

The Public Sector Housing Development in East Yangon District

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Abstract

Development of new urbanism through revitalization and reinvestment projects are clearly discernible within East Yangon District. These reinvestment projects include the commercial complexes such as MingalarZay, Yuzana Plaza, establishment of modernized and beautiful housing projects, removal of slums and squatter areas, etc. Both Public and Private Sectors implement housing developments in East Yangon District. Extension of existing bus lines and provision of new bus lines (bus services), extension in water supply as well as electric power supply systems have been carried out. Even the places which are far from the town center came to be more developed in housing due to convenient transportation. In this study, the public sector housing projects development in east Yangon District. To present the housing development in East Yangon District, single house and apartment flats development implemented by the Public Sectors is studied. In this paper, the following questions are analyzed: (1) what are the spatial distribution patterns of the public sector housing development within East Yangon District? (2) Why are there different development types? And (3) which factors control the public housing in East Yangon District? Which factors control the public housing projects in East Yangon?

Keywords: Revitalization, Housing projects, Development, Commercial

Introduction

Among the basic needs, shelter is one of the most important. Yangon City is the commercial centre of Myanmar. It affords opportunities for employment, health, education, economic, culture and social well-being. Better opportunities for employment, education and health care also attracted population of rural area to urban areas. Thus, the population of Yangon City has gradually increased. There are many requirements such as housing and infrastructure for the growing population.

According to the Home Ministry's Notification, No1/5/Ah Hta(2), dated (10th November 1992), Yangon Division includes East Yangon District, West Yangon District, South Yangon District and North Yangon District.

The vicinal location of East Yangon District is between Helgu and Mingalardon Townships (North Yangon District) in the north, and Mayangon, Bahan, Dagon, and Kyauktada Townships (West Yangon District) in the west. Bago River is the boundary in the east and southeast, while Yangon River forms the boundary in the south. Pazundaung Creek flows through East Yangon District.

The townships in East Yangon District are located within a lowland area with an average elevation of about 30 feet above sea level. This condition is favorable for housing development.

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Encouragement of the Private Sector participation has contributed to a more efficient and rapid development of housing in Yangon City. Many private construction companies emerged and they cooperated with land owners on a mutual benefit basis. At the same time, the Public Sector, mainly Department of Human Settlement and Housing Development (DHSHD) and Yangon City Development Committee (YCDC) joined hands with the construction companies on a mutual benefit basis, in Yangon City. Residents prefer living in high standard apartment flats. Thus, a large scale housing development was significant after 1994. Types of housing development, however, are different from one township to another within Yangon City. In this paper **focuses** on the implementation of housing projects by the Public Sector (DHSHD and YCDC) and developers, development of housing projects within each township and differences in the type of housing projects. Housing projects and community developments by the Public Sector in cooperation with private construction companies play a leading role in housing development in East Yangon District. Depending on location and land area, High Class Housing Projects, Low Cost Housing Projects and Hut to Apartment Housing projects were implemented township wise.

Objectives

- to explain spatial distribution of the public sector housing project development within East Yangon District
- to analyze spatial and temporal changes in the public sector housing project development
- to examine factors that control urban housing development

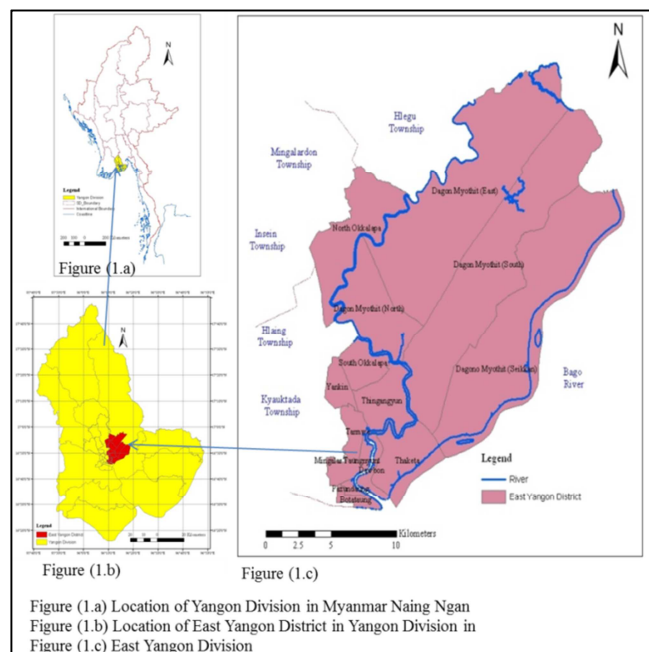


Figure (1) Location of East Yangon District within Yangon City

Source: YCDC (Land Department)

Study Area

East Yangon District is located between north latitudes $16^{\circ} 46'$ and $16^{\circ} 50'$ and east longitudes $96^{\circ} 10'$ and $96^{\circ} 11'$. There are fourteen townships in East Yangon District. The townships which are included in East Yangon District are Botahtaung, Pazundaung, MingalarTaungNyunt, Tarmwe, Thingangyun, Yankin, South Okkalapa, North Okkalapa,

Thaketa, Dawbon, Dagon Myothit (Seikkan), Dagon Myothit (North), Dagon Myothit (South) and Dagon Myothit (East).

Data and Methodology

Primary and secondary data are used to present housing development in East Yangon District. Primary data includes field observation, interviews and informal talks (Land owners and via brokers). To see types of housing development and Public Sector housing development in East Yangon District, interviews were made with 12 responsible personnel from YCDC (Buildings Department) and 15 responsible personnel from DHSHD. Secondary data comprises maps, data obtained from the government departments such as the General Administrative Department, Department of Human Settlement and Housing Development and Yangon City Development Committee. In this paper SWOT Analysis were used.

1. The Public Sector Housing Projects Development

Development in public housing is a form of welfare facility in many countries. In developed countries, there are many migrants from developing countries and public housing is a necessity for many lower income households. Thus, the most important role of public housing is in a form of welfare in which the local government with the support of the national government provides houses directly for lower income people. In developing countries, public housing is supplied for lower income households in order to solve slum problems, for redevelopment in built up areas or as a supply for migrants.

Public Sector has implemented housing projects in Myanmar since 1994. Prior to 1988, construction sector of the Housing Board with a limited amount of finance was the only sector implementing state-owned apartments. It could not solve housing problems for the urban residents. This provision of housing could support only a limited number of the government employees (PhaSa Pa La, Thuwana, Yankin and Uwisara).

In 1959, with the implementation of Nga Moe Yeik new town Project, satellite towns such as North Okkalapa, South Okkalapa and Thaketa came to be developed. Thus, the problem of housing in Rangoon was reduced during the period between 1959 and 1970. Many people migrated to satellite towns. Hence, natural as well as migration accounted for the population growth in Yangon. After 1970, Rangoon experienced problems in housing again. Squatters appeared along rail-tracks, on religious lands, old play grounds, along the river banks and on government lands.

Prior to 1988, systematic listing of squatters existing within each township was undertaken. The number of household, total population, age-sex composition of each squatter area was recorded and occasional checking was made.

There was no effective solution to the problem of squatters within Rangoon City. After 1988, the Private Sector was encouraged to participate in the economic and social development of the country. There were also institutional changes. The Municipal Corporation of Rangoon under the Department of General Administration within the Ministry of Home Affairs became the Yangon City Development Committee (YCDC) as an independent body directly answerable to the Prime Minister. The Housing Board was renamed the Department of Human Settlement and Housing Development (DHSHD). Formerly, it was the sole provider for housing. It has now become the facilitator for housing, working jointly with private construction companies.

In the implementation of housing projects by the Public Sector, there were projects worked by YCDC and private construction companies as well as those worked by DHSHD

and private construction groups on the basis of mutual benefit. The government gave land to low incomeservice personal to construct their own houses. It provided infrastructure such as roads, school, markets and provided electricity and water supply.

DHSHD demolished very poor quality structures and houses along main roads and replaced them with modern buildings. It implemented Hut to Apartment Projects. DHSHD also implemented Low Cost Housing projects for middle income people who wish to purchase apartments. DHSHD cooperated with private construction companies and implemented the housing projects including single houses and high-rise buildings in which financial investments were provided by the companies.

Profit sharing is made in the implementation of Hut to Apartment Projects, depending on previous squatters, households and land areas. Approximately 50 percent of the apartments of the buildings are given to the squatters and the other 50 percent is taken by the construction companies which construct the buildings.

The Public Sector also provides housing to the middle income groups who had resided in the previous squatter area. When the supply for housing for the middle-income groups was seen to, the Public Sector started to implement High Class Housing projects for high-income groups. The sites of High-Class Housing projects are also areas of formers squatters. Types of projects depend on locations as site of the housing area.

DHSHD keeps the construction balance among the construction companies to implement housing projects. There are competitions and quality controls among them. In profit sharing, DHSHD takes 30 percent of the apartments or single houses. In this way, the government has a control upon the prices in the housing market. After completion, prices of the apartments and single houses are fixed and the left over, are sold.

. The objective of DHSHD is to take the responsibility of implementing housing and undertaking housing management in accordance with State Policy. It is for the people to achieve suitable opportunities for health, education, economy, social affairs and professional well-being.

Efforts are made to improve urban living standard. In creating housing development, access to roads, infrastructures such as electricity, water and sanitation are implemented to become environmental friendly. Roofs, walls, floors, security of the project site, freedom from noises, freedom from environmental pollution and enough living space for the family must be fulfilled in the implementation of housing projects. Construction materials, used must meet the standard.

The Public Sector solves the urban housing problems in Yangon City

- Removal of squatters, within Yangon City.
- Construction of Low Cost Housing projects
- Development of land plots in new towns for Government employees
as well as for relocation as squatters from within the City.
- Upgrading of the housing within some wards in Yangon City.

The main strategy of urban housing development projects prior to 1988 was the construction of apartments (installed with water supply and power supply) and single houses. Construction cost was high due to limited amount of state investment in housing development and high price of construction materials. Thus, yearly completion of housing schemes was low.

With encouragement of private participation, private investments are also available for construction. The housing projects implemented by DHSHD and private construction companies include high-rise buildings, condominium apartments, shopping malls, office rooms, show rooms and multi-purpose use buildings. In the study of Public Sector housing development projects, township wise distributions of High Cost, Low Cost and Hut to Apartment Projects, differences in projects implementation and difference in locations for DHSHD and YCDC housing projects were studied.

2. High Class Housing Projects

The Public Sector implemented 114 housing projects in Yangon City. Among these, 68 housing projects were implemented in East Yangon District in 2005. In 2015, the Public Sector implemented 211 housing projects in Yangon City. Among these, 79 housing projects were implemented in East Yangon District. The rest of the High Cost Housing Projects (DHSHD) are in West Yangon District and North Yangon District. Within East Yangon District, the area of housing projects implemented was 7.07 square kilometers (1747 acres) during the period between 1994 and 2005.

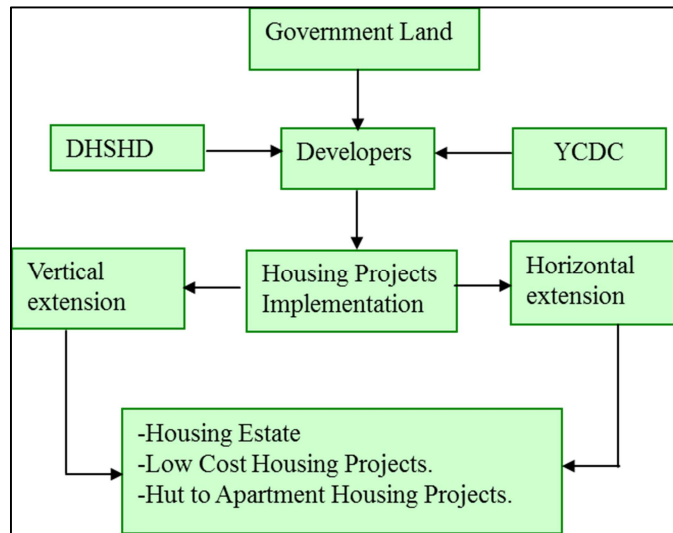


Figure (2) Framework of Housing Development by the Public Sector

Source: owned draft

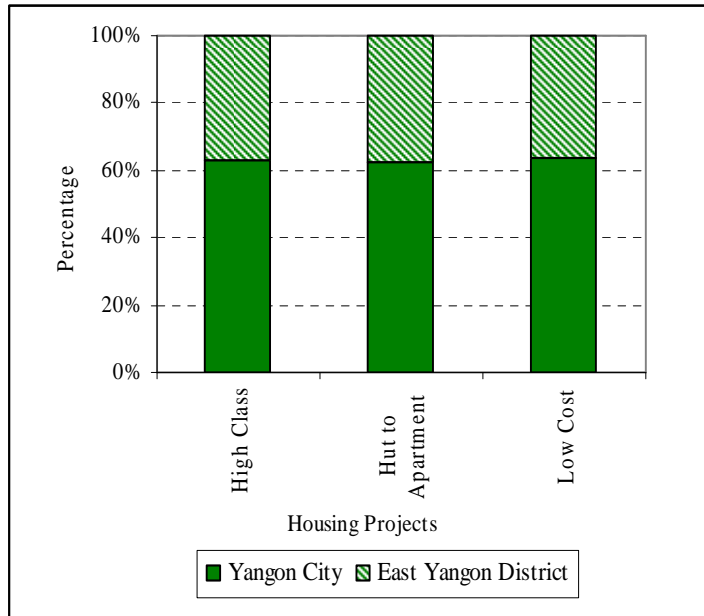


Figure (3) Development of the Public Sector Housing Projects in Yangon City

Source: Based on DHSHD and YCDC data

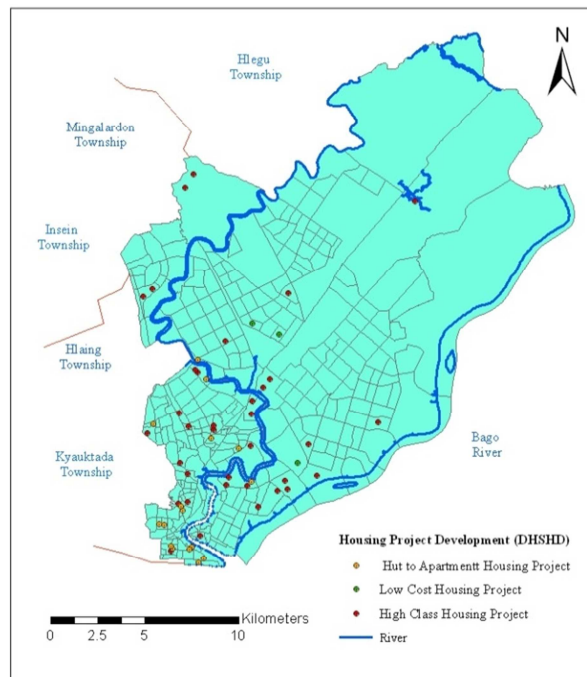


Figure (4) Implementation of Housing Projects by the Public Sector (DHSHD) in East Yangon District

Source: Based on DHSHD data

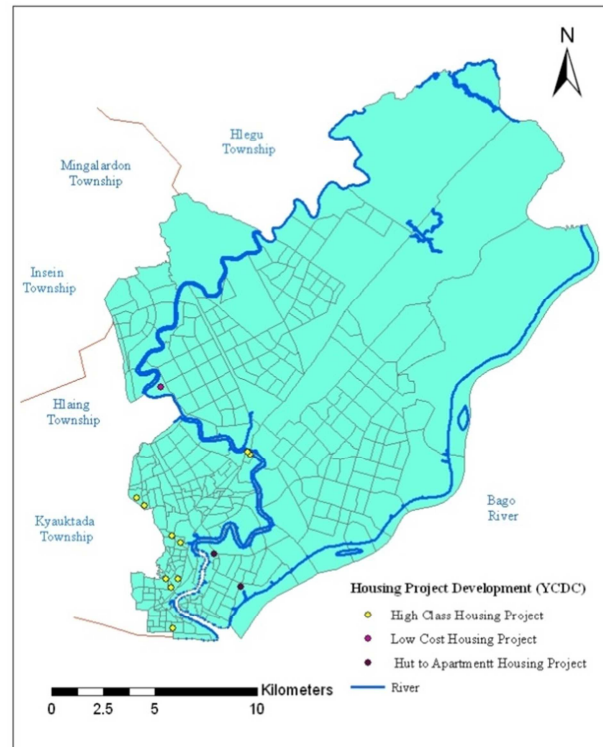


Figure (5) Implementation of Housing Projects by the Public Sector (YCDC) in East Yangon District

Source: Based on YCDC data

Most of the High Cost Housing Projects are in Thingangyun, Tarmwe and Thaketa townships. Extensive areas are available for implementation of housing projects in these townships. In Thingangyun Township, High Cost Housing Projects were introduced in 1994. Previously, Thingangyun Township was at the fringe of Yangon City. Many squatters, sub-standard and poor housing areas existed were found. After 1988, the squatters and sub-standard housing areas were removed and, various housing projects came to be implemented by the Public Sector.

In Tarmwe Township, two High Cost Housing Projects were implemented by DHSHD. Prior to 1988, Tarmwe Township was formed by 24 wards. After 1988, squatters were removed and the number of wards dropped to 20. Many Hut to Apartment Housing Projects were also implemented by the Public Sector. The number of High Cost Housing Projects implemented by DHSHD was 7 housing projects between 1997 and 2015. Most of the High Cost Housing Projects implemented in Tarmwe Township were started in 1997.

In Thaketa Township, many low-lying areas along the Bago River were occupied by squatters. After 1988, most of the squatters were relocated to the new towns. But some squatters were relocated to the areas of Hut to Apartment Housing Projects. Also DHSHD implemented the High Cost Housing Projects in Thaketa Township. These High Cost Housing projects were implemented on the low-lying areas. Although Thaketa Township is not too distant from the downtown area of Yangon City, it is on the other side of Pazundaung Creek where development in housing is low.

Most of the High Cost Housing Projects implemented by YCDC are on the sites of previous markets and cemeteries. In East Yangon District, 15 High Cost Housing Projects were implemented by YCDC, while DHSHD implemented 48 High Cost Housing projects, nearly three times that by YCDC.

Thingangyun, Tarmwe, MingalarTaungNyunt and Thaketa townships are nearer the downtown area and easily accessible. Thus many people enjoy accommodations of housing projects constructed in these townships. Both single houses and apartments are included in High Cost Housing Projects. Apartment flats or shop-houses occupy the front of the project area. Single houses are constructed on individual land plots behind these apartment flats or shop-houses. Housing projects have definitely improved the living standard of the residents. The projects also provide a healthy environment.

Although the population of Yangon City is increasing year by year, the majority of the people in Yangon cannot live in High Cost Housing Projects. Depending on the socio-economic conditions, the living style is different. The Public Sector solves housing shortage problems through the construction of these projects that can serve all levels of income. The Public Sector implements High Cost Housing Projects and infrastructures to meet the characteristics for an international standard City.

The Public Sector implemented Yuzana Garden City Housing Project in 2002 and supplied 9194 apartments for the people. The project is a huge public housing project covering an area of 3.035 square kilometers. The supply of apartment flats exceeds its demand. Thus, this project can solve housing shortage problems for the middle income groups in the coming year.

3. Low Cost Housing Projects

DHSHD implemented Low Cost Housing Projects in, Dagon Myothit (South), North Okkalapa, HlaingTharyar and ShwePyiThar townships for low and middle income groups who are unable to buy High Cost apartments. The value of an apartment is not high but just a little above the construction cost. The Department of Human Settlement and Housing Development provided the infrastructure including roads drainage and electricity.

There are seven Low Cost Housing projects in Yangon City. Those in the new towns and North Okkalapa Township are implemented by DHSHD. Of these four accounting for 57 percent are in East Yangon District. There are 2888 low cost apartment flats supplied by DHSHD in Yangon City. Among them 1024 apartment flats existed in East Yangon District. DHSHD implemented the Low Cost Housing Projects during the period between 1997 and 1999. In East Yangon District Low Cost Housing Projects were implemented in the four townships of Dagon Myothit and in North Okkalapa Township, which is about ten miles away from the downtown area of Yangon City. Most of the low cost housing projects were implemented in new towns within East Yangon District. Many high-rise buildings were constructed in the downtown area while single houses were constructed in areas which are at quite some distance from downtown area. The Public Sector solved the housing problems for the low income groups by constructing high-rise buildings through the implementation of Low Cost Housing Projects in the new towns and fringe areas of Yangon City.

Public Sector uses an area of 0.314 square kilometers for Low Cost Housing Projects in East the Yangon District. Implementation of two Low Cost Housing Projects was carried out in 1997. It supplied (1024) apartments for the people. Implementation of the two projects followed in 1998.

4. Hut to Apartment Upgrading Housing Projects

Due to the fire hazards, environmental and visual impacts, squatters were removed in Yangon City. Hut to Apartment Projects was implemented on the sites occupied by the squatters. Since 1994 a total of 46 projects were implemented townships within the City. Of these, East Yangon District has twenty-seven projects taking up a share of 59 percent.

Neat and beautiful apartment flats were systematically reconstructed and some of the squatters were resettled in these apartments.

Water supply and power supply were provided in the apartments of the buildings. The number of resettled apartments was 14487. Hut to Apartment Housing Projects were made both by DHSHD and YCDC

Previously, many squatter areas existed within East Yangon District. Therefore, the Public Sector undertook squatter relocation plan. So many Huts to Apartment Housing Projects and other housing projects were implemented by the Public Sector.

The total area taken up by Hut to Apartment Housing Projects is 0.8 square kilometer. During the period between 1988 and 2005, there were 14487 Hut to Apartment flats supplied by DHSHD in Yangon City. Among them 4716 apartment flats existed in East Yangon District.

Hut to Apartment housing projects were widespread in the older established townships and the downtown area within East Yangon District. Prior to the development of new towns, squatters and slums existed in Thingangyun and Tarmwe townships. Thus, Hut to Apartment upgrading projects were implemented in these places. Besides, High Cost Housing Projects were widely implemented on state owned land by the Public Sector. It also implemented Low-Cost Housing Projects in the new towns.

The Public Sector started implementations of Hut to Apartment Housing Projects in 1994. It implemented most of Low Cost Housing projects in 1997. It also developed most of High Class Housing projects after 1997.

4. Types of Housing Projects Implemented by the Public Sector

The Department of Human Settlement and Housing Development and Yangon City Development Committee are the main institutional bodies' housing development in of the Public Sector. The implementations of housing by these two bodies are quite different. Housing development varies to some extent, on the location or site of development.

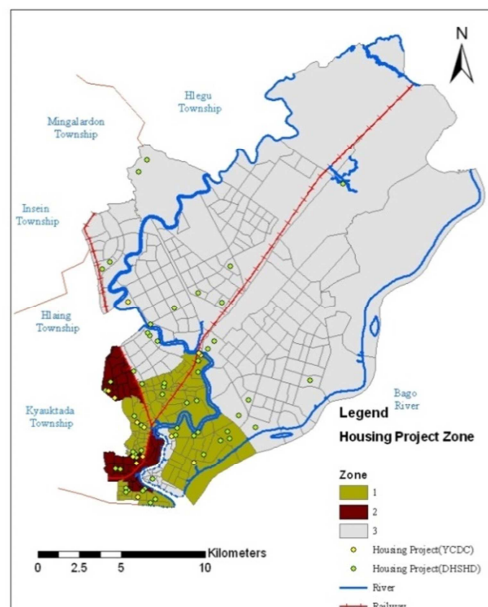


Figure (6) Types of Housing Projects implemented by the Public Sector in East Yangon District

Source: Based on YCDC& DHSHD data

The Department of Human Settlement and Housing Development usually implemented housing projects in areas formerly occupied by squatter, new towns and neighboring area of the industrial zones. Yangon City Development Committee implemented housing projects on its own land such as market places, former cemeteries and waste disposal site. In those places, modern shopping complexes and markets are constructed. High Class Housing Projects were implemented on the sites of former cemeteries. Former waste disposal sites collection sites are not far from the down town area. To serve different income groups, DHSHD implemented various types of housing projects throughout East Yangon District. Thus, the housing projects implemented by DHSHD have a larger areal extent, more apartment flats as well as single houses than the housing projects implemented by YCDC. DHSHD is dominant in implementation housing projects within East Yangon District.

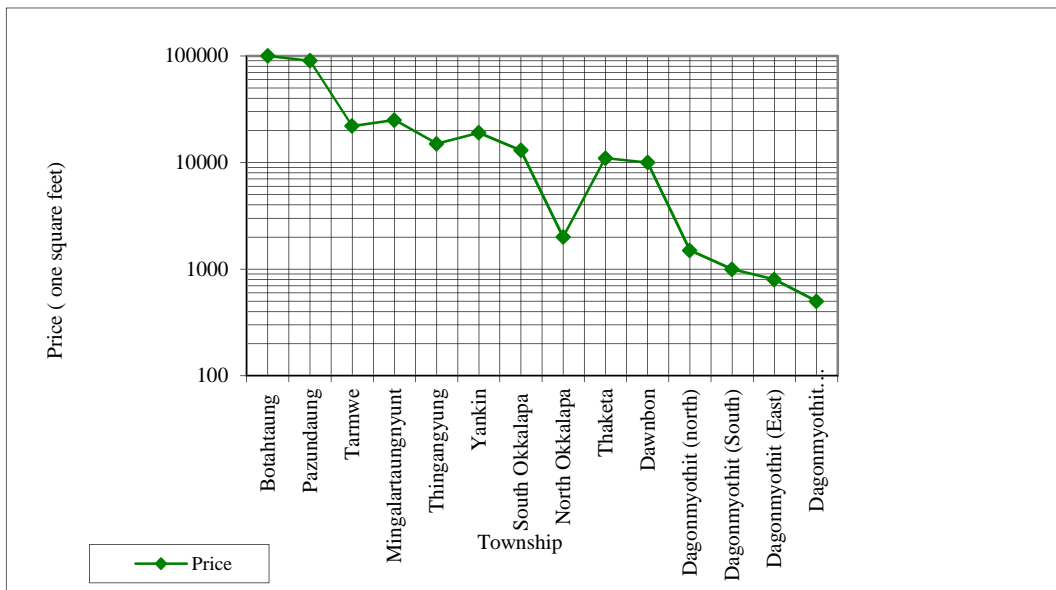


Figure (7) Land value in East Yangon District

Source: Based on Field survey

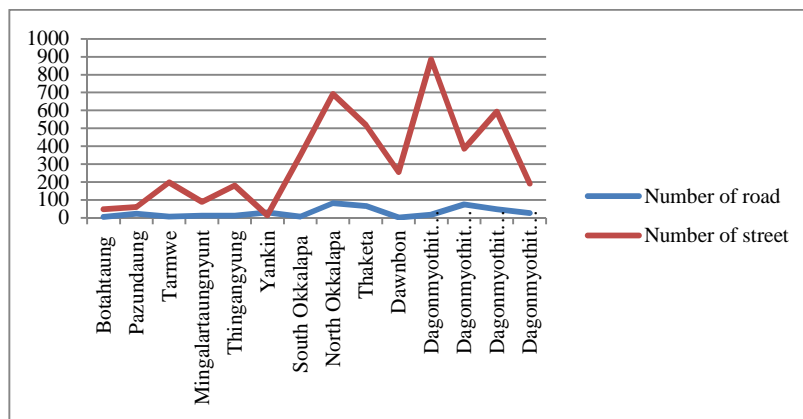


Figure (8) Number of road and street in East Yangon District

Source: Based on YCDC data

Finding and Conclusion

Yangon City is the most populated city in Myanmar. Population has been rapidly increasing in Yangon City. Most of its population (35 % of the Yangon City) is living in East

Yangon District. Before 1988, there were small scale constructions by the Private Sector and state-owned housing productions in Yangon City. There were housing shortages and many squatter areas in Yangon City. After 1988, both Private and the Public Sectors implemented high-rise buildings and housing projects. Both vertical and horizontal extensions were made in the study area. The Public Sector implemented housing projects (single and high-rise buildings) in the downtown area and older established townships. Therefore, many new buildings emerged. The number of old houses was reduced in the townships in close proximity to the downtown area especially in MingalarTaungNyunt and Tarmwe. Modernized housing projects were constructed on vacant land and old squatter areas, Therefore, housing facilities have increased.

The Public Sector initially implemented housing projects in 1994. The Public Sector used square meters of land area to implement 19810 apartments and 1780 single houses between 1988 and 2005 in East Yangon District. And 27520 apartments and 2080 single houses between 2005 and 2015 in East Yangon District.

In Public Sector, different types of housing projects depending on time, location and investment were implemented by the Public Sector. Thus, housing standard of the area was raised in accordance with city characteristics. After 1988, squatters were removed, new towns were established and existing buildings were upgraded.

The squatters were relocated in new towns. After 1993, the remaining squatters and low quality housing slums were removed again and new buildings were reconstructed in those areas. Initial residents of the wards, were allocated into these buildings. The Public Sector started to implement Hut to Apartment Housing projects in former squatter areas. Later, the Public Sector implemented Low Cost housing projects in the new towns to solve the housing shortage problems for middle income groups. After 1996, Public Sector implemented High Class Housing Projects in the older established townships and new towns for high income groups. Public Sector implemented housing projects for various income groups. But, the decision to construct either Low Cost Housing or High Cost Housing Project depends on the location of the sites. Thus, the Public Sector implemented many housing projects and modern housing projects were developed in East Yangon District.

Through the implementation of housing projects within a township, garbage dumping sites, and noxious factories are removed and drainage condition is improved. Thus, neighbouring localities are transformed into a clean and pleasant environment. Construction of new roads and up-grading of the existing roads result in improvement of roads infrastructure. Opening of new bus lines to the project areas result in good transportation linkage to the area. Opening of new retail shops, service centers and market places within the project areas also result in better convenience for the residents.

Table (1) SWOT Analysis of public sector housing projects development in East Yangon District

| Strengths | Weaknesses | Opportunities | Threats |
|------------------|-------------------|----------------------|-----------------|
| Remove Squatters | Over populated | Job opportunities | Traffic problem |

| | | | |
|---------------------------------|---|---|---|
| Cleaning environment | Shortages of electricity and water supply | Multi - economic activities | Fire hazards problem |
| Low cost Housing Projects | Air pollution (some shops) Maintaining of garbage system | Modernization housing projects | Noise pollution |
| High- cost Housing Projects | Urban heat (high rise building) | Gated communities | Car parking problem (high rise buildings) |
| Garden City projects | Poor drainage system (some flooded area) | infrastructure development | Distinct from the town centre (Some projects) |
| Encouragement of private sector | Poor buildings quality (some projects) | Multi-purpose used of economic activities | |

So the land values of the surrounding areas of the projects eventually rises. From the social point of view, the households become more intimate within the project areas. Cooperation in social activities among the members of the households promotes community development. Based on the number of projects implemented within a township, two zones of housing development by the Public Sector is observed. Townships with five projects and above are included in Zone 1 while those with less than five are included in Zone 2.

Zone 1 includes Thingangyun, TarmweThaketa and Botahtaung townships. Housing projects are mainly found in Zone (1) of East Yangon District because it has a wide area of former squatters and state-owned land along the rail tracks. But, the area of each project in Botahtaung is small in size. Zone (2) has a few numbers of housing projects because the areas of the townships themselves are small and there are few state-owned land. Although extensive areas are available new towns are wide, there are a few housing projects (Low Cost Housing Projects) implemented by Public Sector, according to government policy(see figure 6).

Type of housing projects is different from one place to another because they are implemented phase by phase on a yearly basis. Housing projects were implemented in Thingangyun and Tarmwe townships since 1994 while the projects in Thaketa, Thingangyun, Tarmwe and Dagon Myothit (South) and North Okkalapa townships started in 1997. The projects at Dagon (Seikkan), Dagon Myothit (North), Thingangyun, Tarmwe and MingalarTaungNyunt townships have been implemented in the year 2007.

Thingangyun Township has an area of 4.4 square miles. The township lies in the north-easternmost part of the district. It had many squatters on land owned by landowners who had left for India. Public Sector (DHSHD) and private construction companies implemented High-

Cost Housing Projects and Hut to Apartment Housing Projects in the areas formerly occupied by squatter on land which have ownership problems. There are many High Class Housing Projects in Thingangyun because it has extensive areas for development. In TarmweTownship, ten Hut to Apartment Housing Projects and two High Class projects were implemented in the former areas occupied by squatters.

Types of housing development depend on land values. Land values are different depending on complete infrastructure, accessibility, and areas along the main roads. Main controlling factors for housing development are physical, social, land use for public and government department and policy (see figure 7 & 8).

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