

**Lao People's Democratic Republic
Ministry of Public Works and Transport**

Lao People's Democratic Republic

**Sustainable Urban Development and
Transportation Management Project
in Luang Prabang**

Project Completion Report

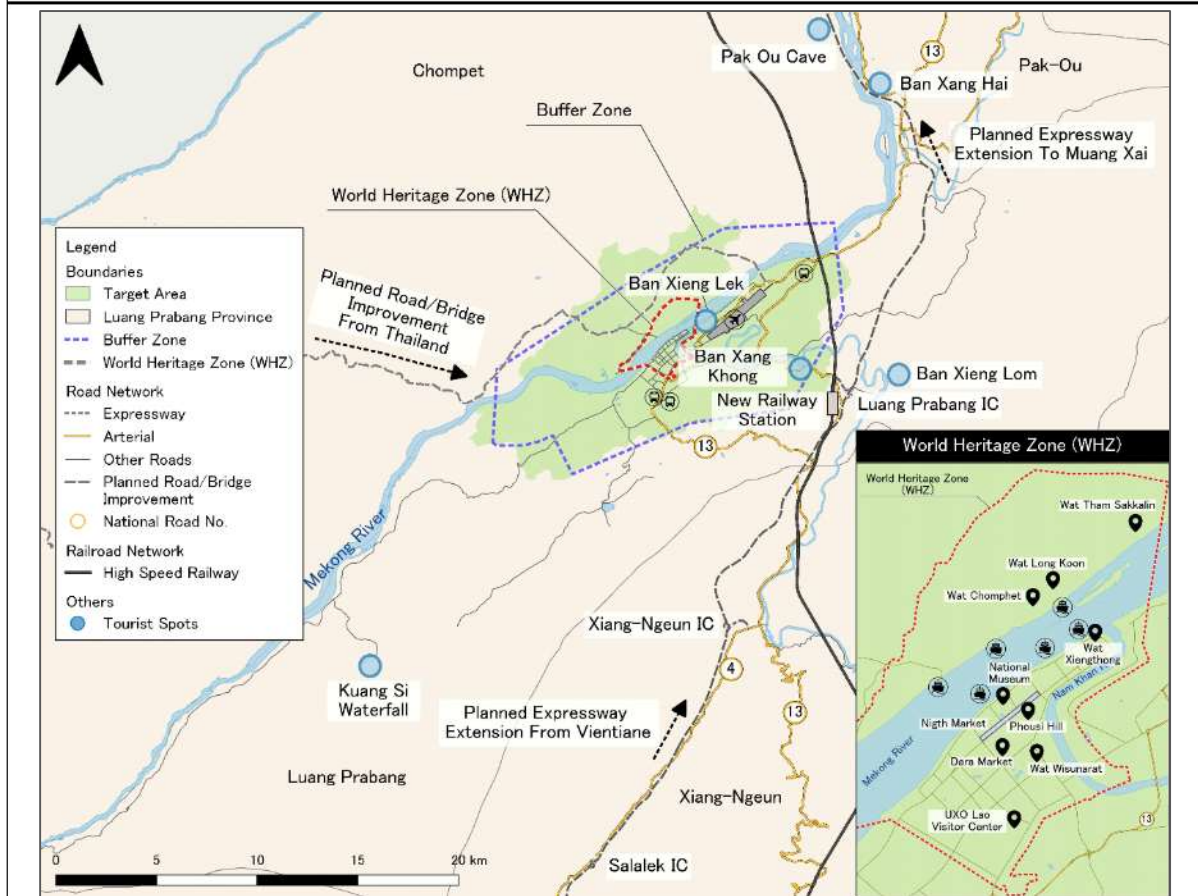
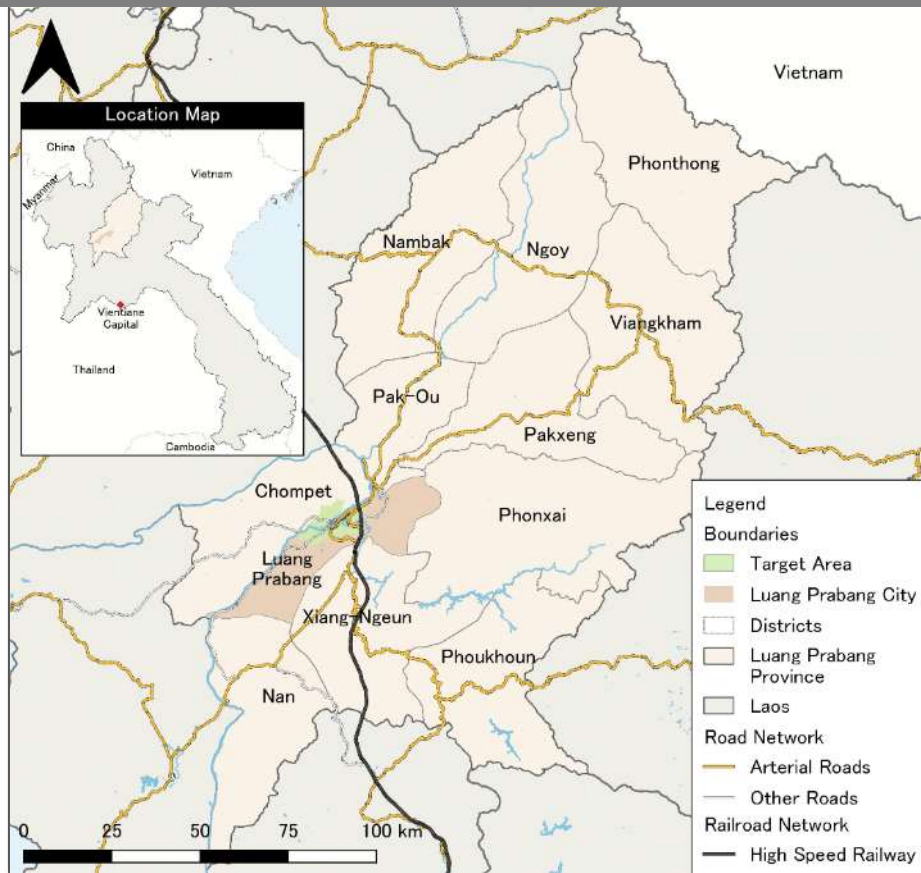
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Japan International Cooperation Agency (JICA)

**Katahira & Engineers International
Oriental Consultants Global
International Development Center
ABeam Consulting, Ltd.**

IM
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Location Map



List of Abbreviations

Abbreviations	Full Name
ADB	Asian Development Bank
AFD	Agence française de développement (French) French Development Agency (English)
ASCN	ASEAN Smart City Network
ASEAN	Association of Southeast Asian Nations
C/P	Counterpart
CDIA	Cities Development Initiative for Asia
DHUP	Department of Housing and Urban Planning
DOF	Department of Finance
DoCT	Department of Culture and Tourism Note: effective from FY2025, the name was changed from DoICT to DoCT. In this report, the designation “DoCT” is used consistently throughout.
DoNRE	Department of Natural Resources and Environment
DOT	Department of Transportation
DPI	Department of Planning and Investment
DPL	Département du patrimoine mondial de Luang Prabang (French) Department of Luang Prabang World Heritage (English) Note: integrated into DoCT on 16 June 2023 as Luang Prabang World Heritage Management Division (WHMD)
DPS	Department of Public Security
DPWT	Department of Public Works and Transport
DRT	Demand Responsive Transport
DX	Digital Transformation
ECC	Environmental Compliance Certificate
EIA	Environmental Impact Assessment
EMC	Electric Motorcycle
EU	European Union
FS	Feasibility Study
GDP	Gross Domestic Product
GIS	Geographic Information System
GRDP	Gross Regional Domestic Product
GSV	Green Slow Vehicle
HIA	Heritage Impact Assessment
ICOMOS	International Council on Monuments and Sites
IEE	Initial Environmental Examination
JCC	Joint Coordinating Committee
JICA	Japan International Cooperation Agency
LAK	Lao kip
LDC	Least Developed Country
LPBMP	Luang Prabang Urban Transport Master Plan
LPWA	Low Power Wide Area
LSB	Lao Statistics Bureau
Maas	Mobility as a Service
MAF	Ministry of Agriculture and Forestry
MLIT	Ministry of Land, Infrastructure, Transport and Tourism
M/M	Meeting Minutes
MoNRE	Ministry of Natural Resources and Environment
MPI	Ministry of Planning and Investment
MPWT	Ministry of Public Works and Transport
NEDA	Neighboring Countries Economic Development Cooperation Agency
NLMA	National Land Management Authority
NMT	Non-Motorized Transport
NSEDP	National Socio-Economic Development Plan

Abbreviations	Full Name
NUOL	National University of Laos
OPS	Office of Public Security
OPWT	Office of Public Works and Transport
OUV	Outstanding Universal Value
OVI	Objective Verifiable Indicator
P&R	Park and Ride
PADUL	Projet d'appui au développement urbain de Luang Prabang (French) Project to Support Urban Development in Luang Prabang (English)
PDM	Project Design Matrix
PO	Point of Operation
PoI	Point of Interest
PPP	Public-Private Partnership
PSMV	Plan de sauvegarde et de mise en valeur (French) World Heritage Site Conservation and Utilization Plan (English)
PTI	Public Works and Transport Institute
R/D	Record of Discussion
RHS	Ride Hailing Service
RLUP	Regulation on Luang Prabang Urban Planning
SCOT	Schéma de cohérence territoriale de Luang Prabang (French) Luang Prabang Regional Integrated Master Plan (English)
SDGs	Sustainable Development Goals
SEA	Strategic Environmental Assessment
SEZ	Special Economic Zone
SHM	Stakeholder Meeting
SUV	Sport Utility Vehicle
TCZ	Traffic Calming Zone
TCP	Traffic Cooperation Platform
ToR	Terms of Reference
TWG	Technical Working Group
UDAA	Urban Development Administration Authority
UNESCO	United Nations Educational, Scientific and Cultural Organization
USO	Urban Services Office
UXO Lao	Lao National Unexploded Ordnance Program
VCSBE	Vientiane Capital State Bus Enterprise
WB	World Bank
WHC	World Heritage Centre
WHZ	World Heritage Zone
WHMD	Luang Prabang World Heritage Management Division Note: formerly DPL
WREA	Water Resources & Environment Administration
WTP	Willingness To Pay
ZPP	Zones within the Architectural and Urban Heritage Protection Perimeter

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Chapter 1 Project Overview

1.1 Project Background

Luang Prabang, an ancient capital situated in northern Laos, is a UNESCO World Heritage city where traditional architecture seamlessly blends with European-style colonial buildings. Its recent growth has been remarkable, with the population estimated to increase from approximately 90,000 in 2015 to about 114,000 by 2025 (JICA, 2016). Furthermore, the number of registered vehicles in Luang Prabang Province, including surrounding areas, has been increasing at an average annual rate of 8.9% (2010–2021), reaching 139,000 in 2021 (Luang Prabang Province Department of Public Works and Transport, 2022), which makes it the fourth most vehicle-dense city in the country. Since Luang Prabang was inscribed as a UNESCO World Heritage Site in 1995, the number of tourists has surged dramatically. In 2019, a record of approximately 860,000 visitors arrived, cementing its status as one of Laos' premier tourist destinations, widely recognized both domestically and internationally. Although the annual number of tourists decreased to approximately 275,000 in 2020 due to the impact of the COVID-19 pandemic (Luang Prabang Province Information, Culture, and Tourism Department, 2020), a gradual recovery is expected in the medium to long term.

The surrounding environment of the ancient city is undergoing significant changes. Luang Prabang is strategically positioned as a transit point along the North–South Corridor in the Mekong region under China's Belt and Road Initiative. In December 2021, the Laos–China High-Speed Railway (connecting Boten and Vientiane) opened, with a new railway station completed approximately 10 km east of the World Heritage Site. The railway's opening is projected to increase annual visitors by about 130,000 (World Bank, 2021). Furthermore, plans include connecting the Vientiane–Vang Vieng Expressway to China via Luang Prabang, meaning not only rail but also expressway access will reach Luang Prabang. Additionally, Special Economic Zone (SEZ) development is planned around the UNESCO World Heritage Site of Luang Prabang. These large-scale projects are expected to increase both pedestrian and vehicular traffic significantly in the future.

Luang Prabang Province has set the goal of establishing Luang Prabang as a sustainable tourism hub in its Ninth Socio-Economic Development Plan for Luang Prabang Province (2021–2025). However, the current situation does not sufficiently account for the negative impacts of excessive influxes on people and vehicles. Without appropriate measures, continued population and traffic growth risks diminishing Luang Prabang's World Heritage status and disrupting residents' daily lives. Currently, there is no long-term vision or plan for sustainable urban development or urban transportation.

Moreover, Luang Prabang already faces pressing short and medium-term challenges. These include rampant illegal parking within the World Heritage Site, which degrades the urban landscape; narrow and discontinuous sidewalks that hinder pedestrian movement; the absence of public transportation; traffic congestion during peak hours; a high risk of traffic accidents; and insufficient road density.

Under these circumstances, enhancing the planning and implementation capabilities of provincial administrative officials involved in Luang Prabang's development and conservation to address the city's challenges has become an urgent priority. Against this backdrop, the Lao government requested technical cooperation from Japan for a project on sustainable urban development and traffic management in Luang Prabang (hereinafter referred to as "This Project"). In response, JICA signed a Record of Discussion (R/D) with the Lao government in October 2022, confirming the framework for cooperation.

1.1 Project Purpose and Outputs

This project aims to achieve the Project Purpose and Overall Goal as agreed in the Record of Discussions (R/D).

■ Overall Goal

Transport policy measures are implemented in accordance with the Urban Transport Master Plan that envisions Luang Prabang to prosper as a sustainable city of tourism.

■ Project Purpose

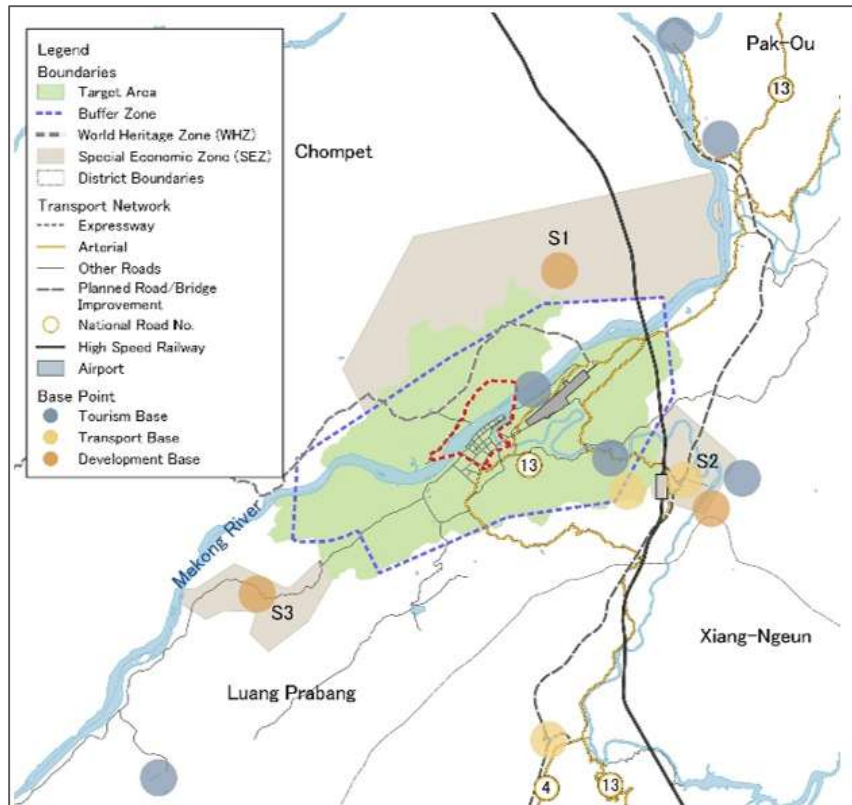
Capacity of government agencies involved in urban transport in the tourism city of Luang Prabang is strengthened in terms of transport planning and project implementation.

To achieve the above project purpose, the following three Outputs are envisioned:

- Output 1: Through the Luang Prabang Transportation Council, an urban transport master plan with a vision of the urban structure in 2035 is developed.
- Output 2: Transportation pilot projects for creating safe, secure and comfortable people-centered spaces within the World Heritage Area are planned and implemented.
- Output 3: Pilot projects for establishing a convenient transport system for both residents and tourists, linking the World Heritage Area with the vicinity are planned and implemented.

1.2 Project Target Area

The target area, shown in Figure -1.31, is composed of villages including residential areas within the World Heritage buffer zone (approximately 12,500 ha). Areas surrounding railway stations, expressway interchanges, special economic zones (SEZs), and tourist sites such as Kuang Si Falls will be designated as peripheral hubs. Collaboration with the target area and development policies will be implemented from the perspective of transportation and development regulations.



Source : JICA Expert Team (JET)

Figure 1-1 Project Target Area

1.3 Project Implementation Period

Based on R/D, the project implementation period is three years from February 2023 to January 2026 (a total of 36 months).

1.4 Project Framework

This project is structured to achieve its objectives through a framework that delivers three Outputs through a series of activities.

The project framework is illustrated in **Figure 1-2**.

■ Overall Goal

Transport policy measures are implemented in accordance with the Urban Transport Master Plan that envisions Luang Prabang to prosper as a sustainable city of tourism.

■ Project Purpose

Capacity of government agencies involved in urban transport in the tourism city of Luang Prabang is strengthened in terms of transport planning and project implementation.

The planning and implementation capabilities of administrative agencies involved in urban transportation for the tourist city of Luang Prabang will be enhanced.

【Output 1】

Through the Luang Prabang Transportation Council, an urban transport master plan with a vision of the urban structure in 2035 is developed.

【Output 2】

Transportation pilot projects for creating safe, secure and comfortable people-centered spaces within the World Heritage Area are planned and implemented.

【Output 3】

Pilot projects for establishing a convenient transport system for both residents and tourists, linking the World Heritage Area with the vicinity are planned and implemented.

【1-1】 Identify the roles of concerned agencies involved in urban transportation.

【1-2】 Establish the Luang Prabang Transport Council

【1-3】 Review relevant plans pertaining to urban transportation and urban development.

【1-4】 Study and analyze current problems related to urban transport and urban development in the target area, and identify issues.

【1-5】 Conduct training in Japan to learn about Japanese transportation and urban development initiatives.

【1-6】 Develop a draft vision of urban structure and urban transportation for future.

【1-7】 Build consensus on the future vision for urban structure and urban transportation at the Transportation Council.

【1-8】 Prepare a draft urban transportation master plan.

【1-9】 Feed-back the results of Outputs 2 and 3 to the draft of urban transport master plan.

【1-10】 Finalize the urban transport master plan at the Transport Council.

【2-1】 Conduct supplementary studies, such as the actual trip situations in the heritage area, and the selection of prospect pilot project sites, based on the results of Activity 1.4.

【2-2】 Plan draft pilot project plans, including their financial analysis (financial viability).

【2-3】 Finalize the draft pilot project plans at the Transportation Council.

【2-4】 Organize stakeholder meetings on the pilot projects to build a consensus
【2-4】 Organize stakeholder meetings on the pilot projects to build a consensus.

【2-5】 Implement the pilot project
【2-5】 Implement the pilot projects.

【2-6】 Monitor the pilot projects and identify issues and lessons learned.

【2-7】 Feed-back issues and lessons learned to the draft urban transportation master plan.

【3-1】 Conduct supplementary studies required based on the results of Activity 1.4

【3-2】 Plan draft pilot project plans, including their financial analysis (financial viability)

【3-3】 Finalize the draft pilot project plans at the Transportation Council.

【3-4】 Organize stakeholder meetings on the pilot projects to build a consensus.

【3-5】 Implement the pilot project

【3-6】 Monitor the projects and identify issues and lessons learned.

【3-7】 Feed-back issues/lessons learned to the draft urban transportation master plan.

Source : JICA Expert Team (JET)

Figure 1-2 Overall Project Framework

Chapter 2 Project Implementation Details

The implementation details of this project are as follows.

2.1 Output 1: Through the Luang Prabang Transportation Council, an urban transport master plan with a vision of the urban structure in 2035 is developed.

【1-1】 Identify the roles of concerned agencies involved in urban transportation

The administrative agencies and their roles related to urban transportation, urban planning, tourism, and heritage preservation in Luang Prabang Province are shown in the table below.

Table 2-1 Main Roles of Each Administrative Agency

Administrative Agency	Role
Luang Prabang Province Department of Public Works and Transport	<Transportation Division> • Formulation of land transport system improvement plans • Management of land transport services • Examination of traffic congestion countermeasures • Measures to reduce traffic accidents < Road and Bridge Division > • Planning, design, construction, and maintenance of roads (national highways, prefectural roads, expressways, etc.) and bridges within the prefecture < Housing, Urban Planning, and Waterworks Division > • Surveys and planning for urban areas and residential zones • Planning and maintenance of land use, road networks, parks, recreational facilities, etc. • Planning, construction, and maintenance of water systems and other water demand-related infrastructure
Luang Prabang Province Information and Culture Department	• Promotion of sustainable tourism • Development of tourism development plans related to marketing • Establishing management and standards for tour guides, hotels, and restaurants • Implementation of tourism training programs and development of new tourist sites • Preservation of Intangible Cultural Heritage (dance, music, etc.) • Submitting applications for traditional culture to UNESCO • Training programs for the transmission of traditional skills • Preservation and restoration of buildings; permitting for construction, rebuilding, and development activities • Guidance on conservation activities and community awareness initiatives • Management of building databases
Luang Prabang Province Public Safety and Security Department	• Patrol and enforcement of road traffic within the province • Management of road signs and other traffic facilities within the province
Luang Prabang City Hall	• Maintenance of city drainage systems, sewage filtration and treatment, • Collection, storage, and disposal of municipal waste • Cleaning of roads and public spaces within the city • Maintenance and upkeep of public facilities within the city • Management of street trees, etc.

Source : JET

Additionally, an interview survey was conducted with Mr. Salika PHOLPASEUTH, Deputy Director of the Department of Public Works and Transport (DPWT), the target for capacity building in this project. This survey identified the current state of DPWT's individual and organizational level capabilities and the areas where capacity improvement is desired through the project.

The opinions regarding current capacity obtained from the interview survey were categorized and organized into "Individual Capacity," "Organizational Capacity," and "Institutional/Social System Capacity." The results are shown below.

Table 2-2 Key Opinions on DPWT's Current Capabilities

Item		Main Opinions
Individual Capabilities	Technological Knowledge	+) Training programs aimed at enhancing the technical skills of staff are being implemented by the central government. +) Some staff members have taught themselves GIS and other tools and are proactively creating data on their own. –) Staff understand the urban transportation issues faced by Luang Prabang residents, but they do not fully grasp the problems from a tourism perspective. –) They lack the ability to plan projects. They have only implemented projects proposed by donors; not a single project has been proposed by the DPWT itself. –) Trained staff are not engaged in work where they can utilize their training outcomes, making it difficult to see the benefits of training. –) There is a lack of expertise in the operational management and financial analysis of public transportation systems like route buses. –) Limited knowledge of traffic safety, resulting in insufficient consideration for safety. –) English proficiency of staff is low.
	Awareness Motivation	–) Staff is overburdened with the workload, focusing solely on immediate problems and tasks, leading to diminished motivation. –) Due to frequent personnel transfers, a prevailing attitude persists where staff do not engage in work unless directly assigned tasks. DPWT recognizes this as a significant issue.
Organization/Structure	Human Resources	+) Departments involved in this project are required to create annual and monthly plans, as well as individual work plans, to better understand each staff member's workload. –) Luang Prabang Province is the largest province in northern Laos and has a heavy workload. However, it has few staff members and cannot place personnel in the most suitable positions. –) Staff members handle numerous and diverse tasks, making it difficult to develop their expertise. –) When staff transfer, political issues and low internal motivation often necessitate bringing in replacements from outside. This resets policies, skills, and knowledge (making handover difficult). Consequently, the organization struggles to sustainably build capacity.
	Material Assets	+) The South Korean government plans to donate 40 buses to Luang Prabang. –) There are many urban transportation initiatives they wish to implement, but lack of equipment often prevents their execution.
	Intellectual Assets	+) We are transitioning the registration and management of urban transport operators (tuk-tuks, songthaews, etc.) from paper-based systems to digital (Excel). This contributes to improving staff efficiency and has been recognized by the Ministry. +) Registration-related data (business operators, license acquisition, etc.) is largely digitized (Excel). +) Staff are increasingly recognizing the importance of digitization. –) A request has been made to private bus companies to develop a system capable of displaying bus location information, but development has not yet been achieved.

Item		Main Opinions
Institutional and Social Systems	Structure	+) DPWT has begun clarifying roles by facilitating agreement on operational scope with OPWT (each district). –) Coordination with agencies involved in urban transportation, such as DoCT, and the police, is lacking. –) Currently, the responsible department visits each related agency to explain and coordinate. There is no forum where all relevant agencies gather to discuss. –) Roles between administrative agencies, particularly regarding maintenance, remains unclear. For example, because the agency responsible for managing road boundaries (DoCT) is unclear, residents occupy areas beyond the road boundary. –) Coordination between departments within DPWT is also poor. For example, when the Road Department designs roads, insufficient coordination with the Transport Department leads to problems such as bus stops not being included in the drawings.
	Finance	–) I had several ideas for urban transportation, but many couldn't be implemented due to a lack of budget for purchasing equipment. –) I also have ideas for urban planning, but lack the budget to make them happen. –) Scope cuts, such as not installing sidewalks or drainage facilities, are made to align with the central government's budget, resulting in problematic roads scattered throughout the city. –) DPWT applies for budgets based on its five-year plan, but funds often aren't allocated as planned, forcing us to constantly rework our project plans.
	Consensus Formation	+) For projects where residents contribute funds (e.g., minor road improvements), explanation of the project is provided to residents from the planning stage (typically 70% resident contribution, 30% DPWT contribution). –) For resident-participation projects, no amount of guidance from staff can ensure success without resident understanding. –) For routine operations, residents are notified only after project details are finalized; no prior explanations are provided. –) While private bus companies are encouraged to introduce route buses, cooperation is difficult to obtain. For example, private bus companies are encouraged to operate routes from urban areas to railway stations, but no operator has been found. It is difficult to secure cooperation from private bus operators when the profitability of route buses is unclear.
	System	+) Since 2023, Luang Prabang Province has transitioned to independent finances (allowing some revenue to be allocated to provincial projects without going through the central government). This is still in its early stages, and the impact on budgeting is not yet clear.

+) Opinions on existing capabilities / -) Opinions on lacking capabilities

Source : JET

Table 2-3 Key opinions on areas for capacity enhancement

Item		Main Opinions
Individual Capabilities	What do you want to become in the future? What skills do you want to develop?	• I want to develop the ability to understand the strategies needed for Luang Prabang City and plan projects. • I want to be able to manage public transportation operations soundly.
	How to develop these abilities? How will you maintain these skills?	• Gain a deep understanding of the strategies and projects needed for Luang Prabang City through the development of the Urban Transport Master Plan (MP). • Acquire expertise in public transport operational management systems and financial analysis within pilot projects.

Item		Main Opinions
Organizational Structure	What do you want to become in the future? What Capabilities Do We Want to Develop?	• Ensure policies and technical expertise are passed on even when staff change. • We want to digitize information across various fields. • We want to create apps and programs to manage operations efficiently. • I want to build a system that fosters good collaboration between related organizations and departments.
	How to develop these capabilities? How to maintain capabilities?	• Developing IT engineers will further accelerate digitization. • Learn the know-how for digitizing information related to urban transportation. • Establish a framework for regular exchange of opinions with organizations involved in urban transportation. • Hold regular interdepartmental meetings to strengthen collaboration within DPWT.
Systems and Social Structures	What do you want to become in the future? What capabilities do we want to develop?	• We want to build good consensus with residents.
	How will we develop these capabilities? How do we maintain these abilities?	• Learn methods for building consensus with residents through pilot projects and other initiatives.

Source : JET



Figure 2-1 Interview survey in progress

Based on the results of these interview surveys, a capacity development plan was formulated to enhance the C/P's planning capacity and project implementation capability. Details of the capacity development plan are presented in the Capacity Development Plan Report.

To assess the level of capacity development achieved by DPWT at both the individual and organizational levels through the Project, a questionnaire survey and interview survey were conducted with eight out of nine C/Ps of DPWT between December 2025 and January 2026.

The level of capacity improvement at the individual level was examined through the questionnaire survey. The questionnaire consisted of four components: "degree of involvement in the Project", "capacity in urban transport planning", "capacity in project implementation", and "communication skills". For each component, the respondents were asked to conduct a self-assessment of their capacity levels at three stages: at the commencement of the Project, at the mid-term stage, and at the completion stage. The questionnaire form is shown below.

Counterpart (DPWT) Capacity Assessment Questionnaire

Purpose

This questionnaire aims to assess the capacity development of DPWT staff through the “Project on Sustainable Urban and Transport Management in Luang Prabang.” Please answer the questions for three points in time: **before the project, at the mid-term, and at the end of the project.** The questionnaire should take approximately 5–10 minutes to complete.

1. Level of Involvement

For each item below, please indicate how actively you were involved. For both the mid-term and the end-line, select one appropriate rating and circle the corresponding number.

Rating Scale

1: Not involved at all

2: Hardly involved

3: Slightly involved

4: Moderately involved

5: Highly involved

6: Actively involved

Item	At the mid-term (September .2024)						At the end of the project (December .2025)					
Review and preparation of the Urban Transport Master Plan	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Participation in the TWG	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Preparation and operation of the TCP/JCC	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Preparation for and participation in community workshops	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Preparation and implementation of pilot projects	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6

Figure 2-2 Individual Capacity Assessment Questionnaire (1)

2. Understanding of Technical Knowledge

Through this project, please assess your level of understanding of technical knowledge for each item below. For each period—before the project, at the mid-term, and at the end of the project—select one appropriate rating and circle the corresponding number.

Rating Scale

1: Not understood at all

2: Hardly understood

3: Slightly understood

4: Moderately understood

5: Well understood

6: Fully understood

Item	Before the Project (Before February 2023)						At the mid-term (September .2024)						At the end of the project (December .2025)					
Contents of the Urban Transport MP	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Public Transport Planning (route bus planning / operation / management, etc.)	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Road Planning	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Traffic Management (vehicle entry control, parking control, etc.)	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Historical and Scenic Town Development, Placemaking	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Objectives and Implementation	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6
Methods of Pilot Projects	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6	☐ 1	☐ 2	☐ 3	☐ 4	☐ 5	☐ 6

Figure 2-3 Individual Capacity Assessment Questionnaire (2)

3. Planning and Implementation Capacity

For each item below, please assess your capacity to plan and implement urban transport measures. For each period—before the project, at the mid-term, and at the end-line—select one appropriate rating and circle the corresponding number.

Rating Scale

- | | |
|---|--|
| 1: Cannot plan or implement at all, even with support | 2: Can hardly plan or implement, even with support |
| 3: Can plan or implement to a limited extent with support | 4: Can plan or implement to some extent with support |
| 5: Can plan or implement to some extent independently | 6: Can plan or implement independently |

Item	Before the Project (Before February 2023)	At the mid-term (September .2024)	At the end of the project (December .2025)
Able to propose urban transport projects as described in the Urban Transport MP	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Able to prepare project plans for urban transport measures	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Able to coordinate with relevant organizations on urban transport measures	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Able to operate and manage projects related to urban transport measures	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Able to propose urban transport projects as described in the Urban Transport MP	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Able to prepare project plans for urban transport measures	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6

Figure 2-4 Individual Capacity Assessment Questionnaire (3)

4. Communication and Consensus-Building Capacity

For each item below, please assess your own communication skills. For each period—before the project, at the mid-term, and at the end-line—select one appropriate rating and circle the corresponding number.

Rating Scale

- | | |
|---|--|
| 1: Cannot perform even with support | 2: Can hardly perform even with support |
| 3: Can perform to a limited extent with support | 4: Can perform to some extent with support |
| 5: Can perform to some extent independently | 6: Can perform independently |

Item	Before the Project (Before February 2023)	At the mid-term (September .2024)	At the end of the project (December .2025)
Explanations and presentations at big conferences such as TCP and JCC	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Explanations to local residents at town meetings	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Facilitation of community workshops	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
Explanations during discussions with donors and related organizations	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6	☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6

Figure 2-5 Individual Capacity Assessment Questionnaire (4)

[Degree of Involvement in the Project]

Although a slight decline in the level of involvement was observed during the latter half of the Project, all C/Ps rated their involvement as “moderately involved” or higher for all items. This confirms that they were actively engaged in the Project throughout its implementation.

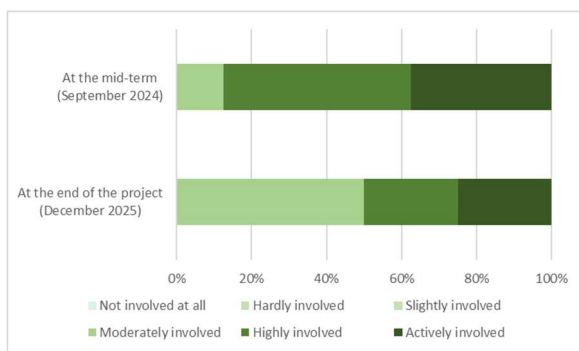


Figure 2-6 Degree of Involvement in the Review and Preparation of the Urban Transport MP

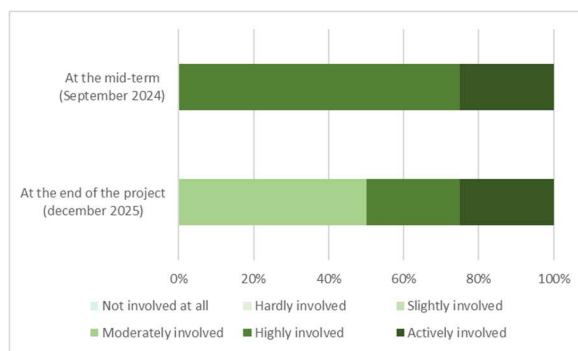


Figure 2-7 Degree of Involvement in the TWG

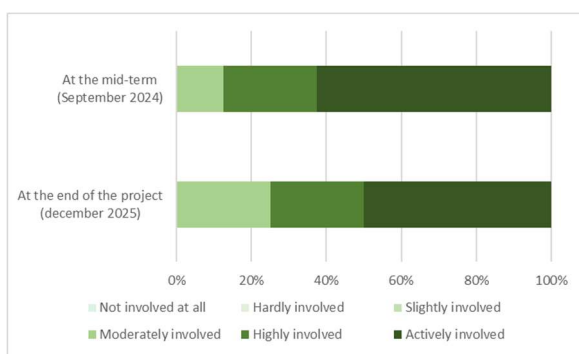


Figure 2-8 Degree of Involvement in the JCC and TCP

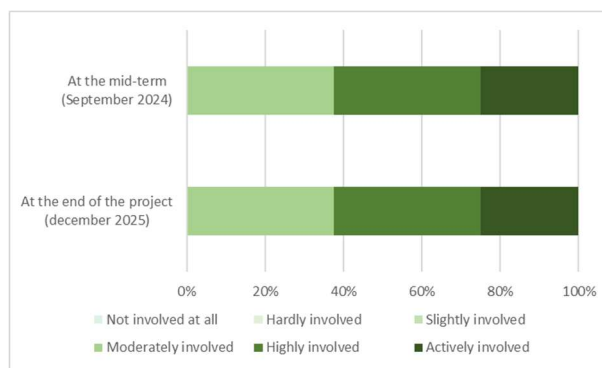


Figure 2-9 Degree of Involvement in the Public Participation Worksho

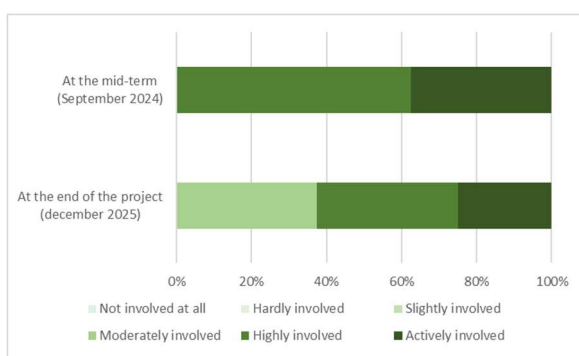


Figure 2-10 Degree of Involvement in the Pilot Project

[Level of Understanding of Urban Transport Planning]

In this Project, capacity development was promoted through the formulation of the Urban Transport Master Plan, focusing on improving capabilities related to urban transport road planning, public transport planning, traffic management planning, and urban development that takes into account historical and landscape considerations, all of which are necessary for urban transport planning.

In the evaluation at the completion of the Project, all C/Ps responded that they “understood well” or “understood very well” all items. This confirms that the C/Ps steadily acquired the knowledge and technical skills necessary for the formulation of urban transport planning and that their capacities were enhanced.

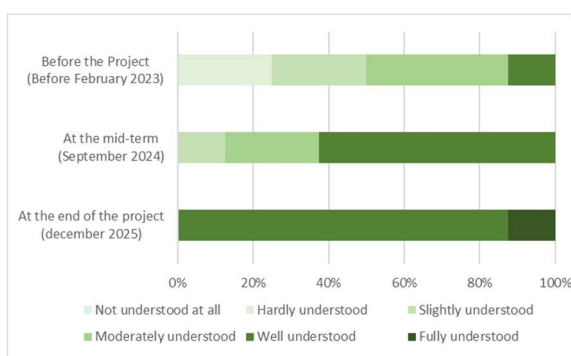


Figure 2-11 Level of Understanding of the Urban Transport MP

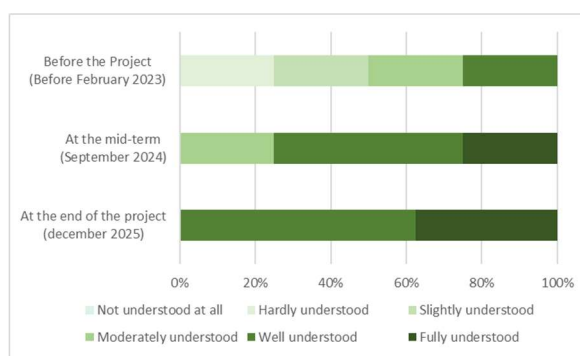


Figure 2-12 Level of Understanding of Public Transport Planning

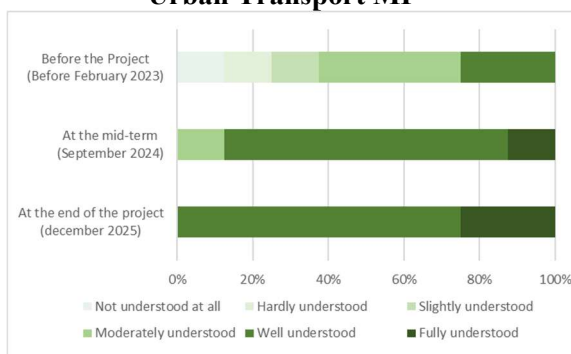


Figure 2-13 Level of Understanding of Road Planning

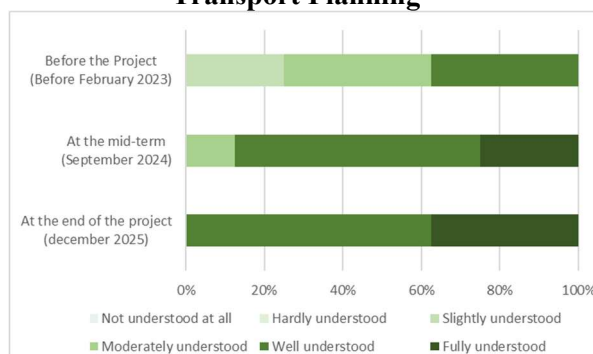


Figure 2-14 Level of Understanding of Traffic Management Planning

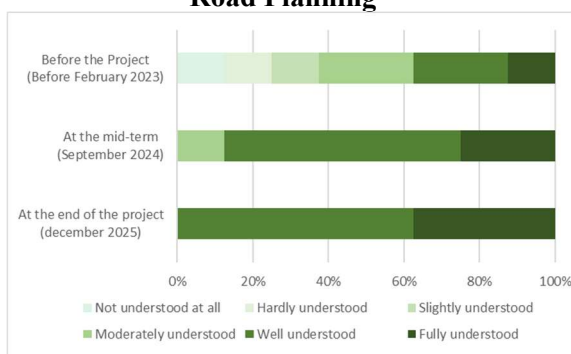


Figure 2-15 Level of Understanding of Historical and Landscape-Oriented Urban Development

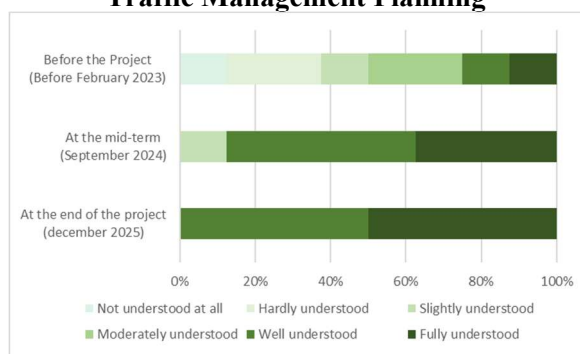


Figure 2-16 Level of Understanding of Pilot Project

[Project Implementation Capacity]

In this Project, efforts were made to enhance the knowledge and technical skills required for implementing urban transport measures through the execution of pilot projects. The questionnaire survey assessed the following aspects: “capacity to plan urban transport measures and projects”, “capacity to prepare project proposals”, “capacity to coordinate with relevant agencies”, and “capacity for project operation and management”.

Although the evaluation scores were lower compared to those for the level of understanding of urban transport planning, the capacity ratings at the completion of the Project were the highest for all items. This confirms that the C/Ps’ project implementation capacity improved to a certain extent.

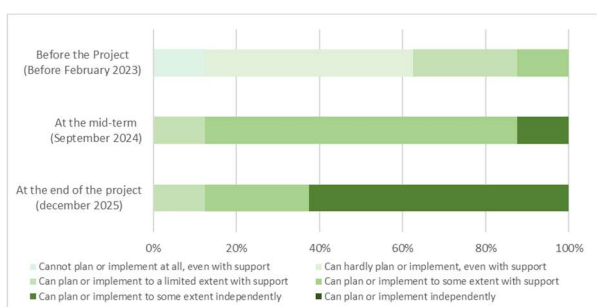


Figure 2-17 Capacity to Plan Urban Transport Measures and Projects

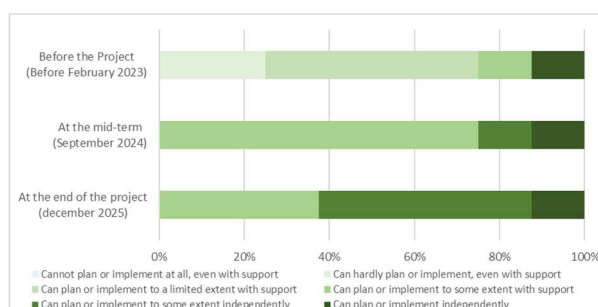


Figure 2-18 Capacity to Prepare Project Proposals

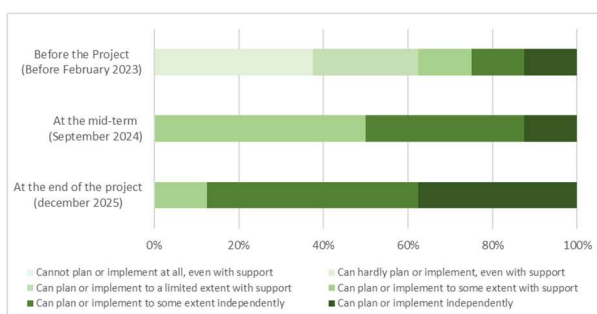


Figure 2-19 Capacity to Coordinate with Relevant Agencies

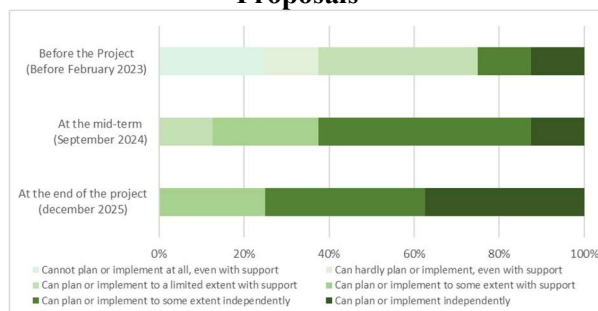


Figure 2-20 Capacity for Project Operation and Management

[Communication Capacity]

In this Project, efforts were also made to enhance dialogue and consensus-building skills with relevant agencies and local residents through the implementation of pilot projects. The questionnaire survey assessed the following items: (i) presentation and explanation skills at the TCP and JCC meetings, (ii) ability to explain to local residents, (iii) facilitation skills for workshops, and (iv) ability to provide explanations during consultations with donors and relevant agencies. Based on these items, improvements in each C/P's communication capacity were examined. The results indicate that particularly notable improvements were observed in the “ability to explain to local residents” and “workshop facilitation skills,” confirming that their capacity for dialogue with residents was strengthened.

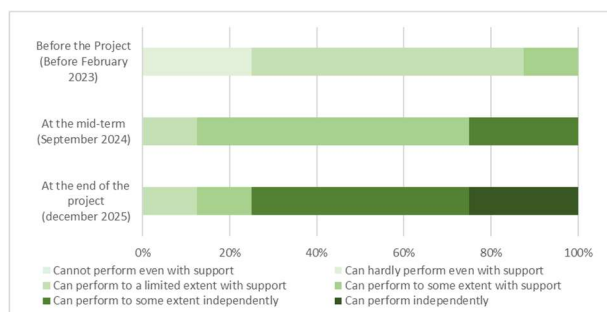


Figure 2-21 Presentation and Explanation Skills at TCP and JCC Meetings

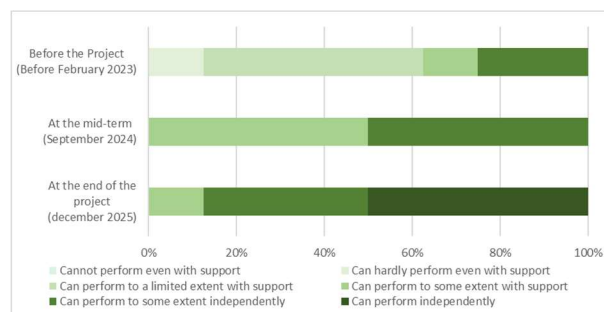


Figure 2-22 Ability to Explain to Local Residents

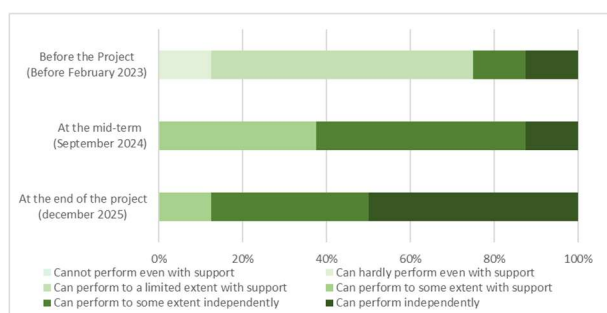


Figure 2-23 Workshop Facilitation Skills

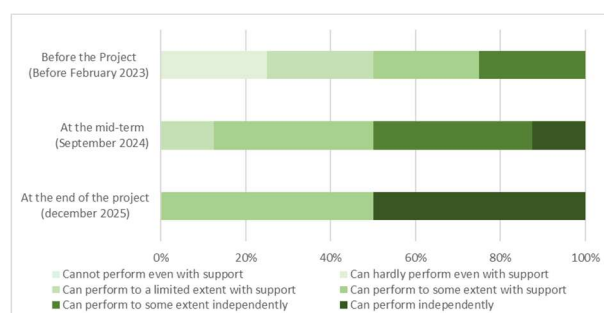


Figure 2-24 Ability to Provide Explanations during Consultations with Relevant Agencies

Regarding capacity development at the organizational level, an interview survey was conducted with Mr. Salika, Deputy Director of DPWT. He stated that one of the major achievements of the Project was not only the enhancement of individual capacities but also the establishment of an organizational framework involving relevant agencies.

Table 2-4 Key Opinions on Capacity Development

	Key Opinions
Individual Capacity	• It is recognized that staff have acquired fundamental capacities necessary to undertake urban transport measures comprehensively, from planning to implementation. • In particular, level of understanding has significantly improved in the areas of bus operation and management, as well as traffic management measures such as the TCZ, through the training program in Japan and the pilot projects.
Organizational Structure	• Through the TCP and JCC, regular opportunities for information exchange was established, enabling the development of strong relationships among relevant agencies and departments. In the implementation phase of the Master Plan, it is intended to reconstruct a similar framework and maintain these positive relationships. • The Project enhanced the C/Ps' motivation to participate in urban transport planning and fostered the development and growth of personnel who could potentially assume leadership roles in the future. • On the other hand, the development of IT specialists remains an issue to be addressed.
Institutional and Social Systems	• The commencement of bus operations within the Project period as part of the introduction of the TCZ, as well as the introduction of new parking regulations in the Peninsula area, represent significant achievements. • However, in order to continuously implement various measures, financial challenges need to be addressed.

Source:JET

【1-2】 Establish the Luang Prabang Transportation Council

Approximately one month after project commencement, the members of the Luang Prabang Traffic Cooperation Platform (TCP) were appointed.

The TCP was established to facilitate inter-agency coordination and decision-making on key matters related to the Project, including the direction and major measures of the Urban Transport Master Plan (MP), the implementation policies of pilot projects, and the content of traffic management measures.

The TCP members and the implementation record are shown below.

Table 2-5 TCP Members

Position	Organization	Remarks
Deputy Director of Division	DOT/MPWT	
Director	DPWT	Chairperson
Deputy Director	DPWT	
Deputy Director	DoCT	
Deputy Director	DPS/Traffic Police	
Deputy Head	LPB City Public Security	From Mar 2023 to May 2023
Deputy Head	LPB City Public Security	From June 2023
Deputy Director	Luang Prabang Province	From Mar 2023 to Apr 2023
Deputy Director	Luang Prabang Province	From Apr 2023
Deputy Head	Luang Prabang City	

Position	Organization	Remarks
Vice President	Souphanouvong University	
Lecturer	NUOL (National University of Laos)	

Table 2-6 Implementation Status of the Transportation Council

Date	Location	Agreed Items
1st Meeting	June 27, 023	DPWT Large Conference Room
2ns Meeting	Oct 18, 2023	"
Session 3	Mar 26,2024	OPWT Large Conference Room
4th Meeting	Jul 30, 2024	DPWT Large Conference Room
5th Meeting	Aug 1, 2024	"
6th Meeting	Dec 10,2024	"
7th Meeting	Jul 23, 2025	"
8th Meeting	Nov 12,2025	"

Note: Detailed content is described in Section 3.1.4.

Source : JET

【1-3】 Review relevant plans pertaining to urban transportation and urban development

JPT organized existing plans, related plans, legal regulations, and past surveys relevant to the formulation of the Urban Transportation Master Plan (MP) and reviewed the following survey items.

(1) Review of Related Policies and Plans

1) Upper-level plans

National development strategies of Lao PDR, including the 9th Five-Year National Socio-Economic Development Plan, as well as development strategies for Luang Prabang such as the 9th Five-Year Socio-Economic Development Plan for Luang Prabang Province, are described in 1) of Annex 1.1.1 “Upper-Level Plan” of the Luang Prabang Urban Transport Master Plan (LPBMP).

2) Related Plans

Urban planning and tourism-related strategies in Luang Prabang, such as the Fostering Green Mobility and Walkable Cities Strategy for Luang Prabang and Siem Reap and the Luang Prabang Tourism Development, Promotion and Management Plan 2020–2024, are described in Annex 1.1.2 “Related Project” of the LPBMP.

Table 2-7 Related Plans

Level	Comprehensive Plan	Public Work · Transport	Other
National	9 th NSEDP	2030 Vision 10-Year PWT Development Strategy ↓ MPWT's 5 Year Development ↓ 5 Year Development Plan (DPWT)	
LPB Province	9 th LPB-SEDP		
LPB City		LPB Urban Transport Master Plan ↑ Fostering Green Mobility and Walkable Cities Strategy in LPB ↑ Lao Livable City Project	LPB Tourism Development, Promotion Management Plan ↑ Master Planning Study for Smart City Development in LPB City

* ■ Upper Level Plan / ■ Related Plan

Source:JET

(2) Understanding Relevant Laws and Regulations

1) Legal Framework for Urban Transportation

(i) Land Transport Law

This establishes the fundamental legal framework governing the operation and management of Laos' land transport system, including Luang Prabang City. It encompasses various aspects such as public transport policy formulation, business licensing for public transport operations, safety regulations, fare regulations, and the authority of relevant ministries and agencies regarding MPWT, DPWT, and OPWT. The Land Transport Law is a crucial legal instrument for building a safe, efficient, and sustainable public transport network.

(ii) Road Traffic Law

This law ensures safety on public roads by covering various aspects such as driver's licenses for cars and motorcycles in Laos, road signs, traffic management, and penalties for violations. It applies equally within Luang Prabang City. It also defines the authority and responsibilities of relevant ministries and agencies, including those related to MPWT, DPWT, and OPWT.

(iii) Luang Prabang City Governor's Agreement on Urban Management

This Governor's Agreement was established in 2012 as a subordinate regulation of Luang Prabang Province and was amended in 2018 to strengthen penalties. This Governor's Agreement aims to achieve sustainable development and improve the quality of social life in Luang Prabang City, preserve the value of its World Heritage status, and establish it as a globally renowned tourist destination. It stipulates rules, prohibitions, standards for management, enforcement, and inspection related to urban management, as well as provisions for natural environment protection and preservation of traditional culture. It applies exclusively within Luang Prabang City. Luang Prabang City is divided into three zones, with vehicle entry restrictions based on vehicle type set for each zone. This requires consideration when planning transportation for the survey area.

2) Legal Framework for Urban Planning (Including Landscape and Historic District Development)

(i) Luang Prabang Urban Planning Regulations under the Urban Planning Law

In Luang Prabang City, the Regulation on Luang Prabang Urban Planning (RLUP) was formulated in 2012, targeting the buffer zone (approximately 12,500 ha). The background leading to the formulation of the RLUP lies in the concepts of the SCOT (Schéma de cohérence territoriale de Luang Prabang), developed in 2004 with the cooperation of the French Development Agency (Afd: Agence française de Développement) and Sinon. The SCOT analyzed the current state of Luang Prabang City, including areas outside the heritage zone, and presented future development scenarios.

(ii) World Heritage Site Conservation and Utilization Plan (PSMV)

The PSMV was developed in 2001 for the approximately 820 ha World Heritage Site, with the cooperation of the Heritage House (La Maison du Patrimoine). The Heritage House was established after the World Heritage inscription with the support of international organizations and functions as a conservation management body providing technical advice on new construction and restoration works within the World Heritage area in accordance with World Heritage standards. Within the urban planning legal framework, the World Heritage Site Conservation and Utilization Plan (PSMV) is prioritized in Luang Prabang City. Currently, Laos does not have a dedicated landscape law, but the PSMV functions as a guideline for landscape and historical urban planning. As shown in Figure , information was collected and verified through interviews with the DoCT.

(iii) Law on National Heritage (2013)

This law stipulates the management, use, conservation, protection, and restoration of national

heritage. It clarifies the rights and obligations of the state, social organizations, and individuals, aiming to preserve the cultural, historical, and natural values of national heritage.

(iv) Land Law

Regulates land transactions, registration, use, utilization, inheritance, compensation, and other related matters.

(v) Law on Investment Promotion (2009)

Provides special preferential measures for investments in hospitals and educational institutions, and for granting residential land use rights to foreign investors (for investments of 25 billion KIP).

(vi) Decree on Public-Private Partnership (2021)

Regulates public-private partnerships. Applicable to infrastructure development, public service projects, construction projects, tourism, energy, and other development projects.



Source : JET

Figure 2-25 Interview with DoCT regarding conservation systems and current status

(3) Understanding Socioeconomic Conditions

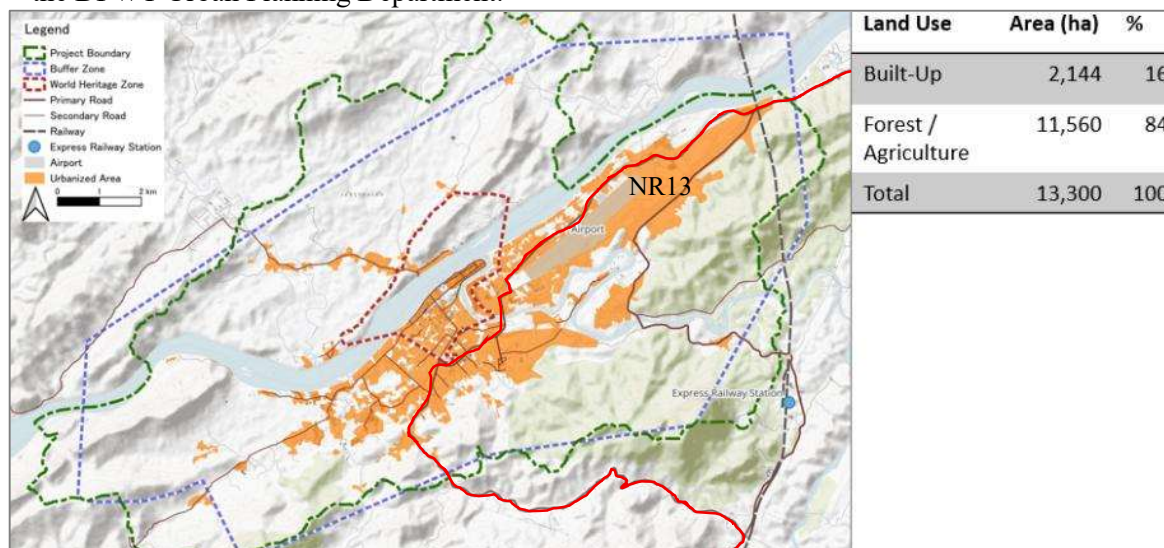
Documented in LPBMP Annex 1.2.2 "Social and Economic".

(4) Collection and Analysis of Existing Data

1) Regarding Urban Planning

(i) Land Use

Approximately 16% of the total 13,300 ha survey area is currently urbanized. Overall, the central urban area extends into a narrow strip along the lowlands bordering the Mekong River, with particularly significant urbanization east of the airport. The opening of the Lao-China High-Speed Railway in December 2021 has accelerated urbanization southward from the heritage area along National Highway 13 (current land use status was collected and verified through interviews with the DPWT Urban Planning Department).

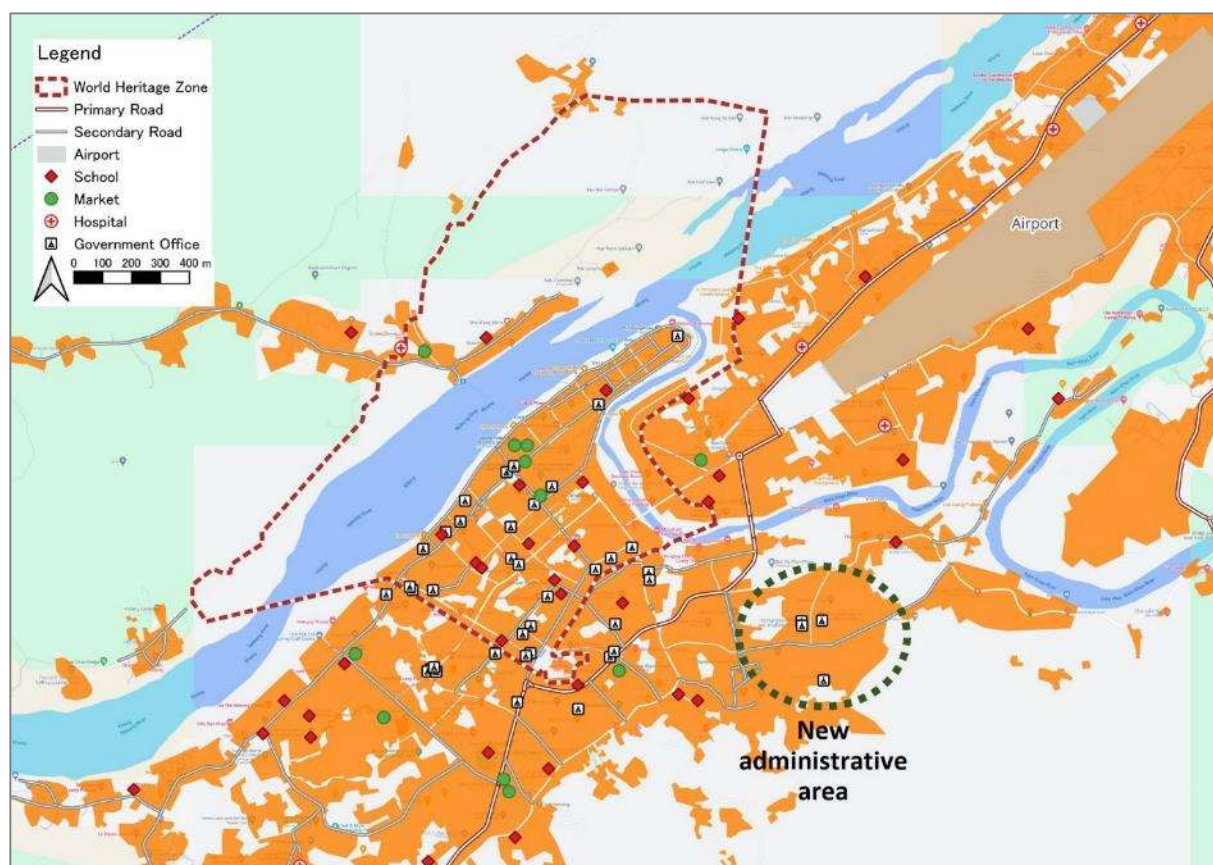


Source : JET

Figure 2-26 Current Urban Area Status

(ii) Key Facilities

The World Heritage site was historically the political, residential, and religious center of Luang Prabang. Markets, schools, hospitals, and government agencies are still largely concentrated within the heritage area. Specifically, over half of the markets (5) and government agencies (24) are located within the heritage area, along with approximately one-third (13) of schools. In the particular case of schools, while this is less than half of all facilities, they are more densely concentrated than schools outside the heritage area. Consequently, many citizens still commute daily between areas inside and outside the heritage zone. Meanwhile, a new government district is being developed outside the heritage area in recent years, and some government agencies have already relocated there (see figure below).



施設	WHZ内	WHZ外	計
学校*	13	25	38
マーケット	5	8	13
病院		7	7
政府機関	24	17	41

*Primary and secondary school

Google map and site survey

Source : JET

Figure 2-27 Key Facilities

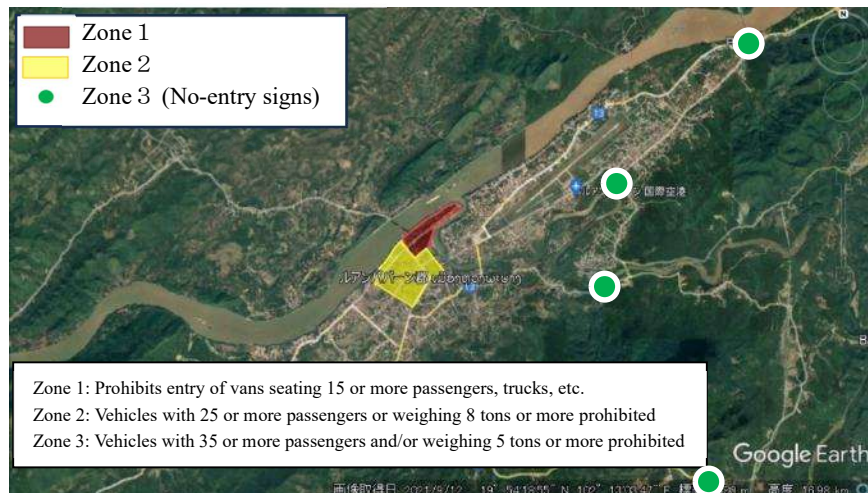


Figure 2-28 Interview with DPWT to confirm urban planning system, development status, and existing data

2) Regarding Urban Transportation

(i) Vehicle Access Restrictions and On-Street Parking

Luang Prabang City enforces vehicle size-based access restrictions for specific zones, preventing large vehicles from entering the World Heritage Site.



Source : JET

Figure2-29 Vehicle Access Restrictions

In Luang Prabang, parking and stopping are regulated under four categories: no parking/stopping, no parking, no parking/stopping on odd-numbered days, and no parking/stopping on even-numbered days. While this rule is generally well-followed, areas permitting roadside parking face recognized issues such as spoiling the landscape and causing traffic congestion.



Source : DPWT

Figure 2-30 Sign indicating no parking/stopping zones



Source : JET



Figure 2-31 Interview with DPWT

(ii) Traffic Volume and Flow

To understand the current conditions of urban transport in Luang Prabang, traffic count surveys were conducted at major locations, and the composition of traffic by vehicle type was analyzed. The survey results indicate that in the city center, motorcycles account for approximately 70% of total traffic, while cars account for about 23%, together constituting most of the traffic volume. In contrast, public transport services (such as tuk-tuks and songthaews) account for only around 5%, indicating that their role in the current urban transport system remains limited.

In suburban areas along National Road No. 13, motorcycles and cars likewise constitute the primary modes of transport. Compared with the city center, however, the proportion of freight vehicles is relatively higher. This reflects the function of this corridor as a regional arterial road that accommodates a certain level of traffic and logistics-related movements.

From the perspective of traffic flow, Luang Prabang has a relatively low road network density, resulting in traffic being concentrated on bridges crossing the Khan River and on a limited number of arterial roads. At the Old Bridge, motorcycles concentrate during the morning and evening peak periods, causing severe congestion. Such concentration of traffic flows contributes to recurrent congestion and deterioration of the traffic environment in the city center.

Detailed data on traffic volumes and vehicle composition obtained from the traffic count surveys are presented in Annex 2.1, “Traffic Surveys.”

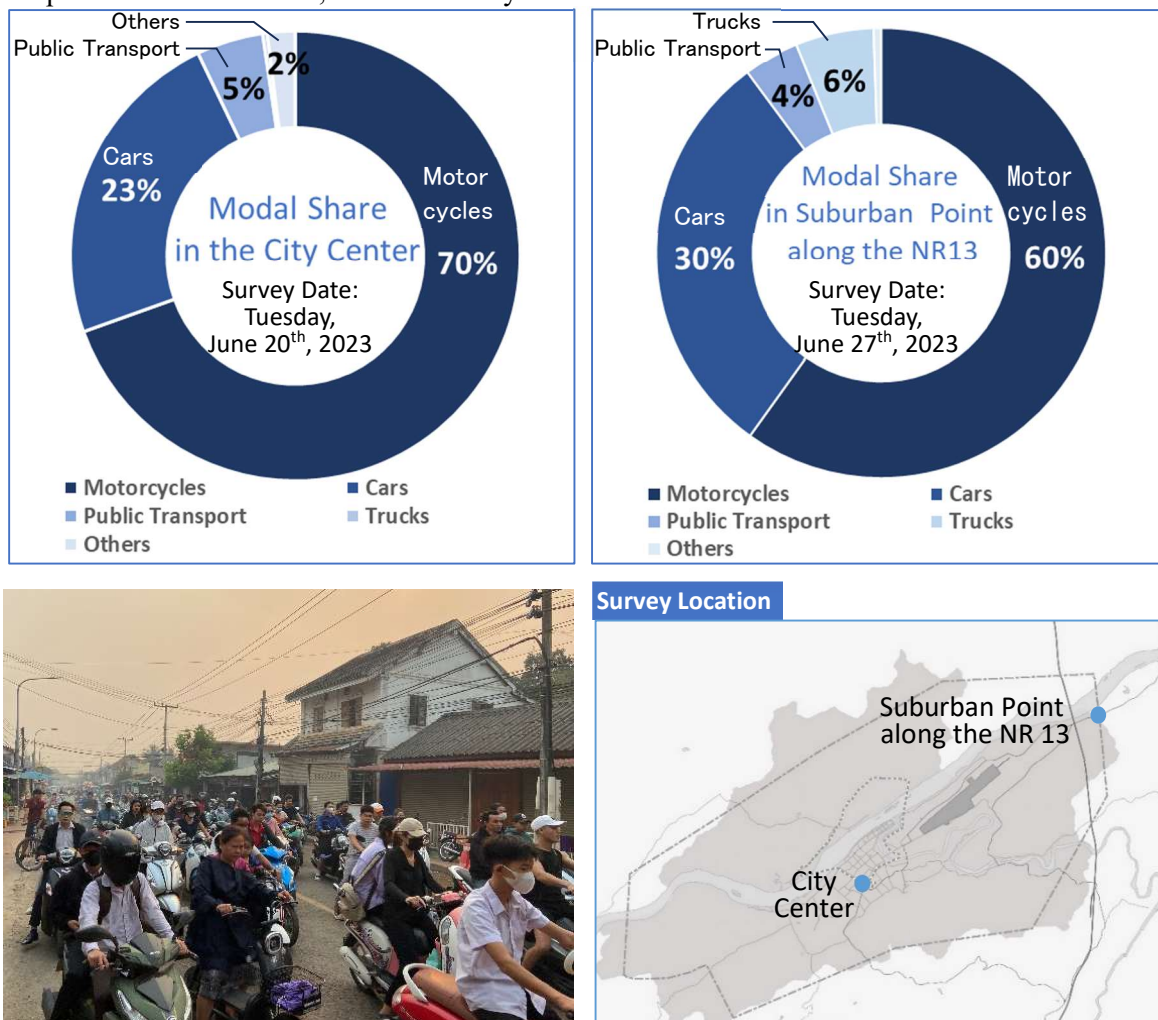


Figure 2-32 Traffic Conditions by Vehicle Type in the Project Area

(iii) Traffic Safety

The leading cause of traffic accidents in Luang Prabang is drunk driving, followed by speeding. Additionally, risks are increasing annually due to factors like pedestrians crossing roads haphazardly and the proliferation of electric scooters, which do not require a driver's license.

Table 2-8 Annual Traffic Accident Trends

	2018		2019		2020		2021		2022	
Total Number of vehicles damage	Total: 497		Total: 615		Total: 582		Total: 295		Total: 430	
Number of light damage	283		360		340		142		227	
Number of moderate damage	210		251		241		150		201	
Number of severe damage	4		4		1		3		2	
Number of fatalities	Total: 24		Total: 29		Total: 22		Total: 21		Total: 18	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
on the spot	6	2	15	2	10		8	1	7	
hospital	12	4	7	5	11	1	10	2	6	5
Number of injuries	Total: 496		Total: 554		Total: 538		Total: 286		Total: 420	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Number of light damage	176	88	195	90	199	85	103	44	164	96
Number of moderate damage	156	51	171	80	161	81	91	43	109	41
Number of severe damage	21	4	14	4	8	4	1	8	7	3
Sort by subjectivity of incident occurrence										
Drunk and drive	97		87		100		53		84	
Over the speed limit	25		48		52		33		48	
Change the direction	3		13		26		16		8	
Overtaking without safety guarantee	12		30		27		6		19	
Not yielding the right of way	20		21		32		12		25	
Turning without safety guarantee	41									
Drive on the left side	34						6			
Not keeping the distance	21		29		15		5		11	
Technical system issues			2		1					
Violate the traffic sign					3					
Others	12		94		64		38		35	
Sort by Accident Collides	No. of accident	Fatality	No. of accident	Fatality	No. of accident	Fatality	No. of accident	Fatality	No. of accident	Fatality
Face to face	88	15	82	15	93	10	57	6	67	9
Hit from sideways	77	1	110	8	132	6	59	3	97	4
Scratches	33	1	40		29		15	3	44	2
Hit from backside	54	3	67	2	52	2	32	3	15	
Self-inflicted	13	4	25	4	14	4	6	6	7	3

Source: DPWT

(5) Current Status of Urban Transportation Infrastructure and Facilities

Roads

(i) Road Development Status

Except for the city center, the road network density is low. Consequently, all traffic mixes on a few main roads, creating a high risk of traffic accidents. The limited number of bridges over the Mekong and Khan rivers hinders regional cooperation and exchange. Furthermore, the high proportion of unpaved roads in suburban areas impedes smooth mobility.

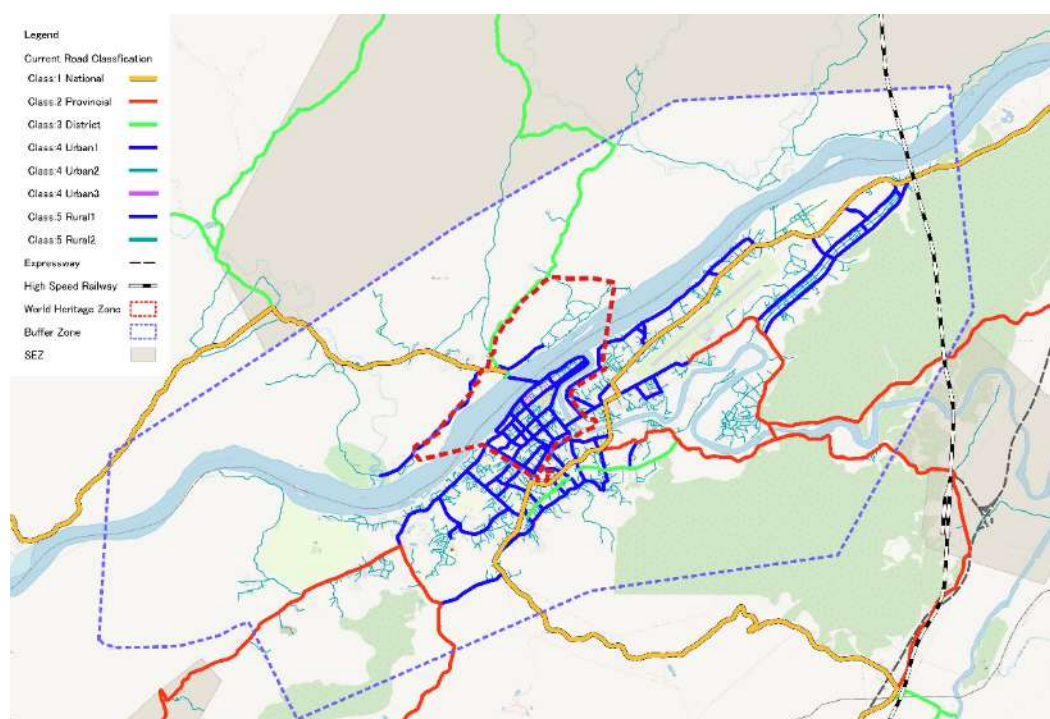
Road classifications under Lao domestic law are based on network function and the responsible entities for planning, construction, and management, as shown in the following table.

Table 2-9 Road Classification

Class	Planning	Construction	Maintenance	Remarks
National	MPWT	MPWT	DPWT	Connect international border and/or National capital and/or Provincial Capital
Provincial	DPWT	DPWT	DPWT	Connect Provincial capital and/or District capital
District	DPWT	OPWT	DPWT	Connect Village and District Capital or Provincial Capital
Urban	DPWT	OPWT	DPWT	Community Road/ Urban area
Rural	DPWT	OPWT	DPWT	Community Road / Rural area
Special				For Public facility or National defense/security Forest preservation zone

Source: JET compilation based on the Road Design Manual and interviews with DPWT

The current road network in the target area reflecting the above classification is shown below.



Source : JET compilation based on DPWT

Figure 2-33 Current road network in the planning target area

(ii) Pedestrian Environment within the World Heritage Site

Within the eritage area, approximately 8 of roads have sidewalks. However, not all sidewalks are easy to wlk on, as some are narrow or have steps, while others, although being wide, are occupied by street stalls. On the other hand, the peninsula area features well-maintained, attractive paths used by residents and tourists for strolls.



Figure 2-34 Walking environment within the heritage district

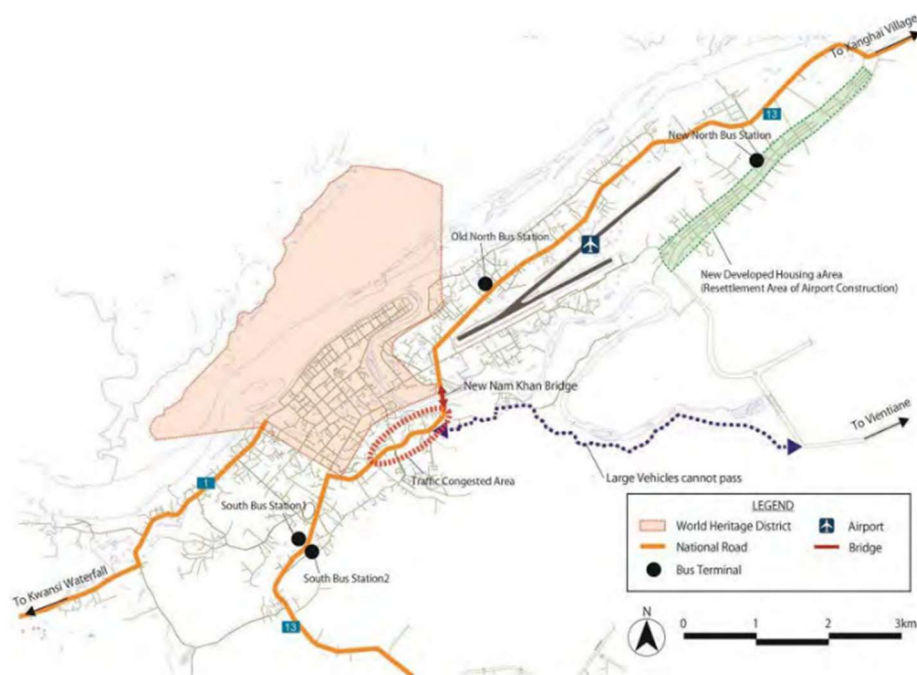
Public Transportation

(i) Public Transportation

Luang Prabang City's public transportation is broadly categorized into two types: long-distance public transportation accessing Luang Prabang City and public transportation within Luang Prabang City. Long-distance public transportation includes air, high-speed rail, and ferry services, as well as road transportation such as buses, vans, and songthaews, operating as international, inter-provincial, or inter-district public transportation services. Since the suspension of route bus services in June 2020, public transportation within Luang Prabang City consists solely of ferries and paratransit services such as jumbos, tuk-tuks, and songthaews.

(ii) Public Transportation Network

The public transportation hubs in Luang Prabang City are shown in the diagram below. When visiting Luang Prabang City using public transportation, the main points of access are Luang Prabang International Airport, the Luang Prabang Station for the high-speed railway, the long-distance ferry terminal, and the four bus terminals. At these four bus terminals, buses, vans, and songthaews operate for inter-district, inter-provincial, and international routes.



Source : JET

Figure 2-35 Public Transportation Hubs in Luang Prabang City

Since no scheduled buses operate from the airport, bus terminals, or long-distance ferry terminal to the city center, travelers must arrange pickups by friends or family, use hotel shuttle services, or utilize paratransit services waiting at the terminals. Paratransit vehicles are always available at each terminal, and passengers can negotiate directly with drivers for transportation to their destination. Additionally, a shuttle bus service began operating from the high-speed railway station to the city center in October 2022.

Within Luang Prabang city, transportation is limited to paratransit services called Jumbos, Tuk-tuks, and songthaews, plus a ferry service connecting Luang Prabang city and the Chong Phaem area. Consequently, Luang Prabang residents without private vehicles rely on support from family or friends or living expenses using expensive paratransit services. Ensuring convenient mobility for Luang Prabang residents is a key challenge. To alleviate traffic congestion and promote environmentally friendly urban development, establishing a backbone public transportation network in Luang Prabang City is essential. Recently, ride-sharing services have gradually expanded, but due to insufficient legal frameworks, their operation remains limited.

(iii) Public Transportation Service Status and Usage Reality

Transportation within Luang Prabang City: Paratransit vehicles known as songthaews, tuk-tuks, and jumbos operate. These vehicles run under the supervision of the Department of Public Works and Transport (DPWT) and are stationed at designated locations such as the four bus terminals in the northern and southern parts of Luang Prabang City, the high-speed railway station, hospitals, and markets. Prior to the COVID-19 pandemic, they were used by approximately 160,000 people per year (about 440 people per day). Although tourist numbers decreased significantly in 2020 due to the COVID-19 pandemic, a certain number of passengers was maintained even under such conditions, making them an important means of transportation for Luang Prabang residents.

Ferry (Luang Prabang City - Chong Phaem District): As no bridge connects Luang Prabang City and Chong Phaem District, the ferry crossing the Mekong River to the opposite shore of Chong Phaem District is the sole means of transportation linking the two areas.

Ride-sharing Services: Against the backdrop of growing mobility needs in recent years, ride-sharing services are gradually gaining popularity. Although fares are set at approximately double the market rate, making them somewhat expensive, apps can be used to arrange four-wheeled vehicles, jumbos, and tuk-tuks. Due to the lack of established legal regulations and systems governing ridesharing, operations remain very limited, but growth is anticipated in the future.

(iv) Tourist Transportation

Public Transportation Environment for Moving Around Luang Prabang City: Many tourists explore the city using bicycle or motorcycle rental services, and during mornings and evenings on the peninsula, it is common to see people walking or cycling around town. However, due to the lack of public transportation, various challenges arise, such as difficulty moving during the hot daytime hours when walking or cycling is difficult, difficulties for those without their own means of transportation, and challenges in traveling to destinations beyond walking distance for medium to long distances.

Access to Suburban Tourist Sites: Luang Prabang's outskirts feature popular tourist destinations like Tat Xue Waterfall, Kuang Si Waterfall, and Pak Ou Caves. To reach these sites via public transport, visitors must first take a paratransit service to a suburban bus terminal, then transfer to minibuses or songthaews operating from there. Despite this, the service saw approximately 30,000 round-trip uses in 2018. However, online schedules for these routes are unavailable, and service frequency is extremely limited. Consequently, this makes it a very difficult service to use for tourists unfamiliar with Luang Prabang.

(6) Understanding Luang Prabang's Natural Environment

Documented in LPBMP Annex 1.2.1 "Natural Environment".

(7) Information Gathering on Luang Prabang's Future Development Potential

Following information on the status of Luang Prabang's future development potential was collected and confirmed through interviews with the Urban Planning Division of DPWT.

(i) SEZ

The Luang Prabang-based construction company Phousy Group plans to develop an Economic Special Zone (SEZ) on a total area of 4,850 hectares around Luang Prabang City. However, a recent review of the situation indicates that Phousy Group's financial capacity alone is insufficient, and it is currently seeking partnerships with foreign investors, including Chinese companies.

(ii) Osiano

The Osiano Development Project focuses on developing the tourism sector. It covers a total area of 829.66 hectares, divided into seven zones. Part of this area is within the buffer zone and the project site. The developer is a Chinese-funded private developer (Osiano Trading, a subsidiary of the King Roman Group) operating in the Golden Triangle Special Economic Zone on the northern Lao Chinese border.

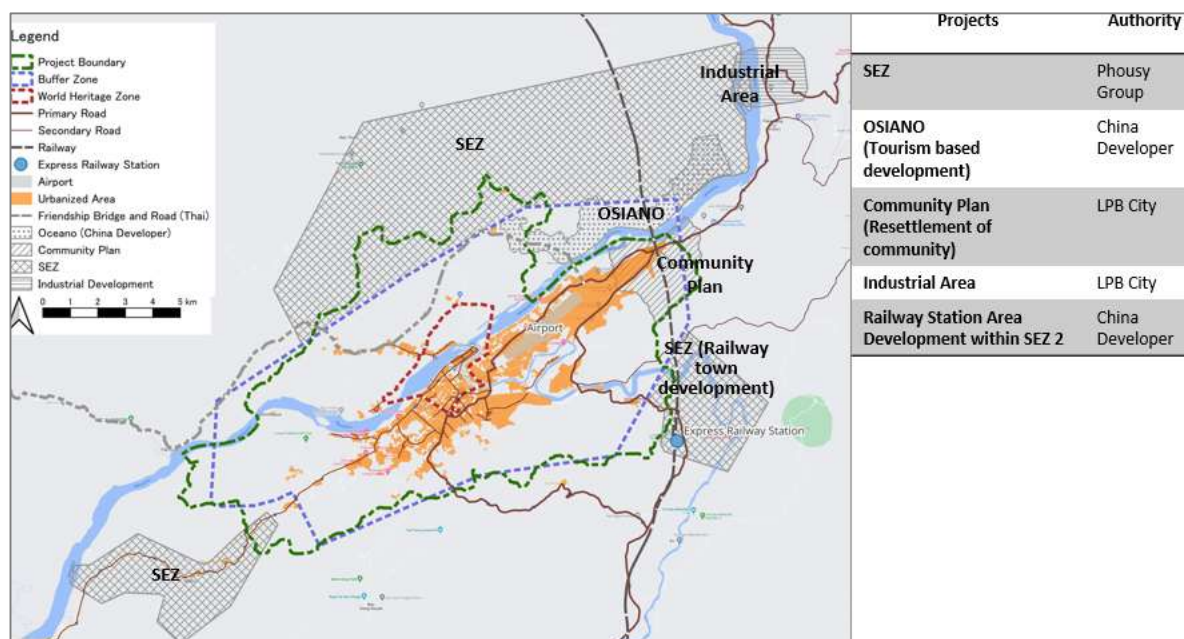
(iii) Community Plan

Luang Prabang City is currently undertaking a community plan targeting four villages. Initiated in 2019, the community plan aims to expand and upgrade Luang Prabang International Airport and resettle communities in the surrounding areas. Authorities are acquiring land from communities near the airport and providing land compensation to resettle residents to another new area (details unconfirmed).

(iv) Railway Station Area Development

According to Luang Prabang City, a Chinese developer is planning a development around Luang Prabang Station. The target area is located within SEZ2. Project details are currently unknown.

(v) Vangngeun Village Development (Kang River Basin Peninsula Area and New Administrative District)



Source : JET

Figure 2-36 Development Projects Around the Target Area



Figure 2-37 Survey on Development Projects

(8) Review of PPP (Public-Private Partnership) Systems and Performance

Based on field surveys, interviews with relevant organizations, and a review of related documents, basic information was collected on the institutional framework for PPP as well as on the financial conditions of relevant agencies, which constitute important preconditions for examining the applicability of PPP schemes. Details of the institutional arrangements, financial conditions, and challenges in securing public funding are summarized in Chapter 4 of the MP Annex.

【Overview of the PPP Legal Framework】

- As for the legal framework for PPP, the institutional framework is stipulated by Decree No. 624 dated 21 December 2020. The Decree defines PPP as a cooperative arrangement between the public and private sectors, including joint investment by both parties or investment solely by the private sector for a specified period of project operation. PPP is applicable to new infrastructure development, improvement of existing infrastructure, and the provision of public services, and public transport services in the urban transport sector are also included within the scope of the system.

【Current Status of PPP Implementation in Luang Prabang Province】

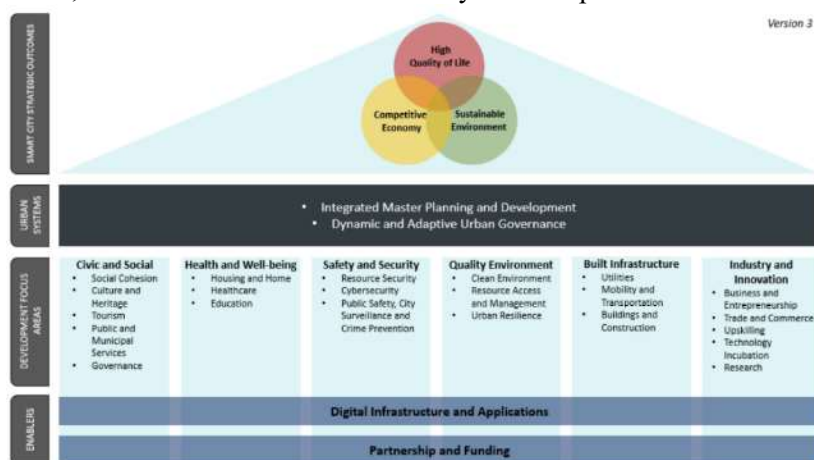
- Interviews with relevant agencies confirmed that, while no formal PPP projects based on the PPP Law have been implemented in Luang Prabang Province to date, approximately three private sector proposals have been submitted and are currently under review.
- On the other hand, although several hydropower projects have been implemented in the province under concession arrangements with foreign companies, these projects have been led by the central government. As a result, the accumulation of experience and know-how related to concession-based projects at the provincial level has been limited.

【Financial Conditions and Fiscal Constraints of Relevant Institutions】

- For the Department of Public Works and Transport (DPWT), it was confirmed that the annual budget in 2024 is approximately LAK 26 billion, consisting of around LAK 20 billion for public investment and about LAK 6 billion for recurrent expenditures. Public investment funding largely depends on allocations from the central government and the Ministry of Public Works and Transport (MPWT).
- The World Heritage Management Division (WHMD) under the Department of Culture and Tourism (DoCT), which is responsible for tourism and heritage conservation, operates with a relatively limited annual budget of approximately LAK 200 million. At present, no direct financial support scheme is in place to cover renovation works for registered heritage buildings.
- At the city level, the organizational structures, budget scales, and budget execution procedures of the transport-related units, the Office of Public Works and Transport (OPWT), and the Urban Management and Service Office (UMSO, formerly UDA) were reviewed. These organizations rely on a combination of municipal revenues and allocations from provincial and central governments, and it was confirmed that their fiscal capacity to independently implement large-scale transport infrastructure projects is limited.
- The proposed Heritage Fund scheme under consideration by WHMD was also reviewed. It was suggested that, in the future, this mechanism, utilizing a portion of tourism revenues, could potentially contribute indirectly to the implementation of urban transport measures.

(9) Smart City Related

Luang Prabang, along with Vientiane, the capital of Lao PDR, is a member city of the ASEAN Smart Cities Network (ASCN). The fundamental concept for smart city development is understood to follow the ASCN Model Framework (see the following figure). This framework positions digital technology as infrastructure supporting each theme, reflecting a philosophy of developing it universally for broad, holistic themes rather than solely for transportation.

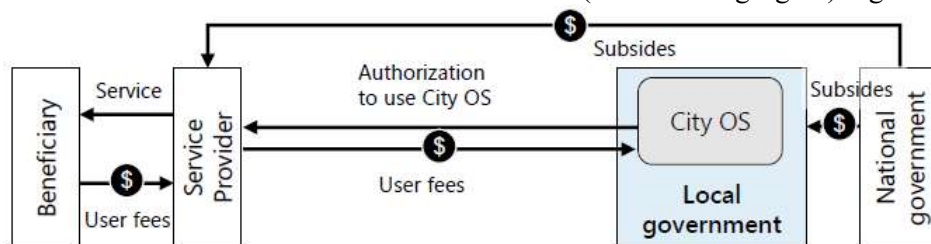


Source: ASCN

Figure 2-38 ASEAN Smart City Framework

In March 2022, Japan's Ministry of Land, Infrastructure, Transport and Tourism (MLIT) provided the ASEAN Smart City Network (ASCN) with the 'ASEAN Smart City Plan Guidebook', outlining plans to offer various smart services based on a digital platform called the City OS. The City OS aims to provide more advanced services at relatively lower costs by accumulating data on a common platform and supplying necessary data for requested services. This contrasts with the traditional 'siloed' structure where data is stored within individual applications.

The guidebook also outlines the fundamental business model concept. For government-led initiatives -where participation is encouraged not through legal enforcement but through administrative leadership in establishing policies and common platforms-, it suggests a value chain where local governments develop and manage the City OS, then provide data to private service providers to deliver various services. (The fundamental concept for smart city development is understood to follow the ASCN Model Framework (see following figure).Figure



Source: Ministry of Land, Infrastructure, Transport and Tourism

Figure 2-39 Basic Smart City Business Model

(10) Monitoring other donors' activities

The Lao Livable Cities Project (Urban Environment Improvement Investment Project) was suspended without implementation due to the global COVID-19 pandemic beginning in early 2020. Subsequently, the project was re-examined as an ADB-financed project aimed at enhancing sustainability, resilience, and inclusiveness in infrastructure development, and its name was changed to "UEIIP: Urban Environment Improvement Investment Project." It was approved in December 2023 as a \$45 million loan project.

(11) Review of Related Past Projects and Identification of Lessons to be Applied to This Project

Support from the AfD spanned two phases of PADUL (Luan Prabang Urban Development and Management Project): Phase 1 (2009-2012) and Phase 2 (2012-2017). Targeting the World Heritage Site and its surrounding areas, it implemented infrastructure improvements (alleys, underground cable, repairs to World Heritage-listed buildings, sewerage and drainage plans, reservoir conservation, etc.). This project significantly improved the condition of buildings and alleys within the World Heritage Site, and ongoing efforts are required to sustain these effects. The details are presented in LPBMP Annex 1.2.3 (Urban Development).

【1-4】 Study and analyze current problems related to urban transport and urban development in the target area, and identify issues.

Plan and implement necessary traffic surveys.

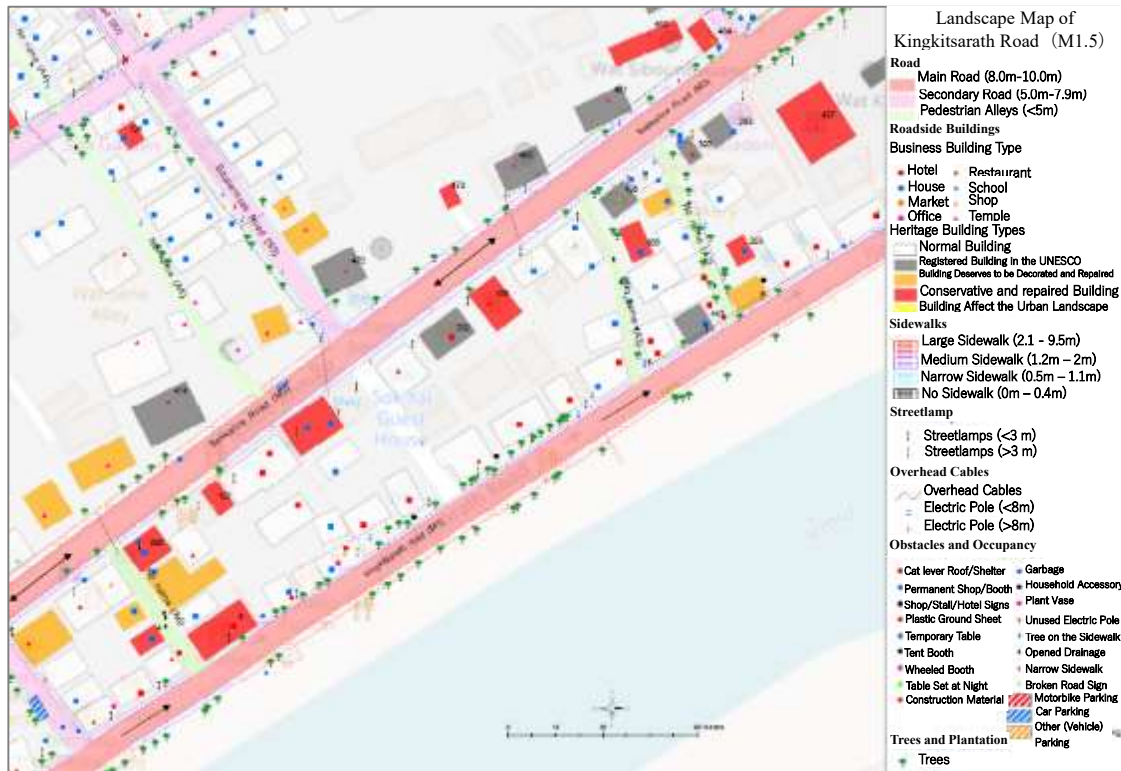
Subcontracted surveys were conducted to grasp actual traffic conditions not discernible from existing materials or statistical data, as well as inventory data related to historical and landscape town planning. This enabled analysis of the current state and identification of issues in the target area.

(i) Traffic Condition Survey

As described in Annex 2.1 "Traffic Surveys" of the LPBMP.

(ii) Inventory Survey for Tourism, History, and Landscape-Based Town Development

To establish foundational data for historical and landscape town planning studies, an inventory was created through subcontracting for major arterial roads (5), major block roads (10), and minor paths (20) within the World Heritage Site. Specifically, this involved surveying and compiling data on road conditions, roadside buildings, obstacles, and landscape-related items. The figure below shows part of the final submitted results.



Source: Subcontractor Mekong Consultants

Figure 2-40 Landscape Urban Development Inventory Survey Results Future Traffic Demand Forecast

Documented in LPBMP Annex 2.3 "Traffic Demand Forecast".

【1-5】 Conduct training in Japan to learn about Japanese transportation and urban development initiatives.

1) First Training in Japan

From July to August 2023, the first domestic study tour was conducted in Takayama City (population: 85,000), Shirakawa Village (population: 1,600), and Takaoka City (population: 172,000). These locations share similarities with Luang Prabang City in terms of geographical conditions (located in a mountain basin), population size, and being tourist cities where historic townscapes are preserved.

Participants showed particular interest in the processes of consensus-building with local residents to balance traffic regulation and the preservation of historic townscapes. They also raised active questions regarding the operation of public transport services tailored to tourism demand and the step-by-step implementation approach adopted by local governments in small-scale municipalities.

2) Second Training in Japan

Conducted in June 2024, this program involved experiencing exemplary mobility services, traffic management, and street design in tourist cities near the Kanto region. These initiatives, led by local

governments and residents, successfully balance daily life with tourism. Participants gained insights into the role of government in such efforts.

During the second training program, participants expressed strong interest in concrete traffic demand management (TDM) measures and pedestrian-oriented street design approaches. In addition, considerable attention was given to how local governments collaborate with residents and businesses to implement mobility policies effectively.

Details are provided in the respective reports below.

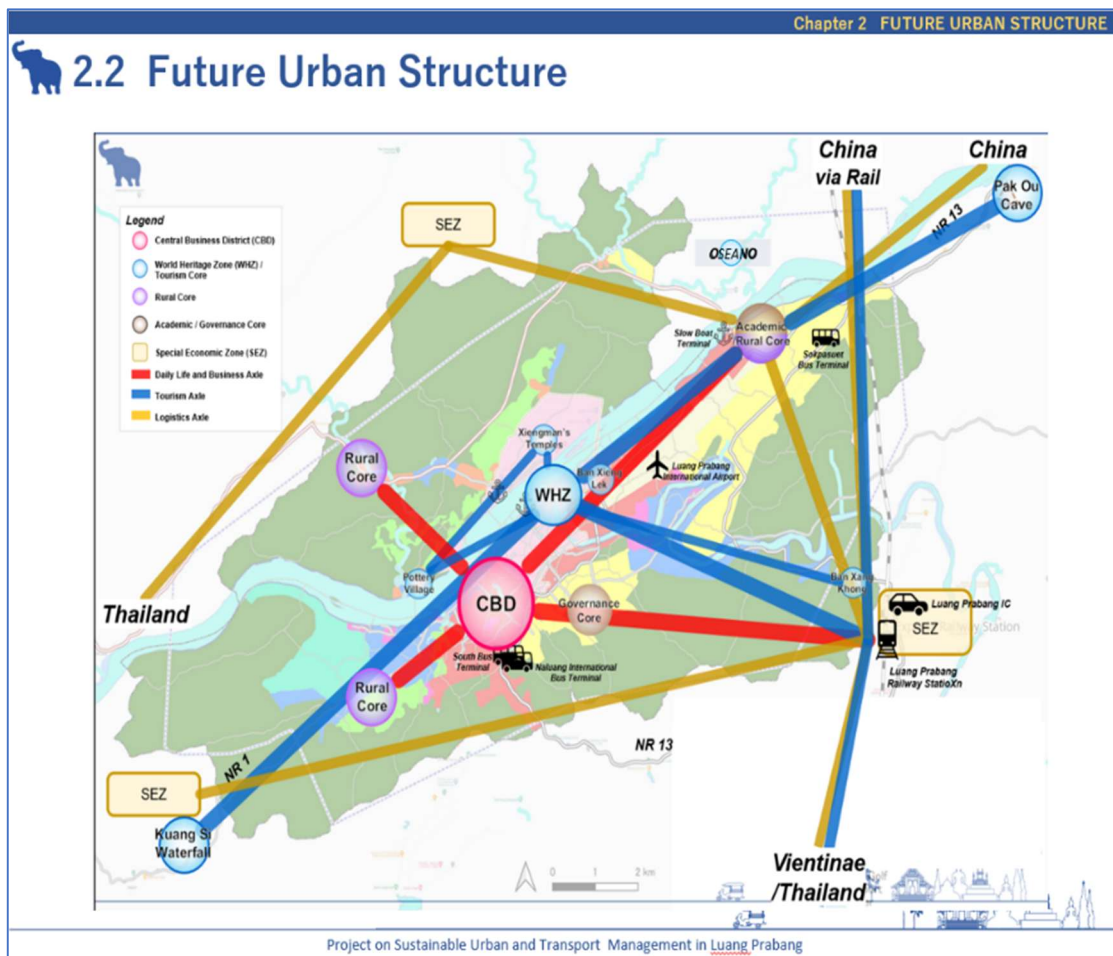
- Sustainable Urban Development and Traffic Management in Luang Prabang (First Technical Training)
Implementation Report: Takayama City, Shirakawa Village, Takaoka City
- Sustainable Urban Development and Traffic Management in Luang Prabang (Second Technical Training)
Implementation Report: Katori City (Sawara), Ota Ward (Kamata), Kawagoe City, Marunouchi Nakadori, Yokohama Motomachi Street, etc.

【1-6】 Develop a draft vision of urban structure and urban transportation for future.

Based on the current situation and anticipated future challenges identified thus far, and the direction of Luang Prabang's urban development discussed during the Japan training session, a future vision and policy goals for urban structure and urban transportation were formulated through discussions among stakeholders.

Furthermore, in formulating the future vision, residents' opinions are collected and incorporated through town-walk workshops and via the Project's or DPWT's Facebook platform.

1) Urban Structure



Source : JET

Figure 2-41 Future Urban Structure (Agreed upon during the 2nd TCP)

2) Future Vision

- ✓ Initial Draft: "We will create a sustainable urban transportation system that supports comfortable living and tourism, while enhancing its historical, cultural and natural values of Luang Prabang, as a World Heritage City"
- ✓ TCP Agreement: "We will realize a sustainable urban transportation system that supports comfortable living and tourism while preserving the historical, cultural, and natural values of the World Heritage city of Luang Prabang"

3) Development Scenarios

To identify an appropriate urban transport system with a target year of 2045, three alternative development scenarios were formulated, and the optimal scenario was determined through consultations with relevant stakeholders, including the counterpart agencies (CP). In this context, a development scenario refers to a policy option used to comparatively examine alternative configurations of the urban transport system, based on differences in the direction and emphasis of transport measures, taking into account future changes in urban structure and transport demand. In examining these scenarios, due consideration was given not only to current transport issues, but also to future development trends such as anticipated urban expansion, changes in urban structure, and the formation of regional transport corridors, while ensuring consistency with the long-term vision of Luang Prabang as a World Heritage city.

As a result, the “Public Transport Promotion plus Traffic Management Scenario,” which combines the promotion of public transport with vehicle access control in the World Heritage area, was identified as the most appropriate option for balancing a comfortable living environment with the functions of a tourism-oriented city. This scenario was informed by the concept of vehicle access control for World Heritage areas observed in Shirakawa-go, which was introduced as one of the reference models during the Japan-based training program. The applicability of this approach was shared and discussed among stakeholders, and the scenario was formally agreed upon at the Second TCP.

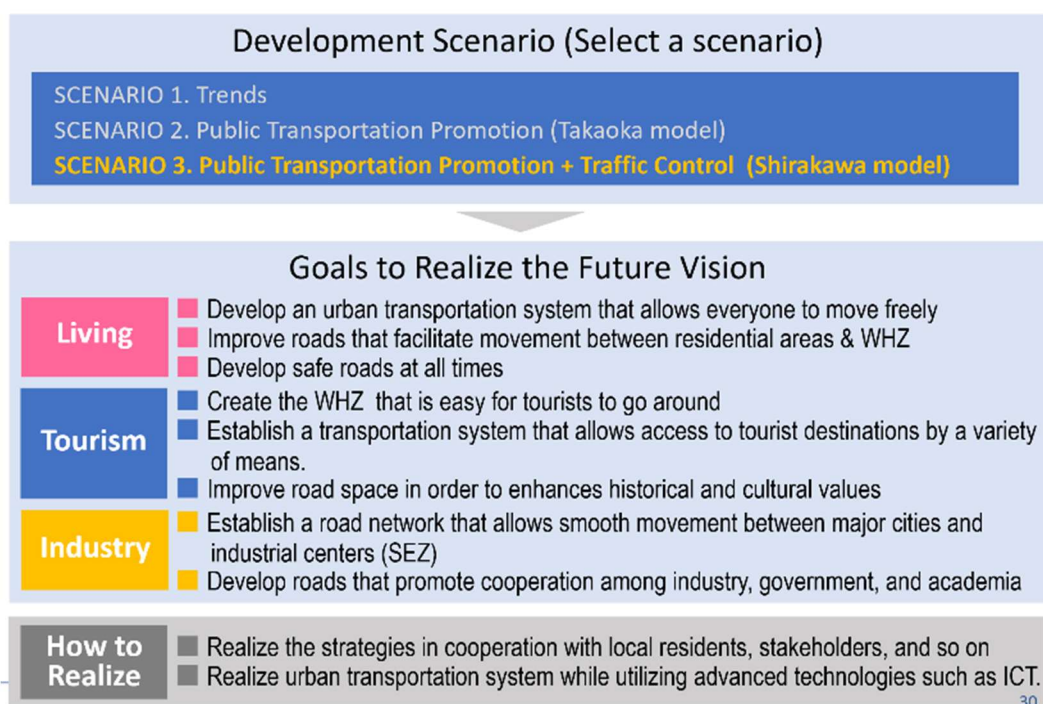
In considering the roles that urban transport should play in realizing the above vision, it was recognized that Luang Prabang is not only a tourism city, but also a Living Heritage, where residents’ daily lives and cultural practices continue to be sustained as part of the heritage itself. From this perspective, it was deemed appropriate to place particular emphasis on Living and Tourism as the core policy orientations.

On the other hand, the project area also includes industrial hubs and Special Economic Zones (SEZs) located in suburban areas, as well as major arterial roads connecting them, such as the Asian Highway. Accordingly, the urban transport system plays an essential role not only in supporting daily life and tourism, but also in facilitating industrial activities and the smooth movement of goods and logistics. Based on these conditions, the policy goals were ultimately consolidated into three perspectives: Living, Tourism, and Industry.

- Scenario 1: Trend Scenario
A case in which current transport policies are generally maintained, without introducing large-scale transport demand management measures or vehicle access restrictions.
- Scenario 2: Public Transport Promotion Scenario
A case that prioritizes strengthening the public transport network, while implementing limited traffic management within the World Heritage area, aiming to reduce automobile dependency primarily through improved public transport services.
- Scenario 3: Public Transport Promotion + Traffic Management Scenario (Scenario agreed upon in TCP)
A case that combines the enhancement of public transport with the phased introduction of area-based vehicle access management centered on the World Heritage district, together with the provision of peripheral parking facilities as receiving capacity for regulated traffic.



1.1 Overview of Future Vision / Strategies



Source : JET

Figure 2-42 Development Scenarios and Policy Goals Agreed Upon at the 2nd TCP

【1-7】 Build consensus on the future vision for urban structure and urban transportation at the Transportation Council.

Regarding the future vision, development scenarios, and policy objectives related to urban structure and urban transport prepared under Activity 1.6, detailed discussions were held at the 2nd Transport Coordination Platform (TCP) meeting on October 18, 2023, and consensus was reached among the relevant agencies. Subsequently, at the 2nd Joint Coordination Committee (JCC) meeting on April 4, 2024, these elements were formally approved as the policy component of the Urban Transport Master Plan (MP). Through this process, the future vision and policy objectives forming the foundation of the MP's policy direction were officially confirmed by the administration.

In addition, to operationalize the future vision effectively, it is essential for the administration itself to grasp the status of achievement of the policy objectives and to adjust measures as necessary. For this reason, the Project organized monitoring items corresponding to each policy objective and systematized them as “practical monitoring indicators” that can be utilized by the administration during the implementation phase of projects.

The monitoring indicators were designed primarily as output-based items (tracking the progress of measures), so that the administration, centered on DPWT, can operate them within the scope of existing data and information obtainable through routine administrative work. As outcome indicators are technically difficult to define and measure, and pose challenges for administrative evaluation, priority was given to indicators that enable reliable monitoring of the implementation status of measures.

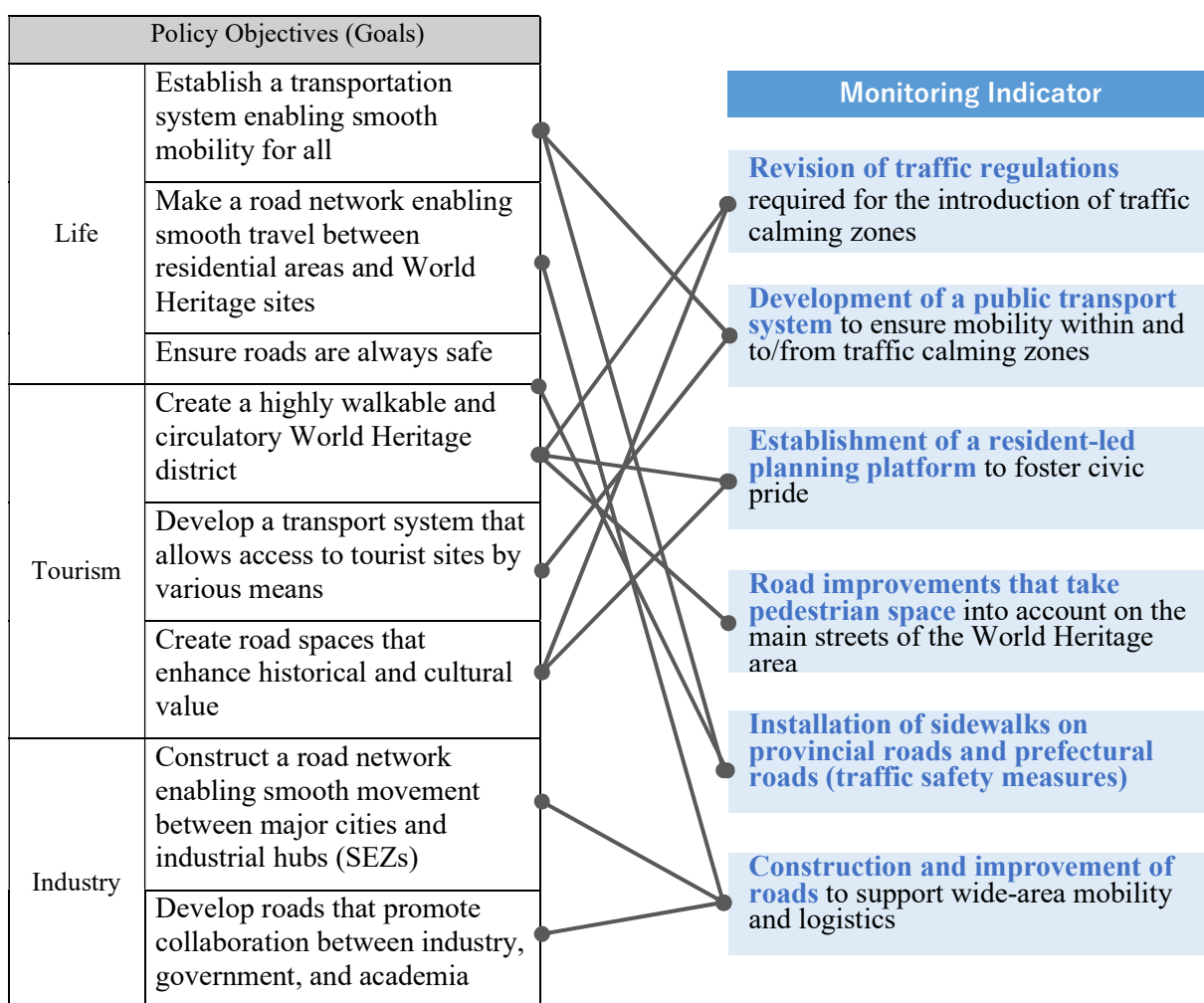
Specifically, key measures corresponding to the policy objectives, such as the development of traffic regulations for traffic calming, enhancement of public transport systems, participatory community development, redesign of pedestrian spaces, traffic safety measures, and improvement of road infrastructure, were organized as monitoring items. The monitoring framework and operational policy were explained and approved at the 5th JCC meeting.

Furthermore, by linking the short- (2030), medium- (2035), and long-term (2045) project

classifications identified in the MP with the monitoring indicators, a framework was designed to enable the administration to easily track implementation progress. For short-term projects identified as “highest-priority projects to be initiated within three years,” a mechanism was established to regularly review progress from perspectives such as initiation status, causes of delays, and consideration of corrective measures, while also enabling follow-up according to each phase of implementation after commencement. These indicators are expected to be effectively utilized for progress management over the next three to five years.

In addition, with a view toward medium- to long-term implementation of the MP, the monitoring indicators were designed not as fixed elements, but on the premise that the administration will update and improve them every five years in response to changes in the MP action plan and socio-economic conditions.

The policy objectives and corresponding monitoring items are shown in the figure below.



Note: These monitoring indicators are organized as progress-based indicators that can be independently operated by the administration.

Source: JET

Figure 2-43 Goals and Monitoring Indicators for Short-Term

The table below shows the short-term monitoring items and their corresponding action components. An interim monitoring review will be conducted approximately three years after the commencement of the plan (at the end of 2027) to confirm the components that have been initiated at that time. Based on the result, the status of implementation and causes of delay will be examined, and adjustments to the measures will be made as necessary.

Table 2-10 Short-term Monitoring Indicators (2030)

Monitoring Items	Action Components	Indicators
Revision of traffic regulations required for the introduction of traffic calming zones	【CC-TM-1】 Introduction and Revision of Traffic Regulations for TCZ	Action component initiation rate (100%)
Development of a public transport system to ensure mobility within and to/from traffic calming zones	【Wh-PB-1】 Smart Bus Operation Leveraging Digital Transformation (DX) 【Wh-PB-2】 Promoting MaaS to integrate a variety of Mobility Services 【Wh-PB-3】 Education, Enforcement, and Awareness Campaigns to Encourage Active Mobility 【CC-PB-1】 Green Slow Vehicle (GSV) Operation with an Autonomous System in City Center Area 【CC-PB-2】 Bus and GSV Terminals Development at Thatluang Park 【Ch-PB-1】 Green Slow Vehicle (GSV) Operation with an Autonomous System in Chomphet Area 【CC-TM-2】 Developing of Smart Parking Facility & Management System at Thatluang Park 【CC-RD-24】 Old Bridge Revitalization for Public Transport	Action component initiation rate (100%)
Establishment of a resident-led planning platform to foster civic pride	【CC-PM-1】 Establishment of Community-Based Planning Platform 【CC-PM-1】 Development of Information Center (DoCT) into a Multi-Purpose Tourist Information Center	Action component initiation rate (100%)
Road improvements that take pedestrian space into account on the main streets of the World Heritage area	【CC-RD-1】 Street Design of Main Street (Sisavangvong & Sakkaline)	Action component initiation rate (100%)
Installation of sidewalks on provincial roads and prefectural roads (traffic safety measures)	【CC-RD-2】 Road Improvement along Riverside Road in Peninsula Area 【CC-RD-18】 Road Improvement of Phothisalath Road 【W-RD-1】 District Road Improvement 01 【W-RD-2】 District Road Improvement 02	Action component initiation rate (100%)
Construction and improvement of roads to support wide-area mobility and logistics	【Wh-RD-1】 Asian Highway 12 Improvement 【Wh-RD-2】 Mekong Bridge Construction 【E-RD-1】 District Road Improvement 【E-RD-7】 Provincial Road Improvement 02	Action component initiation rate (100%)
Note: Number of action components by area	Whole Area: 5、 City Center: 11、 Western: 2、 Eastern: 2、 Total: 20	

For the medium-term and long-term periods as well, the initiation rate of projects scheduled to be implemented within each period is set as a quantitative monitoring indicator. The indicators will be reviewed every five years based on the progress of the project.

Table 2-11 Middle-term Monitoring Indicators (2035)

Area		Number of Short- and meddle-term action components	Indicators
Whole Area		5	Action component initiation rate (100%)
Area Based	City Center	28	Action component initiation rate (100%)
	Northern	4	Action component initiation rate (100%)
	Eastern	8	Action component initiation rate (100%)
	Western	6	Action component initiation rate (100%)
	Chomphet	7	Action component initiation rate (100%)
	Total	58	---

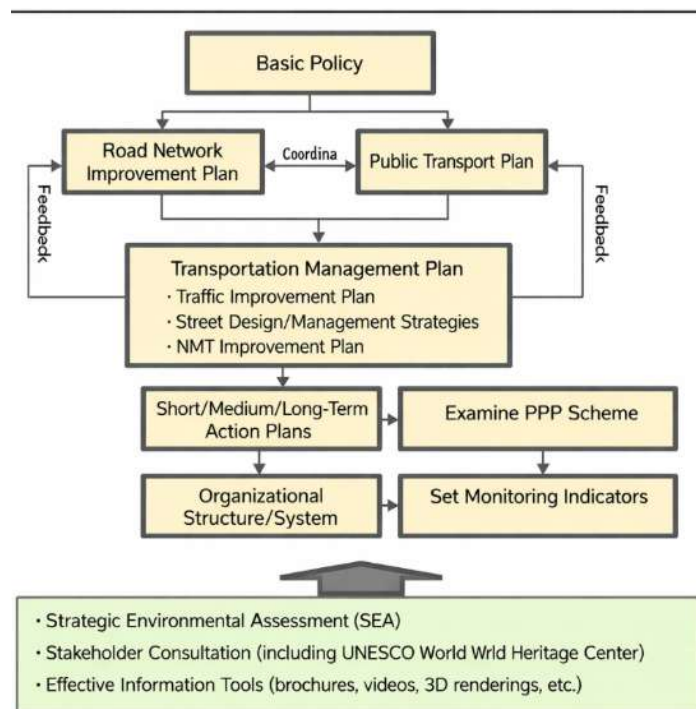
Table 2-12 Long-term Monitoring Indicators (2045)

Area		Number of Long-term action components	Indicators
Whole Area		5	Action component initiation rate (100%)
Area Based	City Center	37	Action component initiation rate (100%)
	Northern	8	Action component initiation rate (100%)
	Eastern	13	Action component initiation rate (100%)
	Western	10	Action component initiation rate (100%)
	Chomphet	11	Action component initiation rate (100%)
	Total	84	---

【1-8】 Prepare a draft urban transportation master plan

1) Formulation of the Urban Transportation Master Plan (Draft)

Based on the survey and review results, a draft Urban Transportation Master Plan (MP) was created. The formulation flow is shown in the figure below.



Source : JET

Figure 2-44 Development Flow of the Urban Transportation Master Plan (Draft)

(i) Basic Policy

Based on Vision, three basic policies, Goals, Policies, and Strategies, were formulated, and specific measures were proposed for each district. Details are outlined in the Master Plan.

- ✓ **Goals:** These refer to the outcome targets to be achieved here in Luang Prabang through the realization of the Vision. They consist of three pillars: "Living," "Tourism," and "Industry."
- ✓ **Policies:** Outline the policy direction for achieving Vision and Goals. This includes priorities for measure consideration, guiding principles, rules, and guidelines.
- ✓ **Strategies:** Strategies outline the overall approach and methodology. They serve as a roadmap for achieving the vision and goals based on the above policies.
- ✓ **Actions:** Actions represent the actual tasks, projects, and policy implementations executed based on the strategies. For each of the five districts within the target area (City Center, Northern Area, Eastern Area, Western Area, Chomphet Area), actions are proposed that consider the characteristics and challenges of each district.

(ii) Road Network Improvement Plan

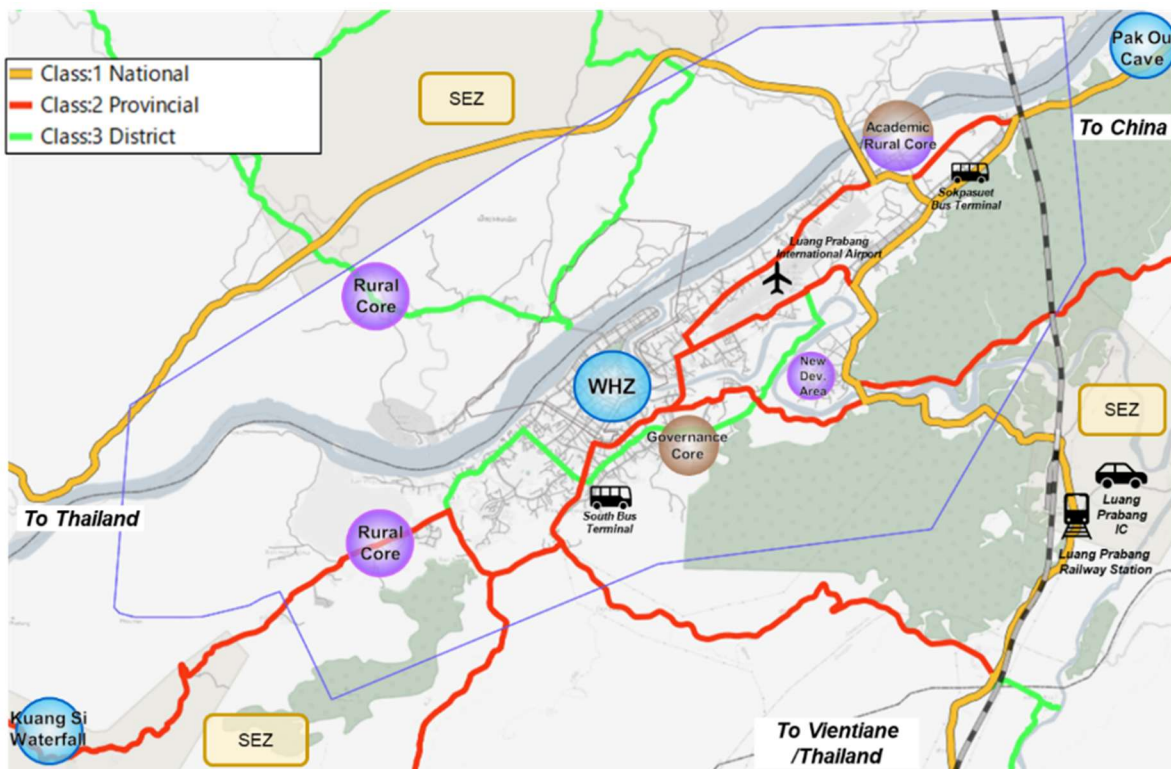
Based on the basic principles of the Urban Transportation Master Plan and projected future transportation demand, we established planning principles for the road network concerning the three transportation modes listed below and developed a road network proposal with the target year of 2045.

- **Pedestrian Network:** Prioritizing pedestrian traffic, we will develop comfortable walking environments around residences, schools, markets, tourist sites, and other facilities essential for daily life.
 - Promote the installation of wide sidewalks and crosswalks.
 - Remove obstacles such as utility poles and private property from sidewalks.
 - Improve tree shade and scenery along sidewalks.
 - Improve unpaved residential roads.
 - Establish sidewalks between residential areas and bus stops.

- **Bicycle Network:** To promote the use of bicycles as compact mobility for distances too far to walk, develop a comfortable and safe bicycle network.
 - Install dedicated bicycle lanes.
 - Install bicycle guidance markings at crosswalks.
 - Install bicycle parking facilities.
 - Establish bicycle sharing systems.
- **Automobile and Logistics Network:** In addition to developing road networks supporting pedestrian, bicycle, and public transit travel, develop a wide-area road network supporting logistics traffic.
 - Separate daily commuter traffic from freight traffic.
 - Improve and reinforce roadway pavement.
 - Improve intersection structures and pavement.
 - Carry out bridge renovations and new construction.

In addition to the above three points, road space reallocation will be implemented with consideration of the public transportation network.

The proposed road network plan targeting the year 2045 is shown in the figure below.



Source : JET

Figure 2-45 Road Network in 2045

(iii) Public Transportation Plan

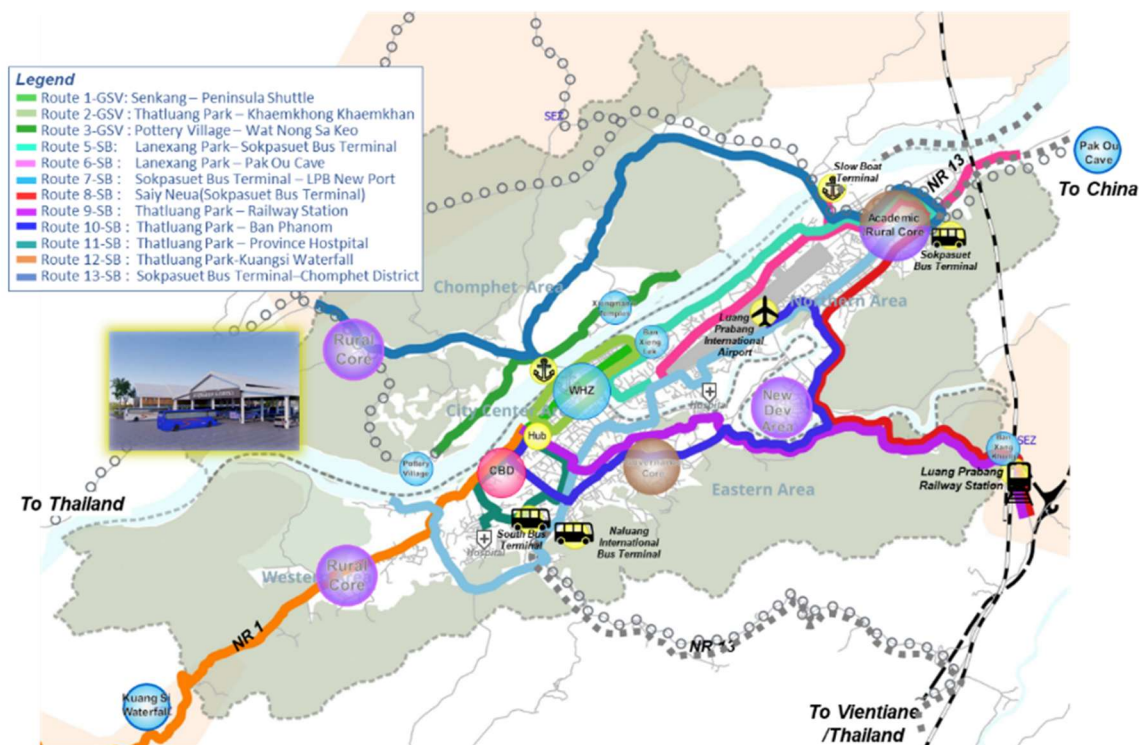
Based on the basic principles of the Urban Transportation Master Plan and future transportation demand projections, we established the following six public transportation planning principles. We then developed a public transportation network plan with short-, medium-, and long-term target years (2030, 2035, and 2045).

- **Ensuring Mobility for All:** Ensuring mobility not only for central areas and tourists but for all people, including those with physical limitations, the elderly, children, tourists, and residents of economically challenged areas.
- **Financial Sustainability:** To ensure mobility for all, routes that are not financially viable will

be operated by leveraging high revenue routes and non-fare revenue. Additionally, to promote public transportation use, we will coordinate with traffic management measures such as strengthened parking regulations and enforcement, and drunk driving enforcement.

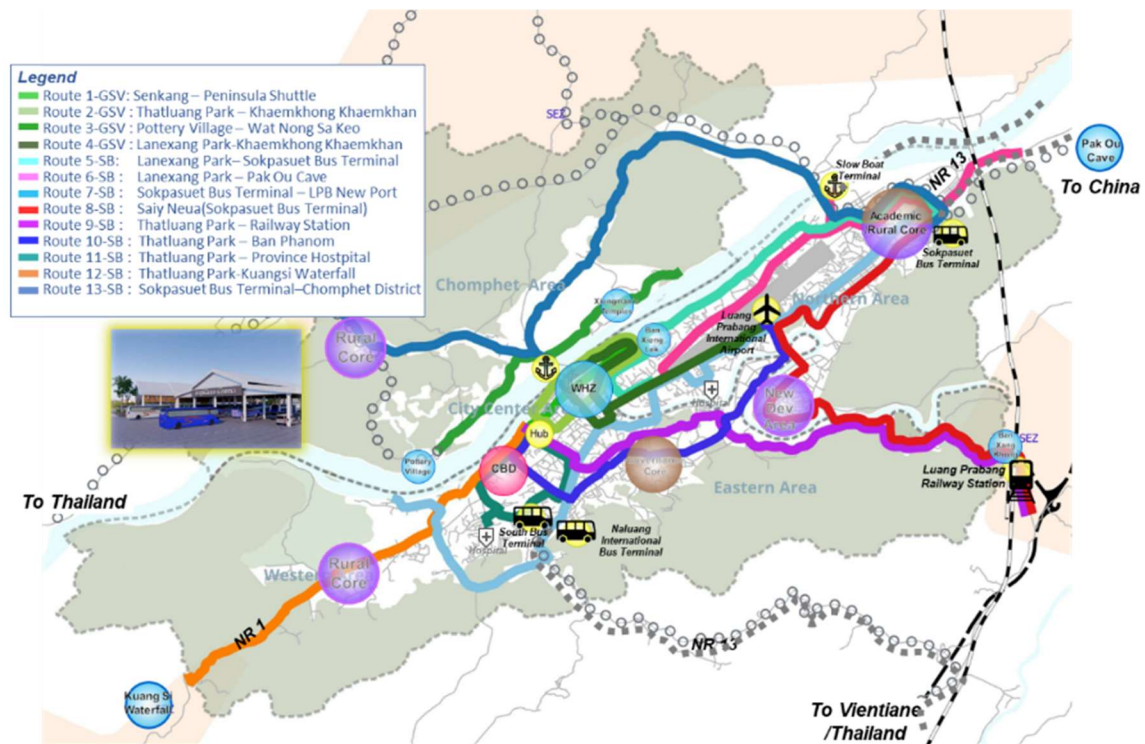
- Network Stratification and Seamless Public Transport Services: Implement network stratification to clarify the role of each route. Furthermore, establish a seamless public transport network connecting airports, bus terminals, P&R facilities, railway stations, ferry terminals, and bus routes.
- Multimodal Transportation Services: Build a public transportation system integrating various modes, including Songthaews, Tuk-tuk, RHS, DRT, and active transportation like bicycles, to provide flexible and diverse mobility tailored to user needs.
- Connecting Key Origins and Destinations Aligned with Mobility Needs: Link tourist, commercial, residential areas, and transportation hubs according to mobility demands.
- User-friendly transportation network: Provide a network enabling travel between major origins and destinations (OD) with minimal or no transfers, building an accessible and comfortable public transportation network.

Short-, medium-, and long-term (2030, 2035, and 2045) public transportation network proposals are shown at Figure 2-46.



Source : JET

Figure 2-46 Public transportation network for 2030



Source : JET

Figure 2-47 Public transportation networks for 2035 and 2045

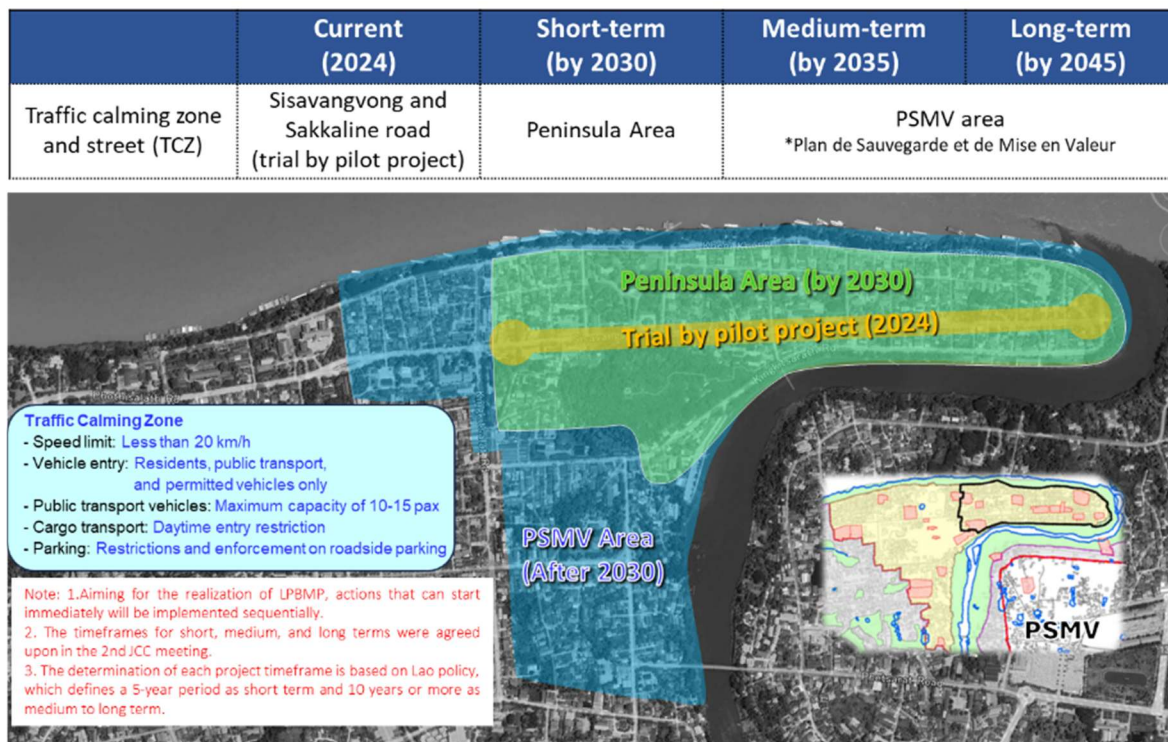
(iv) Traffic Management Plan

Based on the fundamental principles of the Urban Transportation Master Plan, a draft traffic management plan for the World Heritage site area has been formulated.

Based on the future vision and development scenarios established in [1-6], vehicle regulation plans for the World Heritage site were formulated for the short, medium, and long term (2030, 2035, and 2045). The formulation process involved consideration of the six items listed below, with details outlined in the Master Plan.

- 1) Ongoing and planned infrastructure development projects (including P&R parking lot development)
- 2) Introduction of Traffic Calming Zones and Streets (TCZ)
- 3) Regulation of private vehicle access to TCZs (set by period, purpose, and residential classification)
- 4) Parking restrictions and enforcement
- 5) Traffic management for the Kanda Bridge
- 6) Public transportation operations

As an example of the above, short-, medium-, and long-term (2030, 2035, and 2045) Traffic Calming Zones (TCZ) are shown at below



Source : JET

Figure 2-48 Traffic Calming Zones (TCZ) by Year

In addition, education, campaigns, and enforcement to improve traffic manners were examined with the aim of promoting active mobility such as walking, cycling, and public transport, and suppressing the use of private vehicles. Illegal parking is a persistent issue in Luang Prabang and is a major factor preventing a reduction in private car use. Unless this issue is resolved, traffic calming measures will not be able to fully demonstrate their intended effects, nor will a shift toward active mobility be encouraged.

Therefore, to realize traffic calming zones, procedures for introducing on-street parking regulations that are acceptable to residents were organized, and efforts will be made to improve traffic manners. Details are described in Chapter 4 of the LPBMP.

(v) Placemaking and Street Design

Within the World Heritage area, sidewalks are narrow and discontinuous, and various obstacles such as street stalls and signboards are scattered, forcing many pedestrians to walk on the roadway. In addition, on-street parking is frequently observed, and pedestrians must pass very close to moving vehicles while avoiding these obstacles. As a result, Luang Prabang faces many challenges in terms of the pedestrian environment.

Therefore, this project aimed to regenerate the World Heritage area into a “human-centered, walkable space with vibrancy and attractiveness,” and street design was examined through participatory workshops with residents. The outcomes of these workshops have been compiled in the LPBMP and placemaking pamphlets and will serve as guidelines for future road development in the peninsula area.

(vi) Examination of PPP Schemes

With respect to the urban transport measures proposed in the Urban Transport Master Plan, including the operation of public transport services, the applicability of private sector participation was examined in light of the PPP framework reviewed under Activity [1-3]. In particular, the potential for private sector involvement at the Operation and Maintenance (O&M) stage of public transport services, as well as in projects involving ancillary infrastructure such as depots and charging facilities, was considered, including the possible application of PPP models such as O&M, Build–Operate–Transfer (BOT), and Build–Own–Operate (BOO).

However, public transport services in Luang Prabang serve not only tourists but also residents’ daily mobility needs and therefore have a strong public service nature. Given the limitations in revenue-generating capacity, the application of PPP schemes should be approached prudently, with consideration given to public financial support and phased implementation, where appropriate. Accordingly, the suitability of PPP implementation should be determined on a case-by-case basis through detailed feasibility studies, considering financial viability, institutional capacity, and operational sustainability.

(vii) Organizational Structure and Institutional Framework

At the 6th JCC, it was approved that the Traffic Coordination Platform (TCP) would continue to be held on a regular basis after the completion of this project to ensure the steady implementation of the projects described in the master plan, and that related agencies would continue discussions on urban transport measures. The TCP is expected to function as a practical consultation forum to promote inter-agency coordination and as a platform for advancing future urban transport projects in an integrated manner, from issue sharing to project implementation.

2) Table of Contents and Overview of the Formulated Urban Transport Master Plan

The table below shows the contents and main items of the Urban Transport Master Plan prepared under this project.

Table 2-13 Chapters and key contents of the Urban Transport Master Plan

	Chapter	Contents
Main	1. Introduction	• Scope and positioning of this Master Plan • Current conditions and anticipated future issues and challenges in the target area
	2. Vision for the Future of Urban transport	• Basic planning process and key considerations for plan formulation • Vision / Goals / Strategies / Policies
	3. Actions	• Overall policy directions and measures for the entire target area (including the arterial road network and public transport network) • Policy directions and measures for each of the five areas
	4. Action Plan	• Implementation plan for realizing measures across the entire target area • Area-specific implementation plans for realizing local measures
Appendix	1. Current Situation Analysis	• Current situation analysis of the target area (related plans, natural conditions, socio-economic conditions, urban development, and urban transport) • Analysis of area-specific characteristics
	2. Traffic Demand Forecast	• Results of traffic surveys • Analysis results based on smartphone location data • Methodology and results of traffic demand forecasting
	3. Strategic Environmental Assessment (SEA)	• Results of the Strategic Environmental Assessment (SEA)
	4. Action Plan Analysis	• Financial analysis • Examination of Public–Private Partnership (PPP) schemes

3) Environmental and Social Considerations

SEA

In Lao PDR, the implementation of a Strategic Environmental Assessment (SEA) is legally mandated for the formulation of Urban Transport Master Plans and other strategic-level plans. The legal basis for SEA is the Environmental Protection Law, as amended in 2012 and 2024. Interviews conducted with the Ministry of Natural Resources and Environment (MoNRE) in September and November 2023 confirmed that revisions to the SEA legal framework and related guidelines are currently under consideration. As of April 2025, the following laws and guidelines constitute the primary references for SEA implementation in Lao PDR:

- Environmental Protection Law (No. 28, 2024): SEA implementation has been made mandatory for additional sectors, including public health.
- Decision on SEA (No. 0483/MONRE, 2017): Provides the basic institutional framework for the SEA system.
- Guidelines on Strategic Environmental Assessment (No. 6616/MONRE, 2018): Procedural guidelines for SEA implementation, consisting of five parts.

Under this Project, consistent support was provided for the implementation of SEA for the formulation of the Luang Prabang Urban Transport Master Plan (LPBMP), in accordance with the relevant legal framework of Lao PDR and the JICA Guidelines for Environmental and Social Considerations.

Specifically, through prior consultations with MoNRE and the Provincial Department of Natural Resources and Environment (DoNRE), the overall approach to SEA implementation was clarified, and support was provided for the preparation, revision, and official approval of a detailed Terms of Reference (ToR) for the SEA. In addition, to integrate environmental, social, and cultural heritage considerations from the planning stage, comparative analysis of alternatives and the organization of evaluation perspectives were conducted, enabling the SEA and the Master Plan formulation process to proceed in an integrated manner.

Furthermore, multiple stakeholder consultation meetings involving DPWT, the provincial government, the city government, tourism and heritage authorities, UNESCO, ICOMOS, and other relevant organizations were planned and facilitated. Through participatory approaches, stakeholder views were systematically reflected in both the SEA and the planning content.

Through these support activities, the LPBMP was developed as a plan with institutional safeguards for environmental and cultural heritage considerations, culminating in the formal approval of the SEA by the provincial environmental authority. Further details are provided in Annex 3, “Strategic Environmental Assessment,” of the LPBMP.

HIA

Since Luang Prabang is a UNESCO World Heritage Site, special attention is required in the development of urban transport infrastructure not only with respect to the natural and social environment, but also regarding potential impacts on cultural heritage. Under the institutional framework of Lao PDR, development projects that may affect World Heritage areas are required to undertake a Heritage Impact Assessment (HIA). The purpose of HIA is to assess potential impacts on the Outstanding Universal Value (OUV) of World Heritage properties and to examine appropriate avoidance and mitigation measures, in accordance with the guidance of the World Heritage Committee (WHC) and ICOMOS.

In Lao PDR, when infrastructure projects are implemented in World Heritage areas, project proponents are first required to submit project plans to the local government (in the case of Luang Prabang, DoCT). The DoCT conducts an initial review and, in principle, notifies the proponent within 45 days whether an HIA is required. Based on the project content, if potential impacts on World Heritage are anticipated, an HIA report must be submitted to the Department of Heritage (DOH) under the Ministry of Culture and Tourism (MoCT). During the HIA review process, detailed evaluations by relevant experts are conducted, and information sharing and consultations with UNESCO may be conducted as necessary, while consistency with the Environmental Impact Assessment (EIA) process is also examined. Based on the outcomes of these reviews, the Ministry of Public Works and Transport (MPWT) conducts its construction permit review. In this review process, confirmation and coordination with provincial authorities (including DoCT and DPWT) are undertaken as appropriate, and integrated approval process that considers both heritage protection and construction authorization is granted. Subsequently, final permission for project implementation is granted by the DoCT.

While it has been confirmed that the level of environmental and social consideration required varies depending on the sector classification and scale of a project, it is also recognized that, regardless of such classifications, HIA is indispensable for infrastructure projects implemented within World Heritage areas. In practice, there have been cases in which public works carried out within World Heritage areas proceeded without prior consultation on HIA with the national heritage authorities, resulting in concerns that traditional landscapes and cultural practices were adversely affected.

Given that institutional capacity and specialized human resources for conducting HIA remain limited in Lao PDR, it has been confirmed that early information sharing and consultation with relevant institutions, including the Ministry of Natural Resources and Environment (MONRE), local authorities, as well as UNESCO and ICOMOS, are critically important. In addition, HIA is not undertaken at the master plan formulation stage but is premised to be conducted at the stage of individual infrastructure project formulation and development, depending on the nature and location of the proposed projects.

【1-9】 Feed-back the results of Outputs 2 and 3 to the draft of urban transport master plan.

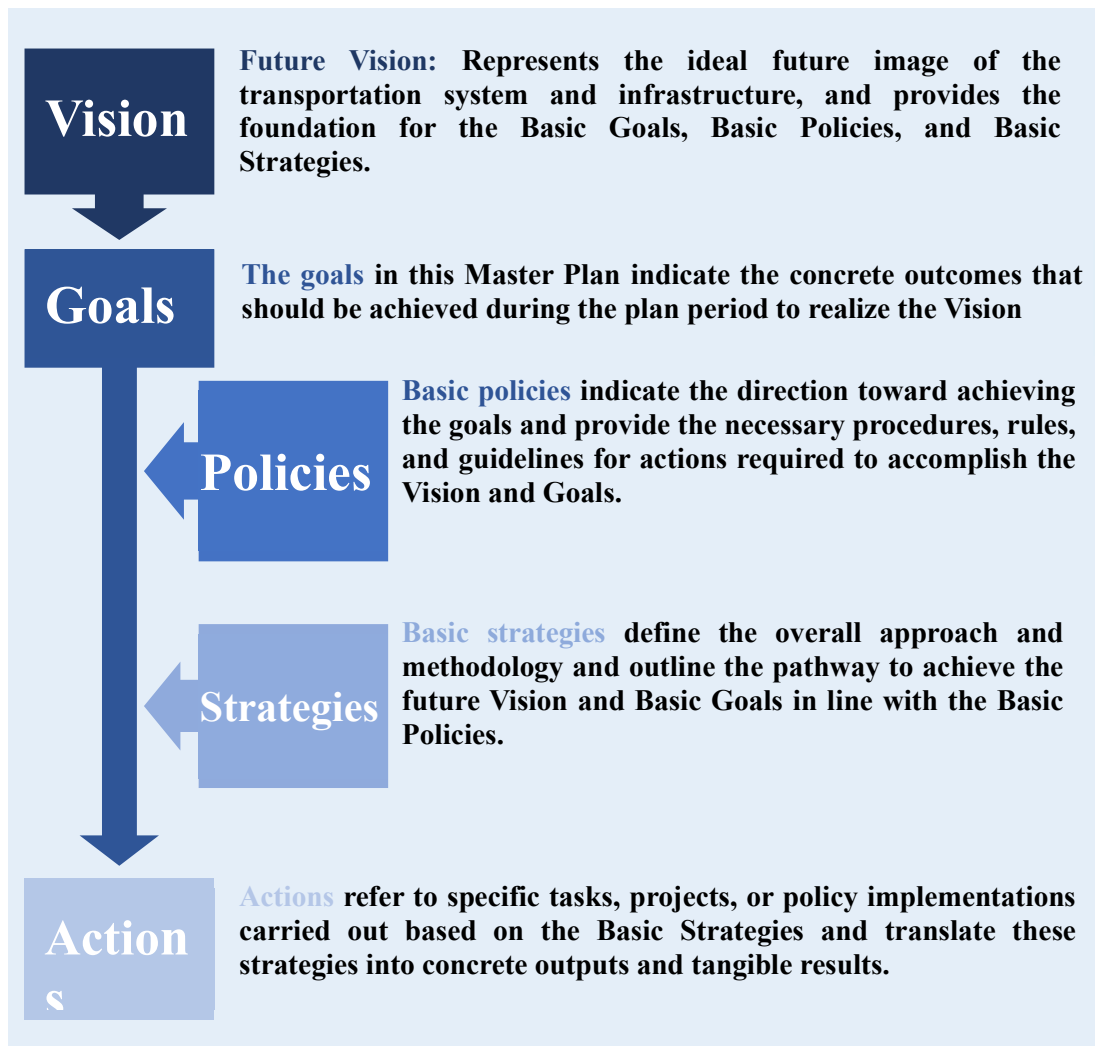
Feedback on the findings and lessons learned from activities related to Outputs 2 and 3 (planning and implementation of pilot projects) obtained prior to finalizing the Urban Transportation MP was incorporated into the short-, medium-, and long-term action plans of the draft Urban Transportation MP. Details are described in **【2/3-6】** Monitor the pilot projects and identify issues and lessons learned.

【1-10】 Finalize the urban transport master plan at the Transport Council.

1) Finalization of the Draft Urban Transportation Master Plan

(i) Basic Objectives, Policies, and Strategies for Realizing the Future Vision

The Urban Transportation Master Plan defines the future vision for urban transportation in Luang Prabang and presents the basic objectives, basic policies, and basic strategies necessary to realize this future vision. In addition, plans to achieve the future vision have been formulated in accordance with the steps shown in the figure below.



Source : JET

Figure 2-49 Planning Procedure

The basic objectives indicate the outcomes expected to be achieved once the future vision is realized agreed in the TCP. They also describe the conditions that will be created through the achievement of the future vision from the perspectives of Living, Tourism, and Industry.



Source : JET

Figure 2-50 Basic Goals

The basic policies aim to create an urban space that provides a smooth, people-centered mobility environment. Under these basic policies, efforts are promoted to ensure safety, facilitate smooth movement, and create attractive and sustainable public spaces, thereby advancing the realization of the future vision of an inclusive, multimodal transportation system.

Table 2-14 Basic Policies

Ensuring a Safe and Smooth Mobility Environment	01. On all roads, prioritize pedestrian movement over other modes of transport. 02. Provide a diverse range of transportation options so that all people can move conveniently by public transport. 03. Enhance road safety across all roads from the perspectives of the “3Es”: Education, Engineering, and Enforcement. 04. Develop a hierarchical road network to ensure smooth logistics traffic, while implementing traffic management measures appropriate to living areas.
Establishment of a Sustainable System	05. In World Heritage areas create attractive streets and spaces that emphasize historical value. 06. Maximize the effective use of roadside space used for on-street parking and similar purposes, in accordance with surrounding land-use conditions.
Establishment of a Sustainable System	07. Promote the development of healthy and environmentally friendly mobility services. 08. Actively introduce new technologies to improve the efficiency and safety of mobility and transportation.
Establishment of a Sustainable System	09. Introduce appropriate public transport systems tailored to local characteristics. 10. Establish cross-sectoral platforms for comprehensive and flexible discussion of policies and traffic management.

Source: JET

The basic strategies define concrete pathways (roadmaps) for achieving the future vision and basic objectives in accordance with the basic policies.

Table 2-15 Basic Strategies

Development of a Hierarchical Urban Transport System	• Build an urban transport system in which pedestrians, bicycles, public transport, and private vehicles can travel safely and smoothly, creating an environment where everyone can move comfortably.
Enhancement of a Pedestrian-Friendly Traffic Environment	• Give pedestrians the highest priority on all roads. • Ensure pedestrian safety and comfort.
Promotion of Micromobility Use, Including Bicycles	• Develop a variety of micromobility options suitable for tourism and daily life. • Improve roads to be comfortable and convenient for micromobility users.
Development of Inclusive Public Transportation	• Provide inclusive mobility options that are easy for everyone to use. • Establish seamless connections and a hierarchical public transport system. • Develop public transport networks that serve tourism hubs and residential areas.

	• Ensure financial sustainability. • Strengthen coordination among transport modes and build a multimodal public transport system. • Create a user-friendly public transport network.
Development of a Hierarchical Road Network	• Ensure smooth connections among roads at each level, such as national roads, provincial roads, and city roads.
Conservation and Utilization of the Historical Value of the World Heritage Area	• Enhance historical and beautiful landscapes. • Create lively and attractive pedestrian spaces.
Promotion of Comprehensive Traffic Management	• Designate traffic calming zones and introduce access restrictions according to time periods. • Introduce alternative mobility services in coordination with GSVs (Green Slow Vehicles) and park-and-ride systems. • Establish institutional frameworks to ensure effective operation.
Utilization of New Technologies to Enhance Safety and Efficiency	• Ensure continuity between transport modes and provide users with connection-related information. • Strengthening traffic safety in shared spaces. • Develop efficient transport systems that respond to tourism demand.

Source : JET

(ii) Process for Finalizing the Draft Urban Transportation Master Plan

At the Transportation Council meeting held on December 10, 2024, consensus was reached on the draft Urban Transportation Master Plan, and approval of the draft was obtained at the JCC meeting on December 17 of the same year. During the JCC meeting, the opinion was raised that “the timing of implementation of the Action Plan needs to be reconsidered in light of Luang Prabang Province’s budget and project financing conditions,” and accordingly, the relevant items were reviewed.

At the Transportation Council meeting on July 23, 2025, consensus was reached on the revised draft Urban Transportation Master Plan reflecting adjustments to the Action Plan implementation schedule, and approval of the plan was obtained at the JCC meeting on July 29. After incorporating final comments from the relevant agencies, the final draft was submitted to the DPWT on September 23, 2025.

Furthermore, by undergoing the Lao government approval process shown in the table below and obtaining final approval from the Governor of Luang Prabang Province on January 22, 2026, the effectiveness and formal validity of the Urban Transportation Master Plan are ensured.

2) Urban Transport MP Awareness Seminar

On 23rd January 2026, an awareness seminar with approximately 50-100 participants were held to promote understanding and utilization of the Urban Transport MP. During the seminar, pamphlets and videos were presented, featuring a logo symbolizing development harmonized with Luang Prabang’s traditions. The seminar contents are outlined below.

Table 2-16 Urban Transport Master Plan Public Awareness Seminar

Item	Contents
Date	Fryday, January 23th 2026
Venue	Souphattra Convension Centre Luang Prabang

Item	Contents		
Agenda	Time	Topic	Remark
	13:30-14:00	Registration	
	14:00-14:10	Guests welcoming	Mr. Xaykeo THAVICHAY, Deputy Director, DPWT LPB
	14:10-14:20	Opening Remarks from LPB Province	H.E. Dr. Bounleua SINXAYVORAVONG, President of Provincial Administrative Committee to Luang Prabang Province
	14:20-14:30	Opening Remarks from JICA Laos Office	Mr. Nobuyuki KOBE, Senior Representative, JICA LAOS OFFICE
	14:30-15:00	Overview of the Master Plan and way forward	Mr. Salika PHOLPASEUTH, Deputy Director, DPWT LPB
	15:00-15:10	Promotional Video Screening	
	15:10-15:25	Open Floor: Comments and Expectations for the future	All participants
	15:25-15:35	Remarks from MPWT Way forward	Mr. Chanthala PHIMMACHAK, Director General, Department of Transport Ministry of Public Works and Transport Deputy Director, DPWT LPB
	15:35-15:45	Final remarks	H.E. Dr. Bounleua SINXAYVORAVONG, President of Provincial Administrative Committee to Luang Prabang Province
	15:45-16:05	Signing ceremony and photo session	
Participants	<u>Luang Prabang Province</u>		
	Position		Sector
	President		Provincial Administrative Committee
	Vice President		Provincial Administrative Committee
	Deputy Chief Cabinet		Luang Prabang Province
	<u>MPWT</u>		
	Position		Sector
	Director General		
	Deputy Head		Land Passenger Transport Division
	Technical Staff		Land Passenger Transport Division
	<u>DPWT/LPB</u>		
	Position		Sector
	Deputy Director		
	Deputy Director		

Item	Contents	
	Deputy Head	Transport
	Technical Staff	Transport
	Technical Staff	Transport
	Deputy Head	Road and Bridge
	Deputy Head	Road and Bridge
	Technical Staff	Road and Bridge
	Technical Staff	Housing and Urban Planning
	<u>DoCT/LPB</u>	
	Position	Sector
	Deputy Director	
	Deputy Head	Tourism Marketing
	Deputy Head	World Heritage Management
	Technical Staff	Tourism Marketing
	Technical Staff	World Heritage Management
	<u>Department of Public Security/LPB</u>	
	Position	Sector
	Deputy Director	
	Deputy Director	Traffic Police
	<u>City Government of Luang Prabang</u>	
	Position	Sector
	Luang Prabang City Governor	
	Head	LPB City Office of Public Security
	Deputy Head	Cabinet Office of Luang Prabang City
	Deputy Head Office	OPWT of LPB City
	Deputy Head Office	OPWT of LPB City
	Head Office	Car Association
	<u>City Government of Chomphet District</u>	
	Position	Sector
	Governor	Chomphet City
	Head Office	OPWT of LPB City
	<u>Souphanouvong University</u>	
	Position	Sector
	Vice Dean	Faculty of Architecture

Item	Contents										
	JICA LAOS OFFICE <table><tr><th>Position</th></tr><tr><td>Senior Representative</td></tr><tr><td>Program Formulation Advisor</td></tr><tr><td>Project Officer</td></tr></table> JICA Expert Team <table><tr><th>Position</th></tr><tr><td>Chief Advisor/ Urban Transport Planning (Remote)</td></tr><tr><td>Deputy Chief Advisor/ Urban Transport Planning</td></tr><tr><td>Engineer</td></tr><tr><td>Secretary</td></tr></table> • In addition, community group members and other stakeholders also participated. • Total of 69 participants attended the seminar.		Position	Senior Representative	Program Formulation Advisor	Project Officer	Position	Chief Advisor/ Urban Transport Planning (Remote)	Deputy Chief Advisor/ Urban Transport Planning	Engineer	Secretary
Position											
Senior Representative											
Program Formulation Advisor											
Project Officer											
Position											
Chief Advisor/ Urban Transport Planning (Remote)											
Deputy Chief Advisor/ Urban Transport Planning											
Engineer											
Secretary											
Component	✓ DPWT officially shared with all participants the contents of the formal notification on the overview of the Urban Transport Master Plan approved by Luang Prabang Province. ✓ The Mayor of Luang Prabang and other officials emphasized the necessity of prioritizing the implementation of traffic calming areas as the highest-priority project. ✓ The Provincial Governor indicated a policy direction to examine options for securing financial resources to implement the measures proposed in the Master Plan. ✓ The Provincial Governor conducted the signing ceremony of the Urban Transport Master Plan.										
Scene	■ Meeting Scene 	■ Meeting Scean 									

Item	Contents
	■ Group Photo 

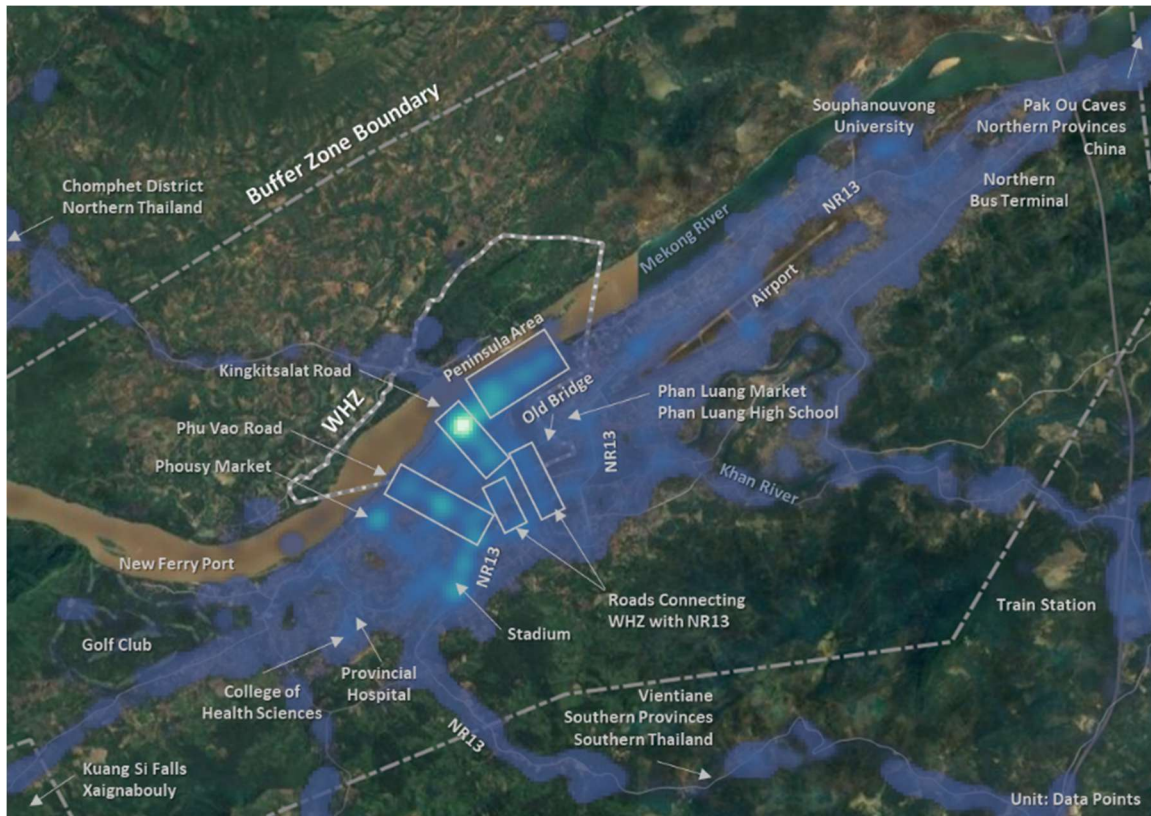
2.2 Output 2 and Output 3:

The pilot projects related to the Traffic Management Plan and Public Transportation Plan contribute to the achievement of both "Output 2" and "Output 3." Therefore, this report combines and describes them together.

Output 2	Transportation pilot projects for creating safe, secure and comfortable people-centered spaces within the World Heritage Area are planned and implemented.
Output 3	Pilot projects for establishing a convenient transport system for both residents and tourists, linking the World Heritage Area with the vicinity are planned and implemented.

[2/3-1] Conduct supplementary surveys to understand mobility conditions within the World Heritage area and to select candidate sites for pilot projects, based on the results of Activity 1.4

Based on the analysis of the current conditions of urban transportation and urban development obtained through Activity 1.4, Activity 2.1 implemented phased supplementary surveys to more precisely understand actual mobility patterns and traffic issues within the World Heritage area. These supplementary surveys were designed to support the selection of candidate sites for pilot projects and the examination of intervention measures, while being closely linked with the actual implementation process of the pilot projects and progressively collecting necessary information. First, to preliminarily identify areas within the World Heritage site where traffic issues are becoming evident, an analysis of stay and activity distributions using big data was conducted. This analysis identified activity levels by residential area and locations showing high potential for congestion. Through this process, locations with a high likelihood of worsening traffic congestion in the future were identified and utilized for selecting candidate sites for pilot projects. Details of this analysis are compiled in LPBMP Annex 2, "Geolocated Mobile Data."



Source : JET

Figure 2-51 Visitor Activity Hotspots

Furthermore, in coordination with the first and second pilot projects, traffic volume surveys, on-street parking surveys, passenger boarding and alighting counts, and visitor interview surveys (including willingness-to-pay (WTP)) were conducted. The results of these surveys not only served to supplement items for which additional information was required but were also utilized in a PDCA cycle to improve the content of subsequent pilot projects.

Interviews related to willingness to pay (WTP) were conducted to collect fundamental data necessary for the economic feasibility evaluation required in Activity 2.2, and the findings were reflected in the formulation of public transport service improvement policies and fare-setting considerations.

In addition, during the implementation of the pilot projects, observations and assessments were made regarding the practical capacities and operational processes of implementing agencies and related organizations, including DPWT, the city authorities, the police, and DoCT. Through this process, areas requiring additional capacity development, such as operations management, public outreach, and regulatory enforcement, were identified. The results of this analysis were incorporated into the capacity development plan.

Through these supplementary surveys, not only was the information necessary for examining the content of the pilot projects secured, but foundational data was also developed to support policy formulation toward realizing the future vision and to strengthen the implementation framework.

[2/3-2] Planning a Pilot Project Proposal Including Financial Analysis

1) Selection Criteria

At the 1st JCC meeting, the following selection criteria for pilot projects were finalized. Projects meeting all the criteria below will be selected.

- ✓ Contribute to the capacity development of the counterpart in planning, coordination, and implementation

- ✓ Align with the Urban Transportation Master Plan (contribute to solving regional issues)
- ✓ Enable the extraction of lessons necessary for formulating master plans and individual projects
- ✓ Be a short-term, low-cost, and scalable project that catalyzes long-term change (possess generalizability to similar measures and continuity for subsequent projects)
- ✓ Possession of all necessary resources for project implementation
- ✓ Not requiring time-consuming studies such as EIA or IEE

2) Planning of Pilot Projects

(i) Overview

● Planning Process

During the Project period, a total of three pilot projects were planned and implemented. These pilot projects were carried out based on the principles of tactical urbanism, namely “short-term events,” “experimentation,” and “temporary design”, which are iteratively layered and expanded to the next scale in order to catalyze long-term change. This approach follows the concept presented in Tactical Urbanism by Mike Lydon et al.

During the planning of the first pilot project, no standardized implementation process for such initiatives existed, and approximately five months were required from TCP agreement to mayoral approval through a process of trial and error. For the second and subsequent pilot projects, practical experience enabled the progressive organization of procedures related to inter-agency coordination, consensus-building processes, preparation of necessary documents, public communication planning, and the establishment of traffic regulation implementation frameworks. As a result, the implementation process was shared and accumulated within DPWT.

These experiences have been consolidated as practical knowledge that can be utilized in the future implementation of the Action Plan. Through these processes, the implementation capacity of the C/P was considered to have sufficiently improved, and no additional training was conducted.

● Planning Content

The first pilot project focused on implementing a “short-term event” aimed at temporarily creating people-centered spaces and allowing citizens and stakeholders to experience and recognize their comfort. The second pilot project conducted “experiments” related to the introduction of Traffic Calming Zones (TCZ) and public transport, identified as the highest-priority actions for realizing the future vision of the Urban Transport Master Plan under Output 1. Furthermore, the third pilot project tested “temporary measures” that reflected lessons learned from previous experiments and were designed with a view toward transitioning to the implementation phase.

Each pilot project consisted of multiple components. By linking these components and implementing them simultaneously, it became possible to more concretely test a future vision of urban transport. The table below presents the components by output for each pilot project, as planned through the TWG. As the “introduction of Park-and-Ride (P&R) facilities” and “information provision utilizing digital transformation (DX)” relate to both Output 2 and Output 3, they are presented across both outputs in the table.

● Financial Analysis

Based on the results of the second pilot project, a financial analysis was conducted assuming the introduction of public transport through private sector operation. The results indicated financial feasibility (FIRR = 20.7%). However, in the third pilot project, implemented under modified conditions, passenger demand remained limited. Recommendations regarding financial sustainability based on these results are detailed in Chapter 4. Further details of the financial analysis are provided in LPBMP Annex 4, “Examination of PPP Schemes in the Urban Transport Sector.”

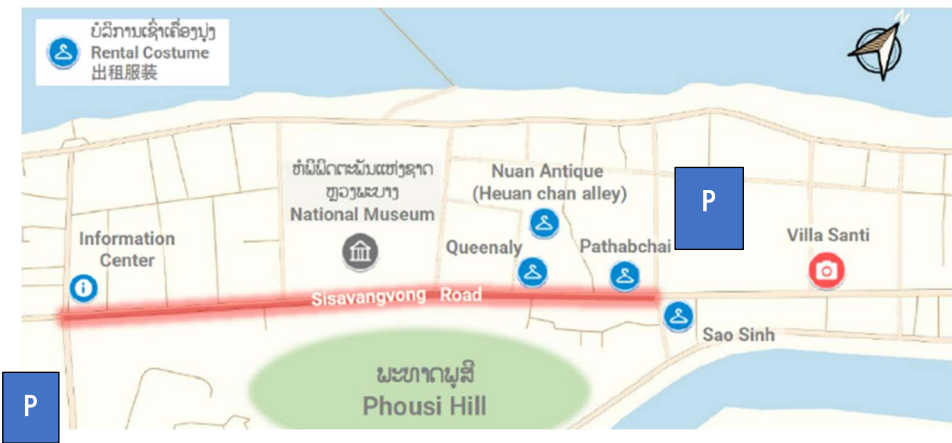
Table 2-17 Components of Each Pilot Project

Output	1st Pilot Project	2nd Pilot Project	3rd Pilot Project
Output 2 (WHZ)	• Car-free street on Sisavangvong Rd • Side events to promote pedestrian circulation	• Car-free Streets on Sisavangvong Road and Sakkaline Road • Operation of Smart Bus (Thatluang Park – Peninsula Area) • Operation of Shuttle Service (Thatluang Park – Peninsula Area) • Information Provision Using DX Tools (Multilingual QR Codes) • Vehicle Access Control and Parking Regulation in the Peninsula Area • Park & Ride Facility at Thatluang Park • Establishment of a Community Development Center	• Car-Free Street and Placemaking on Sisavangvong Road • Operation of Loop Service (Thatluang Park – Peninsula Area) • Operation of Shuttle Service (Thatluang Park – Peninsula Area) • Information Provision Using DX Tools (Multilingual QR Codes) • Parking Regulation in the Peninsula Area • Park & Ride Facility at Thatluang Park • Installation of Pocket Parks
Output 3 (Whole area)	• Study visit to the Vientiane Capital State Bus Enterprise (VCSBE)	• Operation of Smart Bus (Thatluang Park – Kuang Si Falls) • Operation of Smart Bus (Thatluang Park – Railway Station)	• Implementation of route bus services (4 routes) (results of the 2nd pilot project)

Source : JET

(ii) First Pilot Project

Table 2-18 Outline of the 1st Pilot Project

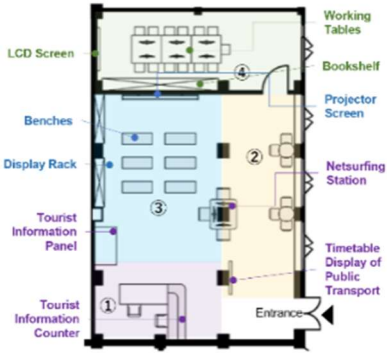
Item	Description
Implementation Period	C-1 Car-free Street, C-2: Side Events; 30th, 31st March, 2024 C-3 Study visit to VCSBE; 6th, 7th August, 2024
Implementation Area	■ C-1 & C-2 : Sisavangvong Road area (as shown in the figure)  ■ C-3 : VCSBE (Vientiane Capital)
Components	C-1. Car-free Street on Sisavangvong Road Time: 6:00~22:30 Description: Temporary barricades were installed at key intersections in front of the Tourism Information Center and Sinouk Café to convert the designated road section into a car-free street, creating a lively and pedestrian-oriented public space. Freight vehicles were prohibited from entering the area during the car-free period, except for emergency vehicles. C-2: Side Events for Promoting Pedestrian Activities Time: 9:00 – 17:30 Description: Discount coupons for traditional Lao costume rental (total value: 500,000 Kip) were distributed in collaboration with four local shops. In addition, a free professional photography service was provided at Villa Santi to encourage pedestrian activities and enhance visitor experience. C-3: VCSBE Study Tour Time: 8:00 – 16:00 Description: A VCSBE study tour was conducted in Vientiane Capital, including site visits and lectures on bus route operation and management, as well as inspections of bus terminal facilities.

Source : JET

(iii) Second Pilot Project

Table 2-19 Outline of the 2nd Pilot Project

Item	Description
Implementation Period	From 24th Feb to 2nd March, 2025
Implementation Area	
Components	C-1. Car-free Streets on Sisavangvong Road and Sakkaline Road Time: 8:00~12:00 / 17:00~23:00 Description: Temporary barricades were installed at entry/exit points and intersections along Sisavangvong Road and Sakkaline Road to designate the target sections as car-free streets. During the car-free periods, the passage of vehicles was prohibited except for public transport services (C-3). C-2. Operation of Smart Bus (Thatluang Park – Peninsula Area) Time: 6:00–23:00 Description: The service utilized nine Green Buses (including standby vehicles) provided to Luang Prabang Province from Korea in December 2023. Buses operated at 5–10 minute intervals. The service was free of charge. A total of 18 bus stops were installed, and boarding/alighting was permitted only at designated bus stops. C-3: Operation of Shuttle Service (Thatluang Park – Peninsula Area) Time: 8:00–16:00 Description: The service utilized 13 existing tuk-tuks (including standby vehicles). Vehicles operated at 5–10 minute intervals, including standby deployment. Operating hours varied by time period: – Early morning (6:00–7:00) – After the night market (17:00–22:00) – Other periods (7:00–16:00, 22:00–23:00) The service was free of charge. Passengers were allowed to board at any location along the route. C-4: Information Provision Using DX Tools (Multilingual QR Codes) Time: Throughout the entire pilot project period Description: Multilingual QR codes previously provided to the DoCT under a past JICA project were utilized to disseminate information on bus timetables, routes, and related transport services in multiple languages. C-5: Vehicle Access Control and Parking Regulation in the Peninsula Area Time: 8:00–12:00 / 17:00–23:00 Description: In coordination with the traffic police, tourism-related organizations, and residents, access by tourist vans and tuk-tuks was prohibited on Smart Bus routes and on main streets designated as car-free streets. Access by vehicles of residents to the regulated areas was permitted. On-street parking along Sisavangvong Road and Sakkaline Road was prohibited during the regulation periods. C-6: Park & Ride Facility at Thatluang Park Time: 6:00–23:00 Description: Based on observations of parking conditions in the peninsula area during the 1st Pilot Project, sufficient parking capacity was secured at Thatluang Park, including spaces for 565 motorcycles, 387 passenger cars, and 265 tourist vans. A temporary bus terminal was established for the operation of Shuttle services and Smart

Item	Description
	Buses. C-7: Operation of Smart Bus (Thatluang Park – Kuang Si Falls) Time: 8:00–19:30 Description: The service utilized five Green Buses (including standby vehicles). Buses operated at one-hour intervals. The service was free of charge. A total of 43 bus stops were installed, and boarding/alighting was permitted only at designated bus stops. The bus route is shown in the figure on the right. C-8: Operation of Smart Bus (Thatluang Park – Railway Station) Time: 8:00–19:30 Description: The service utilized four Green Buses (including standby vehicles). Buses operated at one-hour intervals. The service was free of charge. A total of 31 bus stops were installed, and boarding/alighting was permitted only at designated bus stops. The bus route is shown in the figure on the right. C-9: Establishment of a Community Development Center Description: An existing Tourist Information Center was renovated to create a space accessible not only to tourists but also to residents. Facilities such as screens were installed to provide an environment suitable for community meetings and local activities. The post-renovation design drawings are shown below. 

Source : JET

(iv) Third Pilot Project

Table 2-20 Outline of the 3rd Pilot Project

Item	Description
Implementation Period	From 8th Dec to 14th Dec, 2025
Implementation Area	 The map illustrates the 'PENINSULA AREA' with various transport services. A green line indicates the 'Car-free street' (16:00 - 23:00). An orange line shows the 'TUK-TUK shuttle service' (7:00 - 16:00). A blue line represents the 'Songthaew Loop' (6:00 - 23:00). Key locations include 'Thatluang Park', 'Sisavangvong Road', and 'Peninsula Area'. A legend box provides details on the car-free street, tuk-tuk shuttle, and songthaew loop services.
Components	C-1: Car-Free Street and Placemaking on Sisavangvong Road Time: 17:00–23:00 / All day Description: Barricades were installed at the entrances to Sisavangvong Road, the city’s main street, and at intersecting roads to designate the target section as a car-free street. Temporary sidewalk widening was implemented by placing planters along the roadside, with a view toward future permanent sidewalk expansion, while simultaneously discouraging on-street parking. C-2: Operation of Loop Service (Thatluang Park – Peninsula Area) Time: 6:00–23:00 Description: The service was operated using existing songthaews. Vehicles operated at 10-minute intervals. The service was fee-based, with a one-day pass priced at 60,000 kip for foreign visitors and 20,000 kip for local residents. From 9 December, single-ride tickets were introduced at 10,000 kip. A total of three ticket booths and 18 bus stops were installed. Boarding and alighting were permitted only at designated bus stops. C-3: Operation of Shuttle Service (Thatluang Park – Peninsula Area) Time: 8:00–16:00 Description: The service was operated using existing tuk-tuks. Vehicles operated at 5–10 minute intervals. The service was fee-based, with a one-day pass priced at 60,000 kip for foreign visitors and 20,000 kip for local residents. From 9 December, single-ride tickets were introduced at 10,000 kip. A total of three ticket booths and 18 bus stops were installed. Users were allowed to board at any point along the operating route. C-4: Information Provision Using DX Tools (Multilingual QR Codes) Description: Multilingual QR codes previously provided to the Department of Information, Culture and Tourism (DoCT) under a past JICA project were utilized to provide bus timetables, routes, and related transport information in multiple languages. C-5: Parking Regulation in the Peninsula Area Time: All day Description: Parking regulations were introduced along peripheral roads, clearly distinguishing sections where parking and stopping were prohibited from sections where short-term pick-up and drop-off were permitted. Enforcement against illegal parking was conducted in coordination with the traffic police. C-6: Park & Ride Facility at Thatluang Park Time: 6:00–23:00 Description: Based on parking conditions observed during the 2nd Pilot Project, sufficient parking capacity was secured at Thatluang Park, including spaces for 565 motorcycles, 387 passenger cars, and 265 tourist vans. A temporary bus terminal was established for Shuttle and Loop services. C-7: Installation of Pocket Parks Description: In the target area in front of Luang Prabang Kindergarten, cleaning, garden refurbishment, and the installation of benches were carried out to create pocket parks as small-scale public resting spaces.

Source: JET

[2/3-3] Finalize the pilot project proposal at the Transport Council (TCP)

- ✓ First Pilot Project: Basic agreement reached at the 2nd TCP meeting. Finalized at the 3rd TCP meeting.
- ✓ Second Pilot Project: Basic agreement reached at the 4th TCP meeting. Finalized at the 6th TCP meeting.
- ✓ Third Pilot Project: Basic agreement reached at the 7th TCP meeting. Finalized at the 8th TCP meeting.

[2/3-4] Held stakeholder meetings regarding the pilot project to obtain agreement

Confirmed the approval acquisition process required for project implementation and provided support for holding stakeholder meetings. For resident briefings regarding traffic regulations, conducted jointly with the Traffic Police in addition to DPWT to ensure reliable dissemination for residents. Below is an overview of the main content and timeline for information sharing with stakeholders during each pilot project. Details are described in "3.2.4 Workshops, Seminars, etc."

Table 2-21 Key Stakeholder Coordination and Timeline for the 1st Pilot Project

Date	Description
17 June 2023	2nd TCP Meeting held: Agreement reached on the content, schedule, and basic policy for implementation of the pilot project
14 February 2024	Briefing for village heads
15 February 2024	Briefings for Luang Prabang City, Traffic Police, and Automobile Association
16 February 2024	Briefing for Director of DPWT
24 February 2024	1st Town Meeting held
24 March 2024	2nd Town Meeting held
26 March 2024	2nd TCP Meeting held: Final agreement on the content, schedule, and implementation of the pilot project
26 March 2024	Issuance of official permission letter for pilot project implementation by Luang Prabang City
26–29 March 2024	Distribution of brochures and coupon tickets by DPWT
30–31 March 2024	Implementation of the 1st Pilot Project
11 May 2024	2nd Town Meeting held (reporting of results)

Source: JET

Table 2-22 Key Stakeholder Coordination and Timeline for the 2nd Pilot Project

Date	Description
Date	Description
17 December 2024	4th JCC Meeting held: Agreement reached on the content, schedule, and implementation procedures of the pilot project
6–7 January 2025	Briefing for Vice Governor by DPWT and consultations within Luang Prabang Province
20 January 2025	Briefing for village heads
27 January 2025	Monthly provincial coordination meeting attended by the Governor and Vice Governor
30 January 2025	Advance briefings for hotel, guesthouse, and restaurant associations

Date	Description
30 January 2025	Advance briefing for Automobile Association
31 January 2025	Issuance of official letter from DPWT to Luang Prabang City
10 February 2025	1st Town Meeting held: Start of door-to-door visits in the peninsula area (distribution of brochures) All households, schools, and commercial facilities in the peninsula area were covered Establishment of telephone operator service
12 February 2025	Issuance of official permission letter for pilot project implementation by Luang Prabang City
17 February 2025	2nd Town Meeting held Start of information dissemination via Facebook Start of information dissemination via radio broadcasts
20 February 2025	Installation of billboards in and around the pilot project area
22 February 2025	3rd Town Meeting held
24 February – 2 March 2025	Implementation of the 2nd Pilot Project On 28 February, a coordination meeting was held (attended by the Vice Governor and Director of DPWT) to review measures based on the situation from 24–27 February, and part of the pilot project content was revised for the remaining period.

Source: JET

Table 2-23 Key Stakeholder Coordination and Timeline for the 3rd Pilot Project

Date	Description
23 July 2025	7th Transport Coordination Meeting held, at which the following were agreed: • Implementation plan for the 3rd Pilot Project • Final version of the Urban Transport Master Plan
29 July 2025	5th JCC Meeting held The same items as the Transport Coordination Meeting were approved ⇒ Preparation for the 3rd Pilot Project commenced
Late July 2025	Introduction of e-bikes to Luang Prabang
5 August 2025	3rd Placemaking Workshop held, and the street design vision along the main street was finalized through community participation
9 September 2025	4th Placemaking Workshop held, and the installation of community-based resting spaces along the main street was agreed
11 September 2025	Commencement of suburban route bus operations from Thatluang Park by Xangkhaphouth Co., Ltd. (TP–Waterfall Route, TP–University Route, TP–Airport–Northern Bus Terminal Route)
3 October 2025	Approval of the 3rd Pilot Project by Luang Prabang City
12 November 2025	8th Transport Coordination Meeting held, at which the “Updated Implementation Plan for the 3rd Pilot Project” was agreed

Source: JET

[2/3-5] Implemented the pilot project

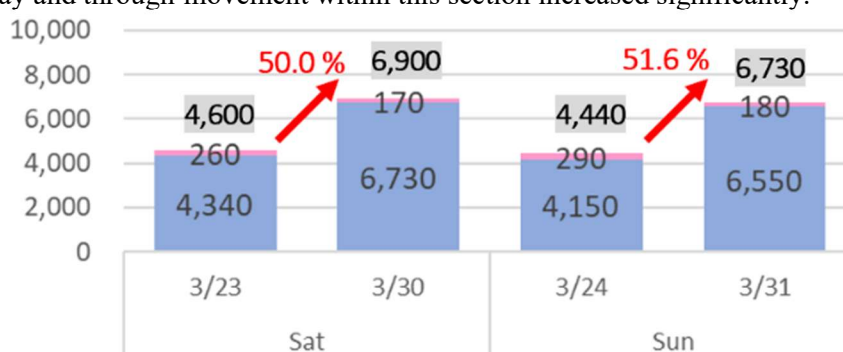
1) First Pilot Project

(i) C-1: Car-free Street on Sisavangvong Road

Vehicle access to Sisavangvong Road was restricted, creating a car-free street.

During the pilot project period, pedestrian volumes on Sisavangvong Road increased at all observation points compared with normal conditions. In particular, in front of Sinouk Café, the number of pedestrians reached approximately 6,700–6,900 persons over 16 hours, about 1.5 times the level under normal conditions. The increase was especially pronounced during the evening hours.

This increase is considered to be mainly attributable to the fact that tourists who were normally transported by tour vans directly to shops within the peninsula area instead traveled on foot through the pedestrianized section during the pilot project period to reach their destinations. As a result, pedestrian stay and through-movement within this section increased significantly.

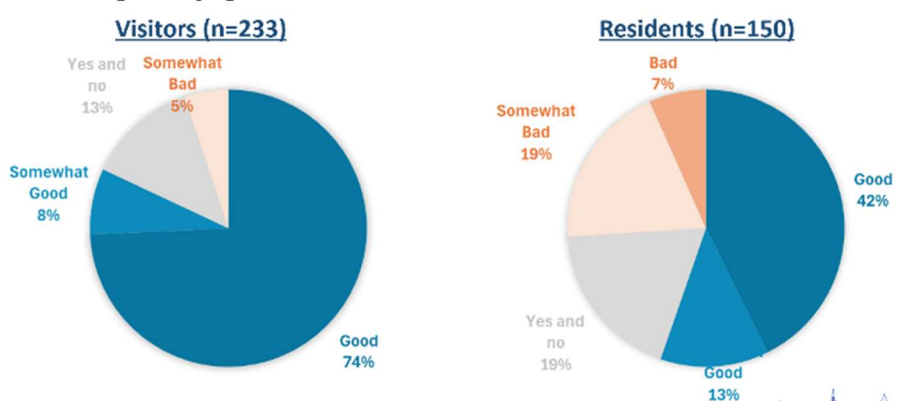


Source : JET

Figure 2-52 Pedestrian volumes by time period in front of Sinouk Café

Meanwhile, regarding satisfaction with the car-free street, 82

% of visitors responded that they were either “satisfied” or “generally satisfied,” whereas the level of satisfaction among local residents remained at around 50%. This is considered to be mainly due to restrictions on vehicle access to shops within the car-free section and the insufficient provision of alternative parking spaces.



Source : JET

Figure 2-53 Satisfaction with the car-free street

(ii) C-2: Side Events for Promoting Pedestrian Activities

A total of 3,000 costume rental coupons were distributed, and a free photo-taking service was provided. Many tourists strolled through the car-free street wearing traditional costumes. During the pilot project period, 70 visitors experienced the photo-taking service, contributing to improved pedestrian circulation.



Figure 2-54 Side Events

(iii) C-3: Study Visit to Vientiane Capital State Bus Enterprise

In Vientiane, urban bus services have been improved through the JICA-implemented project. Under this assignment, a study visit to the Vientiane Capital State Bus Enterprise (VCSBE) was conducted on August 6 and 7, 2025, with the objective of deepening comprehensive knowledge and practical insights into the management and operation of an urban bus system. The visit schedule and observations are presented below.

Table 2-24 Visit Schedule and Observations (Day 1)

Date	Time	Description
6 th August 2024	08:00-11:00	LPB Office
	11:00	Move to LPB airport
	12:05- 12:50	Fly to VTE by Lao airlines
	12:50	Arrive VTE and lunch
	14:15	Move to VCSBE by project car
	14:30-15:15	Lecture: 1. Outline of VCSBE - Background, key milestones, core values, service areas and coverage, No. and types of vehicles, key facilities (depots, stations), organization chart, partnerships and future plan) 2. Operation management - Challeges and next steps - - Route planning and fleet management: route design and scheduling, bus stop, maintainance plan - Human resource: staffing plan, recruitment and training - Financial planning and government support: budgeting, funding and financial projection - Regulatory compliance
	15:15-15:30	Coffee break
	15:30-16:30	Lecture: Operation management - Challeges and next steps - - Technology and infrastructure: IT system, GPS & tracking, facilities: depot, O&M facilities and offices - Safety and security, like emergency plan: emergencies, such as accidents, breakdowns, etc Observation: depot facilities & reserved bus parked at depot - Examining depot facilities to understand their role and management in the overall bus system operations
	16:30-17:00	Lecture: Operation management - Challeges and next steps - - Market & sales and customer service: Branding and customer service - customer feedback, communication :clear information about routes, schedules, fares, and service updates through a user-friendly website and mobile app. and accessibility - Monitoring and evaluation: key performance to measure the success of operation, such ridership numbers & Continuous Improvement: Regularly review performance data and feedback to make improvements and optimize operations
	17:00-17:30	Q&A

Source : JET

Table 2-25 Visit Schedule and Observations (Day 2)

Date	Time	Description
8 th Jul 2024	08:00-08:30	Move to CBS by project car
	08:30-12:00	Lecture: - Continue the lecture, if required/ brief explanation before observation Observation: Terminal and bus route: 1. Fleet management - Understanding dispatch operations and the role of operational facilities Real time location Passenger counts on-board payment system (ICT card/ bus pass, and other, if any) and other related 2. Customer service: Providing information about routes, schedules, fares, and service updates through a user-friendly website and mobile app
	12:00-13:00	Lunch
	13:00-13:30	Move to Vientiane City 2 by Bus Route No. 18 (CBS-ITECC Mall 13:10-13:30) Observation: bus stop, onboard service and information
	13:30-15:00	Observation: - Terminal and bus route (similar to the Morning session) Discussion: - Open discussion on operational challenges, innovative solutions, and strategies for future improvements. - Exploring opportunities for further cooperation and collaboration in urban bus system management
	15:00-15:30	Move to train station by project car
	15:55	Depart to LPB by train
	18:06	Arrive LPB

Source : JET



Figure 2-55 Overview of the Training and Study Visit to the VCSBE

Through the study visit, participants deepened their understanding of a wide range of aspects related to route bus operations, including route planning, fleet management, human resource development and deployment, financial planning, legal compliance, technology and infrastructure, customer service, and safety and security. In addition, this visit provided an opportunity to establish a human network between the Vientiane Capital State Bus Enterprise and DPWT, and further technical cooperation is expected in the future.

During the visit period, an opinion exchange meeting was held, at which the ideas listed below were proposed.

Table 2-26 Opinions in the Discussion

Opinions in the Discussion
✓ Consider introducing city tour services, sightseeing buses with student volunteer guides, circulator buses in collaboration with partner shops and cafés, and shuttle services to the airport and railway stations. ✓ Consider tax incentives (tax exemptions) for the purchase of buses and fuel. ✓ Allocate refunded Value Added Tax (VAT) to the development and improvement of bus stops and public transport infrastructure. ✓ Maintain a diverse route structure to ensure the sustainability of services. ✓ For new routes, implement free service for a certain period to attract users. ✓ Promote the leasing and utilization of public vehicles by both the public and private sectors, enabling their use for both public and private purposes. ✓ Give priority to hiring experienced drivers holding a Category D license, while providing training and support for license acquisition to other qualified drivers.

2) Second Pilot Project

The second pilot project was launched with the accompaniment of the Advisory Committee, in addition to experts and subcontractors, as it involved bus operations and other activities with potentially significant positive and negative social impacts, and required prompt on-site responses when issues arose. Amid daily changes in circumstances, consultations were held with JICA Headquarters, and modifications to the activities and necessary countermeasures were implemented as appropriate.

The specific modifications and measures implemented are summarized below.

Table 2-27 Specific Modifications and Measures Implemented in the Second Pilot Project

Component	Measures
C-1. Car-free Streets on Sisavangvong Road and Sakkaline Road	[Vehicle Entry Control on the Main Street] ● Day 1 (2/24): Several vehicles were observed entering the area despite instructions to stop from the police and DPWT. ● Day 2 (2/25): Measures were revised to include concentrated deployment of police officers and the installation of physical barriers using ropes (as gaps remained through which vehicles could enter when only signboards and police monitoring were used). ● Day 2 (2/25): Police patrols were strengthened. [Restrictions on Tourist vans and Tuk-tuks Entering the Peninsula Area] ● Effective from Day 1 (2/24). ● Day 5 (2/28): Restrictions on tourist vans and tuk-tuks entering the peninsula area were lifted.
C-2. Operation of Smart Bus (Thatluang Park – Peninsula Area)	● Day 1 (2/24): As cases were observed where fully occupied buses passed intermediate bus stops, instructions were reissued to ensure that all buses stop at every bus stop. ● Day 2 (2/25): To reduce passenger stress caused by waiting times, the displayed waiting time information at bus stops was revised (displayed as 5 minutes during increased service, reflecting actual conditions). ● Day 2 (2/25): When buses were full, passengers were asked to wait for the next bus. To accommodate foreign passengers with language barriers, staff seated in the front passenger seat used signboards to inform waiting passengers. ● Day 6 (3/1): Operation of the smart bus within the peninsula area was suspended, and services on the waterfall route were increased.
C-3. Operation of Shuttle Service (Thatluang Park - Peninsula Area)	● Day 1 (2/24): Due to high demand, night-shift drivers also operated services from the morning. A total of 12 tuk-tuk vehicles were in near full-day operation to provide additional services. ● Day 2 (2/25): Ten additional tuk-tuks were deployed. Each driver's working hours were kept at approximately 8 hours as originally planned, while responding to demand. ● Day 6 (3/1): The shuttle service route was changed from Thatluang Park–Peninsula Tip to Thatluang Park–Machizukuri Center.
C-4. Information Provision Using DX Tools (Multilingual QR Codes)	● Day 6 (3/1): Information provision was updated in line with changes to the smart bus operation.
C-5. Vehicle Access Control and Parking	[Riverside(Bus Route)]

Component	Measures
Regulation in the Peninsula Area	● As C-1 functioned effectively, on-street parking by tourist minivans was significantly reduced. [Main Street] ● Despite advance announcements, a large number of illegally parked motorcycles were observed, making it difficult to address the situation with the number of police officers deployed. ● At the same time, as it became necessary to strengthen measures against unauthorized vehicle entry, personnel deployment was shifted to focus on access control. ● On Saturday and Sunday, March 1 and 2, stricter enforcement of access control on the main street helped suppress on-street parking along the road.
C-6. Park & Ride Facility at Thatluang Park	● Implemented as originally planned.
C-7. Operation of Smart Bus (Thatluang Park – Kuang Si Falls)	● Implemented as originally planned.
C-8. Operation of Smart Bus (Thatluang Park – Railway Station)	● Day 1: Demand was extremely high, and additional services were provided using standby vehicles during the peak period from 9:00 to 14:00. ● Although passengers were initially instructed to wait for the next departure one hour later once capacity was reached, demand was so high that waiting times exceeded two hours and the terminal became congested; therefore, a numbered ticket system was introduced from February 27. ● For passengers who did not wish to wait, guidance to alternative transport modes was provided. ● To assist passengers who missed the final bus and had difficulty returning home, staff were deployed and alternative means of transportation were arranged when unavoidable. ● Following the suspension of C-2 (operation of the smart bus between Thatluang Park and the peninsula area), additional services using surplus buses were provided from March 1 at 30-minute intervals.
C-9. Establishment of a Community Development Center	● Implemented as originally planned.

Source : JET

(i) C-1: Car-free Streets on Sisavangvong Road and Sakkaline Road

Vehicle access restrictions were implemented on Sisavangvong Road and Sakkaline Road. At major intersections along the main streets, the police and DPWT enforced the restrictions on vehicles attempting to enter the restricted areas. However, as some vehicles were observed forcibly entering the area in disregard of the regulations, additional physical barriers were installed. Meanwhile, since personnel deployment was limited to major intersections, continued vehicle entry was observed at intersections where no personnel were stationed.

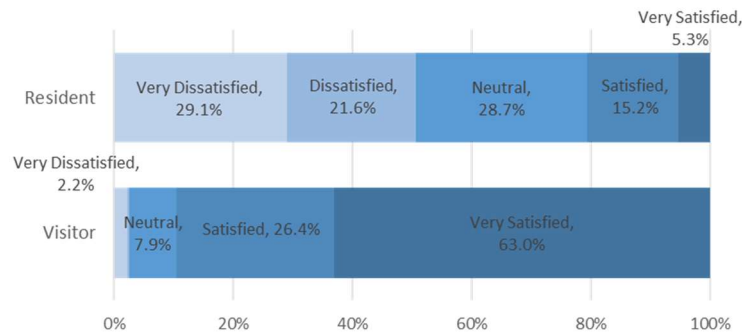


Figure 2-56 Vehicle access control measures



Figure 2-57 Sisavangvong Road during traffic regulation

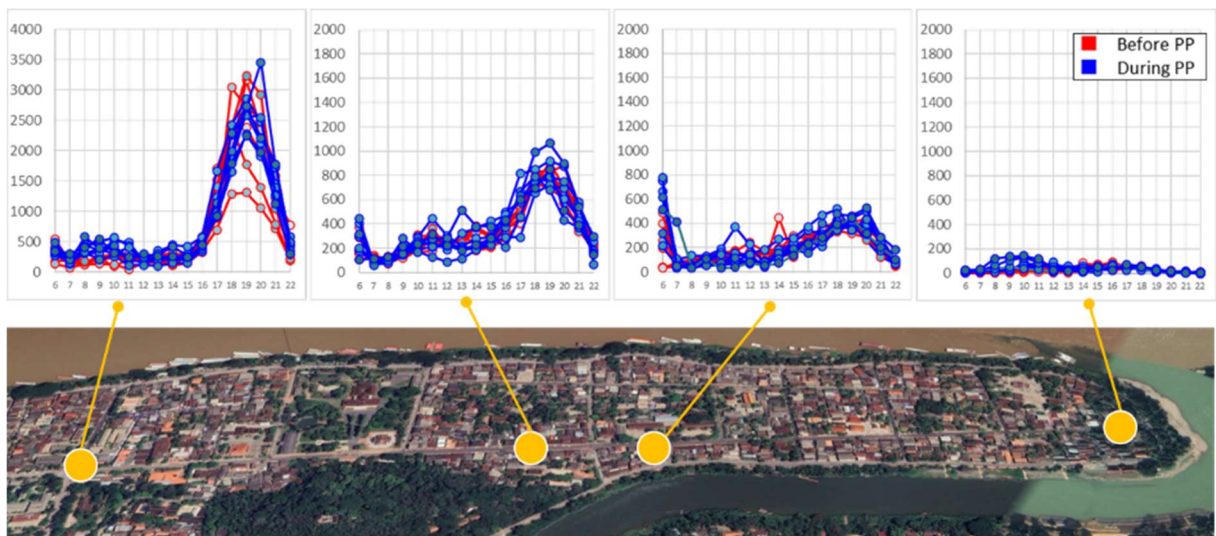
According to the results of the satisfaction survey, the proportion of visitors who responded “dissatisfied” or “somewhat dissatisfied” was only 2%, whereas the corresponding proportion among local residents was 50%. Although this measure was generally well received by visitors, it is considered that prior explanations to local residents were not sufficiently disseminated, resulting in inconvenience for some residents. On the other hand, increases in pedestrian volumes were observed at all survey points, with particularly notable increases at the tip of the peninsula. As with the first pilot project, this car-free street measure can be said to have contributed to an increase in pedestrian traffic.



Source : JET

**Figure 2-58 Satisfaction with the car-free street
(Residents: N = 310, Visitors: N = 90)**

[From left: Dissatisfied, Somewhat dissatisfied, Neutral, Somewhat satisfied, Satisfied]



Source : JET

Figure 2-59 Pedestrian volumes by location

(ii) C-2 / C-3: Operation of Smart Bus and Shuttle Service (Thatluang Park - Peninsula Area)

The smart bus operated between Thatluang Park and the peninsula area from 6:00 to 23:00, while the shuttle service operated from 8:00 to 16:00. Buses donated by the Republic of Korea were used for the smart bus service, and existing tuk-tuks were utilized for the shuttle service.



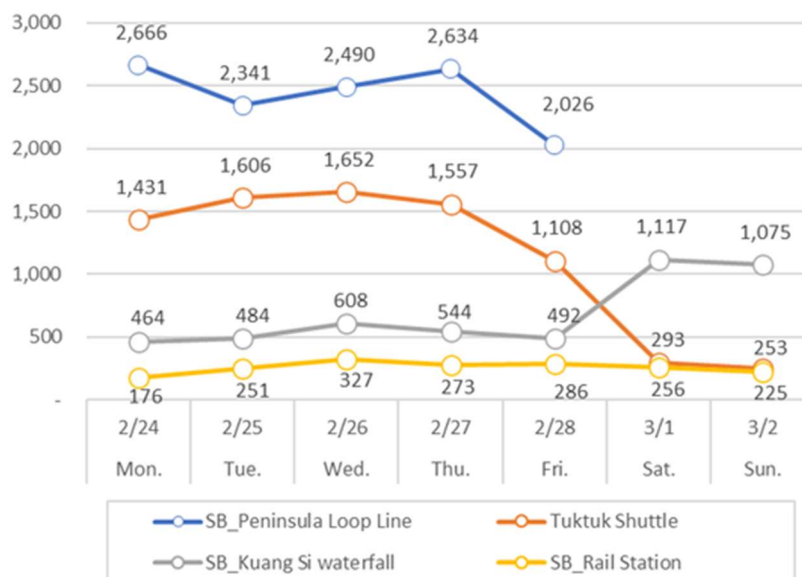
Figure 2-60 Children riding the bus



Figure 2-61 Boarding scene at Thatluang Park

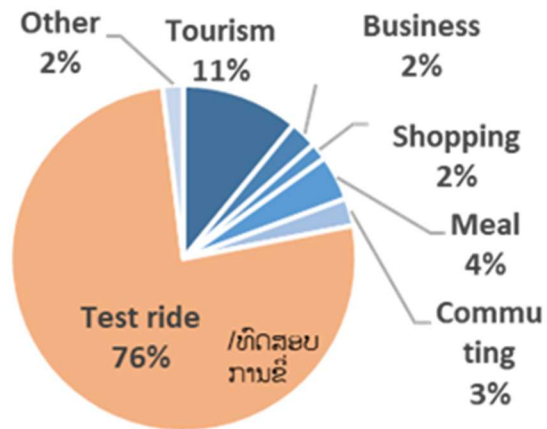
The cumulative number of passengers during the pilot project period was 26,700. Many residents and visitors used this service, and as demand exceeded supply capacity, onboard crowding due to insufficient capacity and longer waiting times occurred. However, as the restrictions on tourist van entry described later were lifted, the operation of the smart bus was discontinued from March 1, and the operating section of the shuttle service was also shortened.

Regarding satisfaction with the smart bus, it was highly appreciated by visitors who did not have their own means of transportation, while satisfaction among residents who had regular means of daily mobility remained at around 40%, which should be taken into account as a consideration in service design. As 76% of resident users utilized the service on a trial basis driven by curiosity rather than for travel purposes, identifying potential demand in the event of introducing a fare-based service emerged as a key issue.



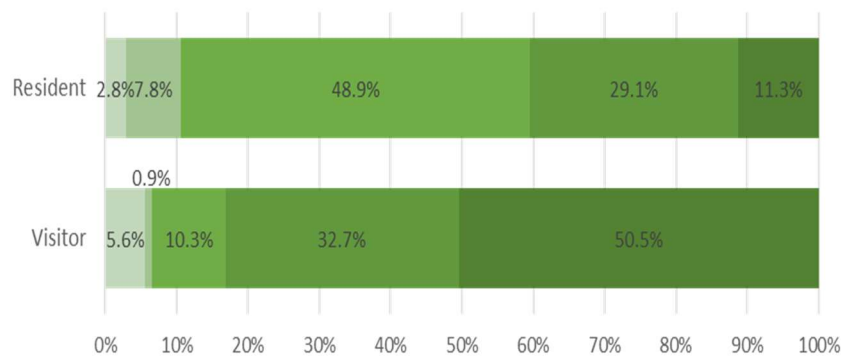
Source : JET

Figure 2-62 Trends in the number of boarding and alighting passengers during the pilot project



Source : JET

Figure 2-63 Purpose of Public Transport Use by Residents



Source : JET

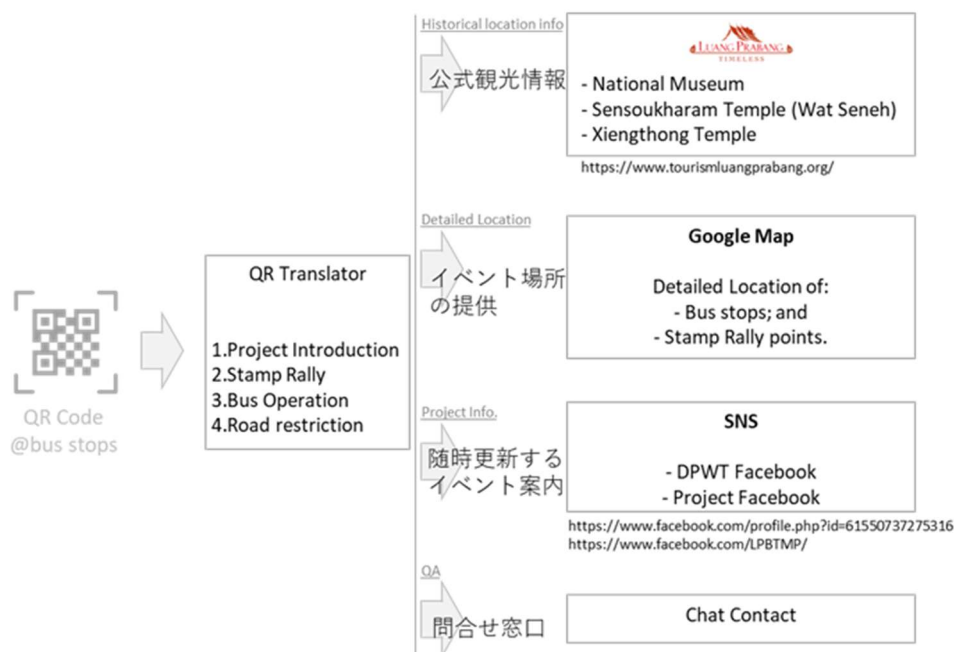
Figure 2-64 Satisfaction with the smart bus and shuttle services

(Residents: N = 310, Visitors: N = 90)

[From left: Dissatisfied, Somewhat dissatisfied, Neutral, Somewhat satisfied, Satisfied]

(iii) C-4: Information Provision Using DX Tools (Multilingual QR Codes)

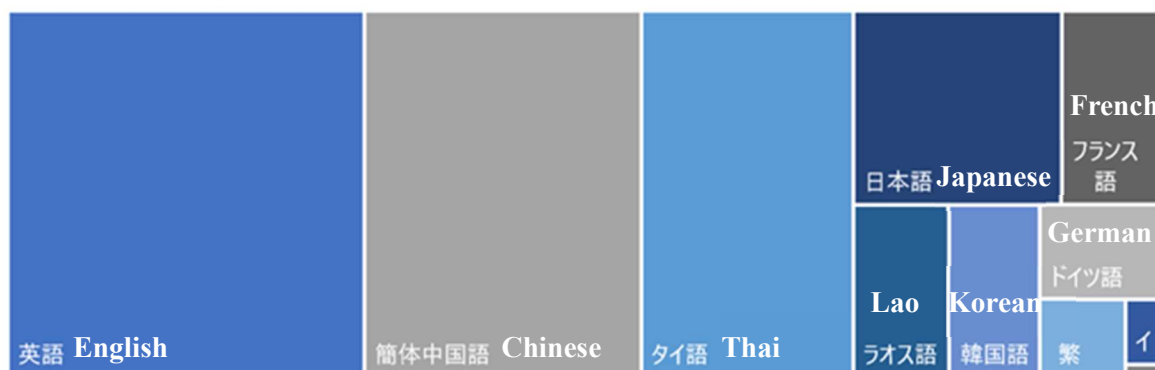
The QR Translator (a website with automatic translation functions) provided by the C/P was positioned as a portal, through which information on the pilot project was introduced, and from which users could further access various information websites and an inquiry chat, thereby establishing an information provision mechanism.



Source : JET

Figure 2-65 Information access destinations via QR codes

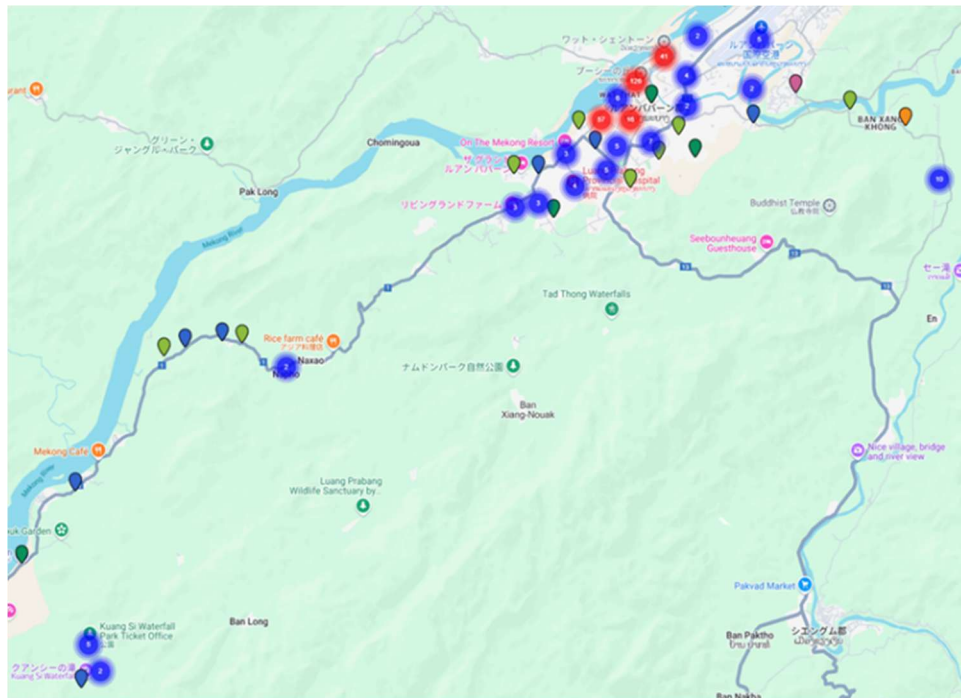
During the pilot project period (from 00:00 on February 24, 2025 to 23:30 on March 2, 2025), the QR Translator recorded more than 700 accesses. By language, English accounted for the largest share, followed by Chinese, Thai, Japanese, French, Lao, and Korean.



Source : JET

Figure 2-66 Proportion of accesses by language (larger areas indicate higher shares)

Access locations were distributed across the entire pilot project activity area, and accesses were also observed at Kuang Si Falls.



Source : JET

Figure 2-67 Access Location of the QR Code

(iv) C-5: Vehicle Access Control and Parking Regulation in the Peninsula Area

Except for vehicles owned by local residents within the peninsula area, the entry of tourist vans and tuk-tuks was prohibited. In addition, on-street parking was prohibited on Sisavangvong Road and Sakkaline Road.



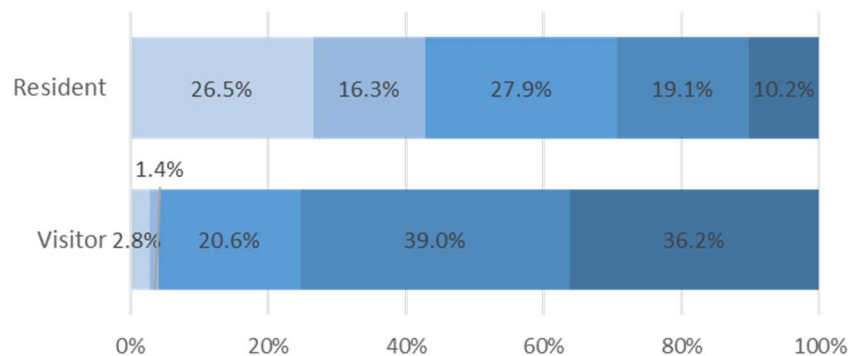
Figure 2-68 Access Control to the Peninsula Area



Figure 2-69 Riverside Road under Vehicle Access Control

A comparison before and during the implementation of the pilot project shows that on-street parking within the peninsula area was significantly reduced. However, the effect was limited outside the designated parking restriction zones. Although prior explanations and the issuance of access permits were provided to residents and stakeholders working within the peninsula area, dissatisfaction arose in some communities due to insufficient information dissemination. As a result, the restrictions were lifted from the fifth day of the pilot project.

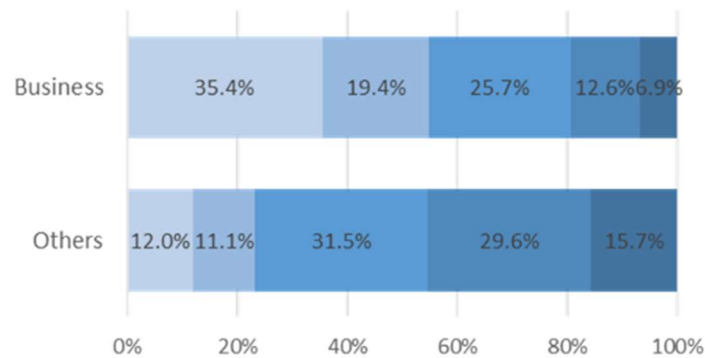
According to the satisfaction survey on the restrictions targeting residents, satisfaction levels were low for business-related travel purposes, while relatively higher satisfaction was observed for daily travel purposes such as shopping and commuting to school.



Source : JET

Figure 2-70 Satisfaction with Restrictions on Tourist Van Entry into the Peninsula Area (Residents: N = 310, Visitors: N = 90)

[From left: Dissatisfied, Somewhat dissatisfied, Neutral, Somewhat satisfied, Satisfied]



Source : JET

Figure 2-71 Satisfaction with Restrictions on Tourist Van Entry into the Peninsula Area by Travel Purpose
(Business: N = 175, Others: N = 108)
[From left: Dissatisfied, Somewhat dissatisfied, Neutral, Somewhat satisfied, Satisfied]

(v) C-6: Park & Ride Facility at Thatluang Park

A Park & Ride (P&R) facility was established at Thatluang Park, and parking for vehicles arriving from outside the peninsula area was consolidated at this facility in order to encourage the use of public transport services.

As access restrictions were implemented within the peninsula area, many users were observed to have tourist minivans park at the P&R facility and transfer to the smart bus and shuttle services at Thatluang Park. However, as waiting and pick-up/drop-off activities continued along Khingkisalath Road and Khem Khong Road, which are outside the restricted area, the measures were considered insufficient to accommodate large tour groups.



Figure 2-72 Tourist Van Parking at the P&R Facility



Figure 2-73 Visitors Transferring to Public Transport at the P&R Facility

(vi) C-7: Operation of Smart Bus (Thatluang Park – Kuang Si Falls)

This service was widely used by both residents and visitors and received generally high evaluations. On the Kuang Si Falls route, a total of 3,840 passengers were transported. When buses reached full capacity, users were initially requested to wait for the next departure one hour later. However, demand on the Kuang Si Falls route was so high that waiting times exceeded two hours, causing congestion at the terminal. As a result, a numbered ticket system was introduced from February 27 to improve safety and operational efficiency.

In addition, following the suspension of smart bus operations within the peninsula area from March 1 onward, vehicles were reassigned to the Kuang Si Falls route, and services were operated at 30-minute intervals.



Figure 2-74 Distribution of Numbered Tickets and Queues for the Kuang Si Falls Route



Figure 2-75 Notice of Fully Booked Services (Kuang Si Falls Route)

(vii) C-8: Operation of Smart Bus (Thatluang Park – Railway Station)

This service was also widely used. During the pilot project period, 1,739 passengers were transported on the railway station route.

(viii) C-9: Establishment of a Community Development Center

The existing tourist information center was renovated, and the opening ceremony of the Machizukuri Center (Community Center) was held on Tuesday, February 25, 2025. As a result, the space was relaunched as a multifunctional facility that, in addition to serving as a tourist information center, also functions as a platform for community activities. The Department of Culture and Tourism of Luang Prabang (DoCT) appointed one of its staff members as the person in charge of the Machizukuri Center (Community Center).



Figure 2-76 Utilization of the Machizukuri Center

3) Third Pilot Project

The Third Pilot Project was implemented as the initial phase of the phased approach set out in the Master Plan. Building upon the lessons learned from the Second Pilot Project, the level of regulatory enforcement was adjusted, and greater emphasis was placed on enhancing social acceptability.

Similar to the Second Pilot Project, the Third Pilot Project was initiated with the involvement of the Domestic Support Committee. In response to evolving circumstances, the Project team consulted with JICA Headquarters and implemented necessary adjustments and countermeasures as appropriate.

Table 2-28 Specific Modifications and Measures Implemented under the Third Pilot Project

Measures	Modifications Implemented
C-1.Car-Free Street and Placemaking on Sisavangvong Road	● Due to the implementation of the Car-Free Street, it became necessary to reorganize and relocate on-street motorcycle parking. Although motorcycle parking spaces had originally been planned along the Khan River, these locations could not be used due to embankment construction works. Consequently, motorcycle parking spaces were installed on sidewalks with sufficient width.
C-2.Operation of Loop Service (Thatluang Park – Peninsula Area)	● The Project initially planned to utilize EV vehicles to be procured by a private bus operator. However, due to delays in procurement, existing tuk-tuks were temporarily deployed for the shuttle service, while songthaews were used in place of EV vehicles for the loop service. ● To prevent fraud, only one-day passes were sold at the three ticket booths; however, as the number of users was significantly low, single-ride tickets (10,000 kip) were introduced from December 9, and drivers of the shuttle and loop services were also allowed to sell tickets.
C-3.Operation of Shuttle Service (Thatluang Park – Peninsula Area)	

Measures	Modifications Implemented
C-4.Information Provision Using DX Tools (Multilingual QR Codes)	● Implemented as originally planned.
C-5.Parking Regulation in the Peninsula Area	● Although the riverside road was initially patrolled on a regular basis, from December 9 police officers were stationed during peak parking hours around Wat Xieng Thong in the morning and around Phousi Hill in the evening, where on-street parking by tourist vans was particularly prevalent.
C-6.Park & Ride Facility at Thatluang Park	● Implemented as originally planned.
C-7. Installation of Pocket Parks	● Implemented as originally planned.

Saource : JET

(i) C-1: Car-Free Street and Placemaking on Sisavangvong Road

Vehicle access to Sisavangvong Road was restricted from 17:00 to 23:00 to create a pedestrian zone. In addition, planting was arranged at regular intervals along the roadside to narrow the carriageway, thereby securing pedestrian space with a view to future sidewalk expansion and discouraging on-street parking.



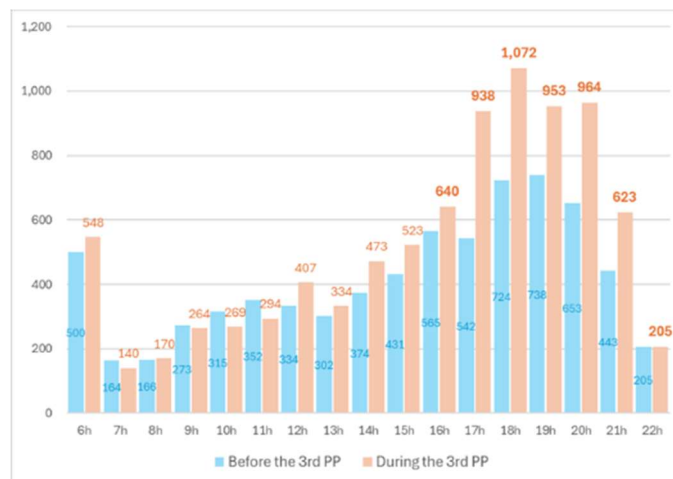
Figure 2-77 Conditions of Sisavangvong Road Prior to the Pilot Project



Figure 2-78 Conditions of Sisavangvong Road during the Pilot Project

During the Pilot Project period, pedestrian volumes on Sisavangvong Road increased compared to baseline conditions. In front of Sinouk Café, pedestrian traffic reached approximately 17,284 persons over a 16-hour period, representing about a 1.3-fold increase compared to normal conditions. The increase was particularly pronounced during the evening hours.

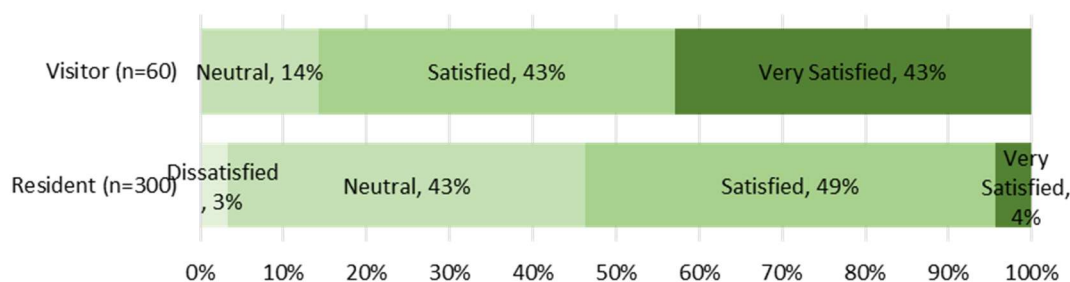
The increase in pedestrian numbers was not simply a result of restricting vehicle entry. It is considered that people were attracted to the area because new elements of lingering and vibrancy were created along the street, such as the placement of greenery along the roadside and the voluntary installation of tables and chairs by shops and restaurants.



Source : JET

Figure 2-79 Pedestrian Volumes by Time of Day in Front of Sinouk Café

Regarding satisfaction with the pedestrian-only zone, 86% of visitors responded that they were “satisfied” or “mostly satisfied,” whereas satisfaction among local residents remained at approximately 50%. However, the proportion of respondents indicating “dissatisfied” or “mostly dissatisfied” was 0% among visitors and only 3% “mostly dissatisfied” among local residents. These results suggest that the measure is gradually being accepted by the local community as well.



Source : JET

Figure 2-80 Satisfaction with the Pedestrian-Only Zone

(ii) C-2 • C-3: Operation of Loop Service (Thatluang Park – Peninsula Area)

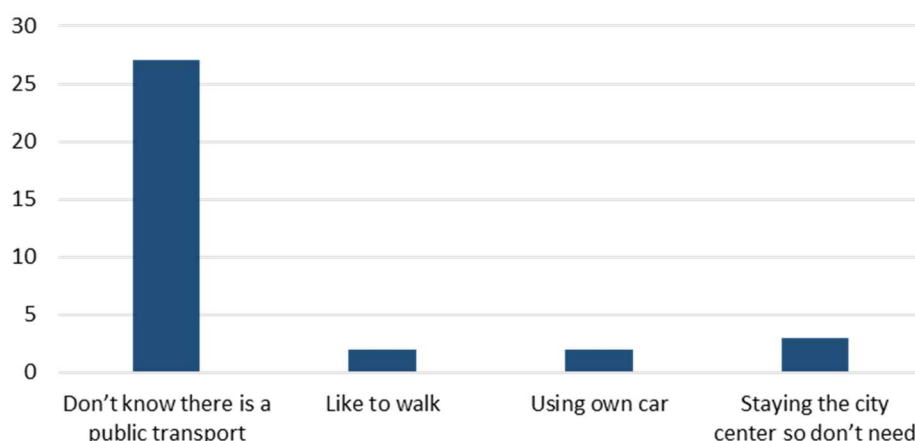
Compared with the previous Pilot Project, the number of users decreased significantly. In the previous Pilot Project, restrictions were imposed on the entry of tourist vans into the peninsula, which created conditions that encouraged the use of public transport. In contrast, in the present Pilot Project, no vehicle entry restrictions were implemented, and the service was subject to a fee. These factors are considered to be the main reasons for the decline.

Furthermore, according to the results of a questionnaire survey targeting visitors, many respondents indicated that they were not aware of the measure itself, suggesting that insufficient publicity may also have contributed to the low level of usage.

Table 2-29 Comparison of Passenger Numbers for the Loop and Shuttle Services

Item	Smart Bus for Quansi Fall and Railway Station	Loop	Shuttle		
	2 nd PP	2 nd PP	3 rd PP	2 nd PP	3 rd PP
Number of passengers per day	939	2431	18	1470	14
Total Number of Passengers	6573	12155	130	7353	103

Source : JET



Source : JET

Figure 2-81 Visitor Survey Results: Reasons for Not Using Public Transport

(iii) C-4: Information Provision Using DX Tools (Multilingual QR Codes)

Positioning the QR Translator (a website with an automatic translation function) lent by the C/P as a portal, information dissemination was carried out with an emphasis on strengthening visual aspects through the combined use of AR (Augmented Reality) technology.

AR is a technology that overlays virtual objects onto the real-world environment. In Japan, it has been applied in tourist destinations to virtually reconstruct historical buildings and to provide location-specific commemorative photo frames. As a result, AR has gained a certain level of recognition within the tourism sector. Particularly in areas such as World Heritage sites, where modifications to the existing landscape are highly restricted, AR offers the advantage of utilizing virtual space to visually and effectively communicate ideas without physically altering the surroundings. In this respect, it serves as a practical tool for sharing concepts in a clear and accessible manner.

Table 2-30 Information Dissemination Utilizing Digital Technologies under the Third Pilot Project

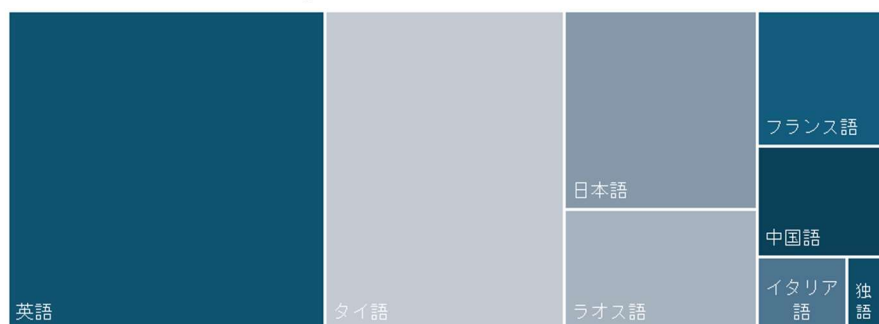
	Applied Technologies	Details of the Measures Implemented
1	QR	【Bus Information Services】 By providing bus information in multiple languages on the web, awareness and understanding can be enhanced among a wide range of users, including tourists who do not understand English or Lao.

2	QR + AR	【AR Commemorative Photo Frame】 An event-exclusive photo frame was made available at the Community Center.	
3	QR + AR	【AR Pavement Design】 AR technology is utilized to overlay a proposed future pavement design onto the street section demarcated by planters. This approach visually illustrates the concept of ensuring adequate pedestrian and circulation space. (Before AR Projection)  (After AR Projection) It illustrates that the area between the sidewalk and the planter line is allocated as pedestrian and circulation space, whereas the area within the planter lines is envisioned as a time-dependent shared space for vehicles and pedestrians. 	

Source : JET

During the Pilot Project period (from 00:00 on December 8, 2025 to 24:00 on December 14, 2025), there were 116 accesses to the bus information page, 19 to the commemorative photo frame, and 170 to the pavement design content. An analysis of access to the pavement design content by language indicates that English accounted for the highest number of accesses, followed by Thai, Japanese, Lao, French, and Chinese. This result suggests that the proposed future street design was effectively disseminated to a broad range of users irrespective of nationality.

On the first day of the Pilot Project, shop owners along the pilot street as well as foreign tourists passing through the area were invited to view the AR-projected design and provide feedback. A number of positive comments were received, including that the street would become “more walkable,” that the “streetscape would be enhanced,” and that the space would offer “expanded potential for commercial and resting use.



Source : JET

**Figure 2-82 Percentage Breakdown of Access to the AR Pavement Design by Language
(Area Size Represents Proportion)**



AR technology was used to virtually visualize and explain the transformation of the existing space between the sidewalk and the planter line into pedestrian and circulation space.
(AR pavement objects were developed by students of Souphanouvong University.)
Source: JET

Figure 2-83 Visual Illustration of Expanded Pedestrian and Circulation Space Using AR Objects

(iv) Parking Regulation in the Peninsula Area

Under this pilot project, a review of the regulations concerning parking and passenger pick-up and drop-off activities in the peninsula area was undertaken. For the enforcement of illegal parking, five police officers were deployed to conduct patrols along the main roads in the peninsula area from 7:00 to 23:00. In addition, intensive monitoring was carried out during peak tourist hours in the vicinity of Wat Xieng Thong and Mount Phousi.



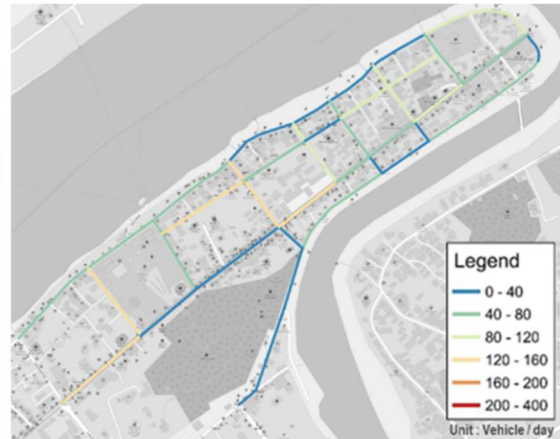
Figure 2-84 Enforcement of Illegal Parking Regulations

The total number of on-street parked vehicles in the peninsula area decreased overall. In particular, on-street parking along the riverside roads declined by 26%. At specific locations, substantial reductions were observed, with decreases of 63% in the vicinity of Wat Xieng Thong and 61% around Mount Phousi. Meanwhile, the use of off-street and roadside parking facilities increased by approximately 10%, indicating that tourist vehicles were redirected to alternative parking and waiting areas.



Source: JET

Figure 2-85 On-Street Parking before the Enforcement of Restrictions



Source: JET

Figure 2-86 Number of Parked Vehicles after Implementation of the Restrictions

Based on the above results, it was confirmed that strengthening enforcement had a certain effect in reducing on-street parking. In particular, during periods when police officers were deployed at key locations, tourist vans were observed to avoid on-street parking and to stop at designated pick-up and drop-off points, with tourists boarding and alighting as intended.

However, on-street parking continued to occur during times and at locations where police enforcement was not present. To ensure the effectiveness of the regulations, it is necessary to establish a continuous enforcement system.

(v) C-6: Park & Ride Facility at Thatluang Park

As in the previous pilot project, a Park & Ride facility was established at Thatluang Park; however, no usage was observed. Since vehicle entry into the peninsula area was unrestricted and the connecting loop and shuttle services required a fare, the Park & Ride facility was scarcely used as a result.

(vi) C-7: Installation of Pocket Parks

On November 15, a clean-up activity was conducted by Trash Idol, a local NGO in the target area, along with staff from LPB Kindergarten. Subsequently, on November 23, the pocket park was developed through the installation of crushed stone, repainting of walls, and refurbishment of flower beds.

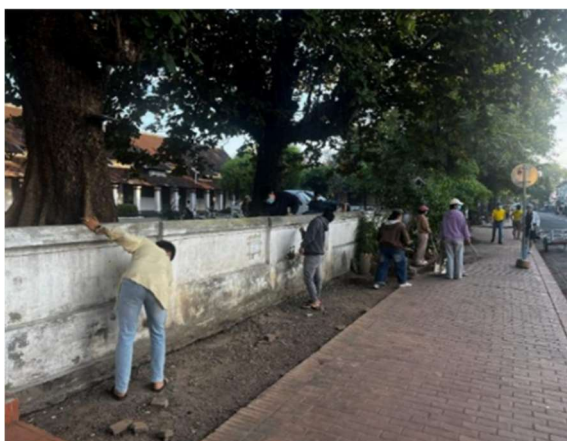


Figure 2-87 Pocket Park Improvement Activities



Figure 2-88 Visitors Resting at the Pocket Park

【2/3-6】 Monitor the pilot projects and identify issues and lessons learned.

1) First Pilot Project

To monitor the first pilot project and to identify issues and lessons learned, the surveys shown in the table below were conducted.

Table 2-31 Outline of the Surveys Conducted in the First Pilot Project

	Survey	Date	Remarks
1	Pedestrian and bicycle count survey	Mar 23-24, 2024 (Before the implementation)	3 locations (6:00~22:00)
2	Parking survey	Mar 30-31, 2024 (During the pilot project)	Every 2 hours (6:00~22:00)
3	Interview survey of visitors	Mar 30-31, 2024 (During the pilot project)	182 samples
4	Interview survey of residents		152 samples

Source: JET

In the implementation of the first pilot project, the car-free street was operated mainly by the C/P; however, procedural challenges were identified, including the lengthy time required to obtain mayoral approval.

In addition, while visitor satisfaction with the car-free street was high, satisfaction among residents was lower compared with visitors. The main reason is considered to be reduced accessibility to shops along the car-free street. This highlighted the need to secure parking spaces for employees of roadside shops, provide alternative transport options, and ensure sufficient advance explanation to residents.

The results were reported at the second JCC, and explanations were also provided to residents through town meetings. The issues and lessons identified were reflected in the second and subsequent pilot projects.

Figure 2-32 Examples of issues and lessons learned reported at the 2nd JCC

Chapter 3 Result of the 1st Pilot Project

3.5 Findings and Lessons Learned for the Next Pilot Project

Pedestrians prefer to walk in the shade. 	Pedestrians took a break on stairs. Resting places are not installed adequately. 	Cyclists parked their bicycles on the street in front of tourist attractions. 
Pedestrians decreased around noon due to the heat. It is necessary to reconsider whether the road is closed around noon or not. 	Many people parked their motorcycles in front of the entrance of the car-entry restriction area. 	There was not enough space for tourists to get in and out of the tourist van. 

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Source: JET

2) Second Pilot Project

To monitor the second pilot project and to identify issues and lessons learned, the surveys shown in the table below were conducted.

Table 2-33 Outline of the Surveys Conducted in the Second Pilot Project

	Survey	Date	Remarks
1	Pedestrian and bicycle count survey	Feb 17-23, 2025 (Before the implementation) Feb 24- Mar 2, 2025 (During the pilot project)	9 locations (6:00~23:00)
2	P&R facility usage survey	Feb 24- Mar 2, 2025 (During the pilot project)	4 locations (6:00~23:00)
3	Parking survey	Feb 17-23, 2025 (Before the implementation) Feb 24- Mar 2, 2025 (During the pilot project)	Every 1 hour (6:00~23:00)
4	Interview survey of visitors	Feb 24- Mar 2, 2025 (During the pilot project)	267 samples
5	Interview survey of residents	Feb 17-23, 2025 (Before the implementation) Feb 24- Mar 2, 2025 (During the pilot project)	300 samples
6	Passenger count survey of the introduced public transport	Feb 24- Mar 2, 2025 (During the pilot project)	All passengers
7	Interview survey for passengers of the introduced public transport	Feb 24- Mar 2, 2025 (During the pilot project)	400 samples
8	Interview survey for drivers of tuktuk and tourist van	Feb 24- Mar 2, 2025 (During the pilot project)	100 samples

Source: JET



Source: JET

Figure 2-89 Survey Location Map in the Second Pilot Project

At the meeting held on February 28, related agencies including the Vice Governor highly evaluated the overall pilot project, including traffic regulations and smart bus operations, as a “necessary and meaningful initiative”. On the other hand, although many of the issues that arose during the pilot project, such as reduced convenience for tourist vans due to access restrictions, increased demand resulting from implementation during the shoulder high season, and the need to ensure user safety, had been recognized in advance among stakeholders and corresponding measures had been considered, there remained room for improvement in that the pilot project content had to be modified due to a combination of opinions received during the implementation period and operational challenges.

Notably, concerns were raised that services such as smart buses and tuktuk shuttles were insufficient relative to demand, and that transfers at Thatluang Park were inconvenient. In practice, however, services were generally available with at most one vehicle wait (a waiting time of approximately 5–10 minutes). This can be interpreted as an example of a significant gap in the perception of waiting time between those accustomed to using public transport and tolerant of waiting (e.g., foreign tourists) and those for whom public transport use is non-routine and who are accustomed to traveling by private cars or motorcycles (e.g., local residents). As public transport use becomes more widespread, such dissatisfaction is expected to decrease.

Furthermore, the views of the Advisory Committee members who conducted site visits indicated that, in light of the long-term objectives and expected effects of the project, the situation during this pilot project was within an acceptable range. However, for some people the situation was difficult to accept, and political considerations also played a role, ultimately necessitating changes to the pilot project content. Based on these experiences, the importance of gradually testing changes within a range acceptable to residents and stakeholders was reaffirmed.

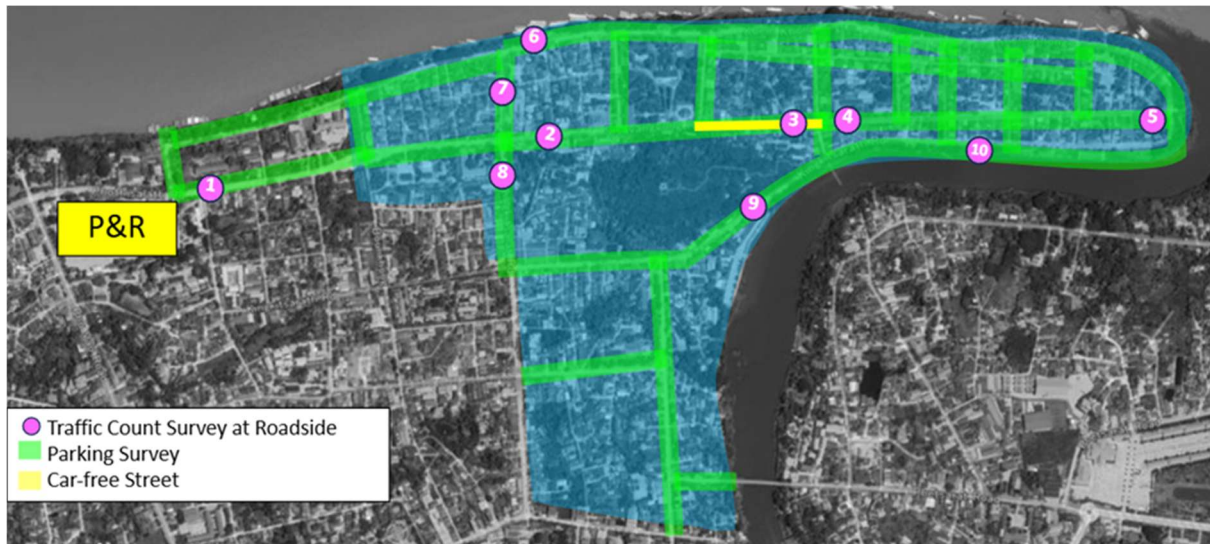
3) Third Pilot Project

To monitor the third pilot project and to identify issues and lessons learned, the surveys shown in the table below were conducted.

Table 2-34 Outline of the Surveys Conducted in the Third Pilot Project

	Survey	Date	Remarks
1	Pedestrian and bicycle count survey	Dec 3 and 7, 2025 (Before the implementation) Dec 10 and 14, 2025 (During the pilot project)	10 locations (6:00~23:00)
2	P&R facility usage survey	Dec 10 and 14, 2025 (During the pilot project)	4 locations (6:00~23:00)
3	Parking survey	Dec 3 and 7, 2025 (Before the implementation) Dec 10 and 14, 2025 (During the pilot project)	Every 1 hour (6:00~23:00)
4	Interview survey of visitors	Dec 10 and 14, 2025 (During the pilot project)	60 samples
5	Interview survey of residents	Dec 3 and 7, 2025 (Before the implementation) Dec 10 and 14, 2025 (During the pilot project)	300 samples
6	Passenger count survey of the introduced public transport	Dec 10 and 14, 2025 (During the pilot project)	All passengers
7	Interview survey for passengers of the introduced public transport	Dec 10 and 14, 2025 (During the pilot project)	32 samples
8	Interview survey for drivers of tuktuk and tourist van	Dec 10 and 14, 2025 (During the pilot project)	72 samples

Source: JET



Source: JET

Figure 2-90 Survey Location Map in the Third Pilot Project

A comparison of the second and third pilot projects confirmed that differences in operating conditions, such as vehicle types, fare collection methods, and information provision and public awareness approaches, led to significant differences in public transport demand. Based on these results, it is necessary to proceed with further examination of public transport introduction in the peninsula area, including the appropriate setting of operating conditions.

In addition, the review and implementation of parking regulations contributed to smoother traffic flow and improvements in the pedestrian environment without provoking strong opposition. Accordingly, these regulations are planned to be continued even after the end of the pilot period. On the other hand, during the pilot project period, compliance tended to decline in areas and time periods where continuous enforcement by police officers was not conducted. To improve compliance in the future, more effective enforcement measures will be required, including strengthened patrols and the application of appropriate fines.

Furthermore, through placemaking initiatives, signs were observed that streets are beginning to transform from spaces solely for movement into public spaces where people can stay and engage in activities. In particular, the creation of green and pedestrian-friendly spaces using planters, while taking residents' opinions into account, is considered to have contributed to improved resident satisfaction. The pilot project demonstrated that even without large-scale road reconstruction, the quality of the street environment can be improved incrementally through engagement from roadside stakeholders and appropriate management.

To create pedestrian-oriented streets, it is essential not only to implement measures to restrict vehicle entry and parking, but also to provide public transport services as alternative means of mobility. In the third pilot project, an integrated approach was demonstrated in which the introduction of public transport services and the review of parking and stopping regulations were implemented simultaneously, improving both transport functions and street space.

4) Compilation of Basic Information for the Implementation of Short-Term Priority Projects

Among the short-, medium-, and long-term action plans identified in the Urban Transport Master Plan (MP), projects that were assessed as having high priority and requiring early implementation were selected. Based on the results of the pilot projects, basic information necessary for their future implementation was collected and organized.

The two projects selected were: (i) Development of pedestrian spaces and public transport-related infrastructure in the World Heritage area; and (ii) Replacement of the Old French Bridge.

Both projects are positioned as top-priority initiatives in the short-term phase of the MP, serving as

foundational measures to ensure the effectiveness of traffic calming policies and to support the formation of the public transport network.

As the detailed findings are compiled as internal information, only an outline is presented here.

(i) Development of Pedestrian Spaces and Public Transport-Related Infrastructure

This project aims to secure a safe and comfortable pedestrian environment by pedestrianizing selected sections within the World Heritage area and promoting the separation of pedestrians and vehicles along peripheral roads. At the same time, it seeks to reorganize road space in a manner compatible with the future introduction of public transport.

Based on the results of traffic regulations and space reallocation measures tested under the pilot projects, the following aspects were examined and organized:

- Approximate length of target sections and the basic policy for space reallocation
- Functional differentiation between fully pedestrianized sections and shared low-speed traffic sections
- Basic traffic management policies at intersections and related safety measures
- Approaches to managing on-street parking and coordinating loading/unloading functions
- Basic principles for landscape considerations (pavement materials, street configuration, barrier-free design, etc.)
- Framework for role-sharing among implementing agencies and arrangements for maintenance and management

In addition, considerations regarding the functional differentiation from existing transport modes and the concept of phased implementation were reviewed, confirming the need to integrate physical improvements with institutional and operational arrangements.

This project is regarded as a symbolic initiative that simultaneously enhances the quality of tourist circulation routes and improves traffic safety. It was therefore organized with the necessary basic conditions to facilitate future implementation during the short-term phase.

(ii) Replacement of the Old French Bridge

This project involves the replacement of the aging Old French Bridge in order to improve structural safety and reconstruct its transport function, while positioning it as a key infrastructure component supporting the formation of the public transport network.

The bridge serves as an important link between the historic urban core and surrounding areas. However, its functional capacity is currently constrained due to limited width and structural deterioration. Based on the analysis of traffic conditions obtained through the pilot projects, the following aspects were examined and organized:

- Reorganization of bridge functions (including the potential prioritization of public transport)
- Basic policies for securing pedestrian space and enhancing safety
- Design considerations ensuring harmony with the historic landscape
- Basic traffic management approach during the construction phase
- Framework for maintenance responsibility and operational arrangements

Through this process, the bridge replacement was positioned not merely as a renewal project, but as a strategic infrastructure intervention aligned with traffic calming measures and public transport policies, and the fundamental conditions required for its future implementation were clarified.

【2/3-7】 Feed-back issues and lessons learned to the draft urban transport master plan.

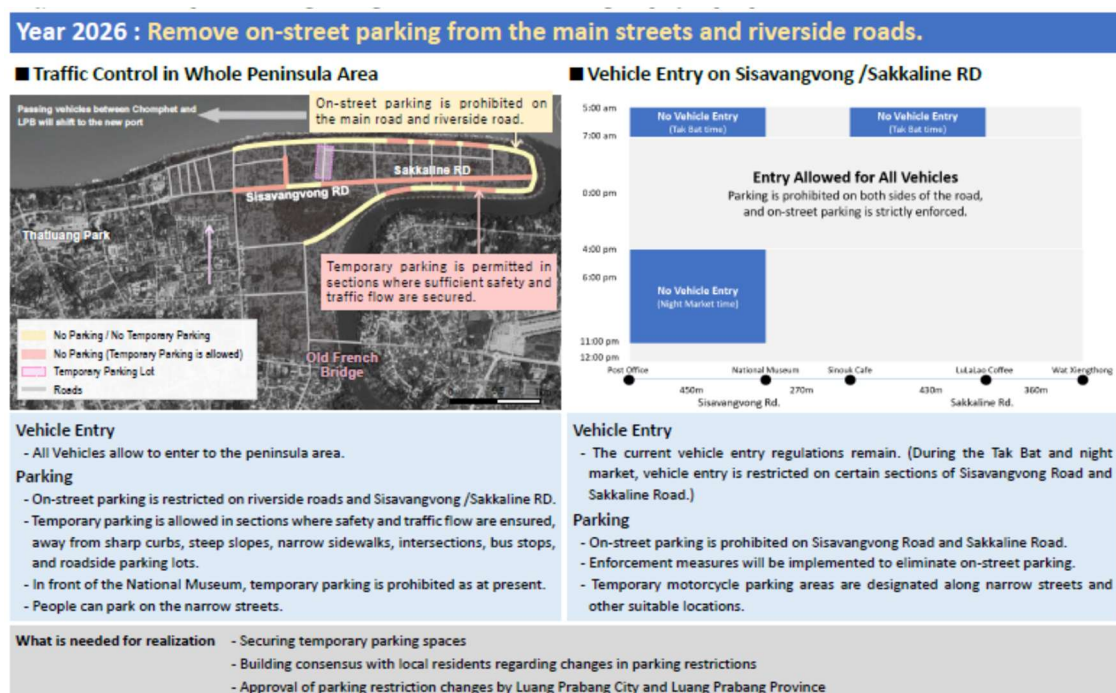
In the second pilot project, the introduction of access restrictions to the peninsula area led to a substantial increase in demand for public transport. On the other hand, because the restrictions were implemented in a rapid and highly restrictive manner, opposition arose, particularly among residents.

Based on these lessons learned, the Master Plan proposes a phased approach to complete the Traffic Calming Zone by 2030.

The steps toward realizing the Traffic Calming Zone are outlined below.

1) Vision in 2026

Eliminate on-street parking from the main streets and riverside roads. Even after the completion of the TCZ in 2030, a certain level of demand for motorcycle use is expected to continue during late-night and early-morning hours when public transport services are not in operation. Accordingly, the bicycle and motorcycle parking spaces introduced on a provisional basis will be subject to phased evaluation based on actual usage and demand trends, with the possibility of transitioning to a permanent arrangement where necessary.

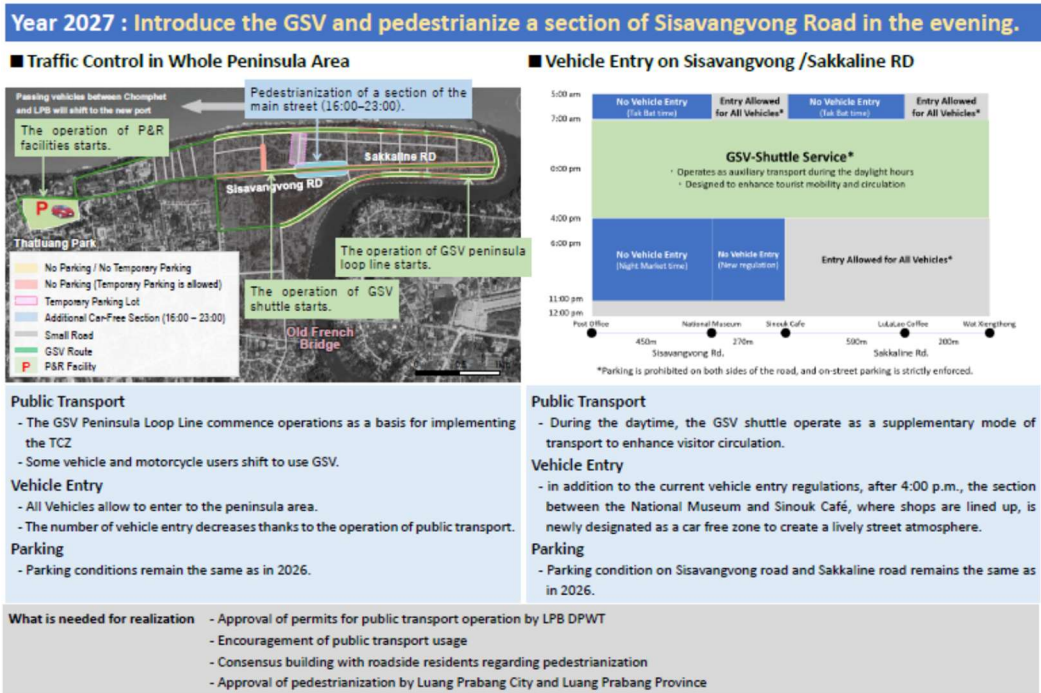


Source: JET

Figure 2-91 Vision for the Peninsula Area in 2026

2) Vision in 2027

Commence GSV operations and introduce a car-free street on part of Sisavangvong Road (L=170m).

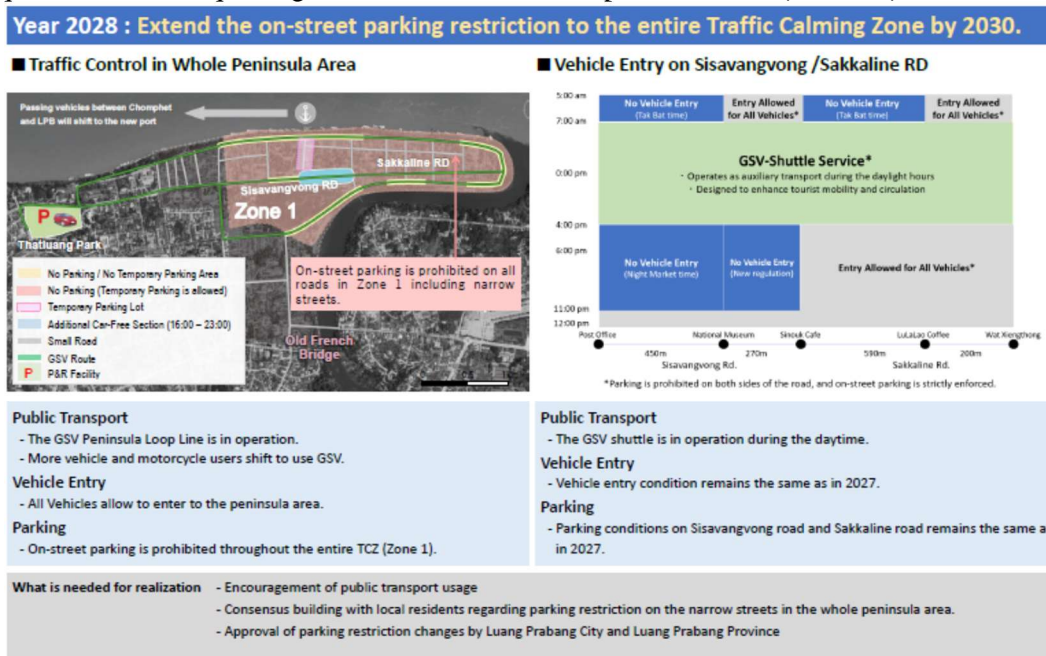


Source: JET

Figure 2-92 Vision for the Peninsula Area in 2027

3) Vision in 2028

Expand no on-street parking roads to cover the entire peninsula area (ZONE 1).



Source: JET

Figure 2-93 Vision for the Peninsula Area in 2028

Chapter 3 Project Management and Operations

3.1 Implementation Structure

Short-term experts and local staff collaborated to implement this project. The counterparts are two organizations: DOT (MPWT) and DPWT.

3.1.1 JICA Project Team

The Japanese project team consists of 12 short-term experts and 4 local staff members.

Table 3-1 Composition of Short-Term Experts

	Specialization	Name	Period
1	Team Leader / Urban Transportation Planning	Masato Watanabe	February 2023–January 2026
2	Deputy Team Leader / Urban Transportation Planning	Masahiro Takahashi	February 2023–January 2026
3	Public Transportation / Traffic Management Planning	Naoki Murayama	February 2023–January 2026
4	History / Landscape Town Planner	Koji Morio	February 2023–January 2026
5	Road Planning / Pilot Project Planning	Keisuke Takeda	February 2023–January 2026
6	Traffic Survey/Demand Forecast	Isaac Alfonso Garcia Garcia	February 2023–January 2026
7	Urban Planning / Planning Regulation	TEH Yee Sing	February 2023–January 2026
8	Economic Analysis/Business Model	Atsushi Saito	February 2023–January 2026
9	Smart City/DX Promotion	Koya Honda	February 2023–January 2026
10	Design / Branding / Public Relations	Mitsue Tamagake	February 2023–January 2026
11	Environmental and Social Considerations 1	Takanori Hayashida	February 2023–March 2025
12	Environmental and Social Considerations 2	Kiminari Takahashi	April 2025–January 2026
13	Road Planning 2 / Pilot Project 2 / Project Coordination	Takenaka Ryo	February 2023–September 2024
14	Road Planning 3 / Pilot Project 3 / Project Coordination 2	Tatsuya Akiguchi	October 2024–January 2026

Source : JET

Table 3-2 Composition of Local Staff

	Responsible Field	Name	Dispatch Period
1	General Management/Urban Planning	Ms. Thodsakhone RAZMOUNTRY	February 2023-February 2026
2	Urban Transportation, Traffic Management and Pilot Projects	Mr. Kongkeo Phamavanh	July 2023-February 2026
3	GIS 1	Mr. Vilakone MANIPHOSAY	June 2023-October 2023
4	GIS 2	Ms. Sengdao PAVABOUD	October 2023-February 2026
5	Pilot Project (Place Making)	Ms. Phimphanh Phatthana	September 2024-December 2025
6	Pilot Project (Bus Operation Support)	Mr. Siththiphon CHANTHOTHAVONG	September 2024-October 2024
7	Pilot Project (Bus Operation Support)	Mr. Bounlath KHOUALOM	September 2024-October 2024
5	Secretary	Sounita INTAPHONE	February 2023-February 2026

Source : JET

3.1.2 Counterpart

The counterpart consists of 11 members: 2 from DOT (MPWT) and 9 from DPWT.

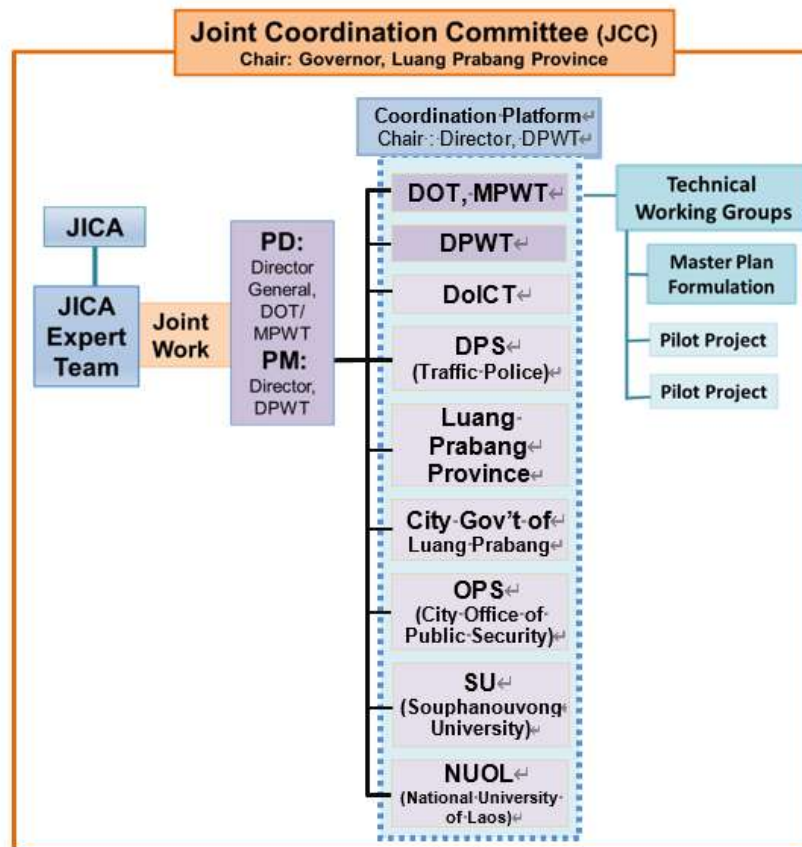
Table 3-3 Counterpart Composition

Position	Organization
Deputy Director of Division	DOT/MPWT
Technical Staff	
Director	DPWT/LPB
Deputy Director	
Deputy Head of Sector	Sector of Transport, DPWT/LPB
Technical Staff (2)	
Deputy Head of Sector	Sector of Road and Bridge, DPWT/LPB
Technical Staff (2)	
Technical Staff	Housing & Urban Planning Sector, DPWT/LPB

Source : JET

3.1.3 Joint Coordination Committee (JCC)

The Joint Coordination Committee (JCC) was established as the project's decision-making body. The JCC organizational chart and members are shown below. Note that the DoICT was renamed the DoCT as of fiscal year 2025.



Source : JET

Figure 3-1 JCC Structure

Table 3-4 JCC Members (Counterparts)

Position	Organization
Deputy Director of Division	DOT/MPWT
Technical Staff	
Director	DPWT/LPB
Deputy Director	
Deputy Head of Sector	Sector of Transport, DPWT/LPB
Technical Staff (until May 2024)	
Deputy Head of Sector (from May 2024)	
Technical Staff	
Technical Staff	
Deputy Head of Sector	Sector of Road and Bridge, DPWT/LPB
Technical Staff	
Technical Staff	Sector of Housing & Urban Planning, DPWT/LPB

Source : JET

Table 3-5 JCC Members (Related Organizations)

Position	Organization	Remarks
Vice Governor	LPB Province	Chairperson
Deputy Director	DoICT	
Deputy Director	DPS/ Traffic Police	
Deputy Head	LPB City Public Security	
Deputy Director	Luang Prabang Province	From Mar 2023 to Apr 2023
Deputy Director	Luang Prabang Province	From Apr 2023
Deputy Head	Luang Prabang City	
Vice President	Souphanouvong University	
Secturer	NUOL	

Source : JET

3.1.4 Transportation Council (TCP)

The Traffic Coordination Panel (TCP) was established within the JCC to facilitate consensus building on project plans and activities among relevant agencies. TCP members comprise bureau director-level representatives from relevant agencies, with the Director of DPWT serving as the Chair of the Panel and overseeing the project. The composition of the TCP is shown in Section 2.1 [1-2].

It was approved at the 6th JCC meeting that the TCP will continue to be convened regularly even after the completion of this project, and that relevant agencies will jointly proceed with discussions and reviews toward the realization of the future vision of the LPBMP.

To collaboratively examining the future vision of Sisavangvong Road and Sakkaline Road, which are the main streets in the World Heritage area, together with residents, a “Task Force” consisting of TCP members and C/P members was established. The Task Force took the lead in planning and implementing placemaking workshops for both roads, as well as in planning and implementing pilot projects. The list of Task Force members is shown below.

Table 3-6 Task Force Members

Position	Organization	Remarks
Deputy Director	DPWT LPB	Chairperson
Deputy Head	DPWT LPB Transport Sector	
Technical Staff (Until May 2024) Deputy Head (From May 2024)	DPWT LPB Road and Bridge Sector	
Technical Staff	DPWT LPB Transport Sector	
Technical Staff	DPWT LPB Transport Sector	
Technical Staff	DPWT LPB Housing and Urban Planning Sector	
Technical Staff	DPWT LPB Road and Bridge Sector	
Head	DoCT LPB Tourism Marketing Division	
Deputy Head	DoCT LPB World Heritage Management Division	
Technical Staff	DoCT LPB Tourism Marketing Division	
Technical Staff	DoCT LPB World Heritage Management Division	
Deputy Head	LPB City Cabinet Office	
Deputy Head	LPB City USO	
Deputy Head	LPB City OPWT	
Technical Staff	LPB City OPWT	

Source : JET

3.1.5 Technical Working Group (TWG)

A Technical Working Group (TWG) was established to conduct practical-level discussions and deliberations for this project. The Technical Working Group members comprise C/P members, with the Deputy Director of DPWT serving as Chair to coordinate practical matters.

Table 3-7 Composition of the Technical Working Group

Position	Organization
Deputy Director of Division	DOT/MPWT
Technical Staff	
Deputy Director	DPWT/LPB
Deputy Head of Sector	Sector of Transport, DPWT/LPB
Technical Staff (Until May 2024) Deputy Head of Sector (May 2024 onwards)	
Technical Staff	
Technical Staff	
Deputy Head of Sector	
Technical Staff	Sector of Road and Bridge, DPWT/LPB
Technical Staff	Sector of Housing & Urban Planning, DPWT/LPB

Source : JET

3.2 Committee, Council, etc. Meeting Records

3.2.1 JCC

Table 3-8 JCC Records

	Date	Participants
1	2023/3/24	Luang Prabang Province, MPWT, DPWT, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, JICA Chubu Center, JICA Expert Team
2	2024/4/4	Luang Prabang Province, MPWT, DPWT, DoCT, Department of Public Security, City Government of Chomphet District, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, Embassy of Japan, JICA Expert Team
3	2024/8/5	Luang Prabang Province, MPWT, DPWT, DoCT, Department of public Security, City Government of Luang Prabang, City Government of Chomphet District, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, JICA Expert Team
4	2024/12/17	Luang Prabang Province, MPWT, DPWT, Department of public Security, City Government of Luang Prabang, City Government of Chomphet District, Souphanouvong University, National University of Laos, Economic and Social Commission for Asia and the Pacific, JICA LAOS Office, JICA Expert Team
5	2025/7/29	Luang Prabang Province, MPWT, DPWT, DoCT, Department of public Security, City Government of Luang Prabang, National University of Laos, JICA LAOS Office, JICA Expert Team
6	2026/1/23	Luang Prabang Province, MPWT, DPWT, DoCT, Department of public Security, City Government of Luang Prabang, City Government of Chomphet District, Souphanouvong University, JICA LAOS Office, JICA Expert Team

3.2.2 TCP

Table 3-9 TCP Records

	Date	Participants
1	2023/6/29	DPWT, DoCT, City Government of Luang Prabang, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, JICA Expert Team
2	2023/10/18	MPWT, DPWT, DoCT City Government of Luang Prabang, Department of Public Security, OPWT, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, JICA Expert Team
3	2024/3/26	MPWT, DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, Car Association, Souphanouvong University, ADB Consulting Team, JICA HQ, JICA Expert Team
4	2024/7/30	MPWT, DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, Car Association, Souphanouvong University, National University of Laos, ADB Consulting Team, JICA HQ, JICA LAOS Office, JICA Expert Team
5	2024/8/1	MPWT, DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, Car Association, Souphanouvong University, National University of Laos, JICA HQ, JICA LAOS Office, JICA Expert Team
6	2024/12/10	MPWT, DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, ADB Consulting Team, JICA Expert Team
7	2025/7/23	DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, Car Association, JICA Expert Team
8	2025/11/12	MPWT, DPWT, DoCT, Luang Prabang Province, City Government of Luang Prabang, Department of Public Security, OPWT, Souphanouvong University, Car Association, Association of Hotel Guesthouse and Restaurant, JICA HQ, JICA LAOS Office, JICA Expert Team

3.2.3 TWG

Table 3-10 TWG Records

	Date	Participants
1	2023/3/30	MPWT, DPWT, JICA Expert Team
2	2023/4/10	DPWT, JICA Expert Team
3	2023/4/19	DPWT, JICA Expert Team
4	2023/6/19	DPWT, JICA Expert Team
5	2023/7/4	DPWT, JICA Expert Team
6	2023/10/6	DPWT, JICA Expert Team
7	2023/10/13	DPWT, JICA Expert Team
8	2023/10/26	DPWT, JICA Expert Team
9	2023/10/31	DPWT, JICA Expert Team
10	2024/2/15	DPWT, OPWT, City Government of Luang Prabang, Public Security of Luang Prabang City Car Association, JICA Expert Team
11	2024/2/19	DPWT, JICA Expert Team
12	2024/2/23	DPWT, JICA Expert Team
13	2024/3/5	DPWT, JICA Expert Team
14	2024/3/12	DPWT, JICA Expert Team
15	2024/3/15	DPWT, JICA Expert Team
16	2024/3/21	DPWT, JICA Expert Team
17	2024/5/15	DPWT, DoCT, JICA Expert Team
18	2024/5/23	DPWT, JICA Expert Team
19	2024/5/28	DPWT, JICA Expert Team
20	2024/7/26	DPWT, JICA Expert Team
21	2024/8/2	DPWT, DoCT, Luang Prabang City, JICA HQ, JICA Expert Team
22	2024/8/8	DPWT, JICA Expert Team
23	2024/10/2	DPWT, JICA Expert Team
24	2024/12/13	DPWT, JICA Expert Team
25	2024/12/17	DPWT, JICA Expert Team
26	2025/4/1	DPWT, JICA Expert Team
27	2025/4/3	DPWT, JICA Expert Team
28	2025/6/5	DPWT, DoCT, Luang Prabang City, JICA Expert Team
29	2025/7/17	DPWT, JICA Expert Team
30	2025/9/10	DPWT, DoCT, Luang Prabang City, JICA Expert Team

3.2.4 Workshop, Seminar

Table 3-11 Workshop, Seminar Records

	Date	Participants
1	2023/6/20	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
2	2024/2/8	MPWT, DPWT, OPWT, National University of Laos, Luang Prabang Province, Luang Prabang City, Souphanouvong University, JICA Expert Team
3	2024/2/24	DPWT, Luang Prabang City Government, JICA Expert Team
4	2024/3/24	DPWT, Luang Prabang City Government, JICA Expert Team
5	2024/5/11	MPWT, DPWT, Luang Prabang City Government, JICA Expert Team
6	2024/7/29	MPWT, DPWT, Luang Prabang Province, DoCT, Luang Prabang City Government, Souphanouvong University, Chuo University, JICA HQ, JICA LAOS Office, JICA Expert Team
7	2025/2/10	DPWT, Luang Prabang City Government, JICA Expert Team
8	2025/2/17	DPWT, Luang Prabang City Government, JICA Expert Team
9	2025/2/22	DPWT, Luang Prabang City Government, JICA Expert Team
10	2025/2/25	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
11	2025/6/4	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
12	2025/7/31	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
13	2025/8/4	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
14	2025/9/9	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team
15	2025/12/18	MPWT, Luang Prabang Province, DoCT, Department of Public Security, City Government of Luang Prabang, Souphanouvong University, National University of Laos, DPWT, WHZ, LUTA, Hotel/Restaurant Owner, OPWT, Transport Association, JICA Expert Team

3.3 Implementation Results

3.3.1 Japanese Inputs

1) Experts Assignment

The records of expert assignments are shown on the table below.

Table 3-12 Planned and Actual Assignment Plan and Results

Assigned	Grade	Planned/Actual	Man-Month		Actual Number of Trips			
			Entire Period	Current Month	Ovberall	2023	2024	2025
Masato Watanabe	2	Initial Plan	4.00		6	3	2	1
		Latest Plan	5.33		13	5	4	4
		Actual	5.33		12	4	5	3
Masahiro Takahashi	2	Initial Plan	4.00		6	3	2	1
		Latest Plan	4.50		8	4	1	3
		Actual	4.50		9	4	1	4
Naoki Murayama	3	Initial Plan	7.00		8	3	3	2
		Latest Plan	7.50		11	5	3	3
		Actual	7.50		11	4	4	3
Koji Morio	3	Initial Plan	5.00		8	3	2	3
		Latest Plan	5.50		9	4	2	3
		Actual	5.50		9	4	2	3
Keisuke Takeda	3	Initial Plan	4.00		6	4	1	1
		Latest Plan	4.00		6	2	2	2
		Actual	4.00		6	2	2	2
Isaac Alfonso Garcia Garcia	5	Initial Plan	6.66		3	1	1	1
		Latest Plan	6.33		4	3	1	0
		Actual	6.33		4	3	1	0
TEH Yee Sing	3	Initial Plan	3.00		4	3	0	1
		Latest Plan	3.00		5	2	1	2
		Actual	3.00		5	2	2	1
Jun Sito	3	Initial Plan	2.67		4	2	1	1
		Latest Plan	1.83		3	1	2	0
		Actual	1.83		3	1	2	0
Koya Honda	3	Initial Plan	3.67		4	2	1	1
		Latest Plan	3.67		4	1	1	2
		Actual	3.67		4	1	1	2
Mitsue Tamagake	3	Initial Plan	3.67		4	2	1	1
		Latest Plan	4.99		5	2	1	2
		Actual	4.99		5	2	1	2
Takanori Hayashida	3	Initial Plan	3.83		5	3	2	0
		Latest Plan	3.35		4	2	1	1
		Actual	3.35		4	2	2	0
Kiminari Takahashi	3	Initial Plan	0		0	0	0	0
		Latest Plan	0		0	0	0	0
		Actual	0		0	0	0	0
Ryo Takenaka	5	Initial Plan	(7.40)		(8)	(4)	(2)	(2)
		Latest Plan	9.80		(6)	(4)	(2)	(0)
		Actual	(7.10)	(0)	(6)	(4)	(2)	(0)
Tatsuya Akiguchi	5	Initial Plan	(6.00)		(0)	(0)	(2)	(2)
		Latest Plan	7.83		(4)	(0)	(2)	(2)
		Actual	(2.63)	(0)	(0)	(0)	(2)	
Initial Plan(Total)			47.50		58	29	16	13
Latest Plan(Total)			50.00		72	31	19	22
Actual(Total)			50.00	0.00	72	29	23	20

2) Training in Japan

In this project, two training programs in Japan were conducted to enhance the urban transport planning and project implementation capacities of the C/P and staff of related agencies. An overview of the training programs in Japan is shown in the table below.

Details of each training program in Japan are as described in the Completion Reports of the “Sustainable Urban Development and Transport Management Project in Luang Prabang, Lao PDR (1st Technical Training)” and the “Sustainable Urban Development and Transport Management Project in Luang Prabang, Lao PDR (2nd Technical Training).”

Table 3-13 Overview of Training Programs in Japan

Seq	Period	Training Locations	Participants
1st Training Program	July 28 – August 9, 2023 (including travel days)	Takayama City, Gifu Prefecture Shirakawa Village, Gifu Prefecture Takaoka City, Toyama Prefecture	Total: 13 people Department of Public Works and Transport: 2 Luang Prabang Province: 2 Department of Public Works and Transport, Luang Prabang Province: 4 Public Security Office: 1 Department of Culture and Tourism: 1 Luang Prabang City: 1 Public Security Office (Luang Prabang City): 1 Sophia University: 1
2nd Training Program	June 3 – June 16, 2024 (including travel days)	Sakura City, Chiba Prefecture Kawaguchi City, Saitama Prefecture Higashi Matsuyama City, Saitama Prefecture Nerima Ward, Tokyo Oishi Michi Planning Engineers Igelbus Yokohama City, Kanagawa Prefecture Chiyoda Ward, Tokyo	Total: 14 people Department of Public Works and Transport: 2 Luang Prabang Province: 1 Department of Public Works and Transport, Luang Prabang Province: 8 Department of Culture and Tourism: 1 Luang Prabang City: 1 Laos University: 1

3) Equipment

In this project, the equipment shown in the table below was provided, and the Luang Prabang Tourism Information Center was renovated to create a space where residents can also gather.

Table 3-14 List of Provided Equipment

Seq	Item Name	Quantity	Remarks
1	Partition	3	102"W x 71.3"H
2	Bench	6	35.4"D x 12.99"W x 16.93"H
3	Low Table	3	
4	Meeting Table	6	
	Chair (for permanent installation)	9	
5	Meeting Chair	42	
6	Online Conference Equipment	1	Logitech BCC950 Black
7	Speaker	1	
8	TV Monitor	1	Samsung 75' BU8100 Crystal UHD 4K Smart TV
9	Laptop Computer	4	ACER Aspire Lite AL16-51P-56T9
10	Water Server	1	XX
11	Air Conditioner	1	Amber I 、 24,000 BTU
12	Projector	1	EPSON EB-E01
13	Projector Screen	1	244cmx305cm



Figure 3-2 State of the renovated Tourist Information Center

3.3.2 Inputs from the Lao Side

As shown in Section 3.1.2, a total of 10 members, comprising 2 from MPWT and 8 from DPWT, were appointed as counterparts and participated in Working Group meetings and training programs in Japan to achieve the project's outputs.

Additionally, a project office was established by DPWT, and the experts conducted their activities from this office.



Figure 3-3 Project Office

Chapter 4 Technology Transfer Outcomes

4.1 Achievement Status Against Overall Goal, Project Purpose, and Outputs

The table below shows the achievement status for each verifiable indicator agreed upon in the PDM regarding the overarching objectives, Project Purpose, and Outputs of this project.

Table 4-1 Achievement level of the Overall Goal

Overall Goal	Indicator	Achievement Status
Priority projects will be implemented based on the Urban Transportation Master Plan formulated to support Luang Prabang's development as a sustainable tourism city.	1. Number of transportation projects planned based on the Urban Transportation Master Plan. 2. Actual budget allocation for transportation projects implemented based on the Urban Transportation Master Plan. 3. Number of transportation projects implemented based on the Urban Transportation Master Plan.	1. Two projects were planned. (i) Planning progressed for the first-ever route bus operation in Luang Prabang, and (ii) a review of parking regulations within the World Heritage District was also conducted. 2. In implementing transport projects based on the MP, administrative actions toward concluding a concession contract for route bus services have progressed, along with the establishment of operational arrangements to strengthen traffic regulations, and the allocation of human resources has been confirmed. While the existence of additional fiscal measures has not been clearly confirmed, the allocation of administrative resources toward the implementation of projects under the MP has commenced. 3. Two projects were implemented. (i) Of the routes planned under the LPBMP, operations on four routes were launched by a private bus operator in September 2025. (ii) the revised parking regulation plan was approved by Luang Prabang Province in November 2025, and the new regulations were put into operation as part of the third pilot project.

Source: JET

Table 4-2 Achievement level of the Project Purpose

Project Purpose	Indicators	Achievement Status
Improved planning and implementation capabilities of administrative agencies involved in urban transportation in the tourist city of Luang Prabang	1. Increase in the number of DPWT staff who understand the urban transportation planning process through TWG. 2. Increase in the number of DPWT staff involved in transportation-oriented development through TWG. 3. Number of administrative agency staff involved in urban transportation who complete training/workshops conducted under this project reaches XX.	1. Nine (9) DPWT staff members learned and deepened their understanding of the urban transportation planning formulation process through the TWG. 2. A cumulative total of nine (9) DPWT staff members deepened their understanding of transportation-oriented town development (transport management) formulation processes through the TWG. 3. A total of 139 participants from administrative agencies related to urban transportation in Luang Prabang took part in training and workshops. Among them, 27 administrative staff members participated in trainings conducted under this project.

Source: JET

Table 4-3 Achievement level of the Outputs

Outputs	Indicators	Achievement Status
[Output 1] An Urban Transportation Master Plan envisioning the urban structure for 2045 is formulated through the Luang Prabang Transportation Council.	1. A draft Urban Transportation Master Plan is prepared. 2. The draft Urban Transportation Master Plan is agreed upon by the Transportation Council.	1. The draft Urban Transportation Master Plan was formulated through the 1st to 4th Transportation Council meetings. 2. The final draft Urban Transportation Master Plan was agreed upon at the 6th Transportation Council meeting.
[Output 2] Traffic pilot projects are planned and implemented to promote the creation of safe, secure, and comfortable people-centered spaces within the World Heritage site.	1. 100% of the planned pilot traffic measures were implemented. 2. Pedestrian traffic increased in the pilot project areas. 3. Sales at roadside shops in the pilot project areas increased. 4. The landscape of the pilot project areas improved. 5. The number of illegally parked vehicles in the pilot project areas decreased.	1. All traffic pilot measures planned with the counterpart agencies were implemented. The implemented pilot measures were as follows: ① Car-free event on Sisavangvong Road ② Visit to the Vientiane Capital State Bus Enterprise ③ Placemaking of the main street (including installation of pocket park) ④ Establishment of the Community (Machi-zukuri) Center ⑤ Car-free street on Sisavangvong Road and Sakkaline Road ⑥ Smart bus service operation between Thatluang Park and the

Outputs	Indicators	Achievement Status
		peninsula Area ⑦ Shuttle service between Thatluang Park and the peninsula area ⑧ Provision of information using multilingual QR codes ⑨ Reinforcement of on-street parking enforcement in the peninsula area ⑩ Park-and-ride trial using Thatluang Park 2. During the first pilot project, pedestrian volumes on Sisavangvong Road increased by up to approximately 50% compared with normal conditions. During the second pilot project, pedestrian volumes on the main street increased by up to approximately 44% compared with normal conditions. 3. According to interviews with residents, the proportion of shops in the peninsula area reporting an increase in customer numbers or sales was approximately 14% during the first pilot project and approximately 1% during the second pilot project. 4. On-street parking, which had been a major factor detracting from the landscape of Luang Prabang's main streets, decreased during all pilot project periods compared with normal conditions, resulting in landscape improvement. 5. During the second pilot project, the number of illegally parked vehicles in the peninsula area decreased by approximately 3% on weekdays and approximately 8% on weekends compared with normal conditions. The greater reduction on weekends is due to strengthened parking enforcement on the main streets in cooperation with traffic police.
[Output 3] Pilot projects are planned and implemented to	1. 100% of the planned transportation pilot measures are implemented. 2. Public transportation	1. All transportation pilot measures planned with the counterpart agencies were implemented. The implemented pilot measures were

Outputs	Indicators	Achievement Status
establish a convenient transportation system connecting the World Heritage site and surrounding areas for both residents and tourists.	ridership increased in the pilot project areas.	as follows: ① Smart bus operation between Thatluang Park and Kuang Si Waterfall ② Smart bus operation between Thatluang Park and the Railway Station 2. During the second pilot project, the cumulative number of users traveling between the World Heritage site and suburban areas (Kuang Si Waterfall and the railway station) reached approximately 18,700 passengers per week, indicating an increase in ridership (under normal conditions, no public transportation services were available, resulting in zero passengers).

Source: JET

4.2 DAC6 Evaluation

(1) Relevance

This Project was implemented with the objective of enhancing transport policy through the formulation of a sustainable urban transportation master plan and the implementation of related pilot initiatives, to address issues arising from urban growth in Luang Prabang. These issues include the worsening of traffic congestion, the vulnerability of public transport services, inadequate traffic management within the World Heritage area, deterioration of the pedestrian environment, and increasing mobility demand associated with urbanization in suburban areas. These challenges are clearly identified as priority issues in the Government of Lao PDR's National Transport and Logistics Sector Strategy and National Land Use and Urban Development Policy. Accordingly, the objectives and approach of this Project were highly consistent with the policy priorities of the partner country.

In the World Heritage area, a Preservation and Management Plan for the World Heritage Site (PSMV) had already been formulated with the aim of balancing conservation and tourism promotion, and clear policies were in place regarding transport and public space, including the securing of pedestrian space, management of vehicle access, and preservation of streetscape along roads. Based on the policies set out in the PSMV, the Project examined traffic calming zones (TCZ), parking management, the creation of pedestrian-priority spaces, and the potential introduction of low-speed, small-scale mobility (GSV) to meet the mobility needs of both visitors and residents. These measures were positioned in the master plan as an appropriate transport operation model for the World Heritage area. Through this approach, the Project strengthened consistency with the PSMV principle of ensuring convenience within the area while taking conservation as a prerequisite.

In addition, there was significant demand for connectivity between suburban areas and major tourist sites and transport nodes at the urban periphery, such as the airport and railway station. In this context, the examination of a public transport network to support wide-area mobility was appropriate in toggle addressing city-wide transportation challenges.

A notable feature of the Project design (PDM) was its structure, which advanced capacity development for policy formulation and pilot projects in parallel with the preparation of the master plan. Multiple pilot measures incorporating experimental elements, such as trials of Smart Bus services, GSV, traffic calming zones (TCZ), park-and-ride (P&R) introduction tests, and provisional implementation of street design, were combined to verify feasibility in both the World Heritage area and suburban areas. Furthermore, policy options were examined in a phased manner through consultations with stakeholders, while considering the policies of the PSMV. This approach was appropriate for enhancing feasibility while ensuring consistency with conservation principles.

During the implementation period, there were also external constraints that had not been fully anticipated at the outset, including the complexity of coordination and adjustment among relevant institutions required for implementing measures in the World Heritage area, as well as the need to consider acceptance by residents and commercial operators. Nevertheless, the Project continued its initiative by reviewing plans and adjusting pilot projects through mechanisms such as the JCC and TWG. As the results of the pilot projects received a certain level of positive evaluation from government officials and residents, these outcomes contributed to enhancing understanding on the administrative side and deepening policy examination and provided basic knowledge that can be utilized in subsequent policy decision-making.

In summary, the Project was designed with due consideration to government policies, the conservation principles of the PSMV, and transportation challenges associated with urban expansion in suburban areas. Overall, the relevance of the Project is therefore assessed to be high.

(2) Effectiveness

The Project Purpose was to enhance the planning capacity and project implementation capacity of administrative organizations involved in urban transport in Luang Prabang as a tourism city. In the PDM, objective indicators (OVI) were set to confirm the achievement of this purpose, namely: (i) the number of staff who understand the urban transport planning formulation process; (ii) the number of staff involved in planning and project implementation; and (iii) the number of staff who completed training and workshops. According to information obtained during the Project period, five DPWT staff members came to understand the urban transport planning formulation process, 20 staff members from relevant institutions were involved in the preparation and implementation of transport planning and pilot measures, and more than 100 staff members in total completed related training programs. Taken together, these results indicate that the OVI set were largely achieved appropriately by the time of Project completion.

From the perspective of capacity development, continuous opportunities were provided for administrative staff to learn the urban transport planning process in a practical manner through workshops, training programs in Japan, and on-the-job training (OJT) implemented through various pilot measures during the Project period. In particular, the active involvement of relevant staff throughout a series of processes, from planning to on-site operation, including traffic demand analysis, public transport service design, trial operation of traffic calming and parking management, and examination of road space design, made a significant contribution to improving practical skills. Through these efforts, a framework is being formed within the administration, centered on DPWT, to advance the examination, coordination, and piloting of measures in a phased manner, and capacity development is assessed to have progressed steadily.

Regarding Outputs, first, the Urban Transport Master Plan (MP) was formulated as a comprehensive set of measures covering both the World Heritage area and suburban areas. Specifically, the future vision, urban structure, development scenarios, and strategic measures were agreed upon and approved through the Transport Coordination Platform (TCP) and the JCC. Agreement on the future vision and strategies was reached at the 2nd TCP, actions were organized at the 3rd TCP, and the draft MP was approved at the 4th JCC. Subsequently, following final adjustments at the 7th TCP, the final draft MP was confirmed and approved at the 5th JCC, and the final version of the MP was formally approved at the 6th JCC. Through this series of processes, understanding of the MP content within the administration and among relevant institutions deepened in a phased manner, and the process effectively contributed to forming a shared understanding and establishing a foundation for policy decisions and future implementation.

In addition, multiple pilot measures, including Smart Bus services, trials of traffic calming zones (TCZ), GSV shuttle services, park-and-ride (P&R) introduction tests, and provisional implementation of street design, were implemented as planned at a 100 percent level, providing important opportunities to verify the feasibility of the measures under local conditions. In the second pilot project, public transport usage reached 26,000 users¹. This figure represents the cumulative number of users of the loop and shuttle services newly operated under the pilot project, providing clear empirical evidence of the feasibility of introducing new public transport services and the expansion of mobility options in Luang Prabang. Furthermore, in the implementation of TCZ and parking and stopping regulations, effects such as an increase in pedestrian numbers, a reduction in on-street parking, and improvements in street vitality were confirmed, serving as an opportunity for the administration to concretely recognize the necessity and feasibility of traffic

¹ In this section, the term “26,000 public transport users” refers to the cumulative number of users during a one-week pilot operation conducted under the second pilot project. The transport modes covered include the loop service and shuttle services operating within the World Heritage area, as well as the Kuang Si Waterfall route and the high-speed railway station route. All these services were trial routes operated on a temporary basis to examine the feasibility of introducing new public transport services in Luang Prabang, where no regular scheduled public transport services previously existed. Prior to the pilot project, there were no designated routes operated as regular public transport services, and although individual transport modes such as tuk-tuks and songthaews were available, their operational characteristics differ from those of public transport. Accordingly, the baseline level of public transport usage is considered to have been virtually zero.

management measures in the World Heritage area. These results were reflected in the MP's package of measures and priority setting and became fundamental evidence enhancing the effectiveness of policy examination.

On the other hand, regarding the introduction of TCZ and GSV in the World Heritage area, time was required for coordination with residents, commercial operators, and relevant institutions, and some measures involved adjustments to scale and timing of implementation. However, this adjustment process itself served as an opportunity to clarify the prerequisite conditions and institutional issues necessary for measure introduction, and ultimately these measures were organized in the MP on the premise of phased implementation. These processes can be regarded as having contributed to the practical strengthening of administrative capacity for policy examination. Based on the above, the Project enhanced administrative planning capacity and project implementation capacity through both MP formulation and pilot projects and demonstrated a high level of achievement with respect to the Project Purpose. In particular, the improvement of capacity among relevant staff, the 100 percent implementation of pilot measures, public transport usage on the scale of 26,000 users, the verified effects of TCZ and parking management measures, and the institutional approval of the MP constitute clear evidence supporting the effectiveness of the Project in relation to its purpose.

(3) Efficiency

The efficiency of the Project is assessed from the perspective of whether the inputs provided were used appropriately and effectively to achieve the planned Outputs and the Project Purpose. Although certain schedule adjustments and an expansion of workload occurred compared with the initial plan, the Project managed the inputs effectively and steadily generated outputs, and efficiency can therefore be assessed as generally high.

First, regarding the schedule, more time than initially anticipated was required to obtain mayoral approval for the first pilot project, which resulted in delays in some subsequent tasks. However, this delay was attributable to external factors related to the approval process, and the project team minimized its impact through redesigning the schedule and adjustment of the sequence of activities. In the second and third pilot projects, the approval and coordination processes were improved based on experience from the first pilot, and in the third pilot a two-stage mayoral approval process (outline approval and detailed approval) was introduced, thereby clarifying and accelerating decision-making. As a result, planned activities were completed without extending the overall project completion date, which is assessed positively.

Next, the expansion of workload associated with contract amendments was reasonable in all cases. The number of pilot projects, initially planned as six, was expanded to twelve against the background of increased demand for demonstration of public transport measures following the provision of Smart Bus vehicles by another donor, the need to verify the feasibility of measures organized in the master plan (MP), and the need to confirm linkages with traffic calming zones (TCZ) in the peninsula area. These additional pilot projects were indispensable for promoting administrative understanding and advancing adjustment and consensus-building on measures and constituted a rational expansion that directly contributed to improving the qualitative level of project outcomes.

In addition, in examining measures in the World Heritage area, a shared recognition emerged that policy formulation led solely by the administration would not ensure sustainability, and participatory approaches involving residents were introduced as additional inputs. Dialogue with residents using the Machizukuri Center and the implementation of community workshops were necessary efforts to establish a foundation for consensus-building. Although these activities were not clearly specified in the original scope, they can be regarded as reasonable additional input considering the characteristics of the World Heritage area.

While contract amendments were made to respond to these expansions of work, the additional inputs were kept to a minimum, and the resources provided were used effectively to generate outputs. In practice, pilot projects were implemented at a 100 percent level as planned, as shown in the monitoring sheets, and in the public transport pilots, user data on a scale of 26,000 passengers were obtained, indicating that additional inputs materialized into concrete results. In addition, the

MP was approved as planned through the TCP and JCC, and its package of measures, strategies, and priority setting provided sufficient input for administrative policy examination. Taking together, the efficiency of converting input into output can be judged as generally high.

Based on the above, the Project appropriately managed schedule adjustments and expansions of workload, and effectively utilized additional inputs to generate planned outcomes, including MP formulation, implementation of pilot projects, and strengthening of administrative capacity. The use of inputs was appropriate and efficient, and overall efficiency is assessed as high.

(4) Impact

The impact of the Project is assessed in terms of the broader effects brought about by the project outcomes through the formulation of the Master Plan (MP) and the implementation of pilot projects, including changes in policies and institutional arrangements, changes in administrative behavior, and changes in awareness among residents and commercial operators.

First, regarding policy-level impacts, the Urban Transport Master Plan (MP) formulated under the Project was formally approved by the Provincial Governor following approval by the JCC and has become the basic framework for future urban transport policy in Luang Prabang. Among the measures based on the MP, the phased introduction toward traffic calming zones (TCZ) was reflected directly in administrative actions: based on instructions from the provincial government, parking and stopping regulations were reviewed, and traffic signs installed during the third pilot project have been utilized as permanent measures. In addition, suburban bus services (such as the Thatluang–Kuang Si and Thatluang–Railway Station routes) have commenced formal operation since September 2025 under a concession scheme by Xangkhamseuth Company, based on trial operations conducted during the Project period, thereby concretely establishing an institutional basis for the development of public transport services. From these perspectives, the Project can be evaluated as having exerted concrete influence on administrative policy decisions and the implementation of measures.

Impacts are also observed in administrative structures and organizational behavior. Through the process of examining the MP and pilot projects, collaborative frameworks among DPWT, the provincial government, tourism authorities, and the police were strengthened, and integrated consideration of traffic management, public transport, and tourism policy has progressed. During the examination of TCZ and the strengthening of parking and stopping management, the package of measures presented in the MP served as a foundation for internal administrative discussions, leading to more systematic deliberation of transport policy. This represents an important organizational impact of the Project.

Clear changes in awareness were also observed among residents and business operators. Results of interview surveys conducted during the second pilot project quantitatively confirmed a high level of latent acceptance of public transport services. Specifically, for the loop and shuttle services operating within the World Heritage area, 91% of residents and 99% of visitors responded that they would use the services if they were operated on. In addition, for the Kuang Si Falls route and the Railway Station route, 97% of residents and 99% of visitors expressed an intention to use the services, indicating that public transport services have high acceptance not only for tourism purposes but also as a means of mobility for residents. These findings are consistent with the actual usage recorded during the second pilot project (a cumulative total of 26,000 users), providing empirical evidence that public transport services can be accepted and sustained as an “indispensable social service for the community” supporting residents’ daily mobility. Meanwhile, regarding vehicle access control and pedestrianization in the World Heritage area, questionnaire surveys and town meetings confirmed that residents’ understanding has gradually progressed, and opposition to the measures has tended to decrease. Specifically, in satisfaction surveys focusing on pedestrianization, the share of negative responses (“dissatisfied” and “very dissatisfied”) declined from approximately 50% in the second pilot project to around 3% in the third pilot project. While some commercial operators continue to express concerns, a basis for constructive discussion within the community has been formed.

Overall, the Project generated changes at multiple levels, including policy decision-making, administrative organizations, resident awareness, and the development of public transport services.

In this sense, the impact is assessed as high, as the Project not only produced short-term effects but also established a foundation for medium- to long-term improvement of the urban transport system.

(5) Sustainability

The sustainability of the Project is assessed from the perspective of whether the outcomes of the formulated Urban Transport Master Plan (MP) and the various pilot projects can continue to function after project completion within the administrative, institutional, financial, and social foundations of the government. As a result, while institutional frameworks and basic organizational capacities are being put in place, for several measures, continued administrative efforts and appropriate policy support will be indispensable in the future.

From an institutional perspective, the Urban Transport Master Plan (MP) formulated under the Project was approved through the prescribed procedures in accordance with the Law on Local Administration (Amended), No.78/NA, and was formally endorsed on 22 January 2026 by the Provincial Administrative Committee of Luang Prabang Province and issued as Decision No.102/GOV. In the process leading to this approval, while the provincial government served as the final decision-making authority, the Ministry of Public Works and Transport (MPWT) and the Luang Prabang City Government were incorporated into the approval flow, and the decision was made based on their respective endorsements. As a result, the MP has been positioned as an official policy document at the provincial level and clarified as a guiding framework for transport policy to be referenced and implemented by national, provincial, and municipal authorities.

Furthermore, toward the phased introduction of traffic calming zones (TCZ) in the World Heritage area, parking and stopping regulations were reviewed based on instructions from the provincial government, and traffic signs installed during the third pilot project have been utilized as permanent measures, indicating that MP measures are already being reflected in concrete administrative actions. In addition, suburban bus services have commenced formal operation by private entities under a concession scheme.

On the other hand, for the full-scale deployment of TCZ and the strengthening of parking and stopping management, it is necessary to ensure the continuous functioning of institutional operations and enforcement systems involving multiple administrative agencies, and sustained administrative efforts are required, including clarification of roles and responsibilities and strengthening inter-agency coordination. These issues are organized as specific recommendations in Section 4.3.

From an organizational perspective, coordination among DPWT, the provincial government, tourism authorities, municipal authorities, and the police progressed through the pilot projects, and basic consultations regarding TCZ and parking and stopping management were conducted. Necessary coordination between the administration and the police was carried out with respect to the installation of traffic signs and patrol-based enforcement methods. However, to continuously implement traffic calming measures and manage the public transport network, further development of internal administrative arrangements and strengthened collaboration with relevant institutions will continue to be required.

From a financial perspective, while a certain level of sustainability can be expected for suburban bus services operated by private entities, in Luang Prabang, where motorization is progressing rapidly, there are routes for which securing profitability is difficult if operations are simply continued. For this reason, the administration needs to appropriately implement TCZ regulations and enforcement and combine them with “push-type measures” that restrain excessive use of cars and motorcycles, while at the same time fostering demand for public transport. In the future, consideration will be required of frameworks such as a fare pooling system that allows cross-subsidization among multiple routes to secure financial sustainability at the network level. Regarding the permanent implementation of street design, securing financial resources remains a future challenge. At the same time, the project has established basic design concepts based on pedestrian priority within the MP and shared a future street vision through town meetings, thereby laying essential groundwork for future project implementation.

From the perspective of social acceptability, questionnaire surveys and town meeting results indicate that residents’ understanding of TCZ and pedestrianization is gradually increasing, and the

number of opponents is decreasing. While some commercial operators continue to have concerns, the formation of a certain level of support among residents constitutes an important foundation for the sustainability of measures. In addition, public transport services such as GSV and suburban buses have been positively received, and recognition is spreading of these services as basic infrastructure supporting future urban growth.

Overall, while the Project has achieved a certain level of results in developing institutional, organizational, and social acceptability foundations, challenges remain that require continued administrative efforts, including the strengthening of traffic regulations, the sustainable operation of the public transport network, and the redesign of fare systems and payment methods. In addressing these challenges, continued technical and institutional support will be required as necessary, in addition to the administration's own efforts. By steadily advancing these initiatives, the likelihood that the outcomes of the Project will be sustained over the medium to long term is expected to increase.

(6) Coherence

The coherence of the Project is assessed from the perspectives of: (i) coherence with provincial and national government policy frameworks; (ii) coherence with other donor projects and international frameworks; and (iii) internal coherence of the package of measures within the Project. Overall, the Project was implemented while maintaining a high level of coherence with multiple policy domains and other donor projects, and the overall activities can be evaluated as having been developed under a consistent direction.

From a policy perspective, coherence with the World Heritage Area Preservation and Management Plan (PSMV) was extremely high. The basic principles of the PSMV, such as securing pedestrian space, managing vehicle access, and maintaining the streetscape, clearly align with the Project's measures, including traffic calming zones (TCZ), parking management, and examination of the introduction of GSV. The Project was also consistent with the provincial government's urban planning and tourism policies, and coordination was conducted with plans held by the tourism authorities, such as the development of tourism routes and measures to encourage longer visitor stays. Furthermore, the Project was coherent with national-level tourism policies, including increasing visitor numbers and improving accessibility between tourism hubs. The policy direction of developing a wide-area public transport network linking the World Heritage area with suburban tourist destinations, the railway station, and the airport was consistent with, and complementary to, both national and provincial policy directions.

Next, coherence with other donor projects was also high. The provision of Smart Bus vehicles by another donor made a significant contribution to the implementation of public transport pilot measures under the Project, and the two initiatives were organically linked. In addition, the Project did not conflict with UNESCO's basic principles for World Heritage conservation, and opportunities to promote mutual understanding were created, such as inviting UNESCO to the SEA stakeholder meetings (SHM). Regarding urban development-related projects by ADB and the World Bank, there were no overlaps or inconsistencies; relevant plans and projects were reviewed, and necessary elements were organized within the Master Plan (MP) action plan. The Project was also coherent with external environmental changes such as the development of railway and airport infrastructure, and the examination of public transport linking tourism hubs with the urban center was complementary to these national-level infrastructure developments. Overall, no clear conflicts arose with other donors or other initiatives.

Internal coherence within the Project can also be highly evaluated. The key measures presented in the MP, TCZ, bus services, GSV, and parking management, were all examined through corresponding pilot projects, and a cyclical process was established whereby pilot results were reflected in the MP. Specifically, a sequence of "planning–demonstration–improvement" was established: preparation of the MP draft; implementation of pilot projects in line with the MP's vision and policy framework; reflection of pilot outcomes in the MP; and subsequent confirmation through further pilot activities. In this respect, coherence along the time axis within the Project was extremely high. Furthermore, the package of measures for the World Heritage area, suburban areas, and wide-area transport was also coherent with the concepts of push-and-pull measures and fare pooling systems, forming complementary relationships within the urban transport system.

In summary, the Project was implemented in a consistent direction without generating inconsistencies across provincial and national policy frameworks, other donor activities, international frameworks, or its internal package of measures. From multiple perspectives, including policy harmonization, project harmonization, and inter-measure harmonization, the level of coherence can be evaluated as extremely high.

4.3 Recommendations toward the Achievement of the Overall Goal

This section, based on the outcomes of the Urban Transport Master Plan (MP) formulated under the Project and the various pilot projects implemented toward its realization, presents recommendations on priority measures that the administration should undertake in the future in order to achieve the Overall Goal, namely that “priority projects are implemented based on the Urban Transport Master Plan formulated for Luang Prabang to develop as a sustainable tourism city.” These recommendations indicate directions to promote the steady implementation and sustainable operation of the MP through the phased introduction of transport measures and the strengthening of foundations for local collaboration.

(1) Direction of proactive and continuous administrative efforts toward the introduction of Traffic Calming Zones (TCZ) in the World Heritage area

In the World Heritage area, the introduction of traffic calming zones (TCZ) is the most important policy instrument for improving the pedestrian environment, conserving the streetscape along roadsides, enhancing residents’ safety and daily convenience, optimizing tourist circulation routes, and improving overall tourism circulation.

In the third pilot project, as a trial of TCZ measures, pedestrianization of a main street, review of parking and stopping regulations, and installation of traffic signs were implemented. As a result, the effects of TCZ introduction were clearly confirmed, including an increase in pedestrian numbers on the main street, a reduction in on-street parking, improvements in pedestrian flow, and diversification in the ways street space is used.

The provincial government has formally instructed a review of parking and stopping regulations toward the introduction of TCZ, and traffic signs installed during the pilot project are being utilized as permanent measures. These initiatives are positioned as the first stage toward the final form of TCZ, under which, in principle, entry of general vehicles into the peninsula area will be prohibited by 2030, allowing access only to authorized vehicles and public transport.

To move TCZ closer to its final form, challenges remain that need to be addressed in a phased manner, including the formation of social acceptance, gradual reallocation of pedestrian space, concretization of authorized vehicle management, consideration of time-based regulations, and operational adjustments during peak tourism periods.

To address these challenges step by step, it is required that the administration continue to operate the measures with a strong sense of ownership and lead coordination and consensus-building toward TCZ introduction. It is important to progressively advance the following four points: (i) continuing dialogue and consensus-building with residents and commercial operators; (ii) concretizing operational design, including authorized vehicle management and time-based regulations; (iii) establishing collaborative frameworks among relevant institutions; and (iv) continuously securing public transport services as alternative mobility options accompanying strengthened regulations.

(2) Expansion of the public transport network and securing business sustainability

In Luang Prabang, where urbanization is progressing particularly in suburban areas, public transport constitutes a basic service that supports residents’ mobility, while also serving as an important policy instrument to contain the overall transport burden of the city by capturing tourism demand. At present, package tours using minibuses, now the mainstream form of tourist circulation, operate by parking along riverside roads in the peninsula area while guiding group visitors. However, road space in the peninsula area is already saturated, leaving no additional capacity to accommodate more minibuses. As a result, even if the number of tourists increases, the city’s

capacity to absorb them will reach a ceiling, which is likely to lead to congestion in tourist flows and a decline in circulation, thereby constraining the growth of the tourism industry. Strengthening the public transport network is therefore an indispensable measure not only as a resident service but also for the sustainable development of the tourism industry.

In the second pilot project, buses and tuk-tuk shuttles were used by a total of 26,000 passengers, demonstrating the existence of a certain level of demand as a means of mobility for residents. In addition, on tourism-oriented routes such as the waterfall route (Kuang Si), stable usage by tourists was observed, confirming the potential for public transport to become a viable option for accessing tourist destinations. Going forward, the formation of new tourism routes, such as the cave route (Pak Ou Caves), and the strategic capture of tourism demand will also be effective in enhancing the financial sustainability of the network.

Regarding the sustainable operation of public transport services, private bus operators possess the capacity to independently carry out routine operations, medium- to long-term challenges, such as route expansion, future vehicle renewal, and the upgrading of operational management, will require institutional and policy support from the administration. Moreover, amid rapid motorization, it is difficult to sufficiently promote modal shift simply by operating public transport services. For this reason, it is important to appropriately combine policy measures aimed at restraining excessive use of cars and motorcycles, including the operation of TCZ regulations, parking and stopping management, and strengthened enforcement against drunk driving.

Furthermore, to secure the financial sustainability of the public transport network, the introduction of network-level operational management schemes, such as fare pooling systems that allow cross-subsidization between profitable and less profitable routes, and price differentiation between residents and foreign tourists, would be effective. By establishing such frameworks and managing fare systems and revenue collection in an integrated manner, it becomes possible to avoid excessive risk for operators and withdrawal from unprofitable routes, while ensuring the continuous provision of public transport services.

Overall, strengthening public transport requires the phased advancement of four key elements: (i) route development that steadily captures tourism demand; (ii) the establishment of regulatory and inducement measures to promote modal shift to public transport; (iii) the establishment of administrative systems for operational management and service provision; and (iv) institutional design to secure the financial sustainability of the network as a whole. By advancing these elements in a phased and integrated manner, it is expected that public transport services, complementary to TCZ, will become firmly established as the core of a sustainable urban transport system.

In the present project, progress has been made with respect to the four elements described above. Regarding (i), route development to capture tourism demand was incorporated into the MP through the Peninsula Loop & Shuttle and the waterfall route (Kuang Si), and actual demand was demonstrated through the second pilot project. Concerning (ii), regulatory and inducement measures to promote modal shift were verified through pilot activities, including restrictions on vehicle entry into the peninsula area and the review of parking and stopping regulations. With respect to (iii), based on the results of the second pilot project, regular bus services have already commenced. As for (iv), the MP proposed institutional arrangements such as fare pooling across routes and functional differentiation between tourism-oriented and resident-oriented services.

At the same time, further efforts are required to ensure the long-term sustainability of the system, including strengthening operational management capacity in line with network expansion, institutionalizing fare and revenue management systems, ensuring the continued enforcement of regulatory measures, and enhancing coordination among relevant agencies. In particular, clarifying institutional responsibilities and securing stable financial resources remain key challenges for the sustained development of the public transport network.

(3) Clarification of inter-agency roles and establishment of a collaborative framework for the implementation of transport measures

To steadily realize the introduction of TCZ and the strengthening of the public transport network, it is essential to establish a framework in which multiple administrative agencies clearly define their respective roles and continue to collaborate. In Luang Prabang, through the pilot projects

conducted to date, DPWT, the provincial government, municipal authorities, the Department of Culture and Tourism (DoCT), and the traffic police have cooperated at the operational level, repeatedly coordinating on regulatory operation, traffic guidance, and enforcement methods. These experiences constitute an important foundation for collaboration in the full-scale implementation of urban transport measures centered on TCZ and public transport.

Toward the final form of TCZ, under which, in principle, entry of general vehicles will be prohibited in 2030, allowing access only to authorized vehicles and public transport, it is necessary to once again clarify inter-agency roles and proceed with measures based on a shared understanding of policy objectives. DPWT, as the lead authority for transport policy, will consolidate the institutional design and operational policies for TCZ; the provincial government will be responsible for approvals and instructions related to the introduction of regulations, public communication, and coordination among relevant agencies; the municipality will manage public spaces such as pedestrian areas and on-street space; and the police will conduct enforcement related to parking and stopping regulations and authorized vehicle management. DoCT will coordinate with tourism operators and ensure consistency of tourism circulation routes, supporting the linkage between TCZ effects and improved tourism circulation. Clear understanding of each administrative body's area of responsibility and coordinated implementation of measures will be the key to ensuring steady phased introduction.

Inter-agency collaboration is equally important for strengthening public transport. Route setting, operational standards, service quality, fare systems, concession supervision, and future terminal development all require coordination among multiple agencies, making the establishment of a cross-sectoral coordination framework centered on DPWT indispensable. In addition, an integrated management role is required to ensure consistency with vehicle access regulations and parking management associated with TCZ, as well as coordination with the capture of tourism demand, thereby managing the overall policy package in an integrated manner.

To ensure that such administrative collaboration continues to function effectively, it is important to maintain and further develop institutional mechanisms for consultation and coordination. The Transport Coordination Platform (TCP) established under the Project has functioned as a forum in which DPWT, the provincial government, the municipality, DoCT, and the police participate to coordinate measures, share on-the-ground issues, and improve operations. Going forward, it will be important to operate the TCP as a regular consultation forum and to develop it into an "institutionalized collaborative platform" by incorporating data sharing, monitoring, and implementation of PDCA cycles, thereby continuously improving measures. By positioning the TCP as the core of administrative collaboration, it is expected that TCZ and public transport can be promoted in an integrated manner and that an administrative framework supporting the steady implementation of the Urban Transport Master Plan (MP) will be established.

(4) Strengthening mechanisms for local collaboration (Machizukuri Center and local task force)

To sustainably advance transport measures such as the introduction of TCZ and the expansion of public transport services, it is necessary not only for the administration but also for the local community, including residents and commercial operators, to be proactively involved and to share a common vision for the city. Under the Project, as a foundation for this, a "Machizukuri Center" was established within the Information Tourism Center as a hub for dialogue with residents, information sharing, and collection of opinions. The Machizukuri Center has functioned as a "starting point for local collaboration," where residents themselves consider transport issues and proposals for improving street space and engage in discussions with the administration.

In addition, the Project positioned an administratively led "task force team" as a subordinate body of the Transport Coordination Platform (TCP) and operated it as a practical team responsible for local collaboration. The task force played a role in leading activities by resident groups and deepening discussions with residents on topics such as the use of street space, improvement of the pedestrian environment, and the design of local events. Its function as a "bridge" that encouraged residents' proactive formation of opinions while adjusting feasibility and institutional consistency from the administrative perspective was extremely important in ensuring that resident participation

did not remain a one-off effort but became established as a continuous process. By maintaining and strengthening the activities of this task force going forward, it is expected that resident-participatory transport management will continue to develop sustainably.

Through resident dialogue conducted via town meetings and workshops, understanding of TCZ and pedestrianization has steadily progressed, and a reduction in opposing views along with the formation of a certain level of support has been confirmed. While some commercial operators continue to have concerns, understanding is spreading that improved tourism circulation and enhancement of the pedestrian environment contribute to increasing the overall attractiveness of the area, and the foundation of social acceptability is being steadily established.

In this context, looking toward the Overall Goal of “development as a sustainable tourism city,” it is also desirable that the Information Tourism Center, where the Machizukuri Center is located, be utilized more effectively as a venue not only for providing information to tourists but also for disseminating information on local initiatives.

Going forward, in advancing the phased introduction of TCZ and the expansion of the public transport network, it is important to continue utilizing the Machizukuri Center as a hub for information dissemination and dialogue on transport measures, while positioning the resident participation mechanisms centered on the TCP and the task force as institutional arrangements, and maintaining and strengthening a framework in which the administration and the local community work collaboratively. Through measures such as regular town meetings, development of resident groups, and the establishment of feedback loops that reflect local voices in policy measures, transparency and accountability can be ensured, thereby further strengthening the social foundation for the sustainable implementation of transport measures.

4.4 Issues and Lessons Learned through Project Implementation

This section summarizes the operational challenges that became evident over the course of approximately three years of project implementation, as well as the knowledge gained in addressing these challenges. These issues and lessons are not limited to the specific context of this Project but also provide useful insights into future technical cooperation in the urban transport sector.

(1) Time required for administrative approval processes and coordination burden

Obtaining approval for the first pilot project required more time than initially anticipated, resulting in delays in subsequent tasks. Changes in administrative organizations and adjustments to decision-making processes are often difficult to foresee, and it was confirmed that project schedules need to allow sufficient time for coordination. Based on this experience, the Project optimized implementation procedures in subsequent pilot projects by dividing the approval process into “outline approval” and “detailed approval,” and by strengthening prior consultations. Such process design measures proved effective in mitigating overall delay risks.

In this context, “outline approval” refers to obtaining prior approval for the overall framework of the pilot project, including its objectives, target area, basic measures, and implementation period, before finalizing detailed conditions. This enabled the Project to promptly initiate public communication and consultations with residents following approval. “Detailed approval,” on the other hand, was obtained for the finalized plan reflecting the detailed implementation plan and operational conditions, which were further examined in parallel with the outline approval process. Under the previous approach, a single comprehensive approval covering detailed contents was sought, resulting in repeated requests for additional explanations and delays in approval. By dividing the approval process into two stages, decision-making was facilitated and sufficient preparation time was secured, thereby contributing to the stabilization of the overall project schedule.

(2) Expansion of pilot projects and the need for flexible organizational adjustments

Triggered by the provision of Smart Bus vehicles by another donor, multiple new pilot projects

were added, expanding the number from six in the original plan to twelve. In addition, the introduction of participatory approaches led to new tasks, such as the establishment of the Machizukuri Center and the formation of resident groups. To respond to these developments, the Project addressed the increased operational burden through measures such as reviewing internal role assignments, strengthening collaborative arrangements with counterparts (CP), and making effective use of local staff. This reconfirmed that an organizational setup capable of flexibly responding to design changes arising from external factors is indispensable for smooth project implementation.

(3) Importance of resident dialogue and the need for process design

Traffic regulations and the reallocation of public space directly affect the daily lives and livelihoods of residents and commercial operators. In the initial stages, sufficient understanding among residents was not obtained, highlighting once again the importance of processes for explaining measures and building consensus.

By strengthening resident participation initiatives partway through the Project, through dialogue at the Machizukuri Center, town meetings, and support for resident groups by the task force, deepened understanding of TCZ and pedestrianization was confirmed. It became clear that resident participation should be designed not merely as information provision, but as a process that includes forums for discussion and mechanisms for feedback.

(4) Role and importance of the administrative collaboration mechanism (TCP)

To advance in integrated manner measures such as TCZ, public transport, and parking and stopping management, where the mandates of multiple agencies intersect, a continuously functioning coordination platform is essential. The Transport Coordination Platform (TCP) established under the Project functioned as a forum in which DPWT, the provincial government, the municipality, DoCT, and the police met to discuss measure coordination and operational improvements.

Through the TCP, the roles of and directions for collaboration among administrative agencies were shared at the operational level, contributing to the formation of a collaborative foundation for the phased introduction of TCZ and public transport. Going forward, continued regular operation of the TCP, including progress management and data sharing, will be important for supporting the continuity of MP implementation.

(5) Changes in the external environment and the need for flexible management

The Project was affected by various external factors, including the rapid recovery of tourism demand, changes in administrative organizations, and increasing complexity in coordination with relevant institutions. Nevertheless, through phased revisions of plans, flexible operation of pilot projects, and strengthened consultations with the administration, it was possible to steadily accumulate key outcomes.

The urban transport sector is particularly susceptible to changes in the external environment, and adaptive management in response to evolving conditions is required. It was reconfirmed that phased implementation and flexible management approaches are indispensable to project success. As described above, the knowledge gained through project implementation provides important implications not only for the administration entering the full-scale implementation phase of the Urban Transport Master Plan, but also for future JICA technical cooperation. Issues such as administrative approval, resident dialogue, inter-agency collaboration, and responses to changes in the external environment are common themes across urban transport projects, and these lessons are expected to be utilized in future project planning and the design of implementation and management frameworks.

(6) Importance of impact considerations (such as HIA) in project implementation in World Heritage areas

Through consultations with relevant institutions in view of pilot projects and future infrastructure development, the Project reaffirmed that consideration of impact assessments, including Heritage Impact Assessment (HIA), is indispensable when implementing projects in World Heritage areas. It is important to share and coordinate with relevant institutions from an early stage not only regarding impacts on landscapes and the historic environment but also impacts on the natural environment and on locally rooted lifestyles and intangible cultural heritage.

While the Project itself did not conduct an HIA, an important lesson learned is that, when advancing concrete projects within World Heritage areas in the future, incorporating such impact considerations from the planning stage will contribute to smooth project implementation and to securing local understanding.

As described above, the knowledge gained through project implementation contains important implications both for the administration as it enters the full-scale implementation phase of the Urban Transport Master Plan and for future JICA technical cooperation. Issues such as administrative approval, resident dialogue, inter-agency collaboration, and responses to changes in the external environment are common themes across urban transport projects, and it is expected that these lessons will be utilized in the planning of future projects and the design of implementation and management frameworks.