IMPROVING TRUST IN GOVERNMENT INSTITUTIONS IN KOREA

Stéphane Jacobzone
Acting Division Head, Reform of the Public Sector
OECD Public Governance Directorate

6th November 27th , World Forum on Statistics, Knowledge and Policy

OCDE
DES POLITIQUES MEILLEURES
POUR UNE VIE MEILLEURE

Outline

- A. The importance of trust as a key public policy outcome
- B. Understanding the drivers
- C. A measurement approach
- D. Evidence from Korea
- E. Opportunities for policy action

A. Trust : a key good governance outcome

- Trustworthiness: a key characteristic for public institutions
- A factor of well being and a facilitator of collective action.
- Influences government ability to govern without resorting to force (e.g. adherence to the rule of law) and facilitates implementation of reforms
- *Link to key components of OECD Well-Being framework: Civic engagement and governance*

"Efficient means of lowering transaction costs in any social, economic and political relationships" (Fukuyama, 1995)

"Its trust and no money that makes the world go round" (Stiglitz 2014)

A. But what does trust mean? Perception matters !

- Trust in government vs Trust in public institutions
- A double dimension for Trust:
  - *An attitude*, influenced by experience, that shapes behaviour
  - *A perception*
    - means *holding a positive perception* about the actions of an individual or an organisation.
    - *Subjective perception*, in the eyes of the beholder
    - *Confidence of citizens* in the actions of a "government to do what is right and perceived fair"
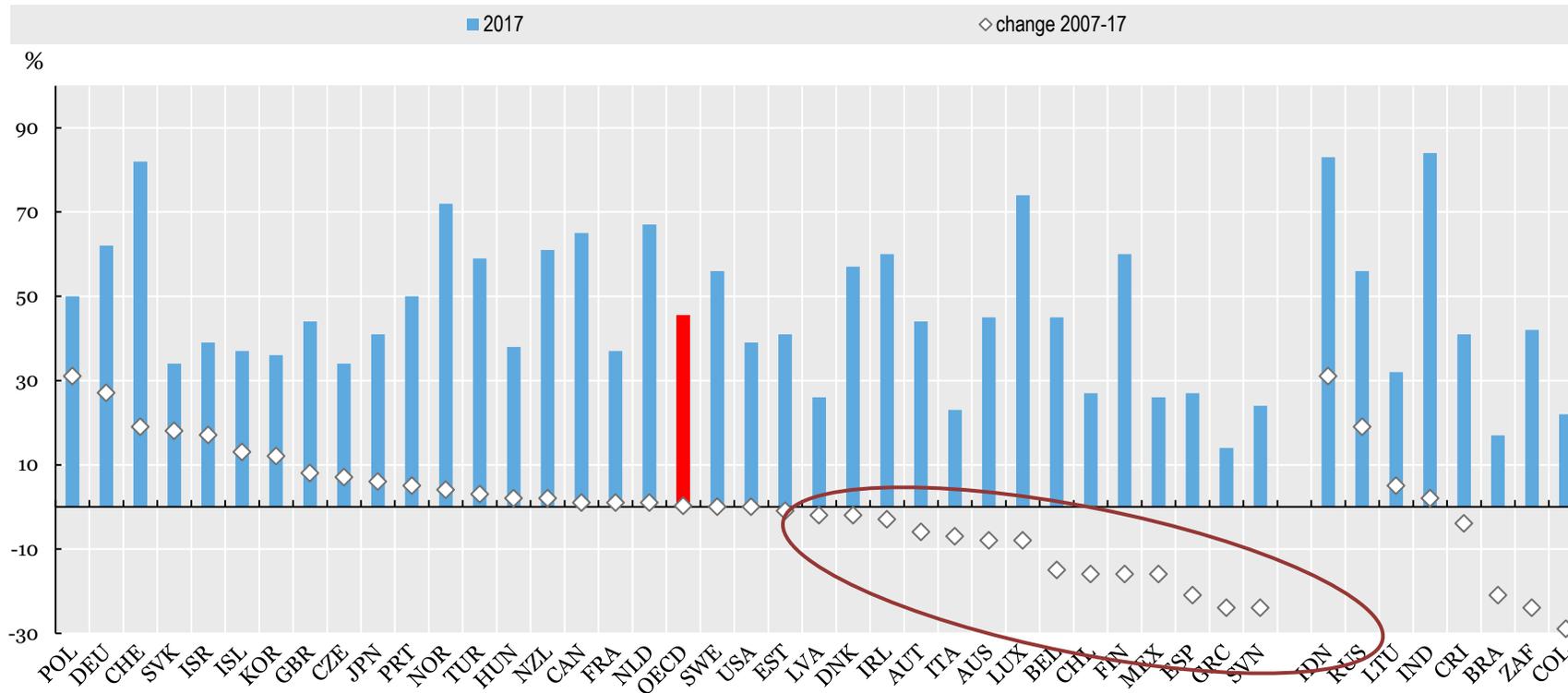- Not *actual*, but *perceived* performance matters

A person's belief that another person or institution will act consistently with their expectations of positive behaviour (OECD 2017)

Trust comes on foot but leaves on horseback ! Dutch proverb

A. In several OECD countries: trust in institutions plummeted after the crisis

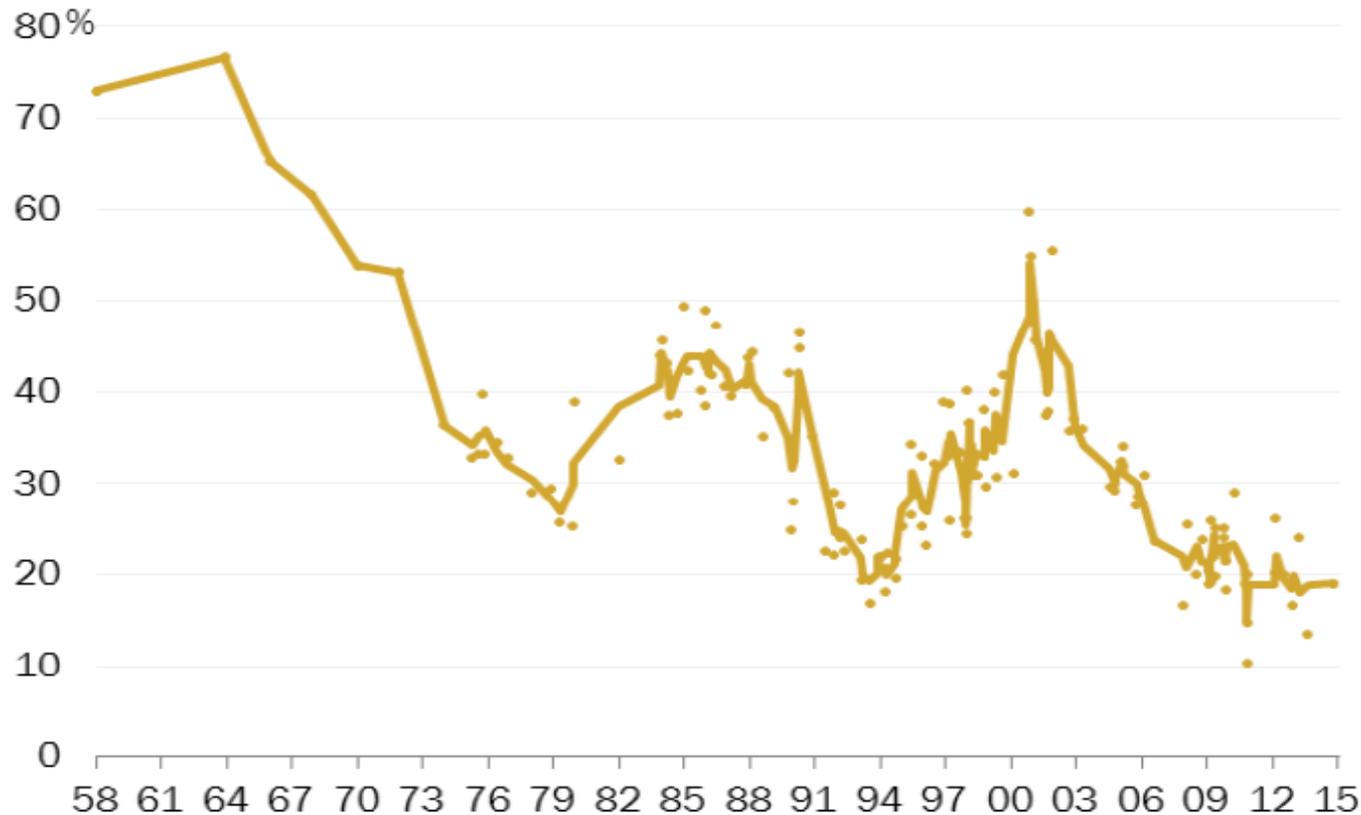Confidence in national government, 2017 and change since 2007

Source: Gallup World Poll (database)

A. In individual countries: evidence of a longer term trend (2)

"How much of the time do you think you can trust the government in Washington to do what is right?" ?

19% *"always",*
"most of the time"

Source: Pew Research Center

A. OECD work on trust

2013 Ministerial Council Meeting: call to strengthen efforts to understand trust in public institutions and its influence on economic performance and people's well-being

"Need for more comprehensive measurement of trust in government as well as identification of the drivers"

A set of multidisciplinary studies:

Thematic Case studies
Country case studies (Korea)
OECD Trust dataset
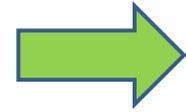*Guidelines on Measuring Trust*
Trustlab project

B. Investing in Trust: an OECD analytical framework

➢ Trust depends on the congruence between citizen's (and businesses) preferences and the perceived actual functioning of government (Bouckaert and van de Walle, 2003)

➢ Distinction between "trust in competence", the ability to confirm to expectations, and "trust in intentions", to perform in good faith according to the best competence (Noteboom 2007 ;Choi and Kim 2012)

➢ The "logic of consequences" where trust is derived causally from (i) outcomes, and (ii) the "logic of appropriateness", where trust is based on values, integrity and transparency (Bouckaert 2012)

B. Going beyond political trust

Drivers of institutional trust

*OECD efforts to measure it differently (situational questions)
first country case study in Korea*

B. Dimensions of the policy and measurement framework

Towards Actionable Policy Insights: deconstructing Citizen's Trust in government institutions

OECD Trust Framework: Deconstructing Citizens' Trust in Public Institutions

Trust Component	Government mandate	Concern affecting trust	Policy Dimension
Competence: ability of governments to deliver to citizens the services they need, at the quality level they expect	Provide Public Services	· Access to public services, regardless of social/economic condition; · Quality and timeliness of public services; · Respect in public service provision, including response to citizen's feedback;	Responsiveness
	Anticipate change, protect citizens	· Anticipation and adequate assessment of evolving citizen's needs and challenges; · Consistent and predicable behaviour; · Effective management of social, economic and political uncertainty;	Reliability
Values The drivers and principles that inform and guide government action	Use power and public resources ethically	· High standards of behaviour; · Commitment against corruption; · Accountability;	Integrity
	Inform, consult and listen to citizens	· Ability to know and understand what government is up to; · Engagement opportunities that lead to tangible results;	Openness
	Improve socio economic conditions for all	· Pursuit of socio economic progress for society at large; · Consistent treatment of citizens and businesses (vs. fear of capture);	Fairness

Source: OECD

C. A very innovative cooperation with KDI: OECD-KDI survey on trust in Korea

Subjects and time period

- Population: All general citizens over 20 year old
- Sampling size (number of respondents): 3,000 people
- Time period: January 20th – February 22nd, 2016
- Sampling method: Stratified random sampling
- Stratification criteria: Region; gender; age
- Data collection method: Face to face interview using structured questionnaire

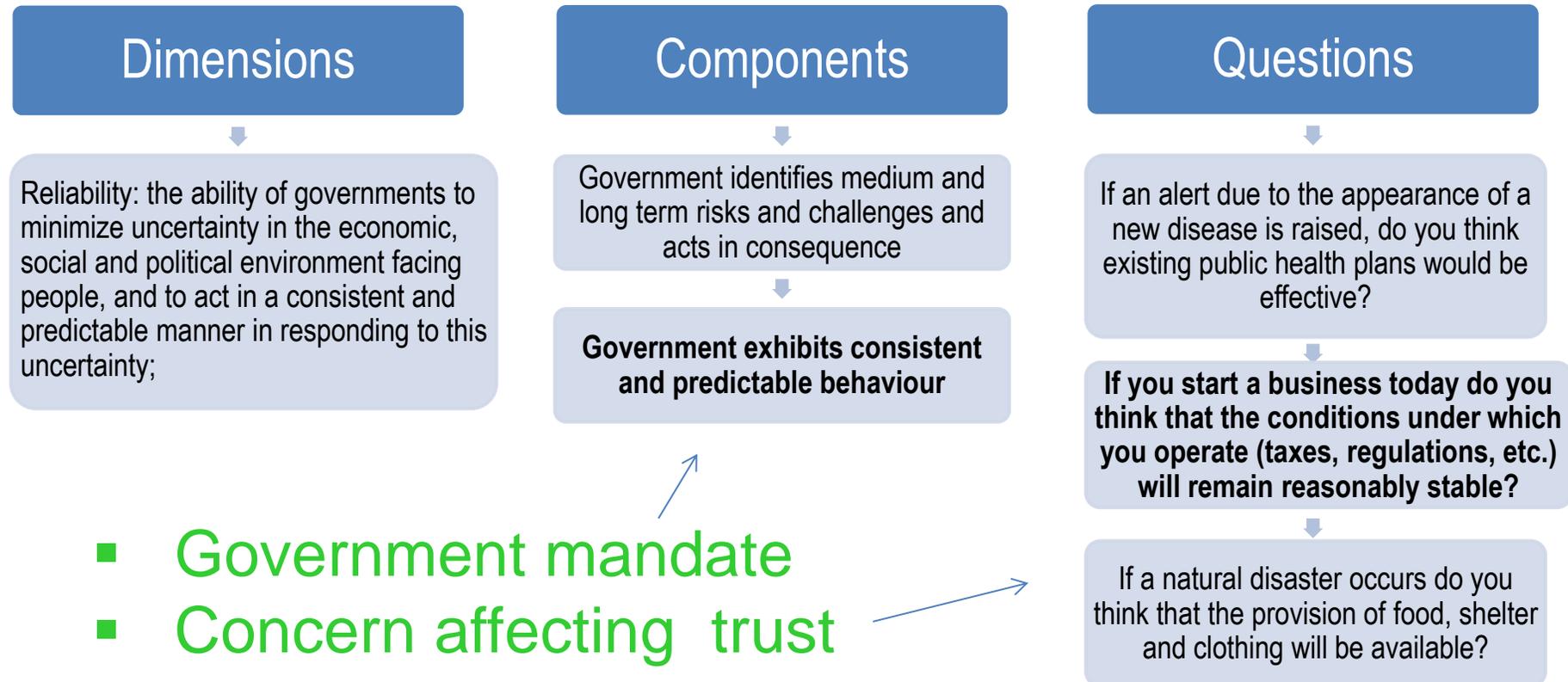# C. The survey

Types of questions included in the survey

- Standard trust questions
- Questions based on evaluations
- Expectations
- Situations (quasi behavioural)
- Experiences
- Socioeconomic characteristics

"What matters in the first place is not trust but trustworthiness judging how trustworthy people/institutions are in particular respects" (O'neill, 2013)

C. Looking for actionable insights – towards measuring government trustworthiness

- A situational approach to measuring institutional trust : *How do (citizens) think their government would behave under a given specific circumstance(s)?* If X happens ***do you trust your government to do Y ?***

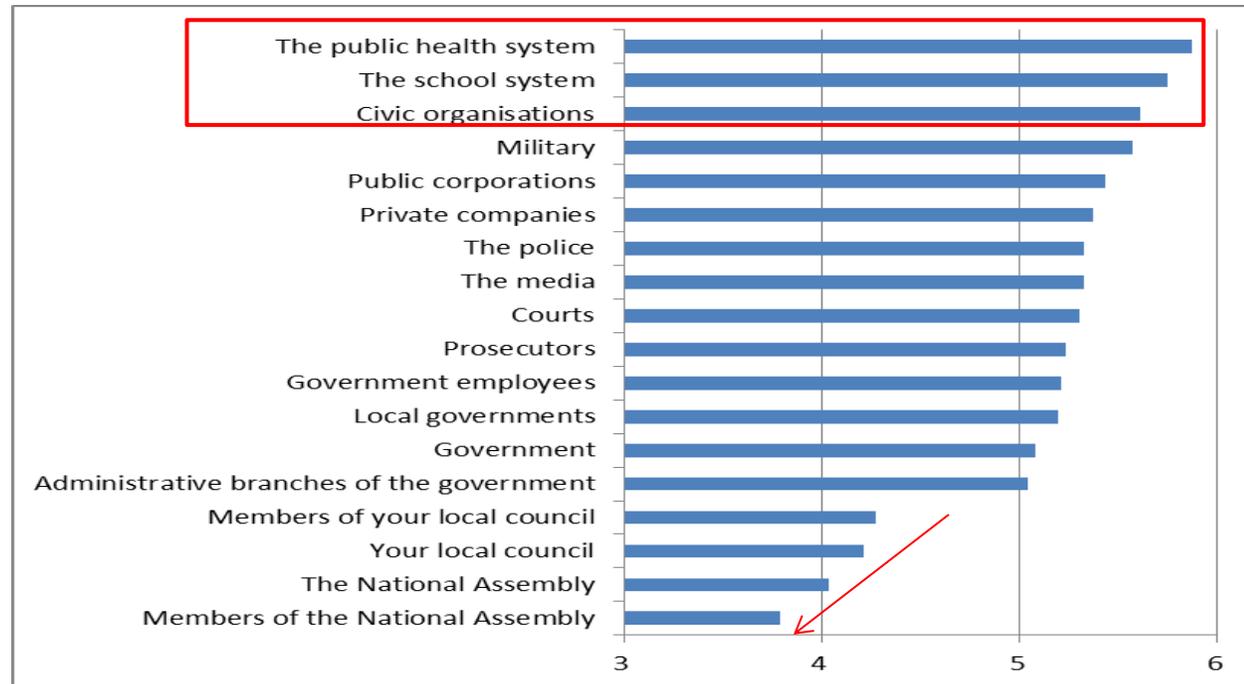| Dimensions	Components	Questions
Reliability: the ability of governments to minimize uncertainty in the economic, social and political environment facing people, and to act in a consistent and predictable manner in responding to this uncertainty;	Government identifies medium and long term risks and challenges and acts in consequence	If an alert due to the appearance of a new disease is raised, do you think existing public health plans would be effective?
	Government exhibits consistent and predictable behaviour	**If you start a business today do you think that the conditions under which you operate (taxes, regulations, etc.) will remain reasonably stable?**
		If a natural disaster occurs do you think that the provision of food, shelter and clothing will be available?

- Government mandate
- Concern affecting trust

D. Variation across trust in different institutions

Koreans express high levels of trust in public services, lower levels in assembly and local councils (and their members)

Trust in institutions in Korea

Average answer to the question: "How much confidence do you have in the following public institutions or social organizations to act in the best interest of society?" 0- no trust at all, 10-I trust very much
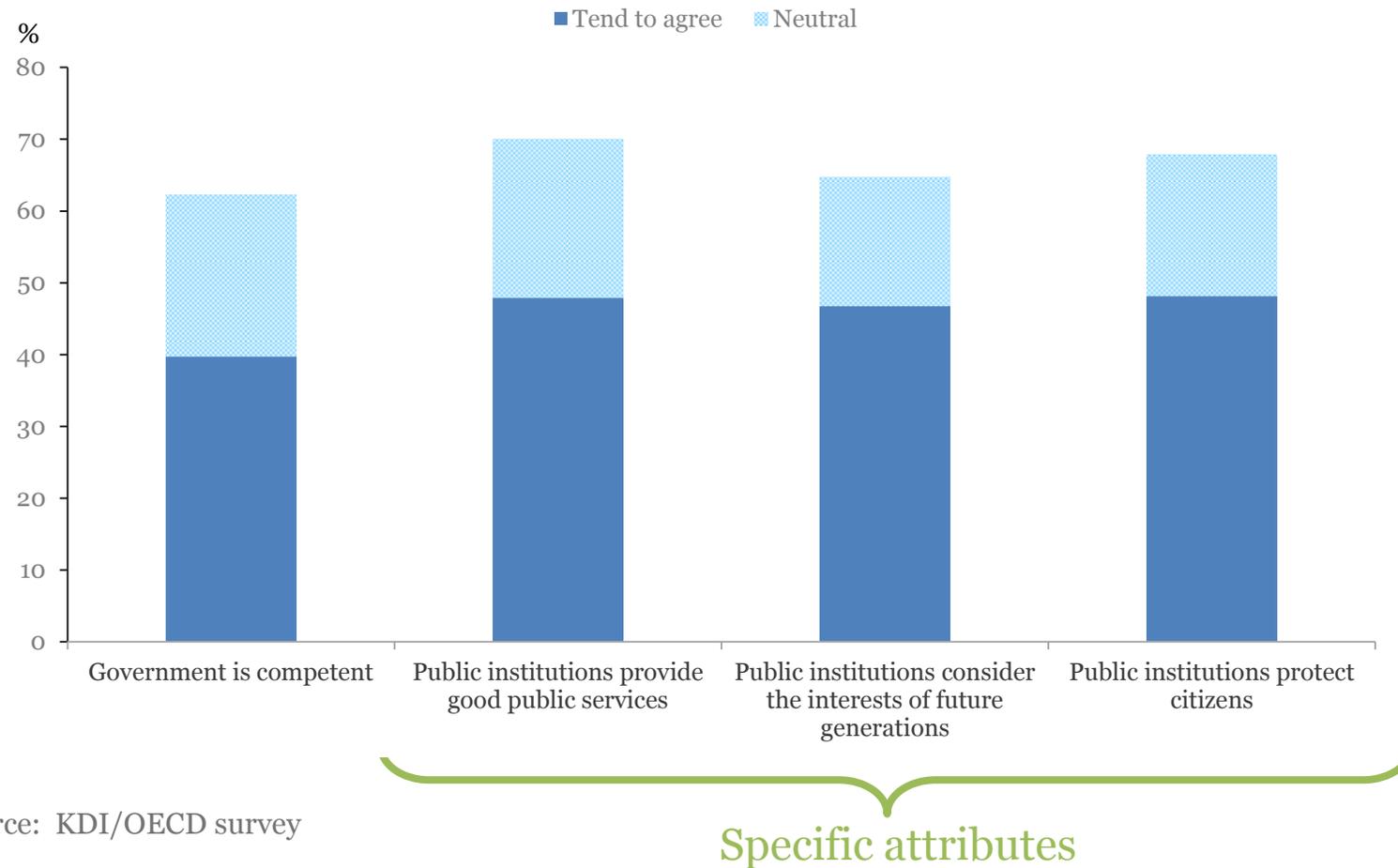

Source: OECD/KDI survey

D. Trusting patterns in Korea

According to GWP in 2016 only 24% of Koreans trusted their government

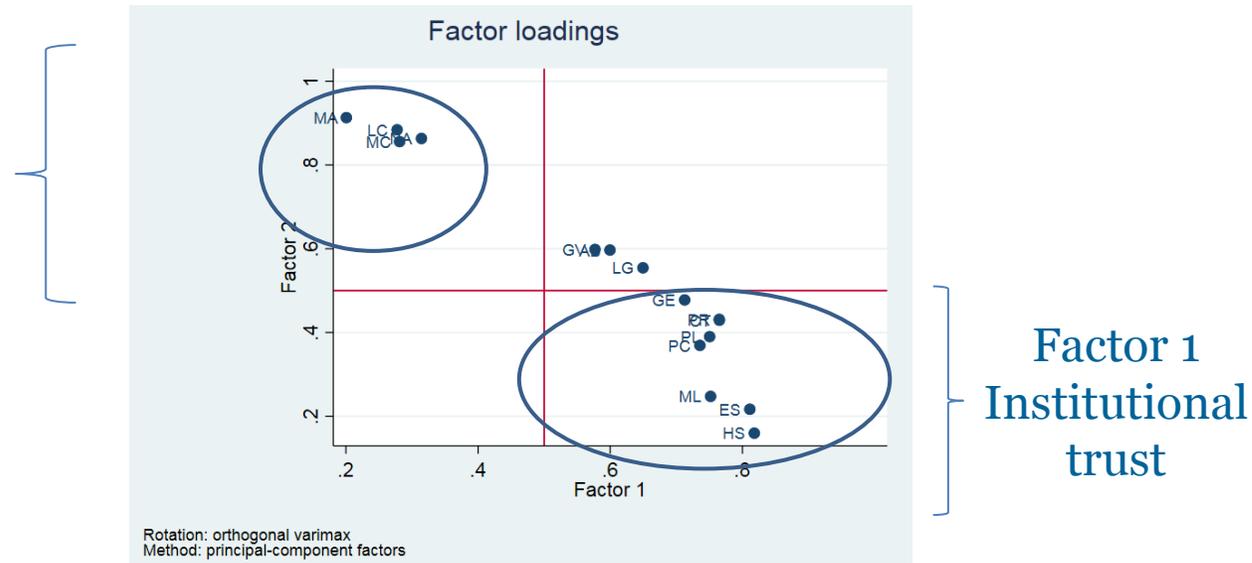Results from the KDI/OECD survey on competences (2016)

Source: KDI/OECD survey

Specific attributes

D. Disentangling the dimensions of trust

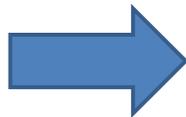Data are capturing two different latent factors

Factor 2
Political
trust

Factor 1
Institutional
trust

Source: KDI/OECD survey

NOTE: GV=government; AB=administrative branches; LG=local government;
NA=national assembly; MA=members of the national assembly; LC=local council;
MC members of the local council; GE= government employees; CT=courts; PR=
prosecutors; PL=police; ML=military; PC=public corporations; ES=education
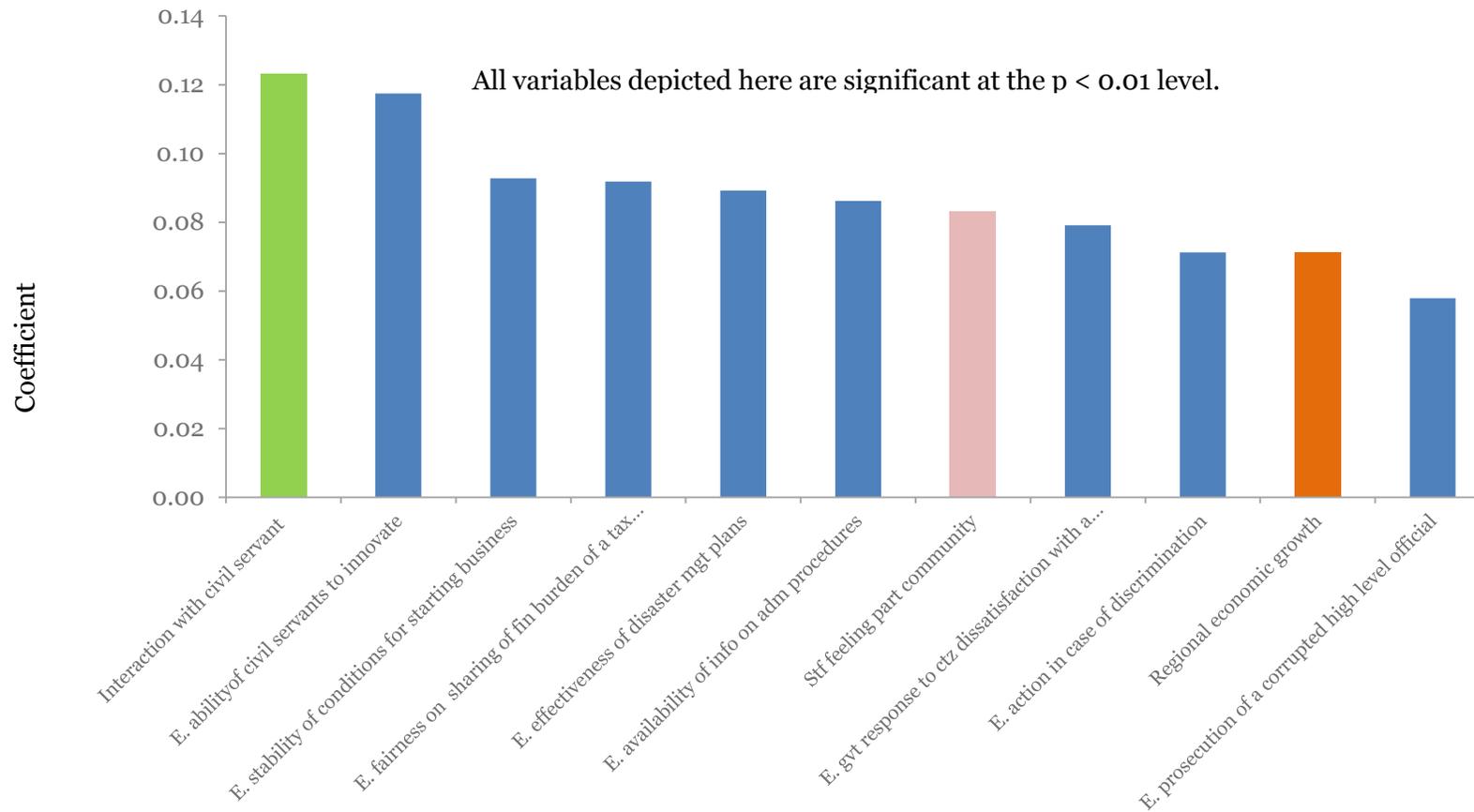System; HS= health system

Two synthetic measures resulting from those factors

D. What is driving trust in government institutions?

Interaction with civil servants has the highest positive effect on institutional trust, followed by aspects of competences and values.

All variables depicted here are significant at the p < 0.01 level.

E. IDENTIFY KEY POLICY ACTIONS ALONG THE OECD FRAMEWORK

Competence

- Define a set of long term national priorities beyond the five-year political cycle

- Review and adjust risk management frameworks

- Build public sector innovation capacity by promoting a flexible environment coupled with an appropriate mix of skills

E. IDENTIFY KEY POLICY ACTIONS ALONG THE OECD FRAMEWORK

Values

- Refine integrity framework to boost the credibility and legitimacy of government institutions at the highest level
- Move from consultation to meaningful engagement
- Address concerns over fairness in the distribution of burdens, opportunities and rewards across social groups and geographic locations

CONCLUSION

- A dynamic field of research….

  …..Translates in a concrete policy agenda !

- Dialogue between centres of government, governance experts and researchers, statisticians and national statistical offices to move the frontiers of well being

- Address citizens' discontent to resolve the "expectations gaps" and concerns related to fairness

- Enhance two way communications with citizens