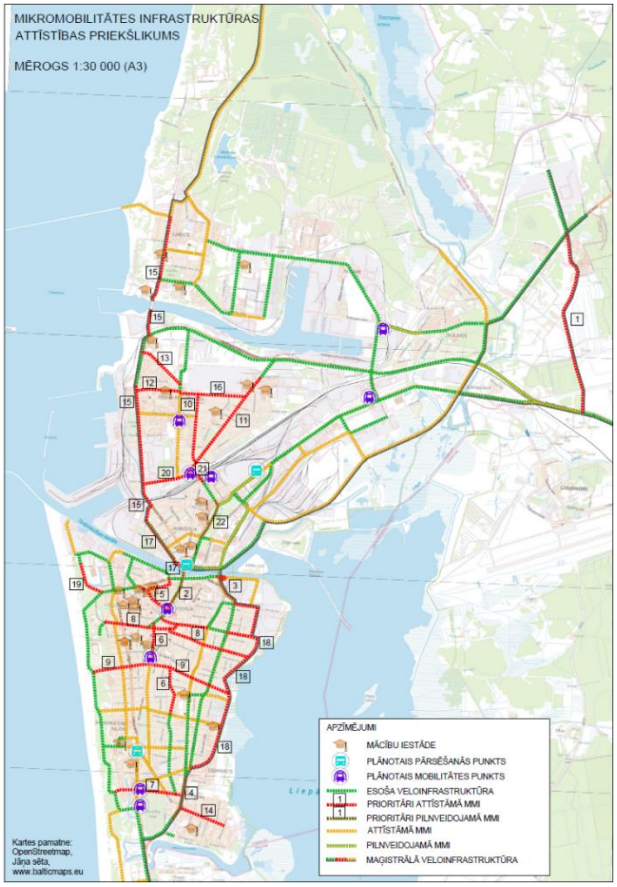
Field	Description
Action Title	Reconstruction of Hospital Street
Description	Full street reconstruction including modern lighting, utility upgrades, widened sidewalks, and 2 km of protected cycle lanes. The project aims to enhance safety and access to nearby hospitals and services. This is a critical infrastructure, that connects state road with regional hospital. Plus, nearby this street a new residential neighbourhood has been created.
Estimated Cost (EUR)	1,200,000
Implementation Period	2028–2034
Responsible Entity	Development Department, Public Utilities Department
Related Objectives	Safe and accessible road infrastructure, promotion of active mobility
Dependencies/Links	Linked to cycle route expansion along Grobiņa cycle lane and hospital area integration

Field	Description
Stakeholders	Liepāja Regional Hospital, local residents
Funding sources	Municipal sources, external funding (aimed for security/critical infrastructure)
Expected result	Reduction in accident risk on the road for operational transport, increased accessibility of cycling infrastructure.

3.1.2. Thematic Area 2: Micromobility Infrastructure

This theme covers 27 separate projects (16 of them prioritised) for new or reconstructed cycle routes across major corridors.

All projects prioritise safe, continuous infrastructure separated from traffic. In the map below, proposal for micromobility improvements is shown.



Picture 11: Micromobility infrastructure development map.

***Green lines** – existing cycle lanes*
***Red lines** – priority cycle lanes*
***Green&red** lines (mixed) – priority for improvements in existing infrastructure*
***Orange** lines – existing cycle lanes that require improvements*

In the table below, action planning details for micromobility improvements in the city centre are described.

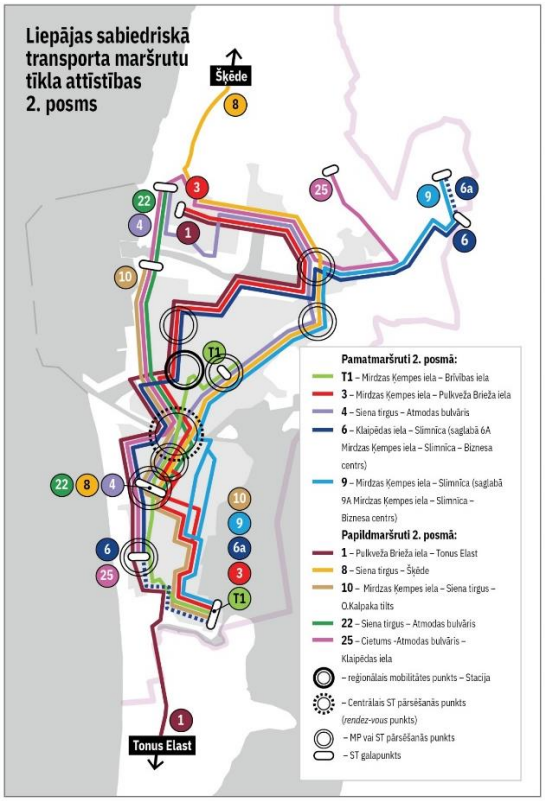
Table 6: Action planning details - Micromobility Improvements – Lielā Street & Tramway Bridge

Field	Description
Action Title	Micromobility Improvements – Lielā Street & Tramway Bridge
Description	Improvement of the existing micro-mobility infrastructure in the Lielā Street section and on the Tramway Bridge. Given that the section in question is an essential part of the main cycle routes, a separate pedestrian and cycle route should be created on the bridge, while the section of Lielā Street should be created without infrastructure breaks. It is recommended that consideration be given to providing cycle lanes with barriers between the carriageway and the cycleway. Total length 0,65 km. Creation of a cycleway on the section of Kaiju Street from Aldaru Street to Rīgas Street (including improvement of crossings at the intersection of Rīgas Street and Jaunās ostmalas). Length 0.13 km.
Estimated Cost (EUR)	747,175
Implementation Period	2025–2027
Responsible Entity	Development Department, Public Utilities
Related Objectives	Safer and more visible infrastructure for active transport
Dependencies/Links	Connects with existing PT stop areas and larger micromobility corridors
Stakeholders	Building board, local entrepreneurs and inhabitants
Funding sources	Municipal funding, EU funds
Expected result	Reduced number of traffic accidents, increased accessibility of cycling infrastructure and promotion of sustainable modal shift.

3.1.3 Thematic Area 3: Public transport

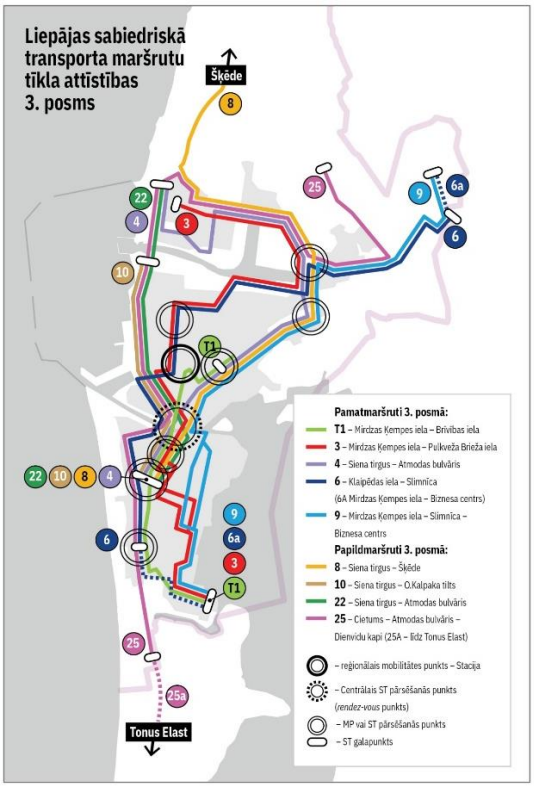
This area focuses on:

- Establishing intermodal nodes that connect PT, cycling, and walking
- Ensuring all new infrastructure is accessible for people with disabilities
- Coordinating with national rail and intercity bus providers
- Reconstruction of Liepāja station (Action 3.1.1): platform upgrades, lifts for accessibility, and improved signage to serve as a regional symmetry hub.
- Urban mobility hub (Action 3.1.2): located north of the station, this includes restructured intersections, new access streets, and facilities for multimodal connections.



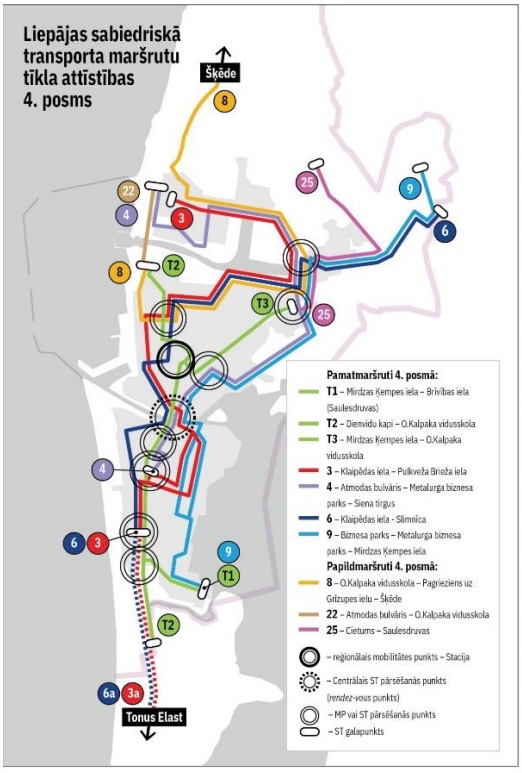
Picture 12: Liepaja public transport development map, 2nd stage (2028-2034)

Author: Ardenis Ltd.



Picture 13: Liepaja public transport development map, 3rd stage (2030-2035)

Author: Ardenis Ltd.



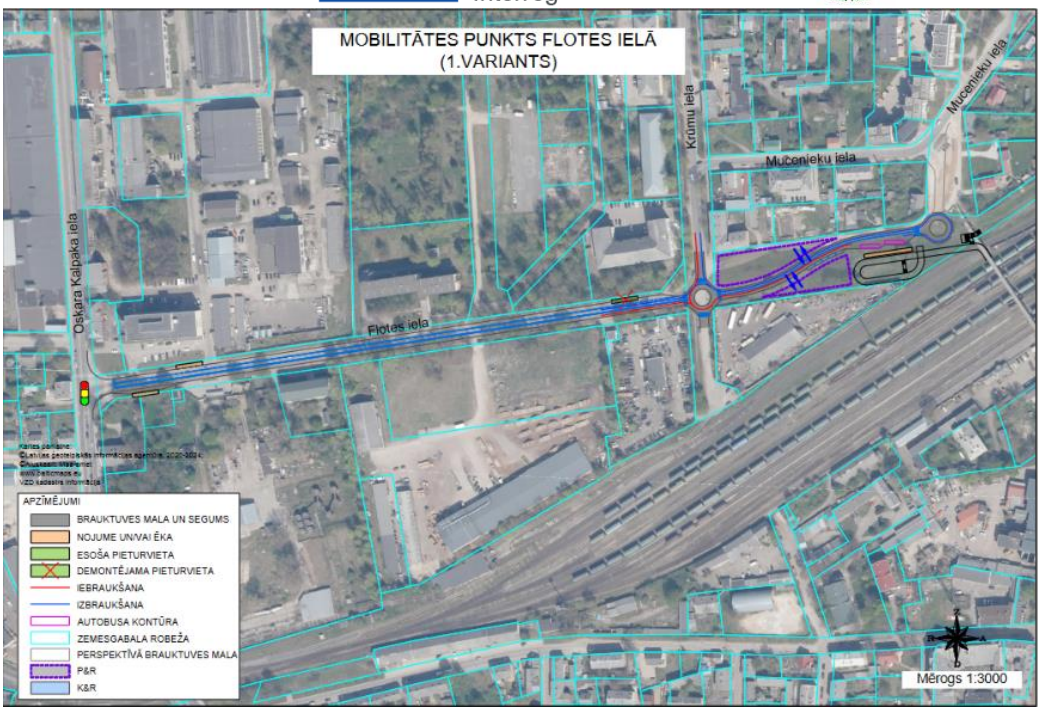
Picture 14: Liepaja public transport development map, 2nd stage (2030-2035, climate neutrality scenario)

Author: Ardenis Ltd.

In the table below, action planning details for Central Station Mobility Hub are described.

Table 7: Action planning details - Central Station Mobility Hub

Field	Description
Action Title	Establishing an urban mobility point in Liepaja
Description	Creation of a mobility point on the North side of Liepaja passenger station. Includes: reconstruction of the intersection of Flotes and Krūmu Street into a roundabout or a regulated intersection, reconstruction of the intersection of Krūmu Street and Mucenieku Street, construction of Mežu Street from Flotes Street to Mucenieku Street, reconstruction of Mucenieku Street and Flotes Street to improve traffic safety and reduce delay time for public transport. The Mobility Point will also include a 100 m cycle lane. Functions: transfer between urban public transport routes (both bus and tram, located on the other side of the railway), transfer between urban public transport and rail transport (station on the other side of the railway), transfer between urban public transport and regional public transport (bus station on the other side of the railway) stopping on the other side of the railway, Park&Ride, Kiss&Ride, micro-mobility tool rental, car-sharing, electric car charging stations. Bus stop "under one roof" for up to 4 buses at the same time. At Liepaja railway station and bus station, the existing car park is to be extended. The municipality plans to purchase a plot of land for this purpose.
Estimated Cost (EUR)	4 705 882
Implementation Period	Phase 1 (2025-2027), Phase 2 (2028-2034)
Responsible Entity	Development Department, Public Utilities Department
Related Objectives	Enable regional connectivity, reduce car use
Dependencies/Links	Coordinated with intercity bus providers and urban mobility points
Stakeholders	Public transport agency, Building board, local citizens
Funding sources	1. Municipal budget/co-financing, 3. External financing (ESIF, EKII, etc.)
Expected result	Improved accessibility and convenience of public transport services in Liepāja, including rail, regional and urban public transport buses and trams, promoting a modal shift to environmentally friendly modes of transport.



Picture 15: Scheme of urban mobility hub in Liepaja (North side of the station)

Picture 16: an example, how mobility hub in Liepāja would look like[3]

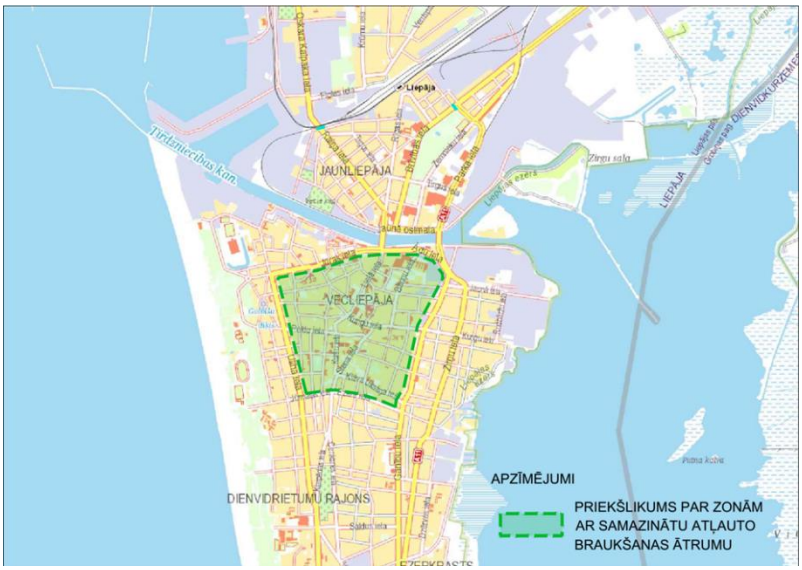
3.1.4 Thematic Area 4: Traffic Organisation

Planned measures include:

- New signage and pedestrian crossings
- Roundabouts replacing dangerous intersections
- Low speed zone and low emission zone in the city centre.

[3] Source: https://www.uitp.org/news/mobility-hubs-steering-the-shift-towards-integrated-sustainable-mobility/

Below is a map with potencial area in the city centre with low speed (up to 30 km/h) and other traffic calming measures.



Picture 17: Proposals for limited speed zones in Liepāja (green area)

Some examples how would low speed zone in Liepāja look like are below in Picture 18, Picture 19, Picture 20.

Picture 18: an example how would low speed zone look like[4]

Picture 19: an example how would low speed zone look like[5]

[4] Source: https://www.urbanmobilityportal.com/traffic-calming
[5] Source: https://thecityfix.com/blog/low-speed-zones-save-lives-how-do-you-design-an-effective-one/

Picture 20: an example how would low speed zone look like[6]

Below are described action planning details on low-speed zone in Liepāja centre.

Table 8: Action planning details on low emission zone in Liepāja

Field	Description
Action Title	Maximum speed limit in the center of Old Liepāja
Description	Limiting the maximum speed from 50 to 30 km/h in the center of Vecliepāja (zone boundary streets: Ūliha Street, Jūras-Kārļa Zāles-Ādu Streets, Ganību Street, Ezera-Jūrmalas Streets) to improve road safety, as well as create speed advantages for public transport compared to private transport. Other speed restriction zones depend on the construction time of the railway overpass.
Estimated Cost (EUR)	To be defined during implementation
Implementation Period	2030-2035
Responsible Entity	Development department, Public utilities department
Related Objectives	CSNg skaita un gaisu piesārņojošo vielu emisiju samazinājums; veicināta ilgtspējīgā modālā pārnese.
Dependencies/Links	Car policy research, low emission zone
Stakeholders	Local citizens, entrepreneurs, Public transport agency
Funding sources	Municipal funding, EU funds
Expected result	Reduction in the number of CSNg and air pollutant emissions; promotion of sustainable modal shift

3.1.5. Thematic area 5: Transport management and planning

Below are described action planning details on increasing the capacity of the municipal agency "Liepāja Sabiedriskais transports" in public transport planning

Table 9: Action planning details on increasing the capacity of the municipal agency "Liepaja Public transport" in public transport planning

Field	Description
Action Title	Increasing the capacity of the municipal agency "Liepaja Public transport" in public transport planning
Description	Purchase and/or rental of a public transport route network planning and modelling tool at strategic level for integrated planning of public transport offer in Liepaja and South Kurzeme regions (route network, stops, timetable, synchronisation of route timetables at interchanges, public transport outputs, etc.). The tool shall be

[6] Source: https://www.urbanmobilityportal.com/traffic-calming

Field	Description
	compatible with transport planning software (VISUM or equivalent), e.g. the software shall be able to read public transport demand data from the transport model and feed timetable information in GTFS or GJSON data formats to the transport planning software.
Estimated Cost (EUR)	30 000
Implementation Period	Phase 1 (2025-2027), Phase 2 (2028-2034), Phase 3 (2030-2035)
Responsible Entity	Municipal Agency "Liepāja Public Transport"
Related Objectives	Public transport modernisation, Digital integration and Mobility-as-a-Service (MaaS)
Stakeholders	IT department
Funding sources	Municipal funding
Expected result	Indirect positive impact on the attractiveness of public transport and sustainable modal shift (depending on measures implemented by LST and local authorities, thanks to more efficient information flow)

3.1.6 Thematic Area 6: Digital Mobility and Behaviour Change

The plan integrates:

- A unified mobility app for journey planning, real-time updates, and integrated ticketing
- Account-based ticketing system (ABT)
- Public awareness campaigns promoting cycling and PT use, especially among schoolchildren

In order to more effectively implement the Liepāja IAP vision that private car is not the primary mode of transport, the improvements need to be supplemented with public relations measures:

- Creating a positive image in society about alternative modes of transport;
- Informing the public about events that promote the attractiveness of sustainable modes of transport;
- Involving the public in improving the transport system;
- Educating the public about a culture of safe and environmentally friendly mobility.

Municipal deputies and employees of institutions can make a significant contribution to promoting the sustainable mobility brand. For this purpose, it is necessary to initially

create an appropriate internal organizational culture in the municipal departments, where sustainable modes of transportation become one of the values of this culture.

An important role in promoting micromobility is the improvement of municipal buildings with high-quality and safe bicycle parking spaces, as well as changing rooms with showers. As an additional incentive for changing mobility habits among municipal employees, an award system for using alternative modes of transport to the workplace, or as an alternative/supplement to the award system, an expense compensation system for trips by public transport or shared scooter/bicycle on working days, should be introduced.

A municipality can show an example of sustainable mobility by replacing motorised transport with micromobility tools in the implementation of certain municipal functions (police patrols, public outdoor cleaning, technical maintenance work, delivery of goods etc.)

Table 10: Action planning details on creating a system of material incentives to encourage the use of urban public transport

Field	Description
Action Title	Creating a system of material incentives to encourage the use of urban public transport
Description	Various material incentive activities to encourage the use of public transport (meant in addition to the uniform fare and ticket system): discounts on municipal services, company bonuses (free public transport monthly passes), property tax rebates, etc.
Estimated Cost (EUR)	Depending on the financial possibilities of the municipality
Implementation Period	Phase 1 (2025-2027), Phase 2 (2028-2034), Phase 3 (2030-2035)
Responsible Entity	Liepaja Central Administration, Development Department
Related Objectives	Increase of public transport usage
Dependencies/Links	Coordinated with public information and involvement measures
Stakeholders	Local citizens, entrepreneurs
Funding sources	Municipal funding
Expected result	Changes in modal split with an increase in the proportion of the population using environmentally friendly modes of transport (primarily public transport).

Pictures of some already implemented activities and good examples in Liepāja and Latvia are shown below.

Picture 21: Bike Bus initiative in Dienvidkurzeme 2024. Author: Dienvidkurzeme municipality

Picture 22: European Mobility Week Bike ride in Liepāja 2024. Author: Liepāja municipality

Picture 23: Specialized electric scooters used in cleaning works in the Riga city[7]

Picture 24: Information materials distributed within the "Try public transport" campaign organized by Road Transport Administration, 2019.[8]

3.2. Communication and Engagement Strategy

To ensure wide support and behavioural change, the IAP will be accompanied by a targeted communication plan. Its objectives include:

- Raise awareness of new infrastructure and services
- Promote modal shift and safety through schools and community campaigns
- Maintain dialogue with the URBACT Local Group post-IAP submission

Planned activities are: annual mobility campaigns (e.g. Car-Free Days, Bike-to-School Weeks), printed guides and interactive online maps for PT and cycling, presentations and workshops in schools and community centres, regular progress updates via city website and social media and others. A dedicated communication coordinator will be appointed to ensure consistency and visibility of all actions.

[7] Source: https://lvportals.lv/dienaskartiba/370728-vecriga-un-mezaparka-pasvaldibas-teritoriju-kopeji-darbus-veic-ar-ipasiem-elektriskajiem-kravas-skuteriem-2024

[8] Source: Latvian Road Transport Administration

SECTION 4: IMPLEMENTATION FRAMEWORK ("Next Steps")

4.1 Governance and Coordination

Liepāja's Development Department will coordinate the overall implementation, supported by the Public Utilities Department and the municipal PT agency. Interdepartmental working groups and regional/national coordination teams will ensure multi-level governance.

Expenses for IAP implementation varies from 180 – 325 mln. EUR (depending on scenario). Liepāja Development Department will use this document as a basis for attracting external funding for sustainable mobility.

4.2 Timeline and Phasing

Implementation is structured into three phases:

- **Phase 1 (2025–2027):** Quick wins, safety upgrades, and campaign launches (43 actions)
- **Phase 2 (2028–2034):** Major infrastructure rollout (mobility points, cycle network) (82 actions)
- **Phase 3 (2030–2035):** Digitalisation, performance review, and long-term integration (17 actions)
- **Phase 4 (2035+):** Climate neutrality scenario and most ambitious actions implementation (12 actions)

Note: there are 96 total actions in Action plan (40 priority actions). Some of these actions overlap (especially in phases 1-3). Many of actions require appropriate preparations – technical and/or economic, cost-benefit analysis, construction project etc. that together with the implementation takes time for more than 3 years.

4.3 Financing and Resources

Successful implementation of the Liepāja Integrated Mobility Action Plan (IAP) requires a coordinated financing strategy combining municipal resources, national and European funds, and partnerships with private actors. The goal is to ensure predictable, transparent, and diversified funding throughout all phases of implementation.

1. **Core Funding Sources**

- **Municipal budget allocations: Annual** allocations from the city's investment programme will cover preparatory works, project documentation, and co-financing for EU-supported projects.

- **EU Structural and Investment Funds (ERDF, Cohesion Fund, Just Transition Fund):** Main instruments for infrastructure and digitalisation measures. Priority calls: sustainable urban mobility, climate adaptation, digital transition, and energy efficiency.
- **National and regional programmes:** Access through the Ministry of Transport, Climate and Energy programmes, and the Kurzeme Planning Region's regional mobility investments.
- **Public–private partnerships (PPP):** To be explored for digital mobility solutions (e.g., MaaS, e-mobility infrastructure, shared micromobility), parking management, and smart-city applications.
- **International grants and innovation funds:** Participation in URBACT, CEF Transport, Horizon Europe, and LIFE projects for pilot solutions and research-based actions.

2. Strategic Financing Approach

Phased investment planning:

- Phase 1 (2025–2027) – Quick wins financed mainly by municipal budget and existing EU project leftovers (ERDF 2021–2027).
- Phase 2 (2028–2034) – Major infrastructure (mobility hubs, cycle corridors) funded primarily through Cohesion and national programmes.
- Phase 3 (2030–2035) – Digitalisation, MaaS deployment, and behavioural change actions supported by Horizon Europe and public-private partnerships.

Annual financing plan: The Development Department will prepare a seven-year investment and funding plan in 2027, updated annually together with the municipal budget.

Co-financing ratios: Each project will include a detailed financing model, identifying required municipal co-financing (typically 15–25 %) and possible state or EU contributions.

3. Resource Management and Capacity Building

A Dedicated Implementation Unit within the Development Department will coordinate funding applications, project monitoring, and reporting.

Financial coordination group with representatives from the Finance Department, Public Utilities, and the Public Transport Agency will ensure alignment with the city's medium-term budget and debt ceiling.

Capacity-building actions include training municipal staff in EU-funded project management, procurement, and cost–benefit analysis to increase absorption capacity.

4. Leveraging External Partnerships

Private sector: Involve local businesses in shared mobility, EV charging, and data-driven services through concession or co-investment models.

Academia and NGOs: Support pilot initiatives and monitoring through cooperation agreements.

Regional cooperation: Coordinate funding and implementation with Dienvidkurzeme Municipality and Kurzeme Planning Region to maximise eligibility and efficiency.

5. Financial Sustainability and Risk Management

Introduce a Mobility Investment Reserve Fund—fed by parking revenues, congestion charges, or other transport-related income—to finance maintenance and smaller-scale mobility projects.

Perform periodic financial reviews (every 2 years) to assess funding availability and adapt priorities.

Apply a cost–benefit and lifecycle approach to evaluate the total cost of ownership for all infrastructure investments.

4.4 Monitoring and Key Performance Indicators (KPIs)

Table 11: Monitoring and Key Performance Indicators (KPIs)

Indicator Category	Specific Indicator	Baseline (2024)	Target (2035)	Data Source	Frequency
Modal Split	% of daily trips made by car	45%	< 40%	Mobility Survey	Every 2 years
	% of trips by bicycle	6%	> 10%	Mobility Survey	Every 2 years
	% of trips by public transport	12%	> 15%	Mobility Survey	Every 2 years
	% of trips by walking	37%	> 37%	Mobility Survey	Every 2 years
Infrastructure	Kilometres of cycle lanes (safe, continuous)	63 km	89 km	City technical records	Annual
	Number of modernised PT hubs	0	At least 3	Development Department	Annual

Emissions	Annual CO_2 emissions from urban mobility (tonnes)	27 600 t	24 400 t	Environmental Department/Inventory	Annual
Safety	Over the past five years, the average number of people injured and killed in road traffic accidents in Liepāja per 10,000 inhabitants	14	Less than 12	Development Department	Every 5 years

4.5 Key Steps for 2025–2026

- Political adoption of the IAP (Q1 2026)
- Launch of detailed technical design for early actions
- Set-up of internal and external implementation teams
- Start of communication campaign
- Preparation of funding applications (national + EU)

4.6 Timeline Matrix for Implementation Phases

In Annex 1, a Timeline Matrix for Implementation Phases is shown. These are 39 priority actions (there are 96 actions in total), that must be implemented to achieve real/balanced scenario targets.