

**THE REPUBLIC OF THE UNION OF MYANMAR
NATIONAL URBAN POLICY FRAMEWORK**

**Prepared for
Department of Urban and Housing Development,
Ministry of Construction**

With technical assistance from UN Habitat



UN HABITAT

TABLE OF CONTENTS

A.	CONTEXT AND BACKGROUND OF NATIONAL URBAN POLICY FRAMEWORK MYANMAR	P. 3
A.I	EXECUTIVE SUMMARY	P. 3
A.II	CONTEXT OF NATIONAL URBAN POLICY FRAMEWORK	P. 3
A.III	DEFINITION OF TERMS RELATED TO NATIONAL URBAN POLICY	P. 4
	A.III.1 WHAT IS A NATIONAL URBAN POLICY?	P. 4
	A.III.2 CONTENTS AND PURPOSE OF NATIONAL URBAN POLICY FRAMEWORK	P. 5
B.	FRAMEWORK FOR A NATIONAL URBAN POLICY FOR MYANMAR	P. 6
B.I	A RATIONALE FOR NUP	P. 6
	B.I.1 BASIC URBANIZATION TRENDS	P. 6
	B.I.2 CONSEQUENCES OF URBAN GROWTH	P. 6
	B.I.3 URBANIZATION'S OPPORTUNITIES	P. 7
	B.I.4 NEW CHALLENGES FOR URBAN DEVELOPMENT	P. 8
B.II	VISION, PRINCIPLES AND CENTRAL GOALS FOR A NATIONAL URBAN POLICY	P. 9
	B.II.1 VISION AND PRINCIPLES	P. 9
	B.II.2 CENTRAL GOALS	P. 10
B.III	PRIORITY AREAS OF ACTION	P. 11
	B.III.1 INTRODUCTORY REMARK	P. 11
	B.III.2 MUNICIPAL GOVERNANCE AND FINANCE	P. 11
	B.III.2.1 MUNICIPAL GOVERNANCE - SITUATION BRIEF	P. 12
	B.III.2.2 MUNICIPAL FINANCE - SITUATION BRIEF	P. 13
	B.III.2.3 MUNICIPAL GOVERNANCE AND MUNICIPAL FINANCE: WHAT NEEDS TO BE DONE - POLICY OPTIONS	P. 13
	B.III.3 URBAN LEGISLATION	P. 15
	B.III.3.1 SITUATION BRIEF	P. 15
	B.III.3.2 URBAN LEGISLATION: WHAT NEEDS TO BE DONE - POLICY OPTIONS	P. 17
	B.III.4 LAND GOVERNANCE	P. 18
	B.III.4.1 SITUATION BRIEF	P. 18
	B.III.4.2 LAND GOVERNANCE: WHAT NEEDS TO BE DONE - POLICY OPTIONS	P. 20
	B.III.5 HOUSING	P. 20
	B.III.5.1 SITUATION BRIEF	P. 20
	B.III.5.2 HOUSING: WHAT NEEDS TO BE DONE - POLICY OPTIONS	P. 22
	B.III.6 URBANIZATION, THE ENVIRONMENT AND CLIMATE CHANGE	P. 23
	B.III.6.1 SITUATION BRIEF	P. 23
	B.III.6.1.1 INTEGRATING ENVIRONMENTAL AND CLIMATE CHANGE ISSUES INTO URBAN DEVELOPMENT	P. 23
	B.III.6.1.2 THE MYANMAR CLIMATE CHANGE ALLIANCE – A NATIONAL LEVEL POLICY RESPONSE TO CLIMATE CHANGE	P. 24
	B.III.6.2 URBANIZATION, THE ENVIRONMENT AND CLIMATE CHANGE: WHAT NEEDS TO BE DONE – POLICY OPTIONS	P. 25
B.IV	CONCLUDING REMARK	P. 26
	ENDNOTES	P. 27

A. CONTEXT AND BACKGROUND OF NATIONAL URBAN POLICY FRAMEWORK FOR MYANMAR

A.I EXECUTIVE SUMMARY

1. Based on the Rapid Urban Diagnostic Report Myanmar (February 2016), the National Urban Policy Framework outlines **five priority areas** for further work on the National Urban Policy. The purpose of the framework document is to serve as discussion paper on the ministerial level. Simultaneously, the framework document can be used as a starting point for policy dialogues with a wide range of stakeholders in civil society.

2. Section A presents current context and develops core arguments for preparing a National Urban Policy, highlighting the unavoidability of urbanization as a consequence of economic shifts towards manufacturing. Sections B.I and B.II draft **vision, principles**, and central **goals** for NUP, which broadly guide subsequent priority areas. Subsequent thematic sections consist of a situation brief, followed by a set of propositions for policy measures. The priority areas cover the following themes: (i) municipal governance and municipal finance, (ii) urban legislation, (iii) land governance, (iv) housing, and (v) environmental and climate change issues with regard to urbanization.

A.II CONTEXT OF NATIONAL URBAN POLICY FRAMEWORK

3. A core element of UN-Habitat's current Country Program for Myanmar is to provide advice to the government's work on a **National Urban Policy** (NUP), where UN-Habitat's activities consist of a series of building blocks. A first step was the preparation of a **National Urban Policy Note** for the Union of Myanmar (December 2014), which in a broad manner outlines themes and topics to be addressed by a National Urban Policy for Myanmar.

4. As a second step, the **Rapid Urban Diagnostic Report Myanmar** was prepared. UN-Habitat developed Rapid Urban Diagnostics as analytical tool **to streamline** the preparation and formulation of **National Urban Policies** in developing and rapidly urbanizing countries. The Rapid Urban Diagnostic Report for Myanmar was finalized in February 2016 and subsequently circulated among senior officials at the Department of Urban and Housing Development (DUHD) under the Ministry of Construction. On April 2, 2016, a joint DUHD/UN-Habitat workshop was held in Yangon, in which main findings of the Report were presented to senior officials of DUHD and the DUHD's senior advisers. Conclusions and analyses of the Report were discussed and widely approved with some editorial amendments and recommendations. A second joint DUHD/UN-Habitat workshop was held at the Ministry of Construction in Nay Pyi Taw on April 6, 2016, which in addition to senior staff from the Ministry of Construction was attended by senior officials from other Ministries such as the Ministry for Agriculture and Irrigation. The workshops endorsed RUDRMYA as foundation for the National Urban Policy Framework (NUP-F). The next stage in the NUP process will be the development of a full National Urban Policy, overseen by an interministerial National Urban Committee.

A.III DEFINITION OF TERMS RELATED TO NATIONAL URBAN POLICY

A.III.1 WHAT IS A NATIONAL URBAN POLICY?

5. Many terms frequently used in the area of policy drafting and policy formulation are not clearly and conclusively defined. Hence the term **policy** merits clarification. According to UN-Habitat, a National Urban Policy (NUP) is “*a coherent set of decisions derived through a deliberate government-led process of coordinating and rallying various actors for a common vision and goal that will promote more transformative, productive, inclusive and resilient urban development for the long term*”.¹ Thus, a NUP may be considered to be a **statement of political intent** or a **commitment to pursue a certain course of future action**. A key function of a NUP is therefore to serve as an instrument for future decision-making, translating broad principles into more concrete directives and guidelines. In the form of clear and concise policy statements, the policy should address immediate and verifiable sector measures, supported by priorities within and among statements. It should include initial actions to kick-start the policy, together with the associated priorities and sources of both the human and financial investments required and the general distribution of responsibilities among the public, private and civil society sectors.

6. Against this backdrop, finalized policy documents usually contain **certain standard components** including:

- A **purpose statement**, outlining why the Government is issuing the policy, and what the desired effect or outcome of the policy should be.
- A **background section**, indicating reasons, history, and motivating factors that led to the creation of the policy.
- An **applicability and scope statement**, describing whom the policy affects and which actions are impacted by the policy. The applicability and scope statement is used to focus the policy on its desired goals and objectives.
- Policy statements on **goals and objectives** of the policy, indicating the subsequent **specific strategies**² to implement the policy.
- A **responsibilities section**, indicating which **organizations and entities are responsible** for carrying out individual strategies. The responsibilities section often includes identification of relevant oversight and control structures.

7. **Once adopted by the political institutions in charge and endorsed by the National Assembly**, an approved NUP should serve as the precondition for introducing and altering legislation and should provide the **general framework for successive implementation strategies in the urban sector**. Implementation strategies then set out the sequencing, content and resource demands for specific initiatives, programs (activities), and projects.

A.III.2 CONTENTS AND PURPOSE OF NATIONAL URBAN POLICY FRAMEWORK

8. Core Purpose of the **National Urban Policy Framework**³ (NUP-F) is to serve as **preparatory document** for the next steps of developing NUP proper. NUP-F operates as both **outline** and **point of departure** for consultative dialogues and discussions with other stakeholders within the realm of government as well as with stakeholders in civil society acting outside the remit of the government's institutions.

9. Due to the complexity of the national level political context, a realistic perspective is required here. It needs to be taken into account that at the national level and at the state/regional level many reform approaches are concurrently emerging, leading to multi-faceted, fluid and at times confusing conditions on the various levels of government. This refers to both the situation of institutional developments **within** the three tiers of administration – municipal/local, states and regions, Union – and to the relationships **across** levels of government, which need to be put on completely new footings. In particular, fiscal relationships, the systems of fiscal transfers as well as assignments of taxation responsibilities need to be fundamentally overhauled to eventually arrive at levels both more effective and more efficient. Against the backdrop of possibly widespread changes, NUP-F needs to be perceived as a contribution to a wide-ranging discussion process on the future of Myanmar's urban settlements and governance.

10. **NUP-F** suggests five **core themes** (priority areas) to be covered under a complete National Urban Policy and proposes policy options which may be encompassed in the full NUP. The selection of core themes was informed by the workshops on RUDRMYA conducted in April 2016. In addition to themes already covered by RUDRMYA, NUP-F also addresses **land administration, housing-related aspects** of urbanization⁴, and the issue of **environmental and climate-change aspects** in urban development.

11. Thus, the National Urban Policy Framework encompasses the **following thematic areas**:

- (i) Municipal governance and finance;
- (ii) Urban and regional legislation;
- (iii) Land governance;
- (iv) Housing; and
- (v) Environmental and climate change issues related to urban development.

12. The National Urban Policy Framework consists of:

- An **introductory statement** on the state of urbanization, presenting the **rationale** for drafting working towards NUP;
- Proposals for a set of **principles** and **central goals** to guide NUP;
- For each selected **priority area**, a **situation brief**;
- A set of **proposals concerning policy options and policy activities** for the priority areas, which indicate what a subsequent NUP needs to address.

B. NATIONAL URBAN POLICY FRAMEWORK FOR MYANMAR

B.I A RATIONALE FOR NUP

B.I.1 BASIC URBANIZATION TRENDS

13. Myanmar has the lowest urbanization rate among major countries in South-East Asia. 15.2 million people - 29.6% of the entire population – were living in urban areas in 2014, about 10% to 11% less than estimated before data from the census of 2014 became available. The low level of urbanization parallels Myanmar's low level of real GDP per capita. As a result of political and economic isolation during the last decades, the pace of urbanization in Myanmar was modest, when contrasted to dynamics observed in neighboring countries. On multiple fronts, Myanmar's economy has a significant potential to catch up with neighboring countries. Provided political and economic liberalization continue, the economic forces driving urbanization will amplify. Within the aggregate macro-level composition of Myanmar's economy, a long-term shift from agricultural production to manufacturing located in urban areas will rearrange the spatial distribution of the population. It can be expected that the urban population will grow from approx. 15.2 million in 2014 to about 20.4 million in 2030, then making up approx. 35% of the entire population. Of the 20.4 million urban dwellers, 9.2 million (+58.3%)⁵ are expected to live in cities with more than one million inhabitants, while 1.9 million (+54.1%) are presumed to dwell in cities with a population size of between 300,000 to one million. Cities with a population of less than 300,000 then are supposed to accommodate 9.3 million (+13.4%) persons.

14. Recent migration flows are mostly directed to urban areas where economic opportunities are the greatest. This predominantly refers to Yangon, but also to other urban areas such as Mandalay and Nay Pyi Taw. Analyses based on census data of 2014 point towards a significant intensification of migration to urban areas since the onset of economic and political liberalization in 2010/11. **The search for better economic opportunities as fundamental driver of domestic migration is corroborated by the census finding that migrants display a much higher level of employment in the industrial sector than non-migrants.** The strongest contribution of migration to overall urban population growth was recorded in Yangon Region, where migration contributed approx. 70% to overall urban (net) growth, while demographic growth (births minus deaths) approx. contributed 30% to urban (net) growth between 2010 and 2014.

B.I.2 CONSEQUENCES OF URBAN GROWTH

15. Urban population growth presents specific challenges, especially when it exceeds the fiscal capacity to fund additional public infrastructure. At present, this is the case in Myanmar on all levels of government.⁶ Many features of dysfunctional urban development are already visible in the Greater Yangon area. Haphazard settlement patterns – both formal and informal – emerge, which tend to petrify and are difficult to change later. In particular, informal settlements are often challenging to upgrade and reorganize into more efficient spatial arrangements due to specific characteristics of inhabitants' economic livelihoods, which frequently depend on being closely located to informal settlements. Additionally, unplanned construction in environmentally sensitive high risk areas such as

floodplains can expose people living there to substantial health risks, which may be augmented by the effects of climate change. Unregulated urban development can negatively impact on critical ecological systems, such as e.g. water catchment areas, as well as flood plains.

16. In addition, urban settlement expansion at the fringe of large cities developed **in advance of public transport infrastructure** can cause patterns of urban commuting that are hard to alter, even if high-quality infrastructure is provided later. Severe traffic congestion on major urban arteries adds to business costs and is very costly to tackle through later underground tunnels or subway systems. The cumulative effect of uncoordinated business and household location decisions generates bottlenecks in public infrastructure, gridlock on road networks, energy and water shortages, and increased risks of environmental damage from pollution, exposing the urban fabric to substantial long-term negative externalities.

B.I.3 URBANIZATION'S OPPORTUNITIES

17. Industrialization, even when starting late compared with the global timeline of industrialization, increases the aggregate wealth of society, and is always accompanied by urbanization. The geographical concentration of population and economic activity can lead to job creation in manufacturing, which is necessary to compensate for the loss of agricultural jobs due to growing mechanization. In addition, urbanization tends to increase economic productivity, a necessary precondition for achieving higher standards of living. Urban environments can foster business activities, reduce transaction and transport costs, facilitate more intense trading between enterprises, and engender stronger collaboration and learning between firms. The spatial concentration of people, firms, infrastructure and institutions also implies that resources of all kinds are used more efficiently and creatively, which in turn can boost the competitiveness of the local and national economy. Hence, urban settlements can be conceived of as pools of economic opportunities.

18. Yet the **economic advantages** of urbanization do not materialize automatically.

A comprehensively enabling environment is required. Legally binding spatial master plans and zoning plans are required to create a more predictable environment for private investments and to prevent haphazard development that generates negative externalities and higher costs.

B.I.4 NEW CHALLENGES FOR URBAN DEVELOPMENT

19. Currently, Myanmar's real GDP/per capita is increasing at substantial annual rates of about 7% to 8%. Hence, the momentum of urbanization can be expected to strengthen further. Recent trends in population allocation in Myanmar indicate that urbanization is gaining traction. This trend can be expected to intensify as global evidence convincingly shows. International experience also indisputably demonstrates that not much can be done to halt urbanization's persistent drive. Consequently, urbanization needs to be harnessed and managed by governmental intervention.

20. The current impetus of urbanization collides with Myanmar's historic style of governing municipalities through segmented and deconcentrated branch offices of national level ministries. **The spatial expansion of urban settlements is frequently governed in a just lightly regulated mode.** While those modes of governance may have sufficed under the conditions of low economic growth prevailing before political and economic reforms started taking off around 2010, it becomes evident that limits inherent to their steering capacity are being rapidly approached.

21. **Dynamics innate to land economics** provide strong incentives to turn farmland and other open space into land for urban settlement extension. Existing or expected **road networks** lead to varying degrees of accessibility of farmland or other open space, exacerbating **differentials in land values.** Existing or expected access to the power grid serves as a crucial additional driver influencing land values. In addition, designations of areas for development purposes in as yet not formally binding urban master plans tend to drive up land prices. The dynamics of land economics are further stimulated-by the availability of contiguous patches of farmland and other agricultural land on land markets since the *de-facto* liberalization of farmland transfers through the Farmland Law of 2012.

22. Under the conditions of rapid urbanization, agricultural land located next to urban land becomes hotly contested, leading to severe conflicts between diverging interests all throughout the urbanizing areas of the country. The conflict zone is the shifting demarcation between urban land and agricultural land. The fast rise of land values in peri-urban areas translates into powerful financial incentives for both individuals and firms to convert agricultural land for to land for settlement purposes. Construction projects both large and small tend to gain formal approval through case-by-case decisions made by the townships' or wards' authorities, or progress without any formal authorization. Long-term global growth trends indicate that the growth rate of built-up land is more than twice as high than the growth rate of population. Hence, agricultural lands and other open space in peri-urban areas are going to be exposed to persistent conversion pressure. The fundamental conflict between higher value urban land uses and agricultural land as source of farmers' livelihoods needs to be addressed through functionally integrated spatial planning authorities, whose remit has to cover the entire area of a township. The fragmented and disjointed administrative topography currently prevailing in Myanmar's townships precludes this.

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_18332

