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## Myanmar and Yangon Governance Assessment: Using Importance-Performance Analysis (IPA)

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### Introduction

The quality of public services not only affects the quality of citizen lives, but also trust in institutions. It is particularly urgent in less developed new democracies to develop human capital, establish public infrastructure, and enhance the quality of public services to increase the quality of life, and these have emerged as critical challenges when it comes to assessing local governance (Lim, 2010). In Myanmar, even before the transfer of power, the transfer of responsibility for providing public services and making effective improvements were seen as vital tasks (Myanmar Times 2014).

Using the survey results of the 2019 MDRN Survey, this paper assesses the trust in political institutions in Myanmar and how citizens perceive the importance and performance of 14 core duties/responsibilities<sup>1</sup> that the Yangon City Development Committee (YCDC) has. This paper aims to review the correlation between the current assessments of YCDC policies and the level of trust in YCDC using Importance-Performance Analysis.

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<sup>1</sup> Duties and Responsibilities of YCDC

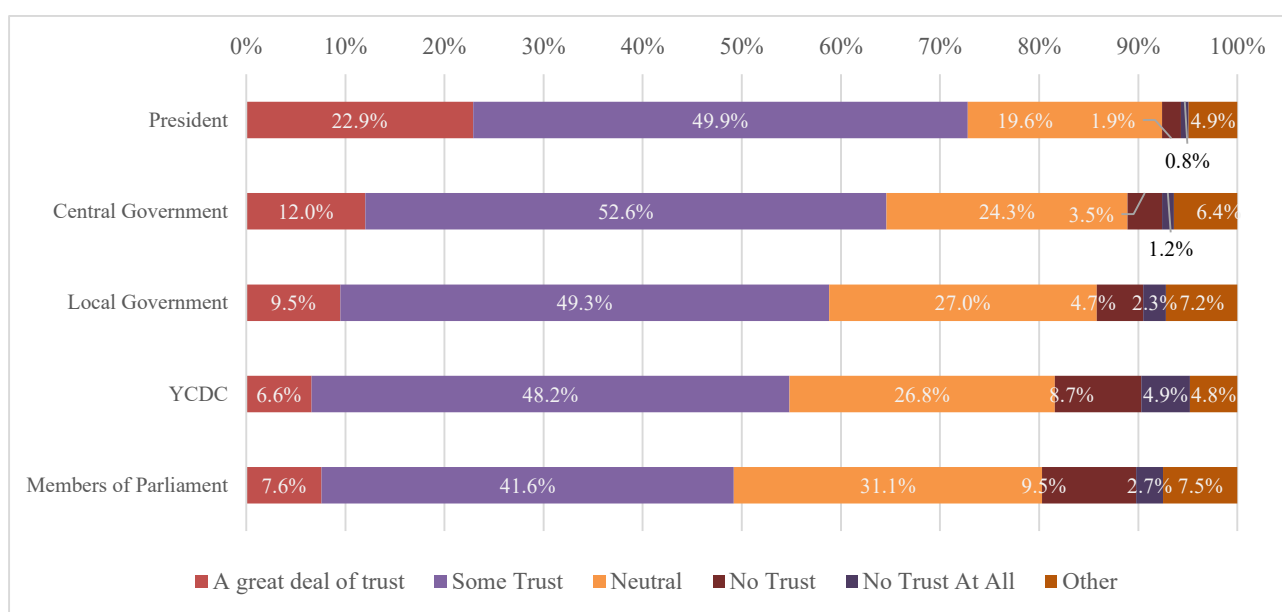
1. Drawing and implementing land policies, administration of lands, developing and enforcing planning controls, protection of heritage buildings, regulation of construction sites
2. Construction and maintenance of parks, gardens, playgrounds, and recreation centers
3. Promoting events and exhibitions to enhance the work of YCDC
4. Providing parking spaces for vehicles and reducing traffic congestion
5. Construction, maintenance, upgrading, and administration of markets
6. Regulation, control, and healthcare for animals and pets, including the inspection of meat and fishery markets and supervision of slaughter houses
7. Practice of environmental protection and waste management, including the collection and treatment of waste, management of landfills, and prevention of water and air pollution
8. Regulation and issuance of licenses for ferryboats and supervision of ferry businesses
9. Licensing and regulation of trading warehouses and pawn shops
10. Ensuring the safety of the citizens through the prevention of natural disasters and management of the fire services
11. Issuance of licenses regarding slow-moving vehicles such as tricycle rickshaws
12. Provision of water supply and sanitary systems
13. Supervision of cemeteries and incinerators, and overseeing the land use of cemetery compounds
14. Other beneficial municipal works, such as environmental services

## Myanmar/Yangon Governance Assessment: Trust in Institutions

### Highest Trust in President Win Myint but lowest trust in Parliament

The survey asked respondents to rate how much trust they had in governmental institutions: the president, the central government, local governments, the legislature, and YCDC. According to the survey, the citizens of Yangon had the greatest trust in their president with 72.8% (“great deal of trust” and “some trust”), followed by the national government (64.6%), local government (58.8%), and YCDC (54.8%). The institution that had the least credibility was Parliament, with less than half of the respondents indicating they had some or a great deal of trust (49.2%) in MPs.

**Figure 1. Trust in Institutions in Myanmar**



Regardless of sex, age, region, education, and income, about 70% of citizens of Yangon trust in the president [Appendix 1]. Trust in the central government was high overall as well. However, sex, age, region, education and income were found to impact the degree of trust that each citizen placed in YCDC. Specifically, YCDC had more support from citizens residing in the Eastern (66%) or Southern regions (54%), those with middle-level income (54%) or low income (58%), and those who had a relatively low level of education (64%). Citizens with higher levels of education and income placed less trust in the two institutions. Lower levels of trust in YCDC were particularly prevalent among citizens in their 40s (47%), those who lived in Western district (46%), those with high income (43%) and those with higher levels of education (42%) [Appendix 2]. It is noticeable that there was no particular difference between the sexes (male 53.3%, female 56.5%) on trust in YCDC. This trend was similar to the levels of trust expressed in local government [Appendix 3] and in members of parliament [Appendix 4]. People in their 50s and those who live in the Eastern district had a higher level of trust in the central government than other survey respondents. However, people with higher incomes expressed the lowest level of trust in the central government.

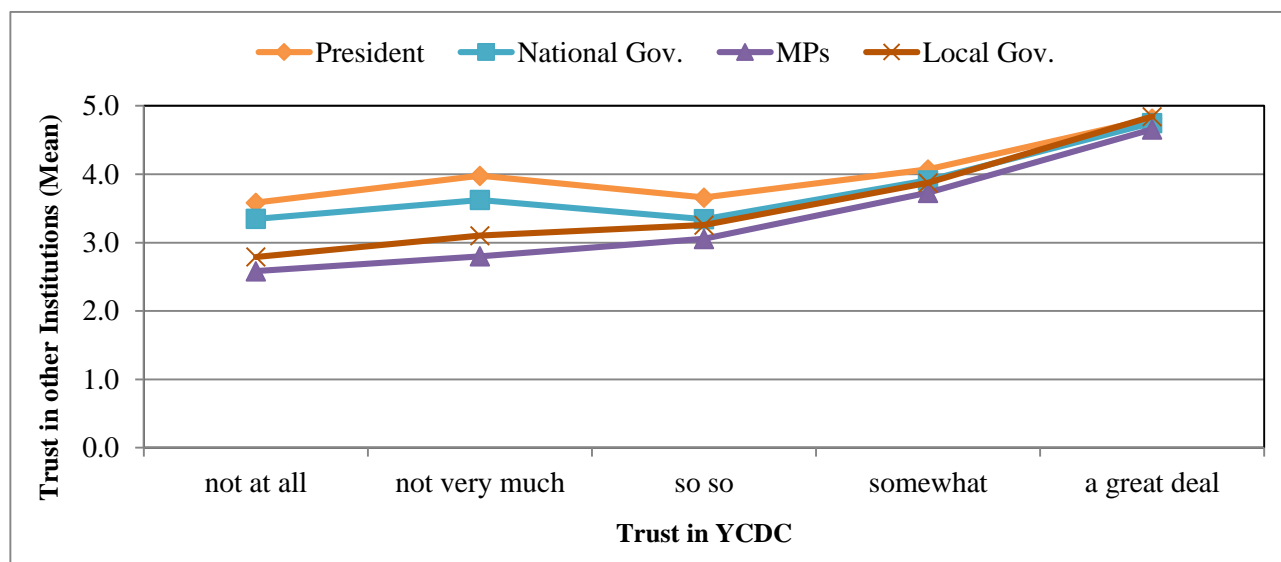
It may be a positive sign that people with lower levels of income and education have a higher degree of

trust in YCDC than other citizens. Public services are a public resource, and these groups are more likely to need the services provided by YCDC than residents with higher incomes and more education. However, the degree of trust in YCDC in general is low when compared to the level of trust citizens appear to have in the central government. This area needs further study. In addition, it is noteworthy that trust in YCDC was much more polarized than trust in the president.

**Positive Correlations between Trust in YCDC and Trust in other Major Institutions**

As seen in the graph below, trust in YCDC is mutually influenced by trust in other institutions. The average of responses from the survey demonstrated that there exists a positive correlation between trust in YCDC and trust in other institutions. The survey asked respondents to give each institution a rating between 1 (do not trust at all) to 5 (trust a great deal). This graph also indicates that the trust of citizens in YCDC greatly influences their trust in the Parliament and the local governments.

**Figure 2. Correlation between Trust in YCDC and Trust in other Institutions**



**Analyzing the Current Duties and Responsibilities of YCDC Using IPA**

**Importance and Performance of the 14 Duties and Responsibilities of YCDC**

The survey asked respondents to assess the importance of the 14 core duties/responsibilities of the YCDC. Parking and traffic congestion was regarded as the most important responsibility (61.6%), followed by ensuring the security of citizens (55.3%), waste management (54.6%), and the provision of water and sanitary systems (52.6%). Less than half of respondents answered that animals and pets (43.7%), land policy (43.5%), beneficial municipal policies (42.3%), and parks and recreation sites (38.6%) were their top priority. Survey respondents gave lower priority to the duties of supervision of cemeteries and crematoriums (30.0%), regulation of ferry businesses (27.8%), licensing slow vehicles (26.2%) and the regulation of goods warehouses (Figure 3).

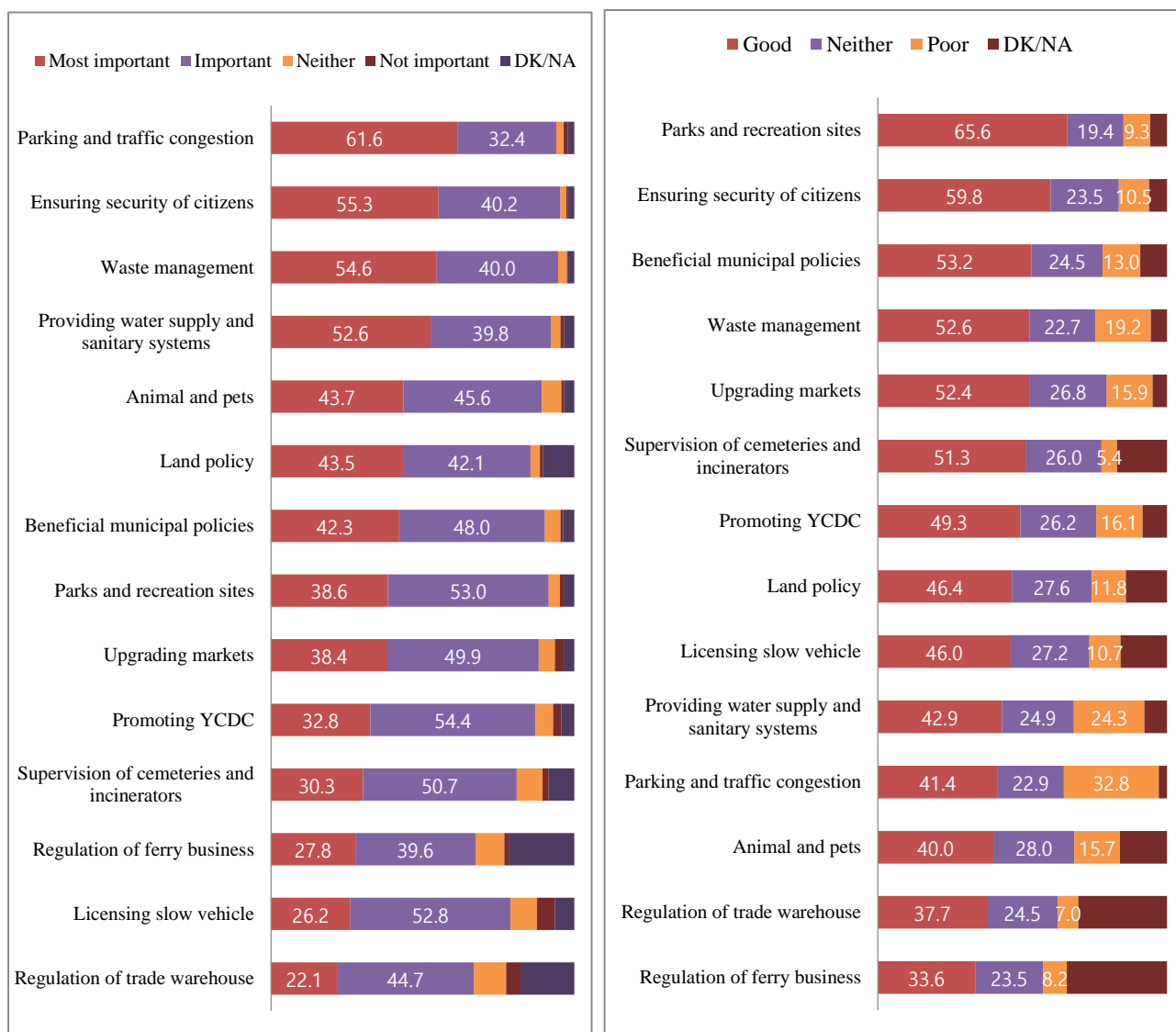


Figure 3. Importance (left) and Performance (right) of 14 YCDC Core Duties and Responsibilities

YCDC citizens were also asked to evaluate the performance of YCDC in executing its duties and responsibilities by ranking each as either “good,” “neutral,” or “poor.” YCDC was most highly rated for its parks and recreation site (65.6%) services, followed by ensuring the security of citizens (59.8%), beneficial municipal policies (53.2%), and waste management (52.6%). YCDC regulation of ferry businesses (33.6%) and regulation of goods warehouses (37.7%) was not rated very highly in comparison.

### Importance Policy Analysis (IPA) Frame

Importance-performance analysis is an analytical technique that assesses the importance and satisfaction of particular policies and services and examines possible strategies to improve performance for each policy. Any policy that is considered “high importance” and receives a “positive” evaluation can be a benchmark for other policies, while if a certain policy is highly important and receives a poor performance rating, it should be urgently targeted. Policies which are ranked as being of low importance and which receive a positive evaluation do not require adjustment, while less important and poorly rated policies should be preemptively targeted for improvement. This

paper will analyze the importance and performance of YCDC’s duties and responsibilities using the results of the opinion survey and will conduct IPA to give policy suggestions.

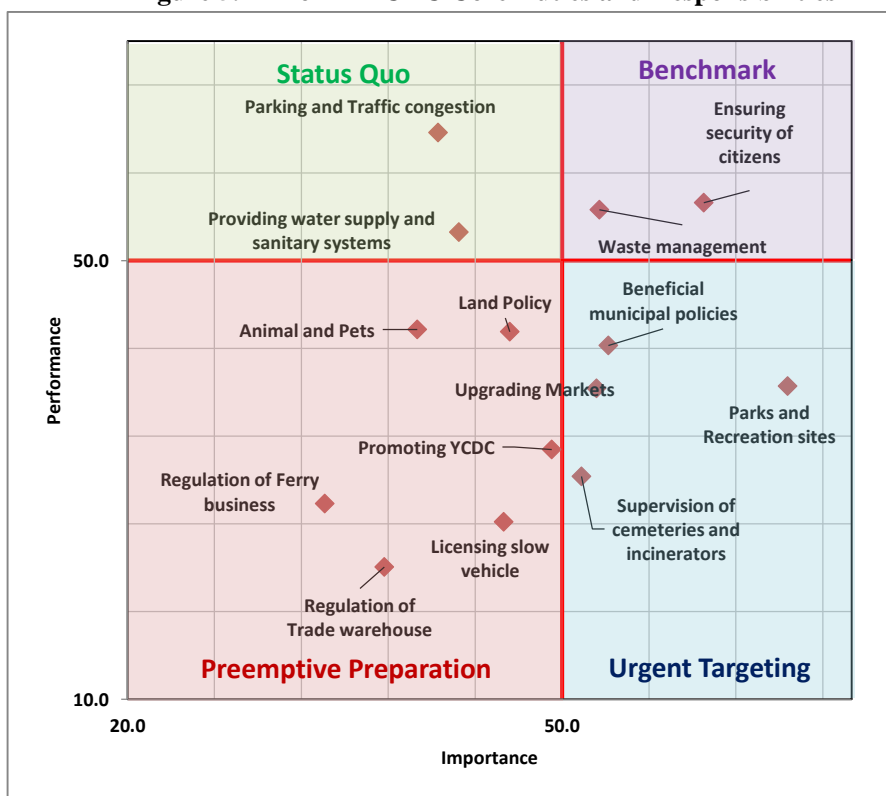
Figure 4. IPA Frame

Performance		Importance (Priority)	
		Low	High
Evaluation	Positive	(-,+) Status Quo	(+,+) Benchmarking
	Negative	(-,-) Preemptive Targeting	(+,-) Urgent Targeting

**Results**

Using the IPA frame, two policies—ensuring the security of citizens and waste management —were set as benchmarks for YCDC’s public services. Using the same frame, beneficial municipal policies, parks and recreation sites, and supervision of cemeteries and crematoriums were identified as in need of urgent targeting. Congestion and water management can remain at the status quo for the time being. Services which fall under the preemptive targeting category might not be urgent and need to be dealt with immediately, but once these services are considered important, they may become targets for urgent improvement.

Figure 5. IPA of 14 YCDC Core Duties and Responsibilities



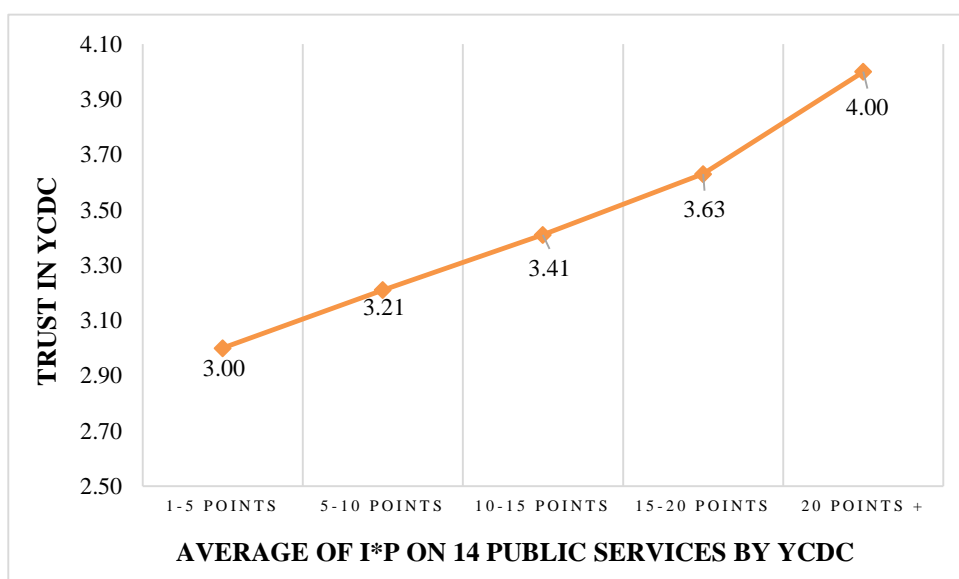
## Evaluation of and Trust in YCDC

In order to observe the correlation between the citizen evaluations of YCDC’s public services and trust in YCDC, we quantified the two categorical variables—level of importance (I) and level of performance (P). Both variables were ranked in ascending order from 0 to 5. The overall civic evaluation of YCDC’s public services was then calculated by multiplying the respective I and P values as shown below:

$$\text{Evaluation of YCDC's Public Services} = I_{\text{Level of Importance}} * P_{\text{Level of Performance}}$$

After these values were calculated, the evaluation of YCDC’s public services was graphed in correlation with the level of trust that citizens have in YCDC’s governance, which was also ranked in ascending order from 0 to 5. As indicated by the final results, those who assessed the quality of YCDC’s public services more highly also tended to have a higher level of trust in YCDC. It can be concluded that improving the quality of public services provided by YCDC will contribute to elevating trust in YCDC, as well as in other political institutions as the two factors were found to be correlated.

**Figure 6. Correlation between Evaluation of YCDC and Trust in YCDC**



## YCDC: What Should the Next Step Be?

The level of trust in YCDC revealed by the survey allows us to conclude that the current performance of YCDC is fairly good. However, the finding that trust in YCDC is lower overall compared to other institutions indicates that there is some room for improvement. YCDC should focus more on satisfying its citizens with the public services that it provides in order to gain more trust as an institution. Among YCDC’s 14 major duties and responsibilities, only four were rated as being performed well. Two services that were rated as both important and well-implemented: benchmarking were “ensuring security” and “waste management”. “Parks and recreational sites,” which was rated

as the most important service YCDC provides, fell into the “urgent targeting” category. YCDC should prioritize and focus more on those services which fell into the categories of “preemptive targeting” and “urgent targeting” in this survey. ■

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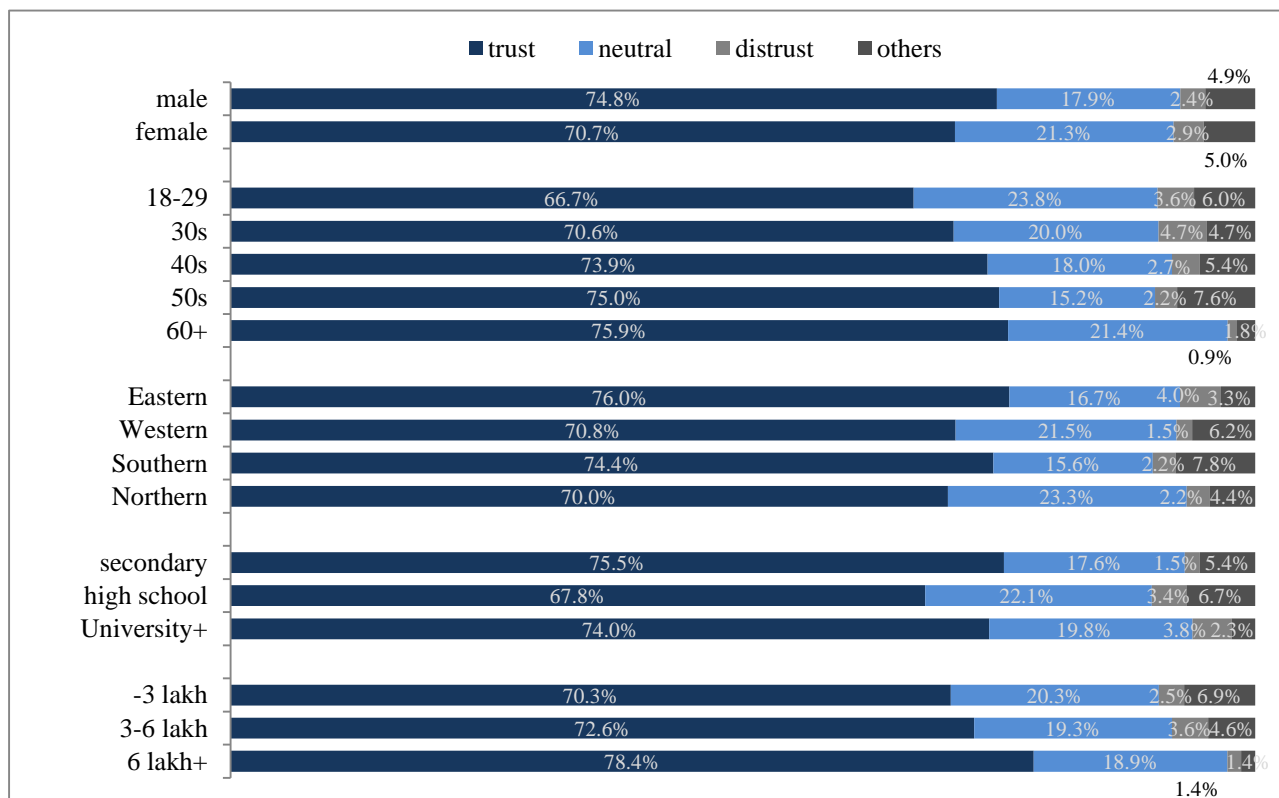
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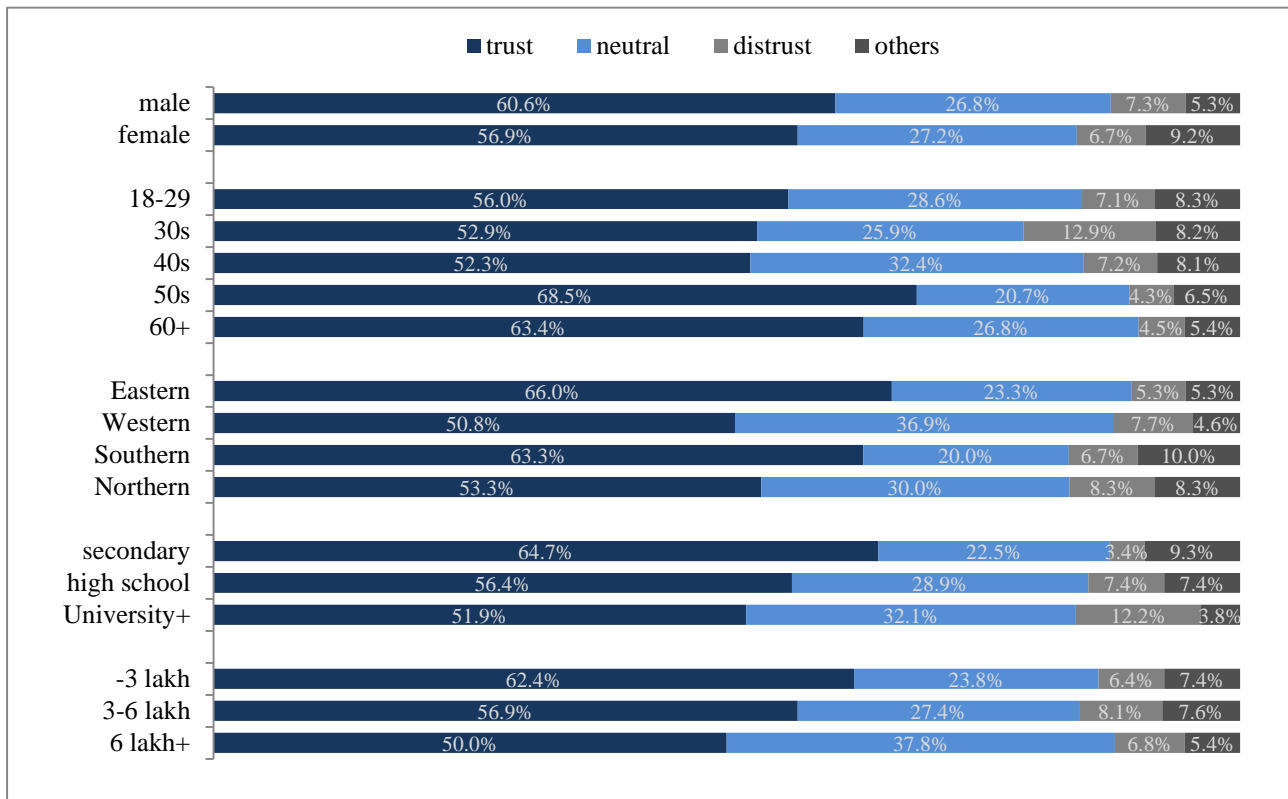
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### Appendix

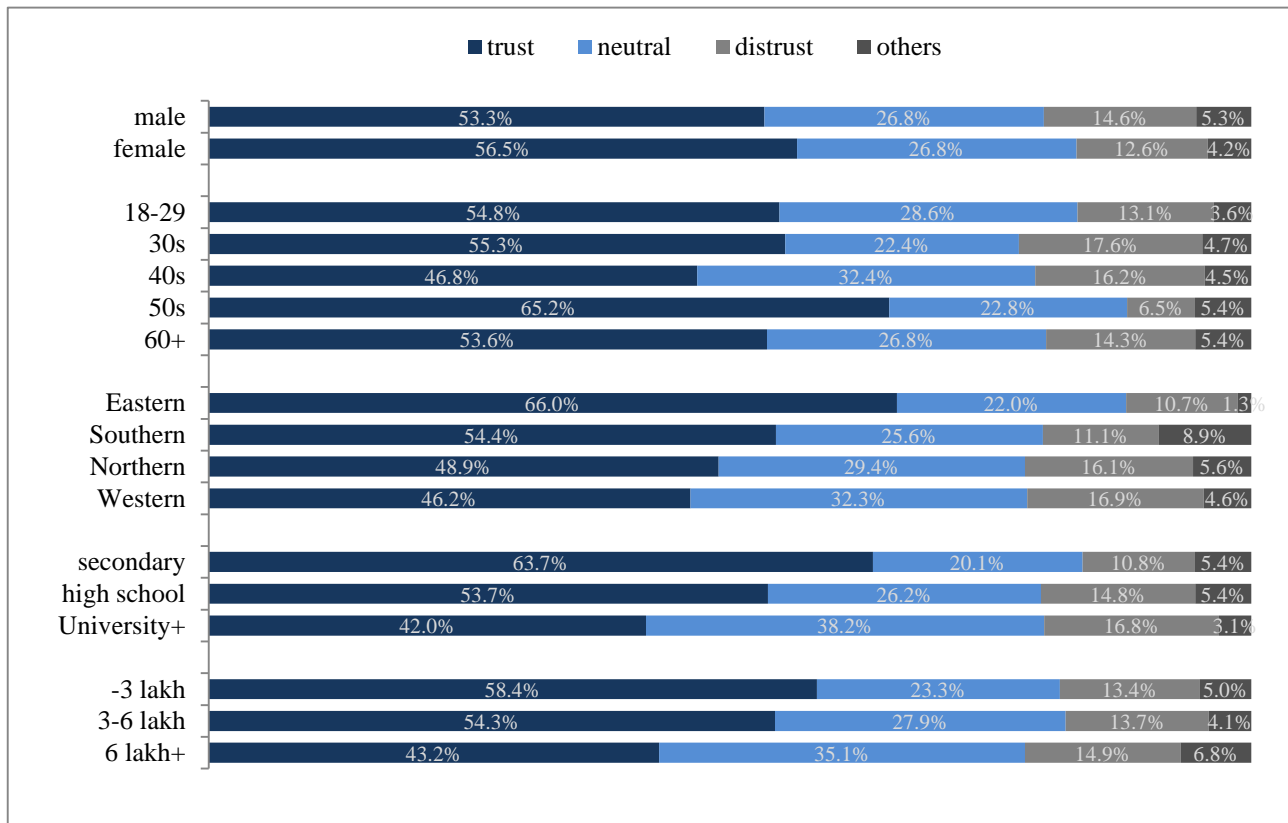
#### Appendix 1. Trust in the President



Appendix 2. Trust in YCDC

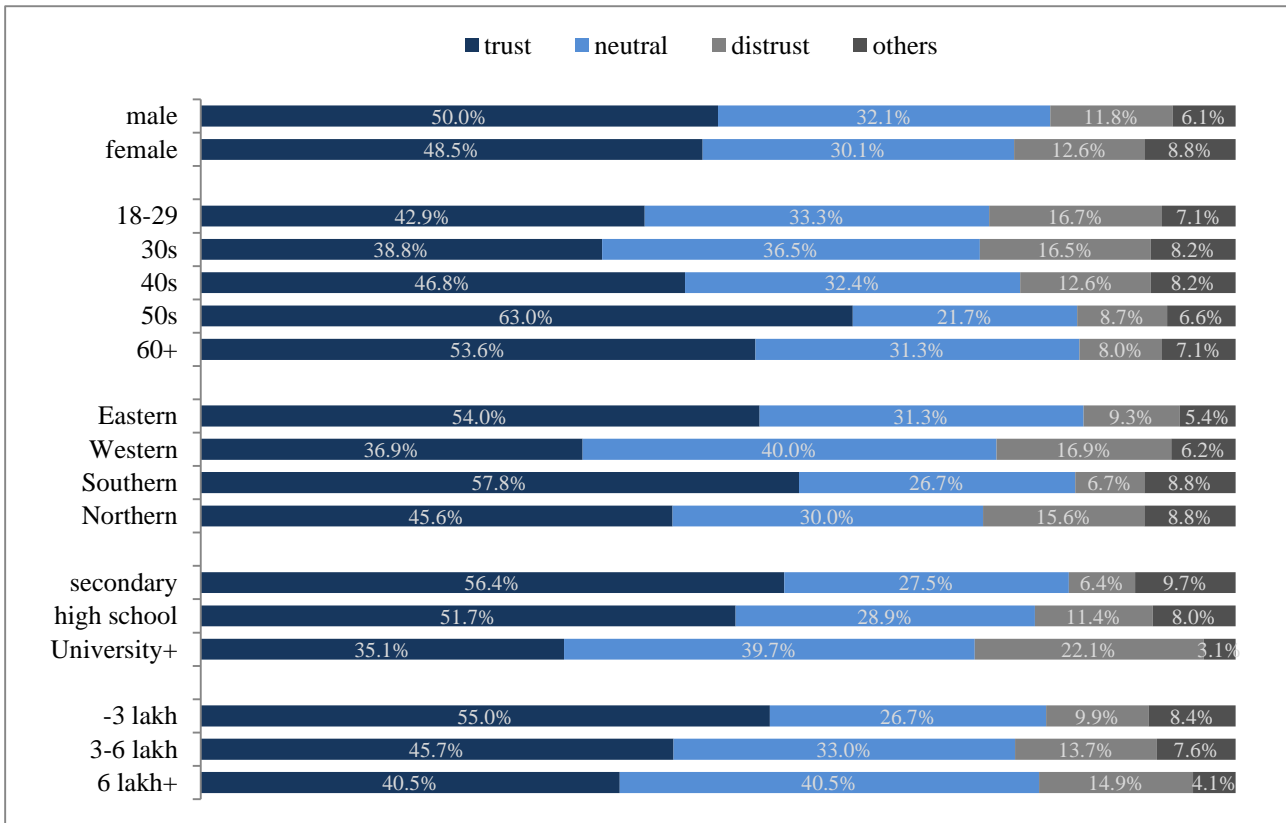


Appendix 3. Trust in Local Government

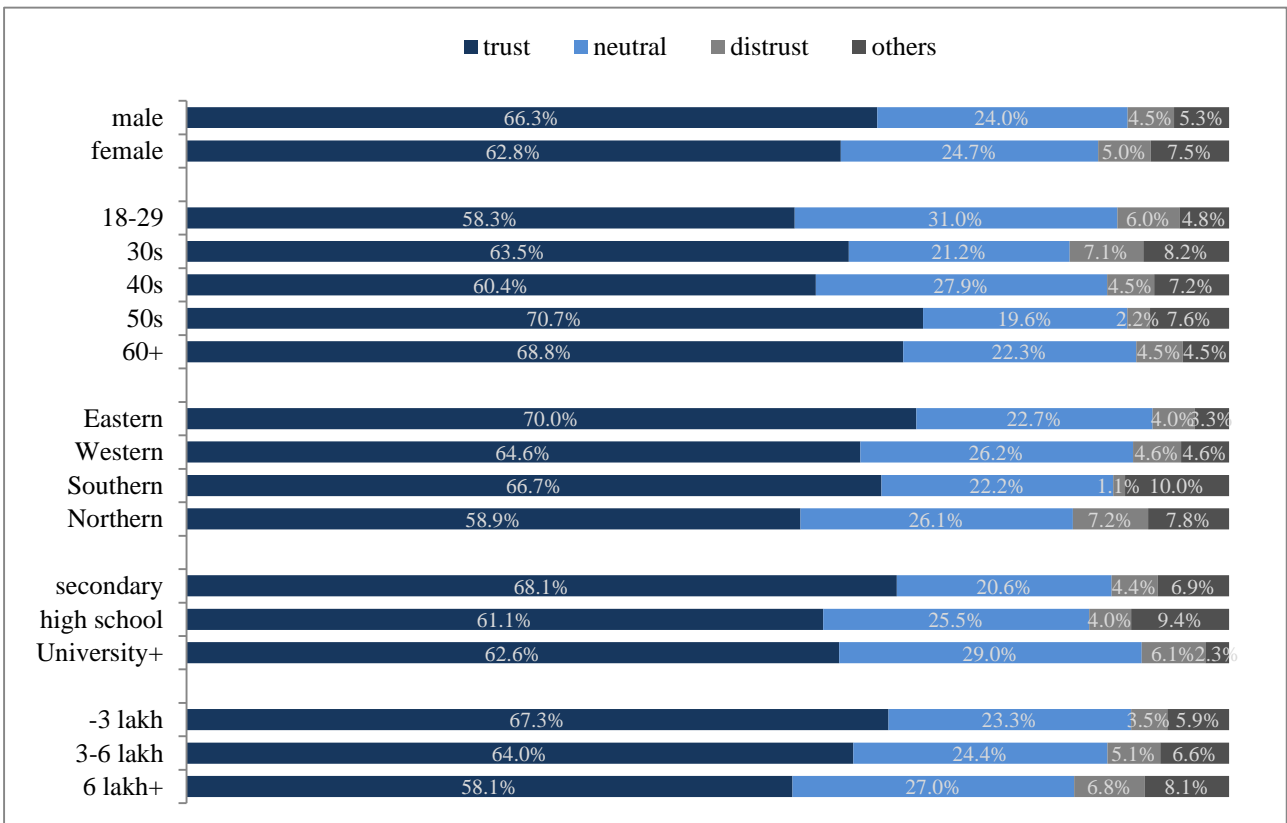




Appendix 4. Trust in Members of Parliament



Appendix 5. Trust in Central Government



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