

Trust in Public Institutions

Lessons from the OECD Trust Survey in Portugal



Trust in Public
Institutions

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This paper builds on the results of the OECD Trust Survey in Portugal to identify the main areas for improvement and guidelines for action to help Portugal reinforce trust and democracy and enhance public governance to address future challenges. The Portuguese government's response to the COVID-19 crisis drew on lessons learned from previous crises, notably the plunge in public trust after the 2008 financial crisis and the subsequent economic austerity measures which shook the political system and considerably impacted economic and social well-being. Public trust has traditionally been heralded as crucial for public governance. However, to build resilience in the face of multiple social, economic and environmental crises, Portugal will need to set public trust as an explicit policy objective and better understand what drives it. Investments in building a competent and trusted civil service will also be needed to develop more responsive and better-informed policy responses.

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Executive Summary

Public trust improves compliance with public policies, nurtures political participation, strengthens social cohesion, and builds legitimacy to the political system. Aiming to better understand what drives public trust so as to support countries in reinforcing it, the OECD implemented the OECD Survey on Drivers of Trust in Public Institutions (OECD Trust Survey) in 22 OECD countries, including Portugal, in 2021-2022. Data collected through the survey provides a thorough assessment on people's perceptions and evaluations of the government's reliability, responsiveness, openness, fairness and integrity, as well as evidence on the relationship between these variables with levels of trust in public institutions.

High trust in public institutions is not a necessary outcome of democratic governance, of course. Indeed, low levels of trust measured in democracies are only possible because citizens in democratic systems – unlike in autocratic ones – have much greater freedom to report that they do not trust their government. Critical views and constructive feedback can even be a sign of a healthy democracy. Yet trust remains an important indicator to measure how people perceive the quality of, and how they associate with, government institutions in democratic countries.

The Portuguese government's response to the COVID-19 crisis drew on lessons learned from previous crises, notably the plunge in public trust following the 2008 financial crisis and the subsequent economic austerity measures, which shook the political system and considerably impacted economic and social well-being. As such, trust in government during the COVID-19 pandemic was comparatively high in Portugal relative to other OECD countries, with over half of people reporting confidence in their government's capacity to protect them in the event of a new contagious disease. As in many countries, the pandemic triggered a deep recession, but clear and open political leadership, coupled with appropriate public governance instruments, allowed the country to steer the economy towards a rapid recovery.

Indeed, according to the OECD Trust Survey, carried out as part of this study, Portuguese respondents are reasonably confident they can rely on their government to deliver public services such as education and health, and to tackle major intergenerational challenges, such as climate change and future epidemics – all significant determinants of trust in the national government.

However, in line with many other OECD countries, Portuguese institutions seem to be falling short of people's expectations on participation, representation, and responsiveness. Only three in ten Portuguese respondents are confident that views shared in a public consultation would be taken into account in policy making, and even fewer feel they have a say in what the government does. This feeling of having a lack of a voice coincides with perceptions of unfairness: half of the Portuguese respondents believe that civil servants would not treat rich and poor people equally. Widespread perceptions of institutions' lack of integrity complete governance's challenges.

Results also showed that levels of trust vary across public institutions. As in other OECD countries, the police is the most trusted institution and political parties are the least trusted. Around 41% Portuguese trust in their national government, 51% in the local government and 46% in the civil service – values that are close to the average among OECD countries. The drivers of public trust also vary according to the institution and level of government considered, suggesting a need for a range of strategies to ensure that

policies and reforms to build confidence are correctly targeted. For example, improving the perception of the reliability of government in addressing future crises and ensuring that people's voices is heard through inclusive policy making and open communication are particularly important drivers of trust in national government. Conversely, levels of trust in local governments are most influenced by perceptions that public authorities would be responsive to their feedback and would act fairly. And finally, trust in the civil service is predominantly influenced by satisfaction with administrative services and feeling the government is responsive to their concerns.

The pandemic has underscored a global context increasingly characterised by multiple simultaneous crises. Going forward, to build resilience under growing uncertainty and complexity, Portugal will need to set public trust as an explicit policy objective and better understand what drives it. This complexity will increasingly require Portugal to invest in a competent and trusted civil service to develop policy responses that are more and better informed by experts' advice and that clearly consider people's expectations, needs and well-being. Currently, according to the pilot module on the role of science and expert advice in policy making implemented in Portugal as part of the OECD Trust Survey, 44% of respondents believe that scientists are not sufficiently involved in decision-making. This is a notable finding given that the Portuguese particularly value the role of scientists in tackling certain policy issues, such as climate change. Moreover, those who are confident that the government would listen to scientists have more positive perceptions of the government's competence, such as in innovation or crisis preparedness, and report higher levels of trust.

People's perceptions of the competence and values of government and of evidence-informed policy making measured by the OECD Trust Survey were openly debated with experts and policy makers and mapped with policy priorities. A clear overall message from the OECD Trust Survey is that Portugal should promote open and inclusive policy making by systematically including and taking into account the views of different population groups. This report groups the main areas for improvement and guidelines for action under four broad policy guidelines:

1. Set trust as a desired outcome of public policy
2. Strengthen government capacities by incorporating more evidence and developing skills to address multiple, interconnected policy challenges
3. Improve perceptions of fairness and integrity, enhancing equality of treatment and opportunities for all
4. Promote greater openness and inclusive policy making to give citizens a voice and build trust in institutions and governance processes

Taking action on the basis of these guidance could help Portugal reinforce trust and democracy and improve public governance for addressing future challenges.

1 Trust as an objective of public policies

1.1. Introduction

Trust among people and in their government plays a crucial role in public governance. It improves compliance with public policies and reduces transaction costs, nurtures political participation, strengthens social cohesion, and builds legitimacy to the system. Garnering trust is also important for strategic planning, for example in building public support for reforms that may have high up-front costs and long-term intergenerational payoffs (Brezzi et al., 2021^[1]; OECD, 2022^[2]).

The COVID-19 pandemic provides the most recent examples of the impact of trust. Regression models' predictions calculate that an increase in trust to levels close to the 75th percentile might have reduced global infections by 12.9%, and research in 177 countries shows that higher levels of trust in government were associated with higher vaccine coverage (Bollyky et al., 2022^[3]). Beyond academic research, media coverage underscored that, in democracies, the most relevant “policy” during COVID-19 was to appeal to public trust. While countries are emerging from the COVID-19 pandemic, the current economic, social, geopolitical and environmental context continues to be challenging for democracies, with governments facing multiple crises. Against this backdrop, OECD countries recognise that enhancing public trust should be considered an explicit objective of public policies to strengthen democratic governance.

Yet, just as trust is an *input* to governance, helping or hindering policy implementation, it is an equally important *outcome* of governance. Trust is an expression of how people perceive their public institutions and what they expect of their government.

In the past 15 years, levels of trust in government have varied greatly in Portugal. As in other OECD countries, trust suffered a rapid decline following the 2008 financial crisis and the economic austerity measures implemented thereafter. Yet, starting in 2015, trust levels improved steeply and, by 2017, had recovered to pre-crisis levels (Gallup World Poll, 2022).

Trust in government depends on many factors, both at the individual and societal levels. Long-standing academic research has looked at the performance and reputation of institutions as important factors contributing to trust (Bouckaert, 2012^[4]; Van de Walle and Migchelbrink, 2020^[5]). Along similar lines, the OECD has developed an analytical framework that focuses predominantly on government's competence and values as determinants of public trust. The OECD framework on Drivers of Trust in Public Institutions (Table 1.1) sets out important public governance drivers of trust (reliability, responsiveness, openness, integrity and fairness of government) that are amenable to policy changes. In addition, the framework comprises cultural and political drivers to take into account people's political alignment, identities and interest (Zmerli, 2014^[6]), as well as their assessment of government's capacity to address global and intergenerational challenges, to help understand public support for tackling long-term issues (Brezzi et al., 2021^[1]).

This paper presents the main results on public trust and its drivers in Portugal. Data come from cross-country comparative evidence collected via the 2021 OECD Trust Survey carried out in 22 OECD countries, including Portugal. The OECD Trust Survey is a nationally representative population survey that assesses the “trustworthiness” of government and public institutions, through situational questions that cover the main elements of the OECD framework (Table 1.1). These results show that Portugal fares close to the average of 22 OECD countries on levels of trust in government and public institutions. While Portuguese respondents are relatively confident in their government’s capacity to assess evolving challenges and provide public services, their perceptions in other public governance areas, such as integrity, openness and political participation, are less positive.

Further analysis included in this report reveals that the determinants of trust vary according to the institutions and levels of government considered, suggesting a need for different strategies to ensure that policies and reforms addressing trust are correctly targeted to meet citizens’ evolving expectations. The perception of government reliability in addressing future crisis and including people’s voices in policy making are important drivers of trust in national government in Portugal. Trust in local governments, on the other hand, is most influenced by people’s perception that public authorities incorporate feedback from public consultation and treat applications to a government benefit or service fairly. Similarly, trust in the civil service is predominantly influenced by people’s satisfaction with administrative services and perception that government is responsive to their concerns; that is, that public services would improve if people complained about them. Investments in these areas would require a mix of policies and targeted efforts, as the starting points differ; the analysis shows these investments would bring a large dividend in terms of trust.

The paper also provides evidence of Portuguese respondents’ perception of and preferences for the role of science and expert advice in policy making, based on an experimental module of questions included in the OECD Trust Survey in Portugal. The results open a discussion of the relations between evidence-informed policy making and trust: they show that many people believe that scientists need to be more involved in decision making in the country - especially in tackling certain policy issues, such as climate change. Furthermore, listening to scientists is linked with more positive perceptions of government competence and has a consequent positive impact on trust in government.

The results of the OECD Trust Survey in Portugal present a clear picture of the complex relationship between public trust and democratic governance. They identify public governance assets and specific challenges for Portugal, providing a basis for a whole-of-government and whole-of-society reflection on strengthening democratic governance. Areas for action include improving strategic collaboration (among public agencies, the Parliament, the private sector and civil society) and including people’s input in public policies. The final chapter of the report provides guidance for Portugal on where to invest to preserve and strengthen trust in public institutions and support long-term policies and structural reforms.

Table 1.1. The OECD Framework on Drivers of Trust in Public Institutions

| Levels of trust in different public institutions | | |
|--|------------------|--|
| Trust in national government, local government, civil service, parliament, police, political parties, courts, legal systems and intergovernmental organisations | | |
| Public Governance Drivers of Trust in Public Institutions | | |
| Competencies | Responsiveness | <ul style="list-style-type: none"> • Provide efficient, quality, affordable, timely and citizen-centred public services that are co-ordinated across levels of government and satisfy users. • Develop an innovative and efficient civil service that responds to user needs. |
| | Reliability | <ul style="list-style-type: none"> • Anticipate needs and assess evolving challenges. • Minimise uncertainty in the economic, social and political environment. • Effectively commit to future-oriented policies and co-operate with stakeholders on global challenges. |
| Values | <i>Openness</i> | <ul style="list-style-type: none"> • Provide open and accessible information so the public better understands what government is doing. • Consult, listen, and respond to stakeholders, including through citizen participation and engagement opportunities that lead to tangible results. • Ensure there are equal opportunities to be part of and participate in the institutions of representative democracy. |
| | <i>Integrity</i> | <ul style="list-style-type: none"> • Align public institutions with ethical values, principles, and norms to safeguard the public interest. • Take decisions and use public resources ethically, promoting the public interest over private interests while combating corruption. • Ensure accountability mechanisms between public institutions at all levels of governance. • Promote a neutral civil service whose values and standards of conduct uphold and prioritise the public interest. |
| | <i>Fairness</i> | <ul style="list-style-type: none"> • Improve living conditions for all. • Provide consistent treatment of businesses and people regardless of their background and identify (e.g. gender, socio-economic status, racial/ethnic origin). |
| Cultural, Economic and Political Drivers of Trust in Public Institutions | | |
| <ul style="list-style-type: none"> • Individual and group identities, traits, and preferences, including socio-economic status; interpersonal socialisation and networks. • Distrust of and disengagement from the system. | | |
| Perception of government action on intergenerational and global challenges | | |
| <ul style="list-style-type: none"> • Perceptions of government commitment to and effectiveness in addressing long-term challenges. | | |

Source: (Brezzi et al., 2021^[1])

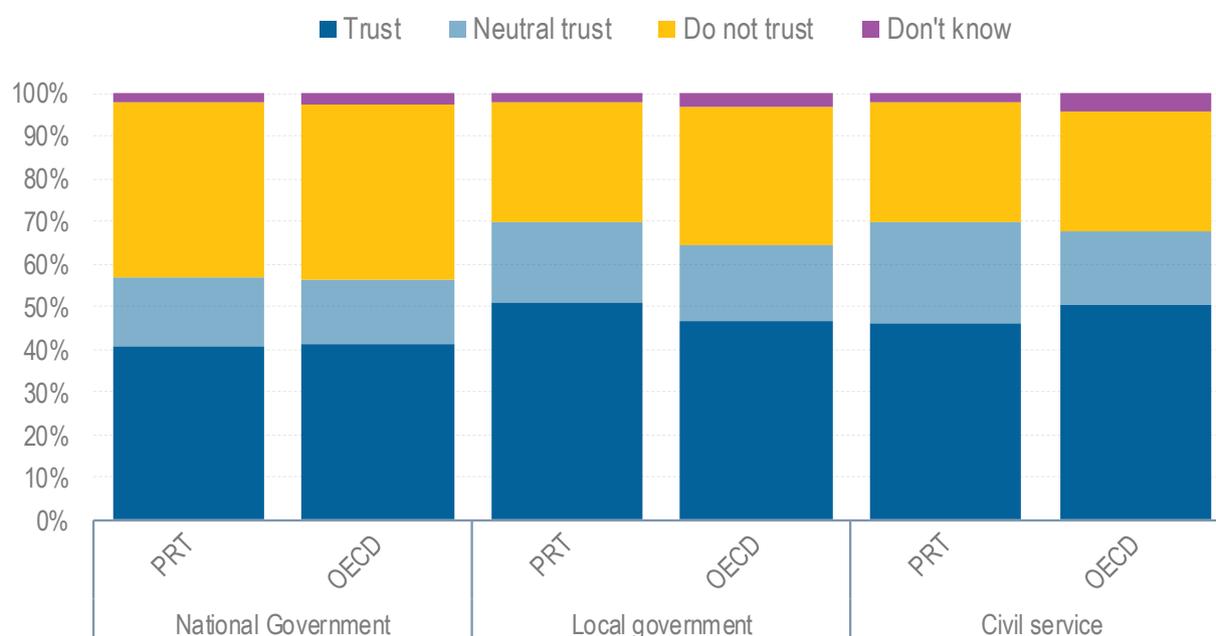
2 Trust in public institutions in Portugal

2.1. Trust in national government and local government aligns with other countries, but trust in the civil service is below the OECD average

According to the OECD Trust Survey, four out of ten Portuguese respondents (40.7%) reported having high trust in their national government, four out of ten (41%) reported not trusting the government, and 16.3% had a neutral position (Figure 2.1). These proportions are very close to the OECD average. A higher share of respondents (51.2%) trust local government, above the OECD average (46.9%), and only 27.6% do not trust the local government. While trust in the civil service (46.3%) is higher than in the national government, it is lower than across OECD countries (50.2%).¹ This relatively low trust in the civil service may be partly explained by other results of the survey, such as relatively low satisfaction with administrative services and with access to information on administrative processes, and poor expectations regarding the responsiveness and innovative capacity of the public sector.

Figure 2.1. In Portugal there is an even split between those who have high trust in the national government and those who do not

Share of respondents who indicate trust in the national government, local government and civil service in Portugal and OECD average, 2021



Note: Figure presents the distributions of responses to the questions: "On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust the [national government/local government/civil service]?". The "trust" proportion is the aggregation of responses from 6-10 on the scale; "neutral" is equal to a response of 5; "don't trust" is the aggregation of responses from 1-4; and "Don't know" was a separate answer choice. "OECD" presents the unweighted average across 22 countries. For more detailed information, find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

The results in Figure 2.1, however, present an estimate of perceptions of government at a point in time that may have been particularly challenging for some countries. The OECD Trust Survey was implemented in most countries in November 2021, coinciding with the fifth wave of the COVID-19 pandemic. In Portugal, the data collection took place later (between 11 March and 11 April 2022), some months after general elections and the start of Russia's illegal war of aggression against Ukraine. In this regard, a majority government legitimising the incumbent Prime Minister, as well as a broad national stance against the unlawful war, may have had a positive impact on people's perceptions of their government.

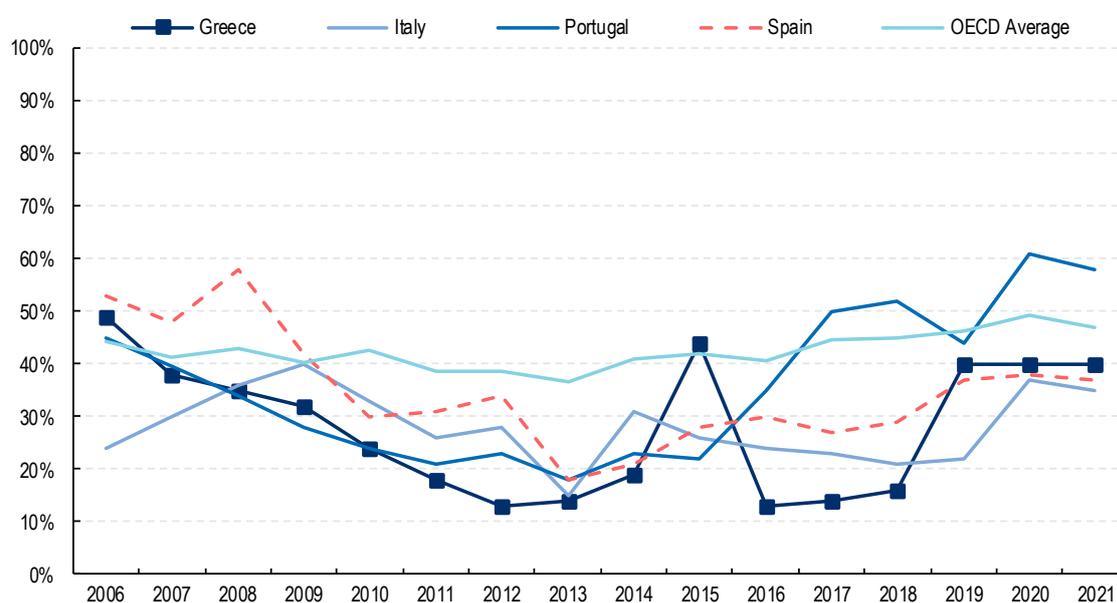
2.2 Trust in the national government in Portugal has recovered since 2015

Other factors, including the economic and social context, may affect levels of trust, which tend to be a volatile measure: people regularly update their beliefs and perceptions, especially in times of uncertainty. When looking at the past 15 years, trust in government in Portugal experienced a general decline followed by a steep recovery. Following the financial crisis of 2008 and the bailout period starting in 2011, trust in government dropped quickly -- as it did in other Southern European countries such as Greece, Italy or Spain -- reaching an all-time low in 2013. Some research links the fall in trust in Portugal in 2011-2014 to the lack of engagement in policy making, among other factors: the structural adjustment programme was developed without a public consultation process or a public communication plan (Falanga, 2018^[7]). From

2015 onwards, however, trust levels in Portugal started recovering steeply and more quickly than in the other countries (Figure 2.2).² The rapid growth of trust in government in Portugal in the post bail-out period can be partly attributed to improving economic conditions (Quaranta and Martini, 2016^[8]). The stability of the political system in the post-recession period and the appearance in 2015 of a governmental solution of contract parliamentarism (a Socialist minority government supported by three left-wing parties) are factors that set Portugal apart from the other Southern European countries regarding trust improvements (De Giorgi and Santana-Pereira, 2020^[9]).

Figure 2.2. Levels of confidence in the national government in Portugal started recovering steeply since 2015

Share of respondents who indicate confidence in the national government in Greece, Italy, Portugal, Spain and OECD average, 2006-2021



Note: Figure presents the share of respondents answering “yes” (the other response categories being “no”, and “don’t know”) to the survey question: “In this country, do you have confidence in country’s national government?” The Gallup World Poll surveys yearly a representative sample of about 1 000 citizens in most countries.

Source: Gallup World Poll.

2.3. Levels of trust in many public institutions in Portugal are close to the OECD average

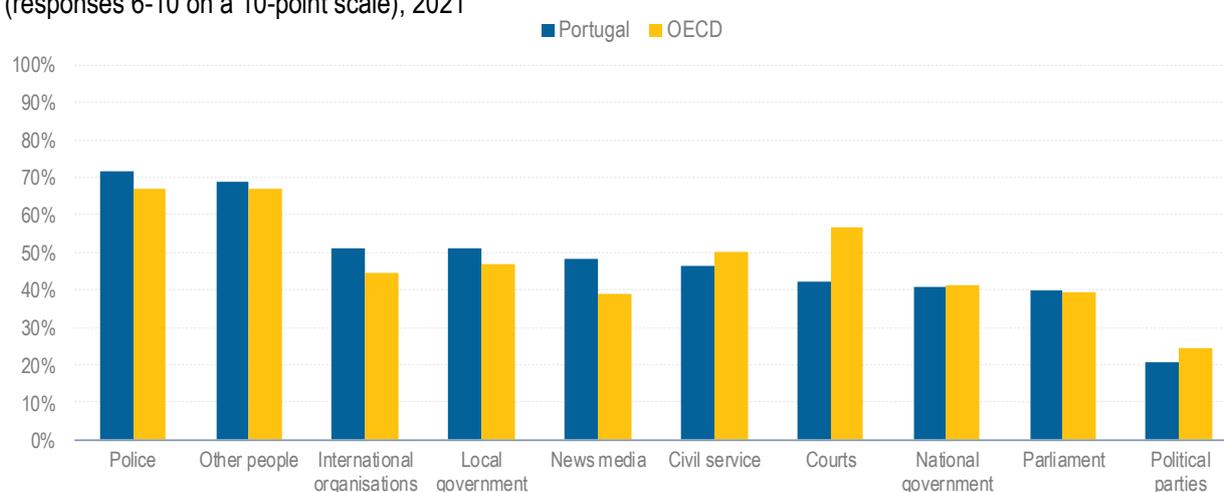
When asked how much they trust different government institutions, Portuguese people’s’ responses are similar to those from the 21 other surveyed OECD countries, with some important exceptions. Similar to the trends observed in other OECD countries, the police is the most trusted institution in the country (71.8%) and political parties (20.9%) are the least trusted. Around 70% of Portuguese respondents trust other people, a slightly higher proportion than the OECD average. This finding could be interpreted with slight optimism, considering historically low levels of interpersonal trust in Portugal,³ and a potential legacy from the pandemic, following initiatives to promote solidarity and a sense of community.

Levels of trust in the news media and in international organisations are comparatively high, potentially indicating confidence in an open and protected information environment. While only 38.7% of respondents across OECD countries report trusting the news media, this proportion is almost ten percentage points

higher in Portugal (48.3%). A larger share of Portuguese people regularly uses TV and social media as news sources than the OECD average (82% vs. 67% and 48% vs. 45%, respectively). The relationship between sources of information, information ecosystems and trust could be further investigated in Portugal, as the OECD Trust Survey finds that, on average across countries, the use of social media as a weekly source of information about politics and current events is associated with lower levels of trust in government (OECD, 2022^[2]). Compared to other OECD countries, fewer Portuguese citizens (42%) trust the courts and the legal system, 15 percentage points lower than the OECD average⁴ (Figure 2.3). Possibly linked to lower trust in the judiciary, the OECD Trust Survey finds that 45% of Portuguese people expect that the courts would not make decisions independent of political influence.

Figure 2.3. Levels of trust in government and public institutions are close to the OECD average

Share of respondents who indicate trust in various government institutions in Portugal and OECD average (responses 6-10 on a 10-point scale), 2021



Note: Figure presents the share of response values 6-10 to the questions: “On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust the noted institutions?”. “OECD” presents the unweighted average across 22 countries. For more detailed information, please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

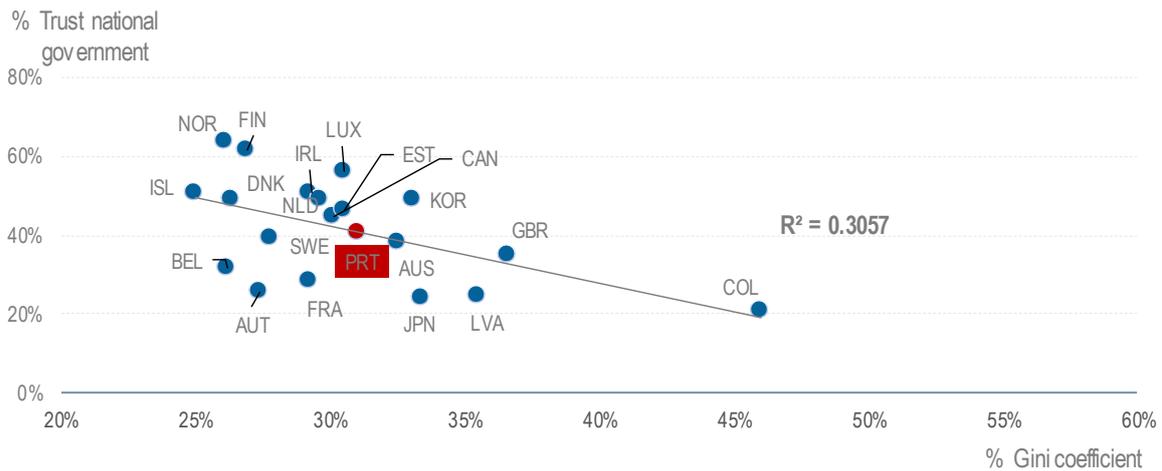
2.4. People with lower income and lower education, as well as the young, are less trusting of government

A country’s economic and social conditions have an impact on trust, and, in general, high economic inequality is correlated with low levels of trust in government (Figure 2.4). High levels of inequality break social bonds, and sharp divisions in society undermine a sense of community and the social contract ideal of shared objectives and fate (Uslaner, 2004^[10]; Rothstein and Uslaner, 2005^[11]). At the individual level, trust varies among socio-economic groups. The OECD Trust Survey finds that young people, respondents with low levels of education, and those living on low incomes report lower levels of trust in government than other groups across OECD countries. Trust in government is also noticeably lower for people feeling a sense of financial insecurity or a lack of political voice, or those who did not vote for the parties in power, suggesting deeply embedded polarisation (OECD, 2022^[2]) These results are valid in Portugal as well, and are of particular relevance considering the country’s socioeconomic conditions. Economic growth and employment have increased in recent years, but Portugal’s GDP per capita is 12.2% lower than OECD average. The poverty rate and income inequality have remained above the OECD average over the last twenty years (OECD, 2021^[12]). In addition, Portugal has one of the highest shares of elderly people in Europe (Eurostat, 2020^[13]). Socio-economic status was found to be a strong predictor of Portuguese

students' performance in the international PISA test on mathematics and science, higher than OECD averages (OECD, PISA 2018 Database).

Figure 2.4. Higher trust in government is associated with lower income inequality in the country

Gini index of income inequality of a country (X-axis) and percentage of people who reported high trust in their government (Y-axis)



Note: The X-axis is the Gini coefficient for 2021 or the latest available year. The Gini coefficient is a standard measure of inequality representing the income distribution of the population within a given country. It takes the value of 0 when all households have identical income and 1 when one household has all the income. The Y-axis presents the share of respondents who reported trusting the national government [aggregation of responses 6-10 on a 0-10 scale] from the OECD Trust Survey ("On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust the national government?").

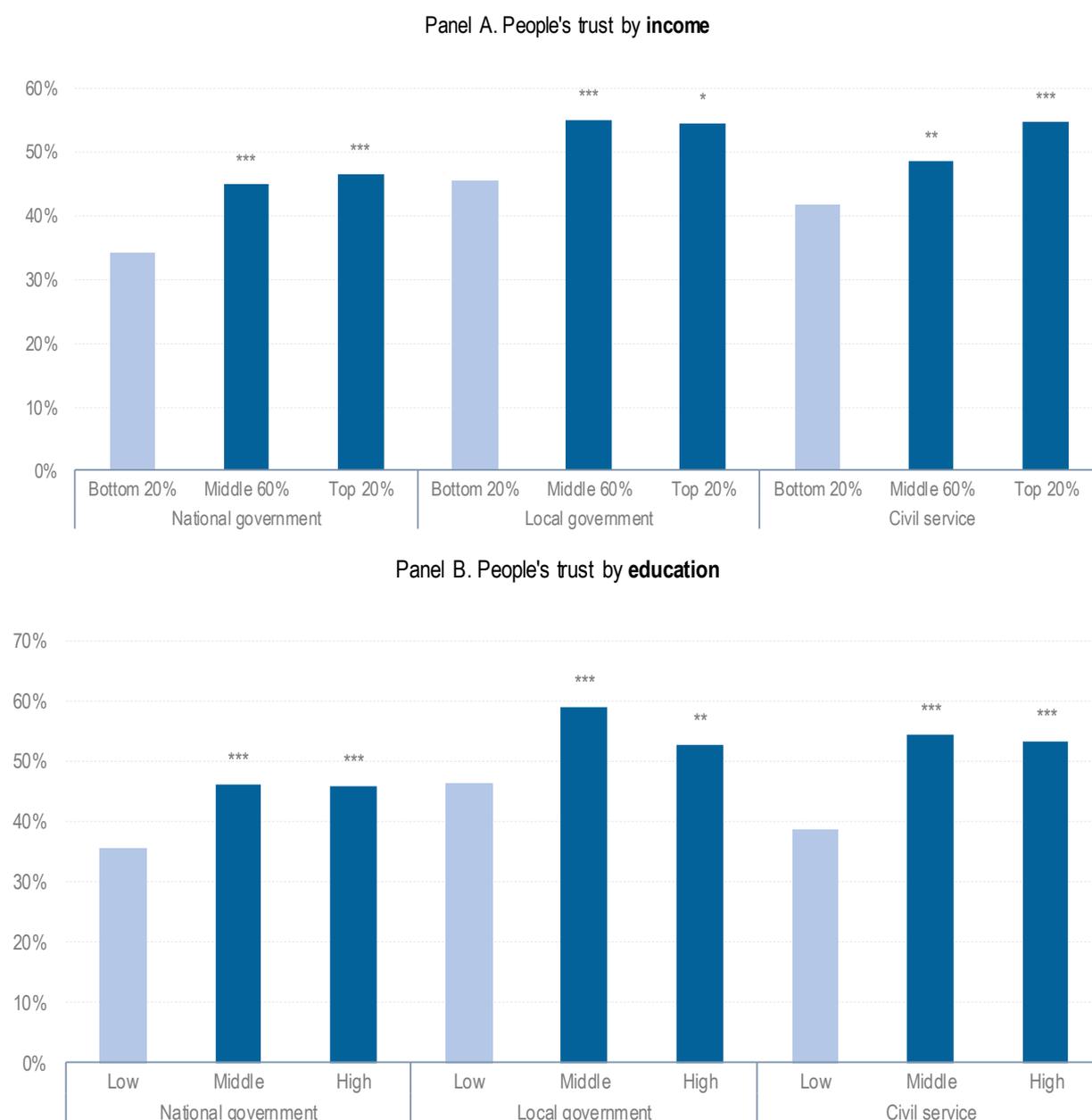
Source: OECD Trust Survey (<http://oe.cd/trust>) and OECD Income Distribution Database.

According to the OECD Trust Survey, around three in ten Portuguese respondents with the lowest income (those belonging to the bottom 20% in national income distribution) trust the national government, compared to five in ten among those with the highest income level. Similarly, there is a trust gap of over ten percentage points by income for local government and the civil service (Figure 2.5). People's perception of their economic status is also important for trust. Portuguese people who feel more economically vulnerable also report lower levels of trust across public institutions. Four in ten respondents who reported being concerned about their household's finances trust their government, compared to five in ten among those who are less concerned about their financial situation.

Trust in public institutions also varies according to educational background. While there is almost no difference in levels of trust (0.41 percentage points) between medium and highly educated people, there is a gap of 10.4 percentage points between respondents with lowest and highest levels of education, with those with lower levels tending to have less confidence in their government. The education gap is small with respect to trust in the local government (6.1 percentage points), but larger for trust in the civil service (14.5 percentage points). Those with lower levels of education are also significantly less satisfied with administrative services (Figure 2.5).

Figure 2.5. Portuguese people with low income and low education tend to trust public institutions less

Share of respondents who indicate trust in the national government, local government and civil service (responses 6-10 on a 10-point scale) by income and education, 2021



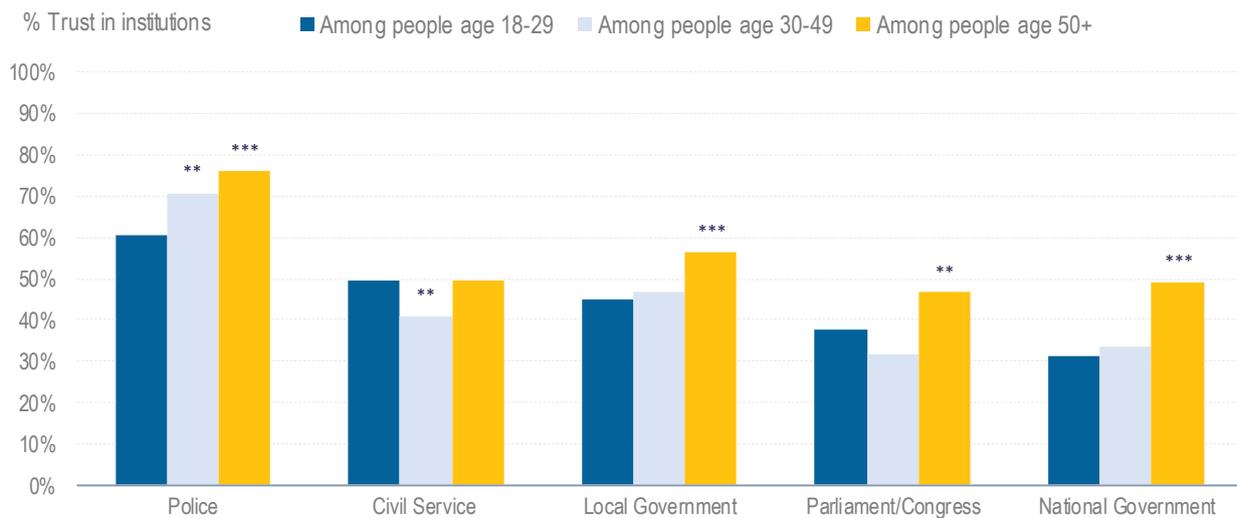
Note: Figures present the share of responses 6-10 (high trust) to the question “On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust the [national government/local government/civil service]?” Responses are presented by levels of income and education. “Top and bottom 20%” and “middle 60%” refer to the income distribution based on household’s disposable monthly income, after deducting taxes, and adding benefits and allowances. In Portugal bottom 20% is below 10,959 EUR and top 20% above 26,180 EUR (net household income grouping based on OECD Income Distribution Database). “High” education refers to ISCED 2011 levels 5-8 (university-level degrees and above), “Middle” education refers to levels 3-4 (secondary education and upper and post-secondary, non-tertiary education), “Low” refers to less than a completed upper secondary degree. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level. Reference group in light blue.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Finally, Portuguese youth report lower levels of trust in government than older cohorts. Only three in ten Portuguese people aged 18 to 29 trust their government, while around five in ten aged 50 and over did. The trust gap between the youngest and the oldest (17.8 percentage points) is almost two times larger than the OECD average (9 percentage points). This suggests a need for better initiatives targeting participation and representation of youth and strengthening the inter-generational perspective in policies and plans. These results could be related to the fact that youth have been disproportionately hit by the economic consequences of the pandemic. In 2021, job losses were concentrated among young and temporary workers, and youth are overrepresented among the newly registered unemployed (OECD, 2021_[12]). The impacts may have increased young people’s concerns about their future economic prospects and well-being, as well as their feelings of being left behind. In addition, the young are underrepresented in elective bodies: only 10% of representatives in Parliament are young, while young people represent around 20% of the national population. Moreover, there is a need to invest in political literacy and education, as young people are not familiar with public institutions.⁵ However, it is important to underscore that the OECD Trust Survey does not show a general lack of institutional trust or a completely cynical view of politics among youth. For instance, they reported higher levels of trust in the civil service and the Parliament than those aged between 30-49 years old (Figure 2.6).

Figure 2.6. Young Portuguese report lower levels of trust across institutions

Share of respondents who indicate trust in various government institutions in Portugal (responses 6-10 on a 10-point scale), 2021



Note: Figures present the share of responses 6-10 (high trust) to the question “On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust [institution]?” Responses are presented by age groups. Stars show statistically significant differences between subgroups and the reference group is the young population (age 18-29). * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level.

Source: OECD Trust Survey (<http://oe.cd/trust>)

3

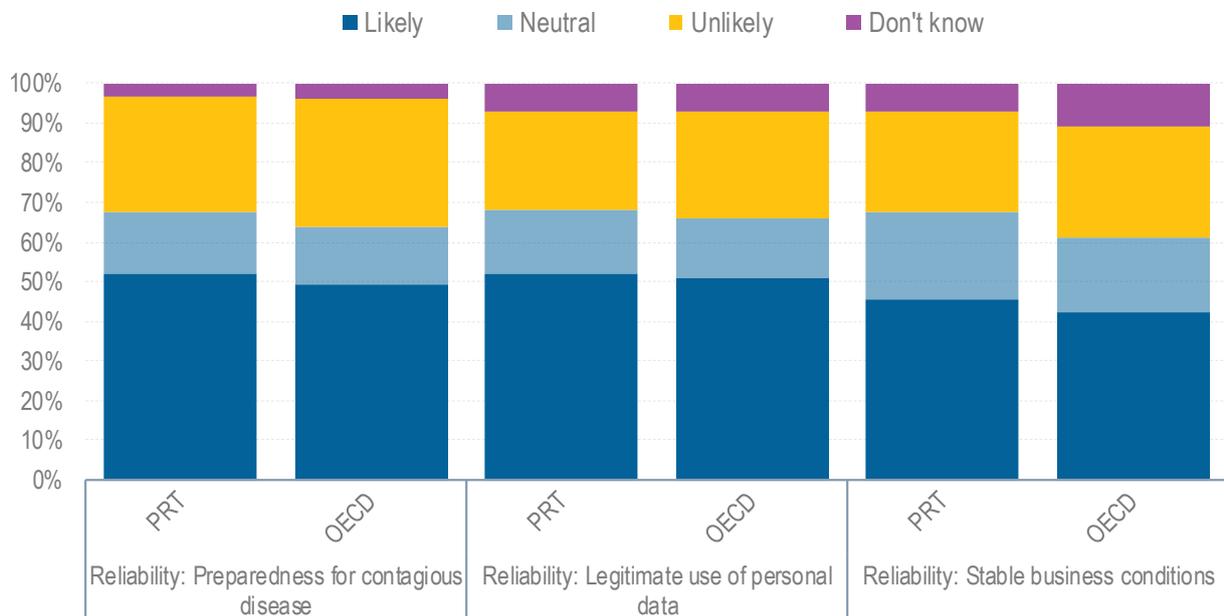
What drives public trust in Portugal?

3.1. A majority of Portuguese people view their government as reliable

According to the OECD Trust Survey, a majority of Portuguese respondents see their government as reliable in delivering services at the expected quality and in anticipating future needs and challenges. Indeed, a reliable government is one that creates and maintains an enabling environment for individuals and businesses to thrive in their endeavours and that strives for citizens' well-being. Portuguese respondents are more confident in their government's capacity to address complex crises than people in other OECD countries. Almost 52% of Portuguese people believe that public institutions would be prepared to protect people in the event of a new serious contagious disease, compared to 49.4% across the 22 surveyed OECD countries (Figure 3.1). Portugal also fares relatively well on other indicators of government reliability. A majority of Portuguese respondents (52%) are confident that the government would use their personal data only for legitimate purposes, and 46% think that the business environment would remain stable and predictable – both values above the OECD average (Figure 3.1).

Figure 3.1. A majority of Portuguese respondents see the government as reliable in the event of a future pandemic, to handle their personal data, and create stable business conditions

Share of respondents in Portugal and OECD average reporting different levels of reliability, 2021



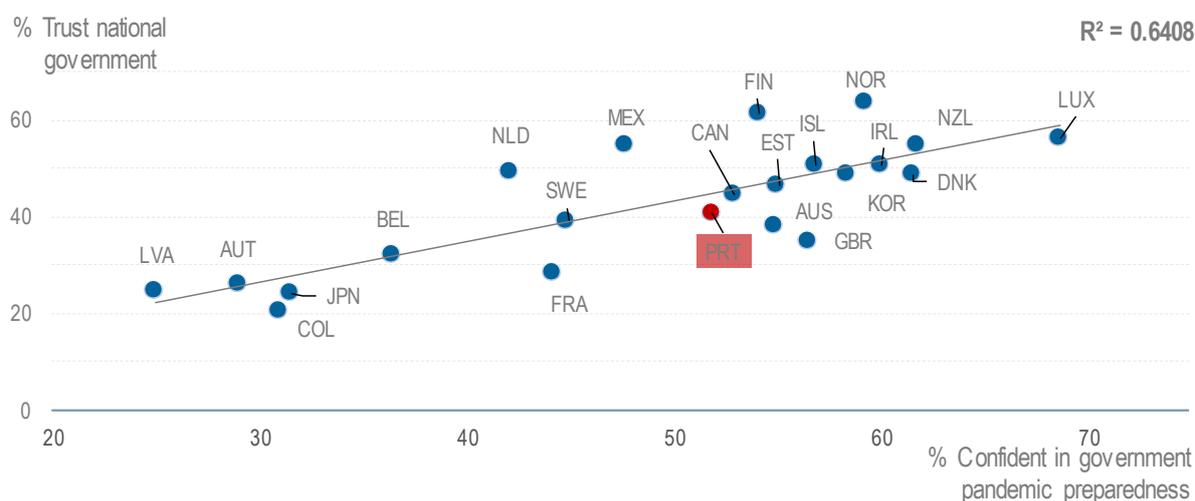
Note: Figure presents the within-Portugal distribution of responses to the questions “If a new serious contagious disease spreads, how likely or unlikely do you think is it that government institutions will be prepared to protect people’s life?”, “If you share your personal data with a [public agency/office], how likely or unlikely do you think it is that it would be exclusively used for legitimate purposes?”, “How likely or unlikely do you think it is that the business conditions that the government can influence (e.g. laws and regulations businesses need to comply with) will be stable and predictable?”. The “likely” proportion is the aggregation of responses from 6-10 on the scale; “neutral” is equal to a response of 5; “unlikely” is the aggregation of responses from 1-4; and “Don’t know” was a separate answer choice. “OECD” presents the unweighted average of responses across 22 countries. For more detailed information please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

As in other countries, the OECD Trust Survey was carried out almost two years into the COVID-19 pandemic, and thus the positive findings on preparedness for future diseases may also reflect a general assessment of the way the country was handling the pandemic and the perceived effectiveness of government interventions (Box 3.1). Across OECD countries, positive perceptions of preparedness for a future pandemic are associated with higher levels of trust (Figure 3.2). This result suggests that people see governments as having learned from the COVID-19 pandemic and underlines the importance of risk preparedness and strategic planning to enhance trust.

Figure 3.2. Positive perceptions of preparedness for a future pandemic are associated with higher trust in the national government – and vice versa

Share of respondents reporting high trust in national government and share of respondents who consider it likely that the government institutions will be prepared to protect people's lives in the event of a future pandemic, 2021



Note: This scatterplot presents the share of “trust” responses to the question “On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust the national government”, equal to the values of responses 6-10 on the response scale, on the y-axis. The x-axis presents the share of “confident” responses to the question “If a new serious contagious disease spreads, how likely or unlikely do you think it is that government institutions will be prepared to protect people’s life?”. The “likely” response is the aggregation of responses 6-10 on the response scale. For Mexico and New Zealand, trust in civil servants is used in lieu of trust in the national government as respondents were not asked about trust in the national government. For more information, find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Box 3.1. Trust gains made as a result of measures taken by the Portuguese government to address the COVID-19 pandemic

In January 2020, following the outbreak of the COVID-19, a special Task Force for Prevention and Control of the Pandemic was established in Portugal with the main objective of developing a plan to prepare for and respond to the pandemic. The task was challenging, but more than half of Portuguese people reporting to believe the government is prepared to address a new contagious disease represent successful results.

The Task Force prioritised two areas: first, to acquire vaccines and design and implement a vaccination programme for the whole population, starting with the elderly; second, to design a communication strategy aimed at encouraging confidence in the government’s pandemic response plan and its intention to protect people’s lives.

Communication was crucial in all stages of government’s response to the pandemic. The main objectives of the Portuguese Government’s COVID-19 Communication Strategy were four: to generate trust in vaccination, improve health literacy; fight fake news and misinformation; and monitor public perceptions and obstacles to vaccination, including through social media. In addition, its main features included:

- A clear separation between the technical and the political aspects of the fight against the pandemic.
- A focus on consistency and transparency.
- Solid and objective communication campaigns.
- A clear priority on the protection of the most vulnerable.
- The use of behavioural insights.

This strategy targeted a broad audience – health professionals; media; vaccination priority groups; citizens; influencers; public and private partners – and was supported by a comprehensive set of concurring actions: dissemination of regular and detailed information on the advancement of the vaccination programme; regular press conferences with well-prepared speakers and public administration officials; systematic identification and education of the public about fake news; information and education campaigns on COVID 19 and its specificities among other respiratory infectious diseases.

Two years after implementation, the plan was evaluated, and the most important outcomes of Portugal's Pandemic Strategy are:

- An improved system to monitor risk perception by the general public.
- A reinforced and more effective vaccination plan, targeting the most vulnerable.¹
- A new set of health recommendations for infection prevention.
- Improved communication approaches by the Health Authorities.
- More transparency from policy makers and public administration officers and increased trust in public institutions.
- New evidence on policy impacts and citizens behavior.
- Reinforced partnerships with academia, stakeholders, civil society, and influencers.

Note:¹ By September 2022, the government had distributed around 2.41 vaccine doses per capita, and 95% of the population were vaccinated with at least one dose (Our World in Data, 2022).

Source: Presentation by Diana Mendes, Directorate-General for Health, Ministry of Health, at the OECD-PlanAPP Workshop, 8-9 November 2022.

3.2. Portuguese people are satisfied with healthcare and education, but less so with administrative services

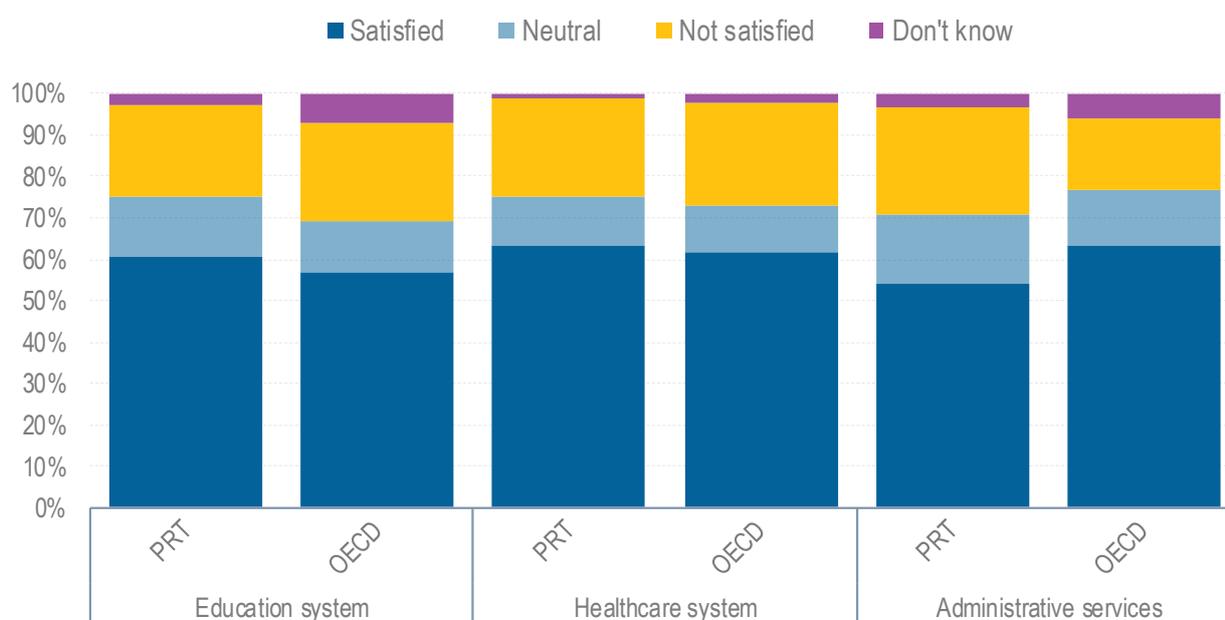
The Portuguese people are not only confident in public health preparedness, but also reported high levels of satisfaction with healthcare and education in the country, which were heavily affected by the pandemic. 63% of people are satisfied with healthcare and 60% with education, both levels above the respective OECD averages of 61% and 57% (Figure 3.3). In Portugal, a majority of people have been satisfied with the government's capacity to deliver healthcare and education since 2006. Although the trend has not been linear, citizens' appraisals of these services have improved over time – especially satisfaction with education since 2019 (Gallup World Poll Data).

Citizens' satisfaction with public services is found to be a good aggregate indicator of public service performance (Baredes, 2022^[14]). Portugal fares relatively well in other outcome measures of health and education. For instance, in 2018, Portugal performed in line with the OECD average in PISA scores for reading, mathematics and science, and was one of the few countries where the results in the three subjects improved with respect to 2015 (OECD, PISA 2018 Database). Life expectancy in Portugal is above the EU

average, and mortality from preventable and treatable causes is below the EU average (OECD/European Observatory on Health Systems and Policies, 2021^[15]).

Figure 3.3. Portuguese people are relatively satisfied with the education and healthcare systems

Share of respondents who indicate satisfaction with education, healthcare system and administrative services in Portugal and OECD average, 2021



Note: Figure presents the distribution of responses to the questions “On a scale of 0 to 10 [where 0 is ‘not at all satisfied’ and 10 is ‘completely satisfied’], how satisfied or dissatisfied are you with the healthcare system in [country] as a whole?”, “On a scale of 0 to 10 [where 0 is ‘not at all satisfied’ and 10 is ‘completely satisfied’], how satisfied or dissatisfied are you with the education system in [country] as a whole?” and “On a scale of 0 to 10, how satisfied or dissatisfied are you with the quality of administrative services (e.g. applying for an ID or a certificate of birth, death, marriage or divorce)”. The “satisfied” proportion is the aggregation of responses from 6-10 on the scale; “neutral” is equal to a response of 5; “unlikely” is the aggregation of responses from 0-4; and “Don’t know” was a separate answer choice. “OECD” presents the unweighted average across 22 countries. For more detailed information please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

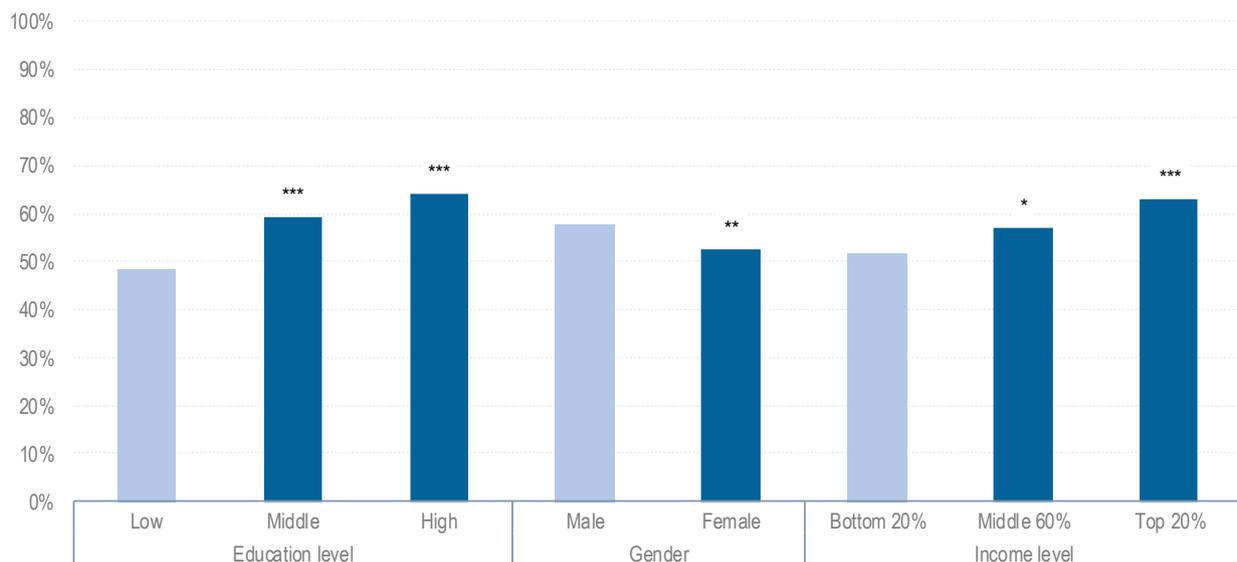
At the same time, satisfaction with administrative services, such as applying for an ID or a certificate of birth, death, marriage or divorce, in Portugal is lower than across the OECD: 54.2% of respondents reported being satisfied with administrative services in Portugal compared to 63% across the OECD (Figure 2.3). Further analysis shows that satisfaction with administrative services is the main driver of trust in the civil service (see section 4.2 Responsiveness and reliability are the factors most significantly related to trust in the civil service), thus, not surprisingly, Portuguese levels of trust in the civil service are comparatively lower too. Although the OECD Trust Survey does not provide a complete user experience to broadly explain all reasons for this dissatisfaction, it does indicate three main aspects on which further improvements may be needed. These include: 1) perceptions on access to information on administrative procedures are below the OECD average; 2) services are perceived as not responsive in terms of adapting to people needs; and 3) expectations of the innovation capacity of the public sector are low.

Access to information is a relevant component in the public perception of quality of administrative services and this is an area where Portugal should invest. In fact, even if a majority (55.1%) in Portugal thinks that information on administrative procedures is easily available, this proportion is ten percentage points below the OECD average. Further analysis finds that satisfaction with services is as high as 75% among those

who think that information on administrative procedures is easily accessible, while only 23% among those who think that information is not easily accessible. Furthermore, there are statistically significant differences in perceptions of accessibility of information by education and region, highlighting potential cognitive barriers and territorial disparities. While 48% of people with lower education levels (those who completed lower-secondary education or less) think that information on administrative procedures is easily accessible, this proportion rises to 64% for those with higher education (those who completed tertiary education). 68% of people living in Algarve find information easily accessible, while only 48% in Madeira (Figure 3.4).

Figure 3.4. Access to administrative information is perceived more difficult for low educated and lower income groups

Share of respondents in Portugal who find it likely that administrative information is easily available by education, gender and income (responses 6-10 on a 10-point scale), 2021



Note: Figure presents the “likely” proportion of aggregated responses from 6-10 to the question “If you need information about an administrative procedure (for example obtaining a passport, applying for benefits, etc.), how likely or unlikely do you think it is that the information would be easily available?”, by education, gender, income. “Top and bottom 20%” and “middle 60%” refer to the income distribution based on household’s disposable monthly income, after deducting taxes, and adding benefits and allowances. “High” education refers to ISCED 2011 levels 5-8, which refers to university-level degrees such as Bachelors, Masters or PhD, while “Middle” education refers to levels 3-4, or upper and post-secondary, non-tertiary education. “Low” refers to less than a completed upper secondary degree. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level. Reference group in light blue.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Portugal has invested heavily in improving service delivery over the last decade. For instance, it digitalised services as a way to simplify citizens’ interactions with the public administration. These investments have resulted in Portugal being ranked as one of the best-performing countries in many international indexes of digital government, such as the OECD Digital Government Index and the UN E-Government Index (UN Department of Economic and Social Affairs, 2020_[16]; OECD, 2020_[17]). But low levels of satisfaction with administrative services can also be due to a gap between the design of a policy and its full implementation, in this case, the efforts to digitalise public services and the actual use citizens make of them. Portugal is among the top EU countries in the provision of prefilled online forms and digital services for citizens and

businesses. However, only 57% of Portuguese people use digitalised administrative services, compared to the average of 64% across the European Union, mainly because of low digital skills among the population (European Commission, 2022^[18]). According to existent research, implementation problems may be increased because of the lack of interoperability of Portuguese systems, which results in citizens and businesses providing the same information several times to various parts of the public administration (Au-Yong-Oliveira, Cicero and Zoqui de Freitas, 2021^[19]).

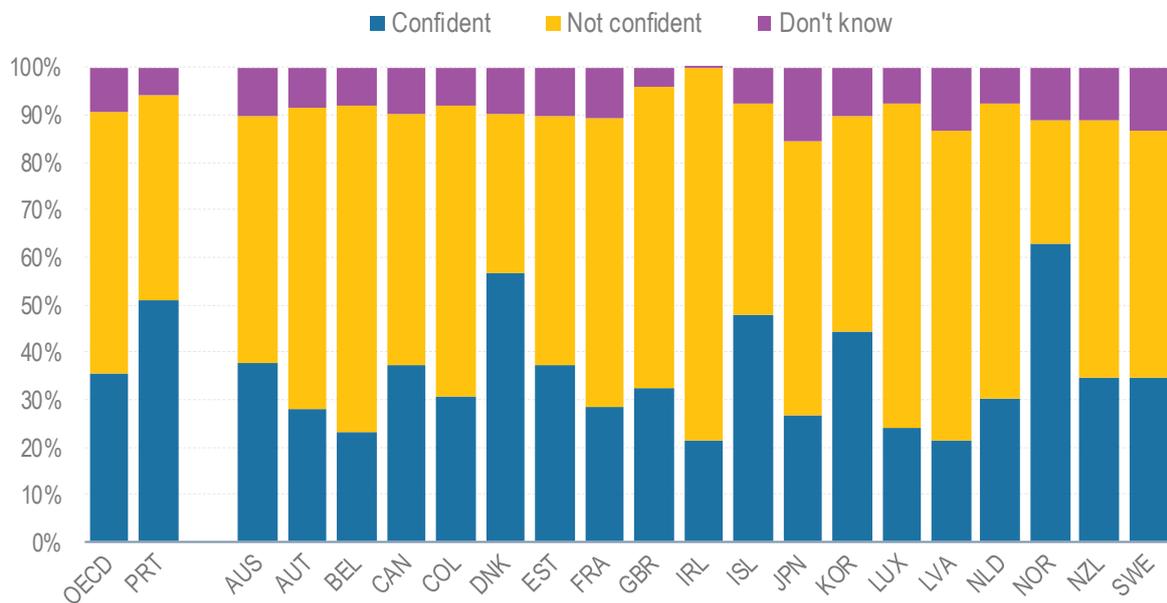
3.3. Half of Portuguese people are confident in government reliability in addressing long-term challenges, such as climate change

To tackle major, long-run societal challenges such as climate change, governments will need to build support for intergenerational redistribution and garner public confidence in the effectiveness and commitments of the proposed policies. Empirical analysis finds that public attitudes towards climate policies depend on concerns about their effectiveness and reliability of government commitment (Fairbrother et al., 2021^[20]; Dechezleprêtre et al., 2022^[21]). Portuguese respondents seem to have comparatively high confidence in their government's reliability on long-term challenges: 50.9% are confident that their country will succeed in reducing its contribution to greenhouse gas emissions, a proportion well above the OECD average (35.5%). On this indicator, Portugal is a top performer after Norway and Denmark, which is an important achievement given the large variance among countries (standard deviation of 12 percentage points) (Figure 3.5). These perceptions are also in line with reports showing that Portugal is on track to meet the Kyoto Protocol targets of greenhouse gas emissions, as well as the targets of energy efficiency and promotion of renewable energy sources. Since 2005, the country's economic growth is decoupled from its GHG emissions (Portuguese Environment Agency Climate Change Department, 2019^[22]).

Analysis from the Trust Survey finds that investing in public governance to deliver more effective policies to fight climate change may help secure more credibility and trust in government. Those who are confident that their country will succeed in reducing greenhouse gas emissions are more likely to trust the government. This relationship holds for Portugal, with a strong and positive relationship between confidence in reducing climate change and trust in the national government and, to a less extent, local government (Chapter 4).

Figure 3.5. A majority of respondents is confident Portugal will succeed in reducing greenhouse gas emissions in the next 10 years

Share of respondents that have confidence that country will succeed in reducing greenhouse gas emissions, 2021



Note: Figure presents share of responses to the question “How confident are you that your country will succeed in reducing greenhouse gas emissions in the next 10 years?” The “confident” share is the aggregation of response choices “somewhat confident” and “very confident”. “OECD” presents the unweighted average of responses across countries. Finland, Mexico, New Zealand and Norway are excluded (or partially excluded) from this figure as comparable data were not available. For more detailed information on the survey questionnaire and processes in specific countries, please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

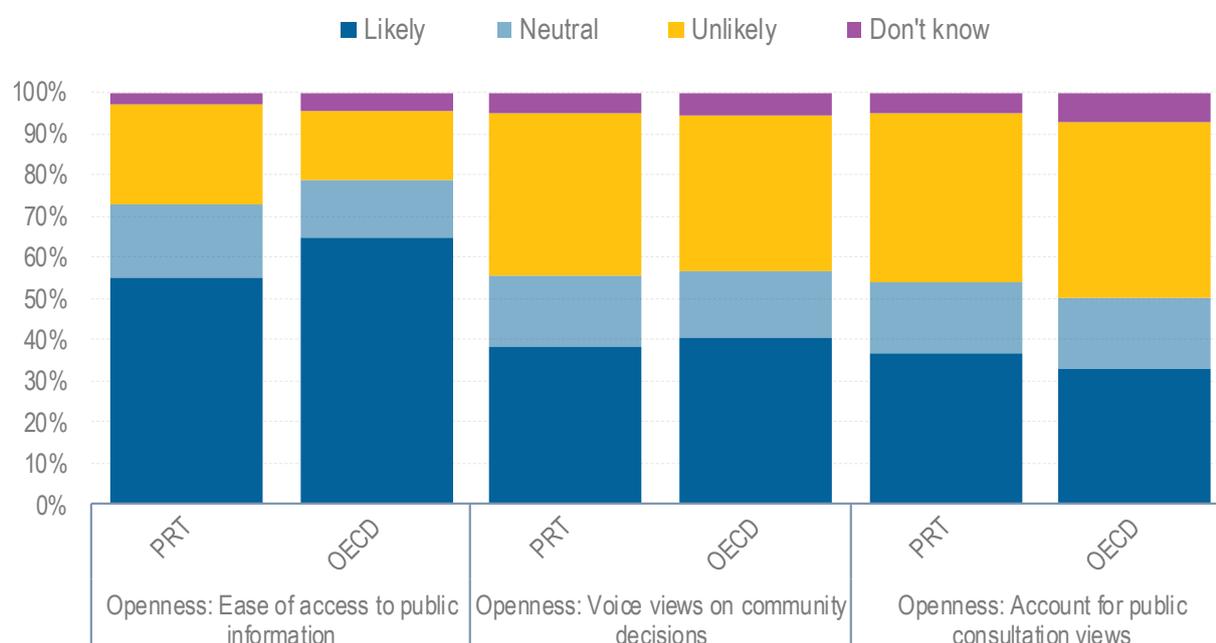
3.4. A minority of Portuguese people feel they have opportunities to voice their views and be heard

Public trust in a democracy does not only respond to government’s delivery of goods and services: citizens also have expectations regarding on how outcomes are achieved, such as whether government is open to citizens’ expressing their views and being engaged in decisions, whether procedures are fair, and whether public institutions act with integrity. In this regard, results in Portugal are less encouraging than those related to reliability and responsiveness, underscoring the fact that perceptions of having a political voice are different and go beyond aspirations enshrined.

A minority of Portuguese respondents are confident that they would have opportunities to voice their views, and even fewer think that their views would be taken into account. Only around four out of ten (38.1%) believe that they would have the opportunity to voice their views if the local government makes a decision affecting their community. Moreover, only 36.7% of Portuguese respondents perceive that it is likely that the views shared in a public consultation would be used in policy making (Figure 3.6). These results highlight that government and public institutions need to do more to show that they trust citizens and create meaningful occasion to participate and influence decisions. To this end, it is important to improve communication with the public (Box 3.2).

Figure 3.6. Only four in ten Portuguese respondents think their opinions would be considered in a public consultation or they would have an opportunity to voice their views

Share of respondents in Portugal and OECD average reporting different levels of openness, 2021



Note: Figure presents the distributions of responses to the questions: “If a decision affecting your community is to be made by the local government, how likely or unlikely do you think it is that you would have an opportunity to voice your views?”; “If you need information about an administrative procedure (for example obtaining a passport, applying for benefits, etc.), how likely or unlikely do you think it is that the information would be easily available?”; “If you participate in a public consultation on reforming a major policy area (e.g. taxation, healthcare, environmental protection), how likely or unlikely do you think it is that the government would adopt the opinions expressed in the public consultation?” The “likely” proportion is the aggregation of responses from 6-10 on the scale; “neutral” is equal to a response of 5; “unlikely” is the aggregation of responses from 1-4; and “Don't know” was a separate answer choice. “OECD” presents the unweighted average of responses across countries. For more detailed information please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Box 3.2. Building trust in public institutions and public polices: the role of public communication

Providing open and accessible information to the public, listening to them, strengthening opportunities for them to participate in public life and engaging in a dialogue with them are key aspects of openness as a driver of institutional trust. Public communication refers not only to the government function to deliver information, but also to listen and respond to citizens in the service of the common good, that is why it is key to supporting public governance. Communicating public policies in an inclusive, accessible, and effective way requires:

- Analysing and monitoring public policy perceptions and behaviours on different topics.
- Developing and adapting communication strategies to different audiences using different channels and tools to ensure they respond to preferences of different user groups (ex: young people) and are effective in addressing complex issues (ex: climate change).
- Adopting an «accessible by design approach» and ensuring communication is inclusive of all segments of society (including linguistic minorities or those affected by the digital divide)
- Strengthening the understanding and listening of audiences while ensuring the ethical use of data.

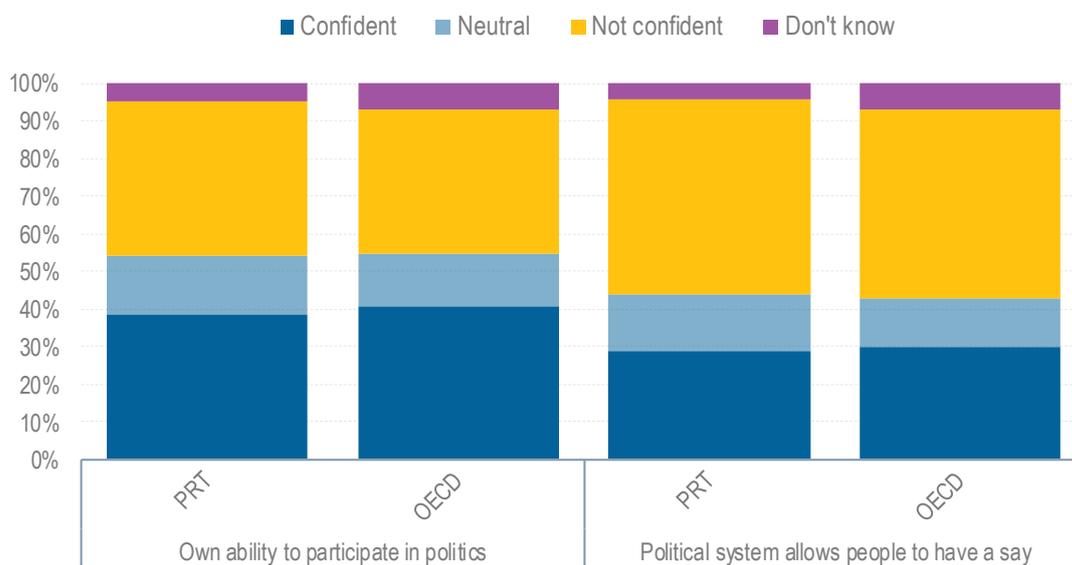
The pandemic has shown the life-saving role communication can play during crisis (see Box 3.1), yet public communicators continue to be faced with complex challenges related to the transforming media and information ecosystem. In a network society where the main means of communication are media and social media networks, communication requires not only a deep understanding of the audience and the adoption of inclusive and responsive communication practices, but also a good understanding of the crowded and complex information space in which communication takes place.

Source: (OECD, 2021^[23]); OECD, 2020 [Transparency, communication and trust: The role of public communication in responding to the wave of disinformation about the new Coronavirus](#), and presentation by Gustavo Cardoso, *Centro de Investigação e Estudos de Sociologia*, CIES (ISCTE-IUL, Lisboa) at the OECD-PlanAPP Workshop, 8-9 November 2022.

On more overtly political processes, a majority of Portuguese respondents (51.8%) think that the political system does not allow people like them to have a say in what the government does, slightly above the OECD average (50.1%). In addition, only 38.6% feel confident in their ability to participate in politics (Figure 3.7). In the same vein, trust survey data find that Portuguese people participate less in a variety of political activities than the OECD average, except for signing a petition, posting content on social media or demonstrating. Recent analysis in 30 European countries, finds that people’s perceptions of their ability to participate and influence politics have an important impact on political engagement and participation. People’s expectations that their participation will influence what government does (external efficacy) has a positive impact on traditional forms of participation, such as working for a political party or voting. An individual’s self-perception of their ability to understand political processes (internal efficacy) has a positive effect on any form of participation (Prats and Meunier, 2021^[24]).

Figure 3.7. Around one in four Portuguese respondents feel confident in their own ability to participate in politics, and less than a third believe that the system allows them to have a say in what the government does

Share of respondents in Portugal and OECD average reporting different levels of political efficacy, 2021



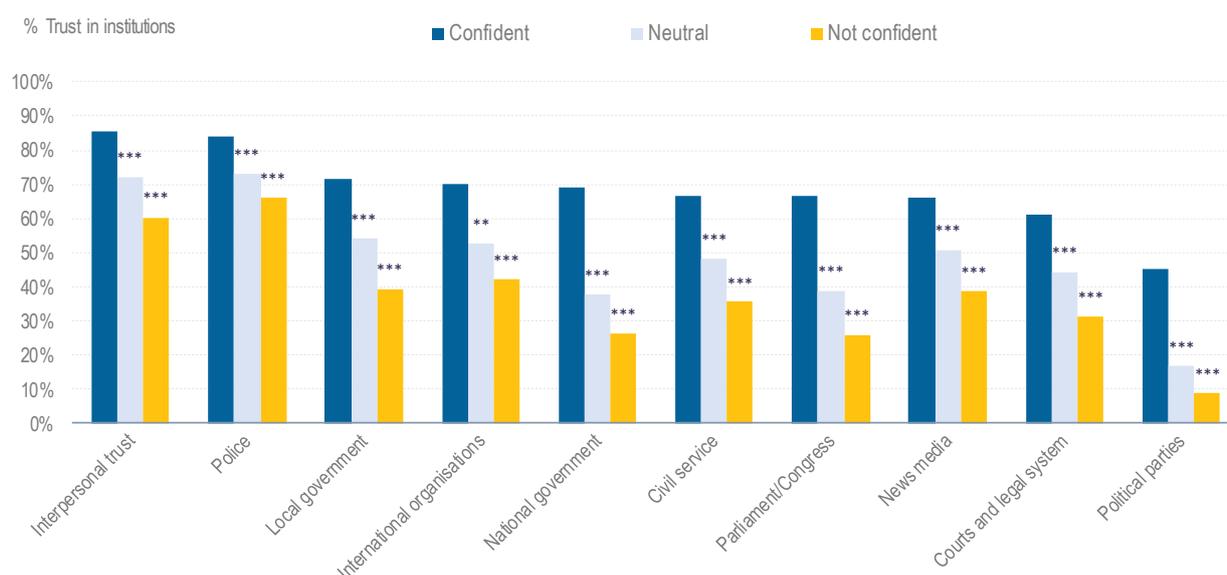
Note: Figure presents the share of responses to the questions “How confident are you in your own ability to participate in politics?” and “How much would you say the political system in your country allows people like you to have a say in what the government does?”. The “Confident” proportion is the aggregation of responses from 6-10 on the scale; “Neutral” is equal to a response of 5; “Not confident” is the aggregation of responses from 0-4; and “Don’t know” was a separate answer choice. “OECD” presents the unweighted average of responses across countries. For more detailed information please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Lack of political voice is also strongly associated with lower levels of trust in all public institutions, in news media and in others. Amongst those who feel they don't have voice in what the government does, only 26% report trusting the government, while trust increases to 69% among those who feel that they have a say in what the government does. Similar differences can be observed across all public institutions and interpersonal trust, as shown in Figure 3.9.

Figure 3.8. People who feel they have a say in what the government does report higher levels of trust in public institutions

Share of respondents who indicate high trust in various government institutions in Portugal (responses 6-10 on a 10-point scale) by political voice, 2021



Note: Figure presents the share of respondents who reported trusting a given group or institution. Respondents were asked, "On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much do you trust [insert name of institution]?" In this report, results 0-4 are grouped as not trusting; a result equal to 5 is considered neutral; and results 6-10 are grouped as trusting. Respondents could also choose the answer "Don't know." For more detailed information please find the survey method document at <http://oe.cd/trust>.

Having a say in what the government does represents the share of respondents' answers to "On a scale of 0 to 10, where 0 is not at all and 10 is completely, how much would you say the political system in [country] allows people like you to have a say in what the government does?". Confident represents answers from 6-10, 5 is considered neutral and 0-4 is considered not confident. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level.

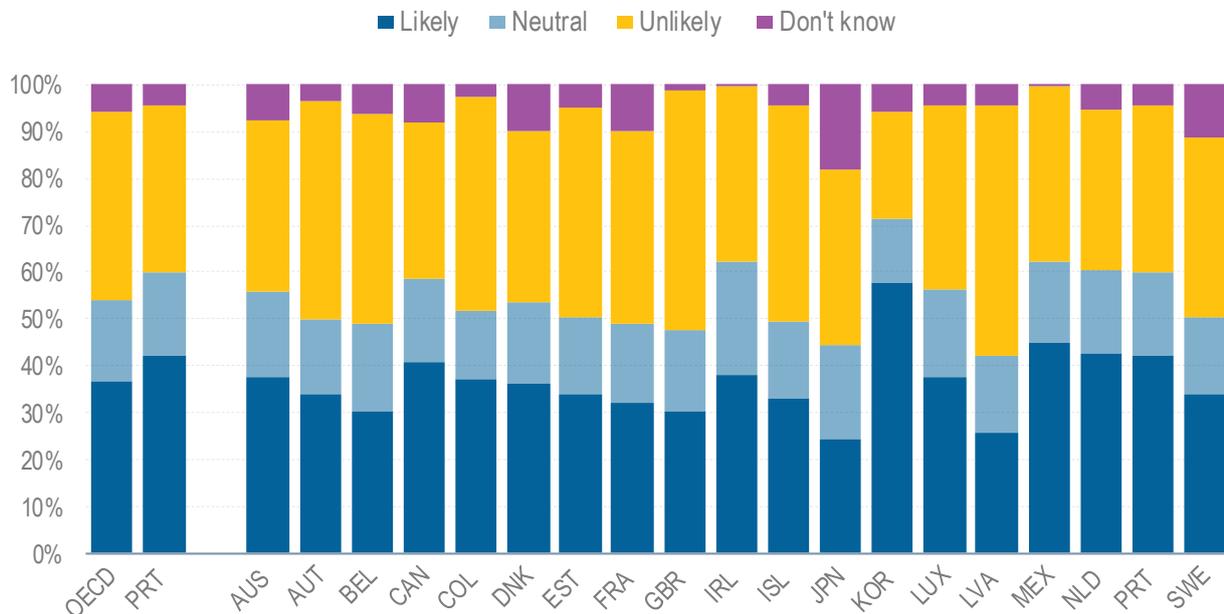
Source: OECD Trust Survey (<http://oe.cd/trust>)

3.5. Although above the OECD average, there is room to improve government responsiveness to public feedback

Portuguese people see public institutions comparatively more responsive to their demands than in other OECD countries, although responsiveness is an area where government and public institutions should invest to improve results. Indeed, 45.7% expect that a public service would be improved following public complaints, compared to 40.1% on average across OECD countries. Similarly, 42.1% believe that if more than half of the people expressed their views against a specific national policy, it would be modified, compared to 36.5% on OECD average (Figure 3.9). However, more than one-third of people in Portugal think it unlikely that the government would improve policies and public services following their complaints.

Figure 3.9. Slightly over four in ten Portuguese respondents are confident that national policies would adapt to public views, and more than three in ten are sceptical

Share of respondents reporting different levels of perceived likelihood that a national policy would be changed if a majority of people expressed a view against it (on a 0-10 scale), 2021



Note: Figure presents the within-country distributions of responses to the question "If over half of the people clearly express a view against a national policy, how likely or unlikely do you think it is that would be changed?" The "likely" proportion is the aggregation of responses from 6-10 on the scale; "neutral" is equal to a response of 5; "unlikely" is the aggregation of responses from 1-4; and "Don't know" was a separate answer choice. Finland, New Zealand and Norway are excluded from this figure as question was not asked. "OECD" presents the unweighted cross-national average. For more detailed information please find the survey method document at <http://oe.cd/trust>.

Source: OECD Trust Survey (<http://oe.cd/trust>)

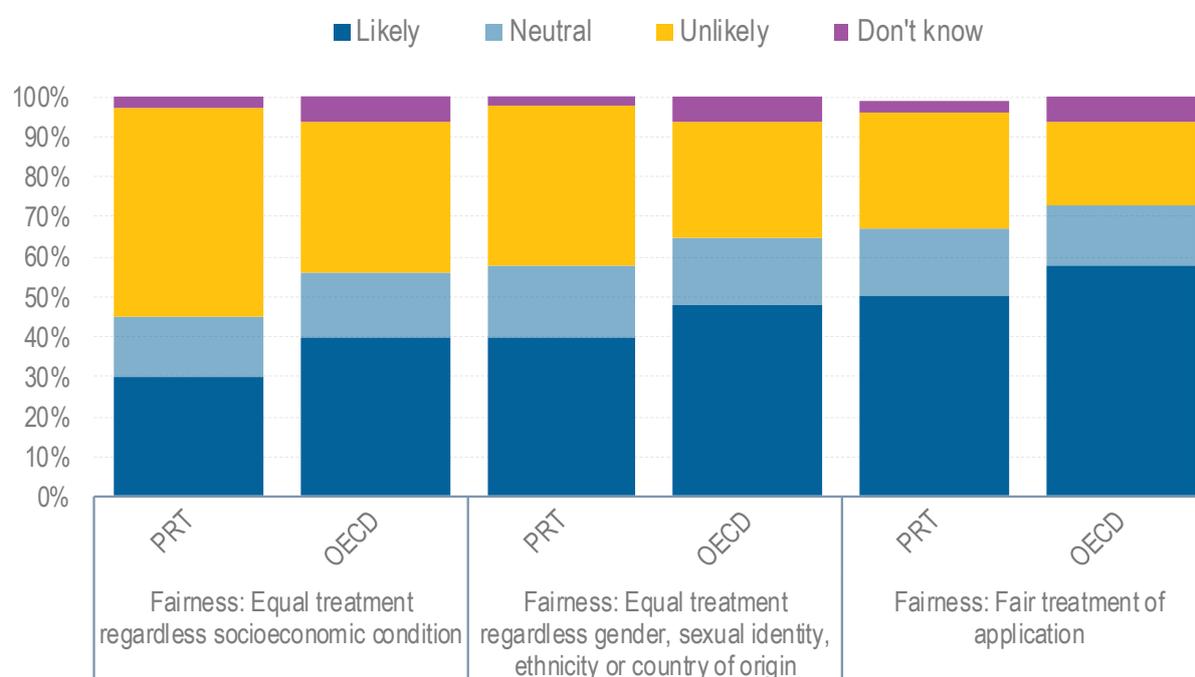
In addition, and related to public scepticism over government responsiveness, only a minority of Portuguese respondents (43.4%) think that public agencies would be willing to adopt innovative ideas to improve public services, and this has a direct impact on trust too. Those who say they are confident about innovation in a public office are much more likely to trust civil servants, they reported levels of trust two times larger than those who say that the public sector would not adopt innovative ideas.

3.6. There is a widespread perception of unfairness and lack of integrity

The Portuguese government fares comparatively worse than other OECD countries in terms of perception of public sector's fairness and integrity. A majority of Portuguese people (52%) think that civil servants would not treat rich and poor people equally, and only four in ten expect they would treat all citizens equally regardless of their gender, sexual identity, ethnicity or country of origin. In addition, only half of Portuguese respondents (50%) believe that if they or someone in their family request benefits or services from the government, such as welfare benefits, their application would be treated fairly. This proportion is eight percentage points lower than the OECD average (58%) (Figure 3.10).

Figure 3.10. Most Portuguese respondents believe that people from different socio-economic backgrounds would receive different treatment from civil servants

Share of respondents in Portugal and OECD average reporting different levels of fairness, 2021



Note: Figure presents the within-country distributions of responses to the questions “If a public employee has contact with the public in the area where you live, how likely or unlikely is it that they would treat both rich and poor people equally?”, “If a government employee interacts with the public in your area, how likely or unlikely do you think it is that they would treat all people equally regardless of their gender, sexual identity, ethnicity or country of origin?” and “If you or a member of your family would apply for a government benefit or service (e.g. unemployment benefits or other forms of income support), how likely or unlikely do you think it is that your application would be treated fairly?”. The “likely” proportion is the aggregation of responses from 6-10 on the scale; “neutral” is equal to a response of 5; “unlikely” is the aggregation of responses from 0-4; and “Don't know” was a separate answer choice. “OECD” presents the unweighted average across 22 countries.

Source: OECD Trust Survey (<http://oe.cd/trust>)

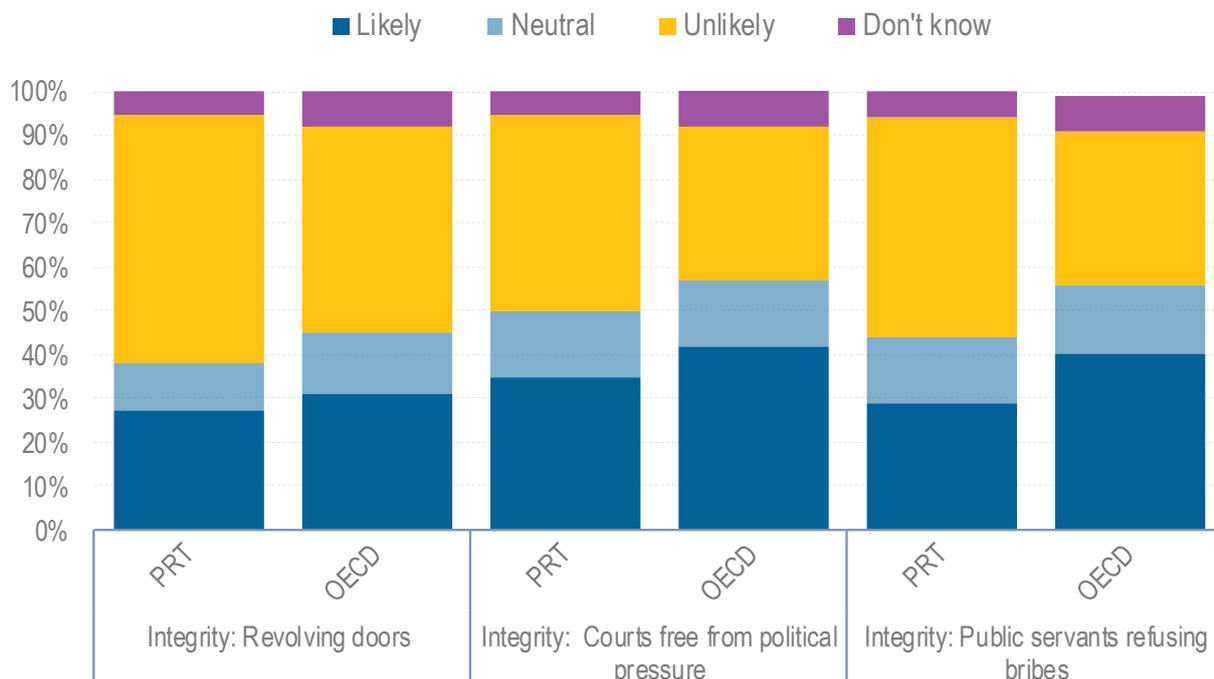
Portuguese institutions are perceived as being even less fair among economically vulnerable groups. For instance, the OECD Trust Survey results find that around six in ten Portuguese respondents with earnings in the top 20% of the national income distribution believe that if they apply for a government benefit or service their application will be treated fairly, while the share decreases to 46.5% among those in the bottom 20% of the income distribution.⁶ This is significant, considering that the actual number of beneficiaries of government programmes and services has increased as a result of the pandemic and they tend to have lower incomes (OECD, 2021_[12]).

Linked to perceptions of unfairness, a majority of Portuguese people think that the government should prioritise policies to improve fairness and reduce inequalities. For example, around eight in ten respondents reported that the government should do more to provide equal opportunities to all, compared to six in ten across the OECD. Similarly, 45% of Portuguese respondents indicated that they would like their government to co-operate with other countries in reducing inequality and discrimination, compared to 23% on average across OECD countries. This aligns with results from previous analysis that found nine in ten Portuguese people believe the government should take measures to reduce differences in income levels (ESS, 2018_[25]).

In a similar vein, most Portuguese respondents perceive that there is a lack of adherence to ethical values, principles and norms that urge public institutions and officials to prioritise the public interest over private interests. For instance, 56.7% of respondents in Portugal believe that a high-level politician would not refuse a job offer in the private sector in exchange for a political favour, and half of Portuguese people (49.6%) believe that a civil servant would accept money in exchange for access to a public service – a 15 percentage points gap compared to a 35.7% across the OECD (Figure 3.11). These results are consistent with results from other surveys, experts' reports and academic research (OECD, 2021^[12]; GRECO, 2022^[26]).⁷

Figure 3.11. A majority of Portuguese respondents perceive public integrity as being low

Share of respondents in Portugal and OECD average reporting different levels of integrity, 2021



Note: Figure presents the within-country distributions of responses to the questions “If a high-level politician was offered the prospect of a well-paid job in the private sector in exchange for a political favour, how likely or unlikely do you think it is that they would refuse it?”, “If a court is about to make a decision that could negatively impact on the government’s image, how likely or unlikely do you think it is that the court would make the decision free from political influence?” and “If a public employee were offered money by a citizen or a firm for speeding up access to a public service, how likely or unlikely do you think it is that they would refuse it?”. The “likely” proportion is the aggregation of responses from 6-10 on the scale; “neutral” is equal to a response of 5; “unlikely” is the aggregation of responses from 0-4; and “Don't know” was a separate answer choice. “OECD” presents the unweighted average across countries.

Source: OECD Trust Survey (<http://oe.cd/trust>)

The courts are also seen as easily swayed by political interference. Only one-third of Portuguese respondents believe that courts would act free from political pressure, which could be related to the reported low levels of trust in courts (Figure 2.3). Indeed, 58% of respondents who reported not trusting the courts believe that they susceptible to political influence, while this proportion is 33% among those who do trust the courts, a difference of 25 percentage points. Beyond perceptions of a lack of independence, further research shows that low levels of trust in courts could be also related to a lack of accountability of their actions (Garoupa and Magalhães, 2020^[27]).

In contrast to perceptions on fairness, expectations concerning public integrity are worse among the richest and the highest educated Portuguese people.⁸ The differences among levels of income or education are

in some cases small but all statistically significant. For instance, 24% of those with higher education think that a politician would reject a private sector position in exchange for a favour, compared to 29% among those with lower education. The bigger gaps are regional, between respondents from Madeira and Portuguese respondents living in other regions.

Research in European countries found a strong correlation between perceptions of corruption and lower levels of trust (Mungiu-Pippidi, 2015^[28]), and fairness perceptions lead to higher acceptance and compliance with policies and regulations (OECD, 2017^[29]). In this regard, the above results may suggest a need for reinforcing initiatives to address low perceptions of integrity and fairness. The guidance prepared by the OECD to tackle fraud and corruption risks in European Structural and investment funds, could be a good example to take into account (Box 3.3).

Box 3.3. Some OECD insights to tackle fraud and corruption risks in European Structural and investment funds

As a result of a project carried out to support the Slovak Republic to devise a strategy and build capacity to manage fraud and corruption risks related to European structural and investment funds, the OECD identified three key areas on which countries could focus to improve on addressing corruption risks and prevent fraud. Both areas identified and specific actions proposed are based on illustrative schemes that highlight typical perpetrators at different stages of project cycles and what tactics they employ to defraud the EU budget. The identified areas for countries to improve include:

1. Strengthen the effectiveness, coherence and co-ordination of existing strategies for managing fraud and corruption risks and implementing risk-based control activities in EU-funded projects;
2. Improve the effectiveness of methodologies and tools for identifying and assessing fraud and corruption risks in Operational Programmes (OP), including the use of data for analytics, leveraging risk assessments to inform decision making, and monitoring and evaluation (M&E) of fraud and corruption risk management; and
3. Enhance activities and mechanisms that promote a government-wide culture of risk management related to ESI Funds, such as working groups, awareness-raising initiatives and technical trainings.

Source: (OECD, 2019^[30]) and <https://www.oecd.org/gov/ethics/prevention-fraud-corruption-european-funds.pdf>

4 Where to invest to strengthen trust in Portuguese institutions?

This section focuses on better understanding how public governance affects trust in national government, local government, and the civil service in Portugal. While the previous chapters have shown descriptive findings of the relationship between trust and people's perceptions of government reliability, responsiveness, integrity, openness and fairness, this chapter investigates the impact of government's competencies and values on trust in the national government, local government, and civil service.

Establishing a causal relationship between public governance drivers and trust with observational data is a complicated task. The causal relationship between drivers and trust likely moves in both directions, and many variables may not be observable. Notwithstanding this caution, the model tested yields robust results (see Annex B).

The results in this chapter provide a general indication of the policy areas where investment would produce the greatest dividend in people's trust in national government, local government and the civil service. The section provides also an assessment of the efforts required to achieve these trust gains, based on how Portuguese people judge current government's performance on the various public governance drivers.

The analysis of the drivers of trust in Portugal suggests three main results.

First, the determinants of trust differ across institutions, indicating a need to better target policies to build or strengthen trust in the national government, the local government, or the civil service.

Second, government reliability, in particular preparedness for future diseases and capacity to tackle climate change, is a key driver of trust both in the national and local government. This result underscores the relevance of strategic planning and forward-looking policies in the country.

Finally, satisfaction with administrative services is a significant driver of trust in the national government and civil service, signalling an area where improvements are needed to enhance trust in Portugal.

4.1. Perceptions of government's reliability and having a say in politics are the factors most significantly related to trust in the national government

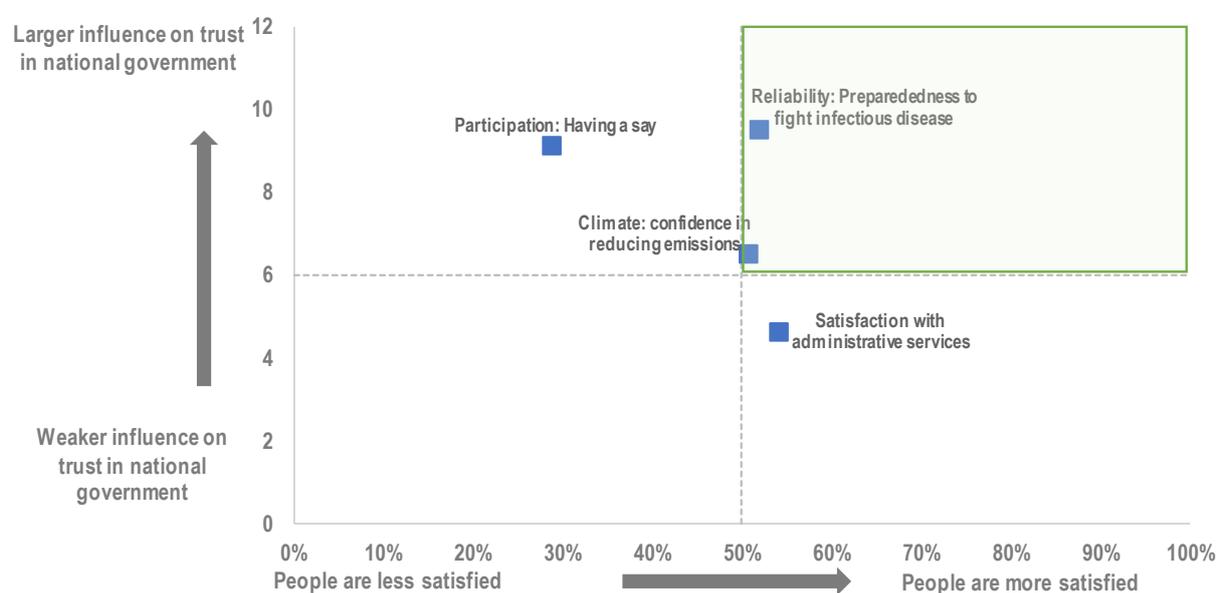
Aspects related to the government's reliability, political efficacy, and satisfaction with administrative services are the main drivers of trust in the national government in Portugal. People's perception that the government is prepared to fight future infectious diseases (reliability) has the largest effect on trust in the national government (9.5 percentage points), while at the same time, people are already sufficiently satisfied with the Portuguese governments' preparedness, shown in the upper right corner in green in Figure 4.1. In this regard, government preparedness is crucial for trust, and it will not require considerable investments for the Portuguese government to keep being prepared and anticipating future crises. An increase in Portuguese people's confidence in having a say in what government does would have a similar large effect on trust in national government (9.2 percentage points). Yet, few people feel they currently

have a political voice (29%) and investment in making more people feel heard would require more efforts to yield large potential trust gains. People's confidence that Portugal will succeed in reducing greenhouse gas emissions and satisfaction with administrative services are the other two relevant drivers of trust in the national government. Around half of the people are currently satisfied with the performance of both and potential trust gains are 6.5 percentage points and 4.6 percentage points respectively.

In sum, the matrix in Figure 4.1 shows the main drivers of trust in national government and how people perceive them. The green right corner highlights drivers with possible high trust gains, that would require less investment, as the starting points of how people currently perceive these drivers, are already high.

Figure 4.1. Reliability and political efficacy are key determinants of trust in the national government

Percentage point change in trust in national government in response to improvements in selected variables (Y-axis) and shares of the noted variable in Portugal (X-axis), 2021



Note: Figure shows the statistically significant determinants of self-reported trust in government in a logistic estimation that controls for individual characteristics and self-reported levels of interpersonal trust. All variables depicted are statistically significant at 99%. Satisfaction with administrative services is statistically significant at 90%. Only questions derived from the OECD Trust Framework are depicted on the x-axis, while individual characteristics such as age, gender, education, which also may be statistically significant, are not shown.

Source: OECD Trust Survey (<http://oe.cd/trust>)

4.2 Responsiveness and reliability are the factors most significantly related to trust in the civil service

The three most important drivers of trust in the civil service in Portugal are satisfaction with administrative services; responsiveness of public services to adapt to people's needs and confidence that government makes legitimate use of personal data. While these main drivers of trust in the civil service are related to the government's competence, there is no relevant impact of aspects related to values (openness, integrity, or fairness) that guide the government's actions⁹.

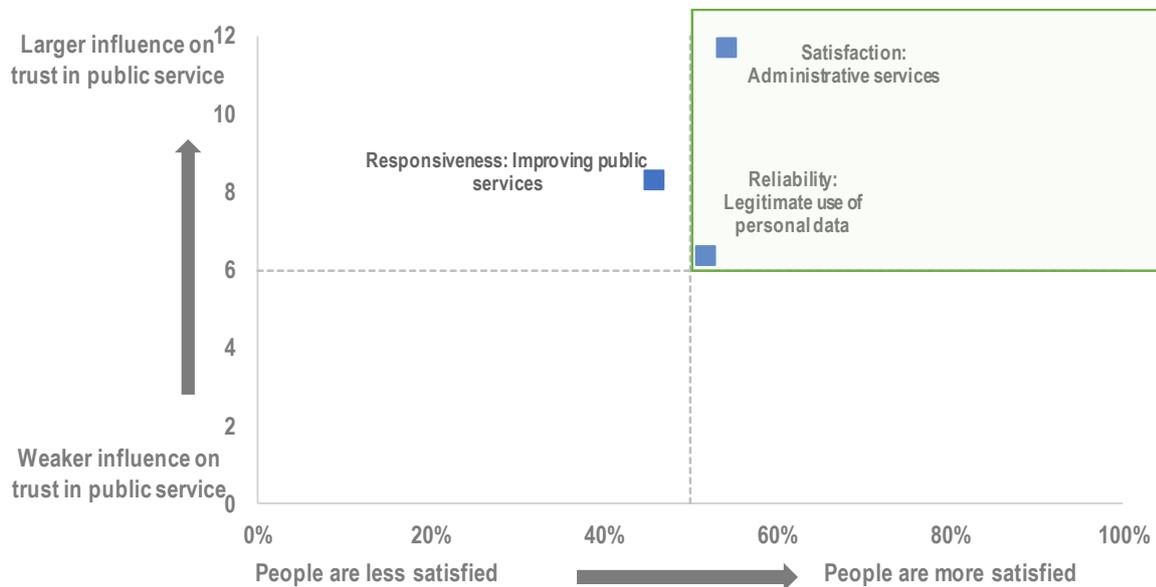
A majority of people are satisfied with administrative services in Portugal and further investments in satisfaction would yield a potential trust gain of 11.7 percentage points (Figure 4.2). While it is intuitive that satisfaction with administrative services is a top driver of trust in the civil service, the size of the impact in

Portugal is almost two times higher than on average across OECD countries. An investment in people's confidence that public services would improve following complaints would also have large returns on trust in the civil service (8.3 percentage points). Yet, fewer Portuguese are currently confident about the responsiveness of public services (45.7%) than satisfied with the delivery of administrative services (54.1%). Therefore, larger investments in improving responsiveness of public services to public complaints may be required to yield potential trust gains.

The third relevant driver of trust in the civil service is government's legitimate use of personal data, a topical point in the context of the pandemic and rapid digitalisation of many public services. More than half of Portuguese people are satisfied with government's use of personal data and an increase in people's satisfaction would yield an increase in trust in the civil service of 8.3 percentage points (Figure 4.2).

Figure 4.2. Satisfaction with administrative services has the highest explanatory power for trust in the civil service

Percentage point change in trust in public service in response to improvements in selected variables (Y-axis) and shares of the noted variable in Portugal (X-axis), 2021



Note: Figure shows the most robust determinants of self-reported trust in civil service in a logistic estimation that controls for individual characteristics and self-reported levels of interpersonal trust. All variables depicted are statistically significant at 99%. Only questions derived from the OECD Trust Framework are depicted on the x-axis, while individual characteristics such as age, gender, education, which also may be statistically significant, are not shown.

Source: OECD Trust Survey (<http://oe.cd/trust>)

4.3. Perceptions of openness, fairness and reliability are key determinants of trust in local government

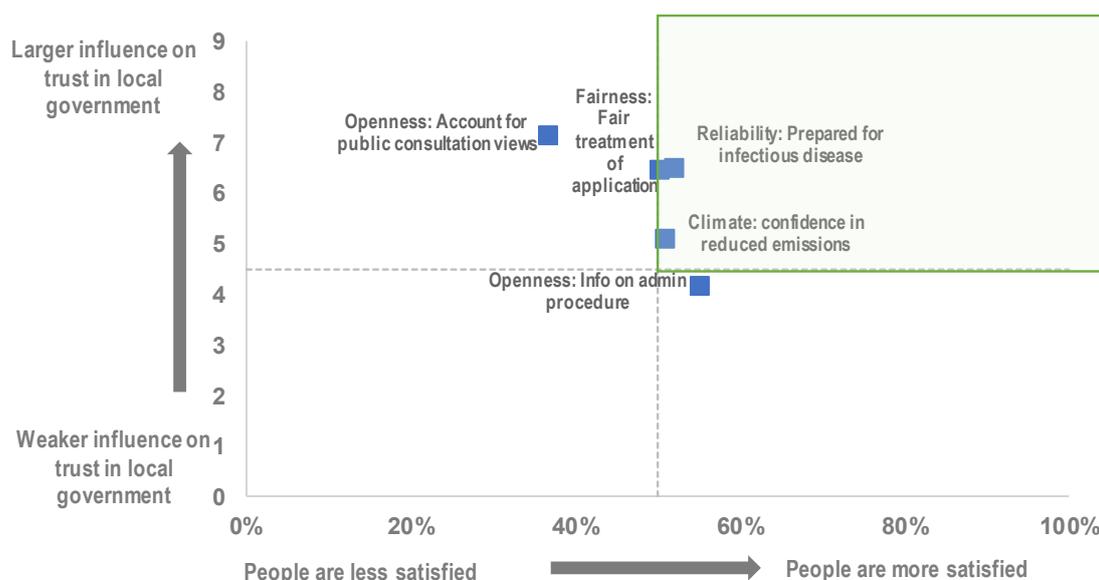
Perceiving the government as open, fair, and prepared to address a future pandemic are the most relevant drivers of trust in local government in Portugal. Aspects related to the values and ways policies and services are delivered are important for Portuguese' perceptions and expectations at the local level, and less relevant for trust in national government and civil service (Figure 4.3).

Increasing people's perception that public authorities incorporate feedback from public consultations would yield a 7.2 percentage points trust gain in the local government. Yet, improving people's views on government openness would require larger investments than on the other relevant drivers, as only 36.7% of Portuguese people are currently satisfied with government's use of feedback from public consultations. More people are optimistic about the availability of administrative information (55.1%) - another aspect of government openness - and the investments needed might be smaller, same as the returns on trust (4.2 percentage points). Another top driver of trust in the local government is the perception of fairness of public services. Trust in the local government would increase by 6.5 percentage points if people would become more confident that requests for public benefits would be treated fairly.

Improvements on people's perception of government preparedness for a future pandemic and people's confidence that the country would reduce greenhouse gas emissions would have large positive effects on trust in the local government (6.3 percentage points). These are areas of minor investments, as the majority of people in Portugal already have positive perceptions about government's current performance.

Figure 4.3. Openness and reliability are significantly associated with trust in local government

Percentage point change in trust in national government in response to improvements in selected variables (Y-axis) and shares of the noted variable in Portugal (X-axis), 2021



Note: Figure shows the most robust determinants of self-reported trust in local government in a logistic estimation that controls for individual characteristics and self-reported levels of interpersonal trust. All variables depicted are statistically significant at 99%. Ease of access to public information is statistically significant at 90%. Only questions derived from the OECD Trust Framework are depicted on the x-axis, while individual characteristics such as age, gender, education, which also may be statistically significant, are not shown.

Source: OECD Trust Survey (<http://oe.cd/trust>)

5 Special focus chapter: Inclusive, evidence-informed policy making and public trust

Policy making is at the core of the relationship between governments and people, as it shapes the outcomes of public policies on people's daily lives and how they perceive their institutions and policy makers. Policy-making processes are complex, with decisions that need to be informed by evidence and facts, but also acknowledging and balancing multiple interests, costs and benefits for different population groups in the short and long term, as well as impacts on other policy areas.

Ensuring open and equal access to policy-making processes is crucial for a healthy public life and effective policies. It implies that policy makers will be better informed to legislate and that most interests will be included and represented in policy outcomes. Yet, according to OECD's Indicators of Regulatory Policy and Governance, Portugal scores below the OECD average on engaging different stakeholders in developing regulations (OECD, 2021^[31]), and there are still some weaknesses for what concerns an evidence-informed policy making (SGI, 2021^[32]). For instance, the country only implemented regulatory impacts assessments in 2017.

Scientific evidence and expertise are key inputs for policy making. Scientific inputs can help fight mis and dis-information and may also strengthen the perception of government's competence and consequently have a positive impact on trust. With these premises, Portuguese authorities asked to include three additional questions in the OECD Trust Survey implemented in Portugal to better understand how citizens view the relationship between experts and policy and how they assess the inclusiveness of the policy making processes. Portuguese respondents were asked to:

1. Select four policy topics on which the government should listen to people more
2. Select four policy topics on which the government should listen to scientists more
3. Assess how much scientists are involved in policy-making processes in the country

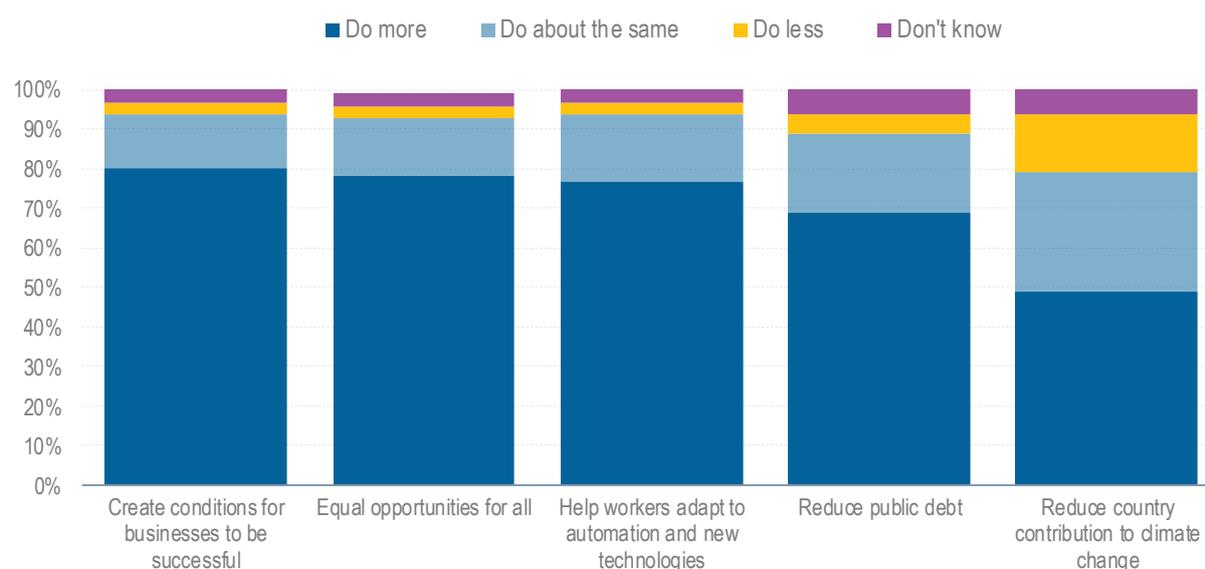
Results from this pilot module of questions are presented in detail in this chapter, together with analysis of their relationship with trust in public institutions and other public governance aspects. The results show the importance of better understanding the role of expert advice in policy making. Reflecting the outcomes of the workshop organised by PlanAPP and the OECD on 8-9 November 2022 on the theme, the last part of the chapter provides some reflections on the opportunities to strengthen the scientific advisory functions for more inclusive and evidence-informed policy making. It also provides suggestions to refine the questions in the pilot module, with a view to replicating the experimental module in future applications of the OECD Trust Survey in Portugal and extending it to other interested OECD countries.

5.1. A large majority of Portuguese respondents want the government to do more to support business and workers and provide equal opportunities

When asked about the degree to which their government should prioritise different policies from a list of five policy areas, a large majority of Portuguese people responded that they would like the government to do more to create opportunities for businesses to be successful (80%), providing equal opportunities for all (78%), and helping workers adapt to automation and new technologies (77%). Almost 70% of Portuguese respondents say government should prioritise reducing public debt and almost 50% would like the government to do more on tackling climate change. On the latter, 30% of Portuguese people report being satisfied with their government's efforts (Figure 5.1). Top policy priorities in Portugal are similar to those across 22 OECD countries, although the share of Portuguese respondents who said the governments should do more on these issues is larger – by around ten percentage points - than the OECD average.

Figure 5.1. People would like their government to do more on issues related to the business environment, equal opportunities and helping workers adapt to automation

Share of respondents who indicate a preference for their government to prioritise (or do about the same, or deprioritise) a variety of policy issues, 2021



Note: Figure presents responses to the question “On the following issues, do you think the government should be prioritising them more, about the same, or less?”. The “Do more” proportion is the aggregation of responses “A lot more” and “More”; “About the same” is equal to a response of 5; “Do less” is the aggregation of responses “A lot less” and “Less”; and “Don't know” was a separate answer choice.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Defining whether these issues should be addressed mainly by reaching a social consensus or by following expert advice requires a better understanding of citizens' views on their own role, and that of experts, in decision making. The results from the OECD Trust Survey indicate that one-size-fits-all initiatives may not be effective and could generate scepticism among the population, as responses show the importance of engaging diverse groups according to the policy topics at issue.

5.2. People would like to be heard more on policies concerning social matters

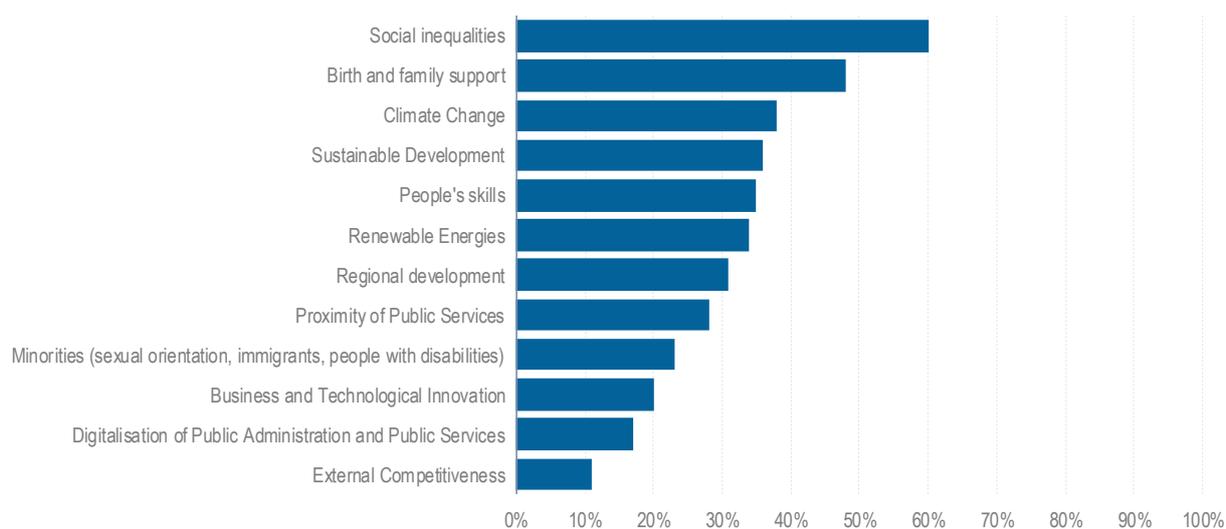
An important element distinguishing democracy from other forms of government is equal opportunities for representation in decision making, but governments are still broadly seen as unresponsive to people's demands and interests (OECD, 2022^[2]). In recent years, Portugal introduced a number of initiatives to enhance people's involvement in decision making and provide new channels of participation alongside traditional representative institutions. For example, it launched national participatory budgets (2017); *Participa.gov* (2021), a support platform for public administration participatory processes, in which citizens can submit proposals and decide through their vote; and the public consultation portal *Consultalex.gov.pt*, which allows citizens to follow and participate in legislative and regulatory procedures through diploma consultation and response to public consultation calls.

Results from the OECD Trust Survey show that, despite many initiatives, there is a strong demand from Portuguese for more involvement, especially on policies related to social and welfare matters. In addition, demands for more involvement in policy making vary according to socioeconomic characteristics, and people's satisfaction with public institutions and their own capacity to participate in political matters.

According to the OECD Trust Survey, 60% of Portuguese respondents indicated that they would like the government to listen more to them on policies around social inequalities, and 48% reported that they would like to be heard more on issues related to childbirth and family support. Climate change and sustainable development are the next ranked policy areas where Portuguese would like the government to listen more to citizens. On the other hand, people expressed lower demand for involvement in policy making with respect to policies on competitiveness, digitalisation, and innovation, maybe signalling a preference for policy areas perceived to be less technical and whose impacts are directly felt on daily lives (Figure 5.2).

Figure 5.2. Portuguese respondents would like to be heard more on social and environmental policies

Share of respondents who want their government to listen more to citizens on specific policy issues (four top policy issues), 2021



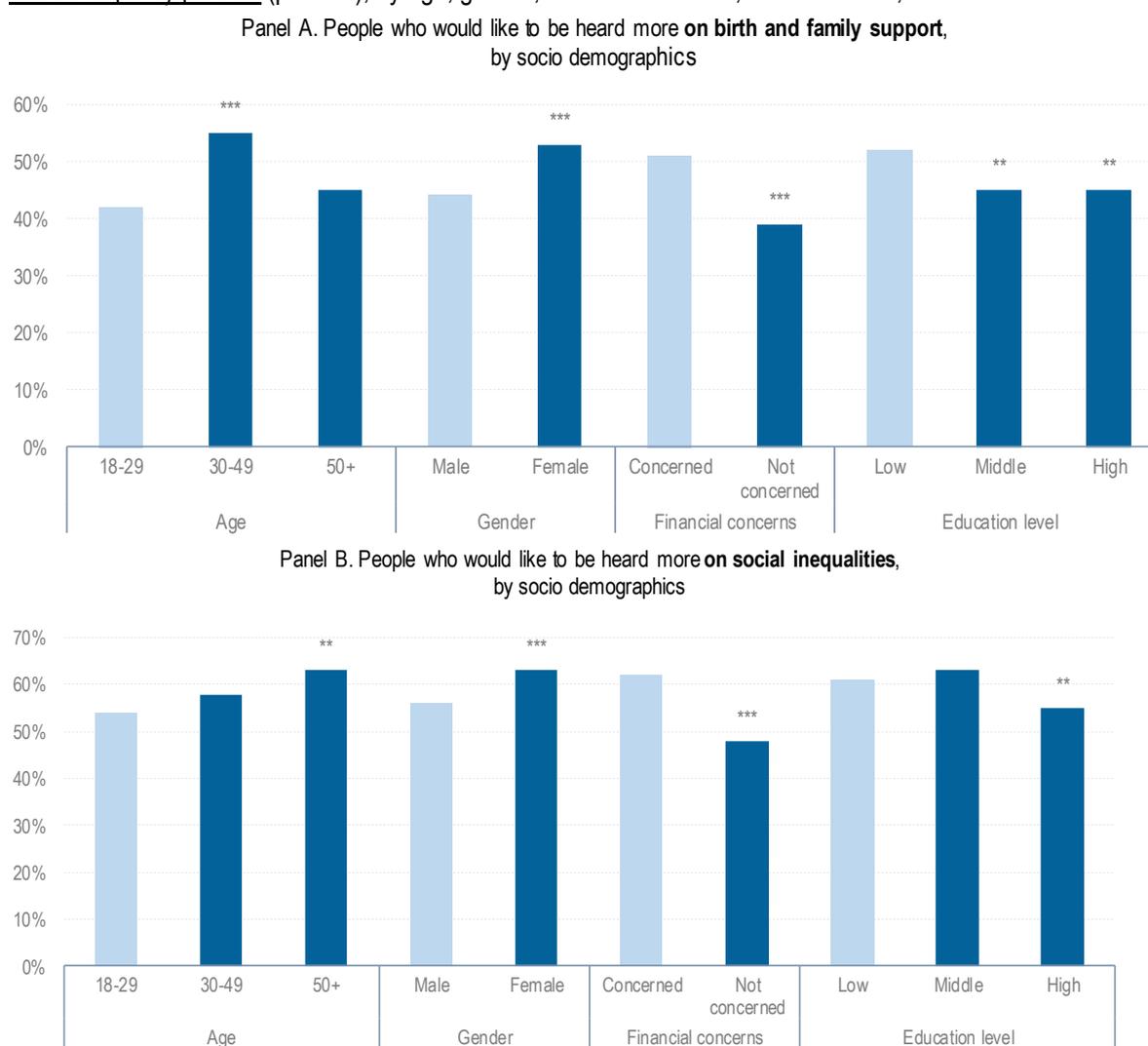
Note: Figure presents responses to the question "Choose the four topics in which the government should listen more to its citizens". Shows top four policy issues that respondents selected among the 12 policy options they were given.

Source: OECD Trust Survey (<http://oe.cd/trust>)

The policy areas in which citizens would like to be heard more also vary according to socio-economic characteristics, reflecting the specific needs of different population groups and supporting the idea that perceptions of policy making are strongly linked to the impact policies have on people's daily lives. For instance, 53% of women would like the government to listen more to citizens on childbirth and family support, compared to 44% of men, and 55% of those aged 30-49 compared to 42% of those aged 18-29 would like to be heard more on this issue. Similarly, 62% of those who experience financial concerns would like to be heard when government addresses inequalities, compared to 48% of those who do not have financial concerns. A similar gap is found between those who self-reported low and high social status (Figure 5.3).

Figure 5.3. There are differences between socio-economic groups on policies that people would like to be heard more

Share of respondents who want their government to listen more to citizens on family support policies (Panel A) and on social inequality policies (panel B), by age, gender, financial concerns, and education, 2021



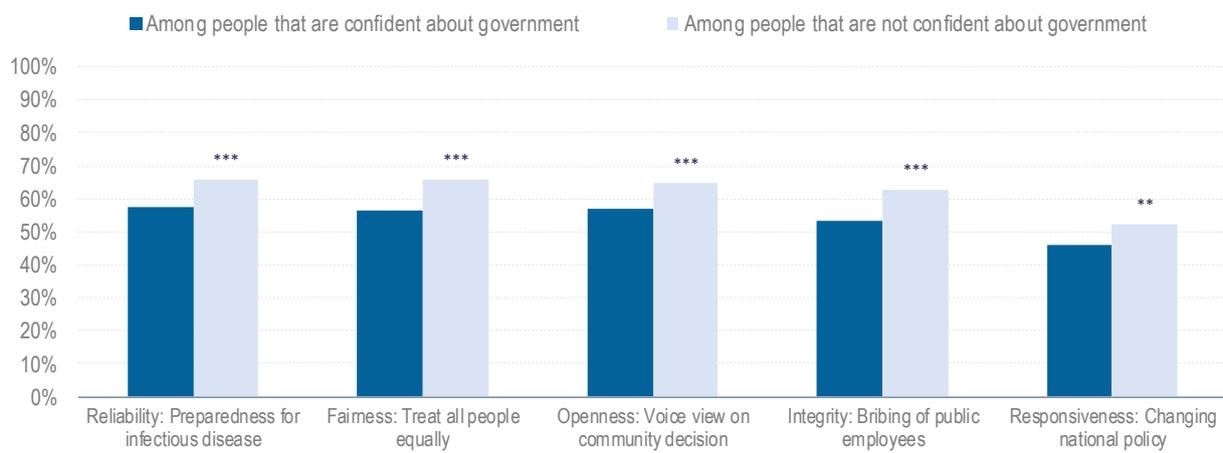
Note: Figure presents responses to the question "Choose the four topics in which the government should listen more to its citizens". Shows disaggregation for age, gender, financial concerns and education level for the answer "birth and family support" and "social inequalities" among the top 4 issues mentioned by respondents among 12 policy issues. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level. Reference group in light blue.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Demands to be heard are higher among people less satisfied with the integrity, responsiveness, reliability, openness, and fairness of government. For example, those who are sceptical that public employees would refuse a bribe, treat all equally, or that government would be prepared for a future pandemic, or that citizens can voice concerns on matters in their community, would also like to be heard more in policy making to address social inequalities (Figure 5.4).

Figure 5.4. Portuguese respondents who are less confident about government competence and values, ask to be heard more on social inequalities

Share of respondents who mention social inequalities as one of the four topics that government should listen more to citizens, by respondents' perceptions of government's integrity, reliability, openness and fairness, 2021



Note: Figure presents the responses to the question “Choose the four topics in which the government should listen more to its citizens” for respondents that mentioned “social inequalities” among their top 4 topics (for responsiveness the issue chosen is “birth and family support”). Responses are disaggregated by the following four questions: “If a public employee were offered money by a citizen or a firm for speeding up access to a public service, how likely or unlikely do you think it is that they would refuse it?”; “If a new serious contagious disease spreads, how likely or unlikely do you think it is that government institutions will be prepared to protect people’s life?”; “If a decision affecting your community is to be made by the local government, how likely or unlikely do you think it is that you would have an opportunity to voice your views?”; “If a government employee interacts with the public in your area, how likely or unlikely do you think it is that they would treat all people equally regardless of their gender, sexual identity, ethnicity or country of origin?”. The “likely” proportion is the aggregation of responses from 6-10 on the scale; “unlikely” is the aggregation of responses from 0-4. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level. Reference group in light blue.

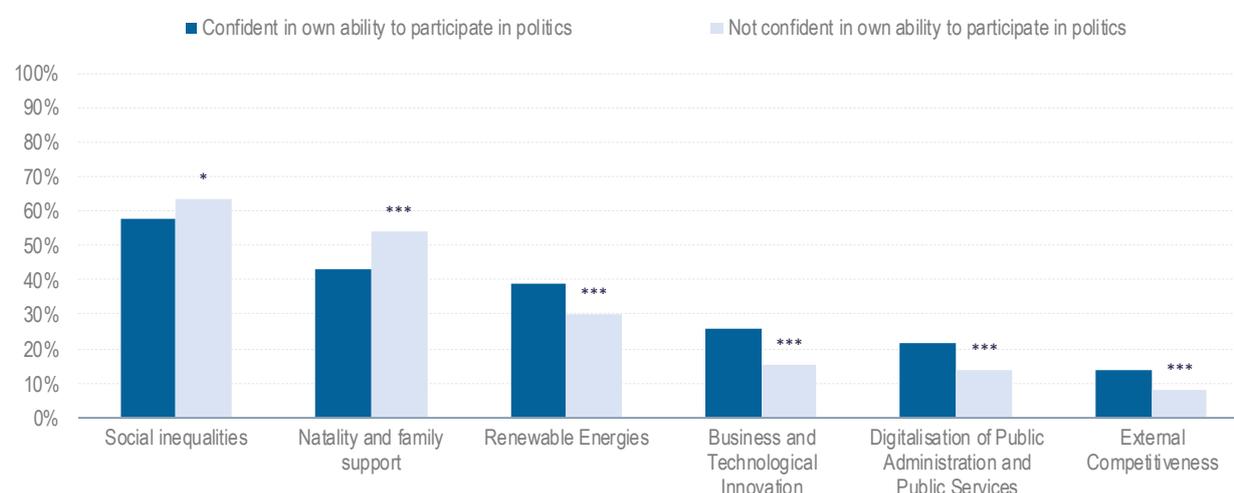
Source: OECD Trust Survey (<http://oe.cd/trust>)

On the other hand -- perhaps related to the fact that governments are institutions of a political nature, and as such people’s political orientations play a key role in shaping their perceptions -- those respondents who reported higher levels of trust in government are also those who demand more involvement, showing a feeling of being committed to contributing and participating. For instance, while 36% of Portuguese respondents who trust their national government would like to be more involved in policies related to the green transition, this proportion is 31% among those who do not trust.

Finally, demands to be heard are also influenced by people’s confidence in their ability to participate in politics: those who feel more confident about participating tend to have larger demands to be heard on more technical and specific policy issues. For instance, the share of people who would like to be heard on business and technological innovation policies is larger among those who feel able to participate in politics (26%) than among those who are less confident in their ability to participate (16%). Results are inverse regarding policies on childbirth and family support (Figure 5.5).

Figure 5.5. People who feel confident in their ability to participate in politics want more involvement in technical issues

Share of respondents who would like the government to involve them more on specific policy issues, by perceived ability to participate in politics, 2021



Note: Figure presents responses to the question “Choose the four topics in which the government should listen more to its citizens“. Shows top four policy issues that respondents selected among 12 policy issues by respondents’ confidence to participate in politics (“How confident are you in your own ability to participate in politics?”). * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level.

Source: OECD Trust Survey (<http://oe.cd/trust>)

These results highlight that, in considering ways to make policy making more open and inclusive, Portugal could pay attention to initiatives that target the involvement of groups generally excluded by consultation and participatory process, such as the more economically and politically vulnerable. The experience of the National Dialogues in Finland may be a good example to adapt to other contexts (Box 5.1).

Box 5.1 The experience of National Dialogues in Finland

The Finnish government initiated a series of “Lockdown dialogues” during the pandemic with the intention of capturing people’s feelings and opinions during the pandemic, as well as their expectations about changes needed. One of the aims of the lockdown dialogues was to involve diverse population groups, trying to include groups that traditionally have fewer occasions to participate in public consultations and tackling their potential disengagement. While trust in public institutions and satisfaction with democracy are high in Finland, the OECD Trust Survey found that the percentage of people who believe that they can influence political processes – either because they perceive they are competent to understand or participate in politics or because they believe they have a say in what government does – is low compared to countries with similar levels of trust; thus promoting broader social dialogue can help enhance people’s perception of political efficacy.

The dialogues started during the first months of lockdown but continued until the end of 2021, and the final report was published in spring 2022.

Over 100 dialogues organised with over 1 000 participants, including civil organisations, individual citizens, municipalities and government offices, provided not only a vivid testimony of the social

experience caused by the pandemic in its different phases but also helped identify issues that required government attention and provided input for shaping policy responses. Information gathered during dialogues fed into the government’s COVID-19 crisis management co-ordination, as well as the exit and recovery strategies.

Based on the successful experience of Lockdown Dialogues, a citizen dialogue model was developed and completed at the end of May 2022. National dialogues are being piloted with the #Migrationdialogues during autumn 2022 and new national dialogues will start beginning of 2023. The theme for spring 2023 dialogues were chosen together with the civil society in December 2022.

Source: (OECD, 2021^[33]); Finland presentation shared with the Advisory Group for the OECD Trust Survey.

5.3. Portuguese respondents perceive scientists are not involved enough in policy making

The interaction between science and policy making has always been complex, in part because the two realms and communities (scientists and policy makers) share different values, cultures and timeframes. The COVID-19 pandemic highlighted the role of scientists in providing inputs to public policies, a long-standing discussion in representative democracies. Incertitude and fear about COVID-19, the complexity of the crisis, as well as some radical measures taken to address the pandemic, may have increased people’s expectations of including experts’ inputs regularly in policy making. At the same time, the stress test of the pandemic and the complexity of current global challenges underline the need to renew -- or develop -- a stable and long-lasting relationship between science and policy making to ensure that high-quality research and advice are easily communicated to better inform government’s decisions (European Commission, 2022^[34]).

Portugal has high levels of trust in science. In 2020, 77% of Portuguese respondents reported trusting scientists and 75% believed that national leaders would make decisions based on scientific advice (Gallup World Poll Data). Moreover, when asked about the attributes that describe scientists well, most Portuguese people indicated honest (83%), reliable (77%) and that they “know what is best for people” (53%), compared to 68%, 58% and 47% across the EU. This widespread optimism translates into 71% of respondents, compared to 38% across the EU, believing that science and technology can solve “any issue”, and 66% of Portuguese respondents consider that scientists should not stay out of political debates that ignore scientific evidence, compared to 37% across the EU (Eurobarometer, 2021).

Experts and scientists were part of governments’ efforts to tackle the pandemic in Portugal (Carvalho, 2022^[35]), and elsewhere. They participated in committees, led press conferences and communicated with citizens, and they were part of the most relevant policy discussions. However, policy makers may not receive the needed scientific knowledge at the right time or could find it difficult to use. In this regard, and considering the pandemic context, the OECD developed key recommendations for providing science advice to policy makers (Box 5.2), and, most importantly, recommended that the role of scientific expertise in public decision making should be strengthened more generally outside of crisis periods to increase its legitimacy and better anticipate societal changes and challenges (OECD, 2022^[36]).

Box 5.2. Key recommendations for providing science advice to policy makers during the COVID-19 pandemic

Effective and trustworthy science advice processes should:

- Have a clear remit, with defined roles and responsibilities for its various actors.
- Involve the relevant actors, including scientists, policy makers and other stakeholders, as necessary.
- Produce advice that is sound, unbiased and legitimate.

To build capacity to provide advice, countries should:

- Build national mechanisms for scientific advice based on existing institutional structures, with integrated processes for quality assurance and communication.
- Structure, record, systemise, preserve and disseminate knowledge generated during crises to allow for mutual learning.
- Work with the international community to assist interested countries (and especially low-income countries) in developing their domestic systems for providing and utilising scientific advice in crises.

To enhance international co-operation on science advice, countries should:

- Share details of domestic and international contact points responsible for co-ordinating scientific advice during crises.
- Strengthen existing frameworks for the exchange of data and information during crises, and develop new frameworks as necessary. These frameworks can play an important role in developing common standards and protocols for data exchange and access.
- Consider international science networks as part of the infrastructure for crisis response and ensure rapid access to contingency funding in order to strengthen their effectiveness.

To promote mutual understanding and trust, countries should:

- Maintain openness and transparency concerning the data that underpin scientific advice.
- Build mutual understanding between crisis managers and providers of scientific advice through regular interactions.
- Embed the public communication of scientific advice as part of broader crisis management communication and international co-ordination strategies.
- Clearly define responsibility for public communication of scientific advice in crisis response situations; for transnational crises, those responsible for communication in one country should liaise with their relevant counterparts in other countries

Source: OECD, 2020 <https://www.oecd.org/coronavirus/policy-responses/providing-science-advice-to-policy-makers-during-covid-19-4eec08c5>

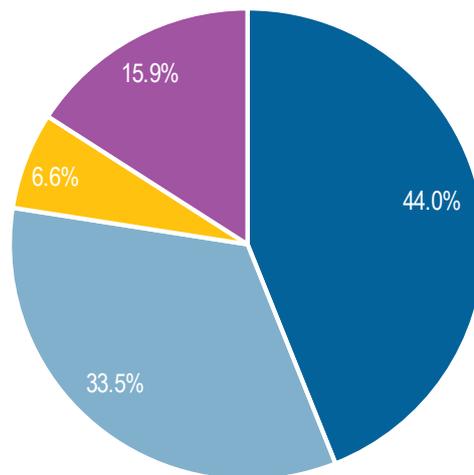
Notwithstanding the positive attitude toward scientists and expert advice, slightly less than half of Portuguese respondents (44%) believe that scientists need to be more involved in decision making in the country according to the OECD Trust Survey (Figure 5.5). Demands for more involvement of scientists are larger among those who feel that the system is not responsive. For example, 54% of Portuguese people think that scientists should be more involved in policy making, among those who do not feel to have a say

in what the government does, while only 30% think scientists should be more involved among those who feel they can have an influence in politics.

Figure 5.6. Many Portuguese respondents think that scientists are not involved enough in decision-making

Share of respondents reporting whether scientists are involved in decision-making in Portugal, 2021

■ Not involved ■ Somewhat involved ■ Very involved ■ Don't know



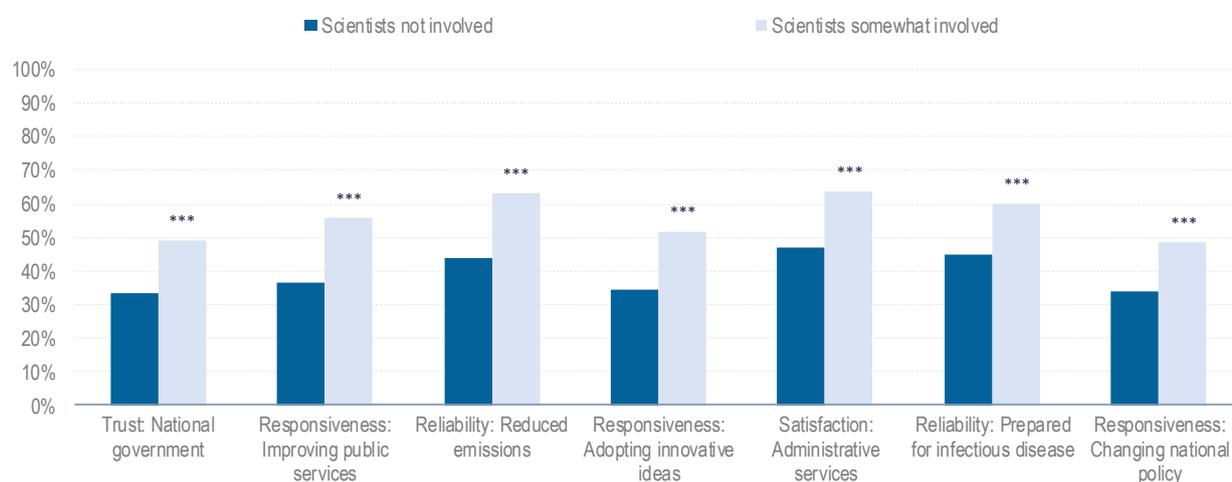
Note: Figure presents responses to the question “From your point of view, are scientists involved in political decision-making processes in Portugal?”. The response choices “They are not involved at all” and “They are very little involved” are grouped in “Not involved”. “They are a somewhat involved” stays “Somewhat involved” and the response choices “They are very involved” and “They are very much involved” are grouped in “Very involved”.

Source: OECD Trust Survey (<http://oe.cd/trust>)

Vis-à-vis public trust, scientific involvement in policy making may strengthen people’s perceptions of government’s competence, and have a consequent positive impact on trust in government. Scientists’ *expertise* is found to be a standard for fair decision making (Popelier et al., 2021^[37]), and because scientific knowledge is crucial to ensure that systematic evidence is considered in decision making (SAPEA, 2019^[38]). Furthermore, trust in scientists was found to be the driving force behind citizens’ support for social-distancing measures and attitudes towards vaccination during the COVID-19 crisis (Algan et al., 2021^[39]). Results from the OECD Trust Survey show that Portuguese respondents who believe scientists are sufficiently involved in policy making reported higher levels of trust in government and more positive perceptions on the government’s competence: they are more satisfied with administrative services, and they are more likely to believe public institutions would adopt innovative ideas, or that governments are better prepared to address a new pandemic. For instance, 63% of those who think scientists are involved in decision making are confident that the country will succeed in reducing emissions, compared to 44% of those who believe the scientists are not sufficiently involved (Figure 5.7).

Figure 5.7. Trust in government and in its competences is positively associated with beliefs of scientists' involvement in decision making

Share of respondents who report high trust in government and confidence in government competences, by perception that scientists are involved in decision making, 2021



Note: Figure presents responses to the drivers of trust disaggregated by the question “From your point of view, are scientists involved in political decision-making processes in Portugal?”. The “Scientists not involved” proportion is the aggregation of responses “Are not involved at all”, “Are very little involved”; “Scientists somewhat involved” is the aggregation of responses “Are somewhat involved”, “Are very involved” and “Are very much involved”. “Don't know” was a separate answer choice. The trust driver questions show the positive answers (6-10) on a 0-10 response scale (trust/likely). * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level.

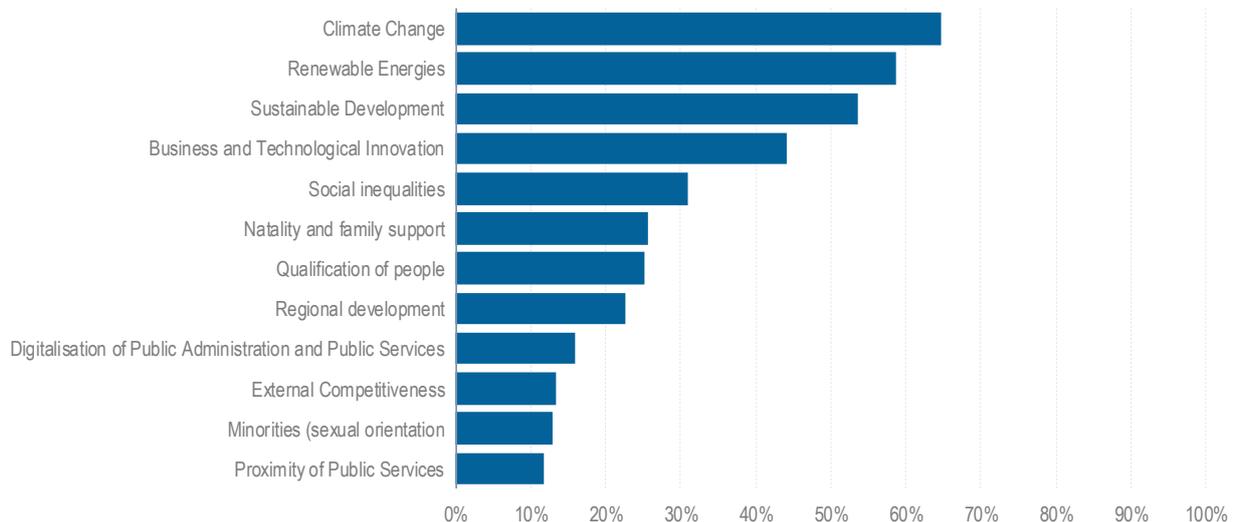
Source: OECD Trust Survey (<http://oe.cd/trust>)

5.4 Listening to scientists is seen as necessary to tackle certain policy issues, such as the green transition

There are specific policy areas in which citizens see scientists' contributions as more valuable, and these areas are mainly of a technical nature. According to the OECD Trust Survey, citizens would like scientists to be heard more in issues related to the green transition. For instance, 65% reported wanting scientists to be heard more on climate change, 59% on renewable energies and 54% on sustainable development. Scientists' involvement seems to be less of a priority on social policies and those of a more administrative nature; for example, only 12% think scientists should be more involved in decision making on minorities and sexual orientation topics, and 11% on issues related to proximity of public services (Figure 5.8). These results support previous research that shows people may be willing to accept a loss in terms of effectiveness when policies need to accommodate to social needs (Popelier et al., 2021^[37]), and that citizens' trust in science and scientific information varies depending on the topic that is discussed and its salience (Rowland et al., 2022^[40]).

Figure 5.8. Portuguese respondents would like scientists to be heard more on the green transition

Share of respondents who report wanting their government to listen more to scientists on specific policy issues (four top policy issues), 2021



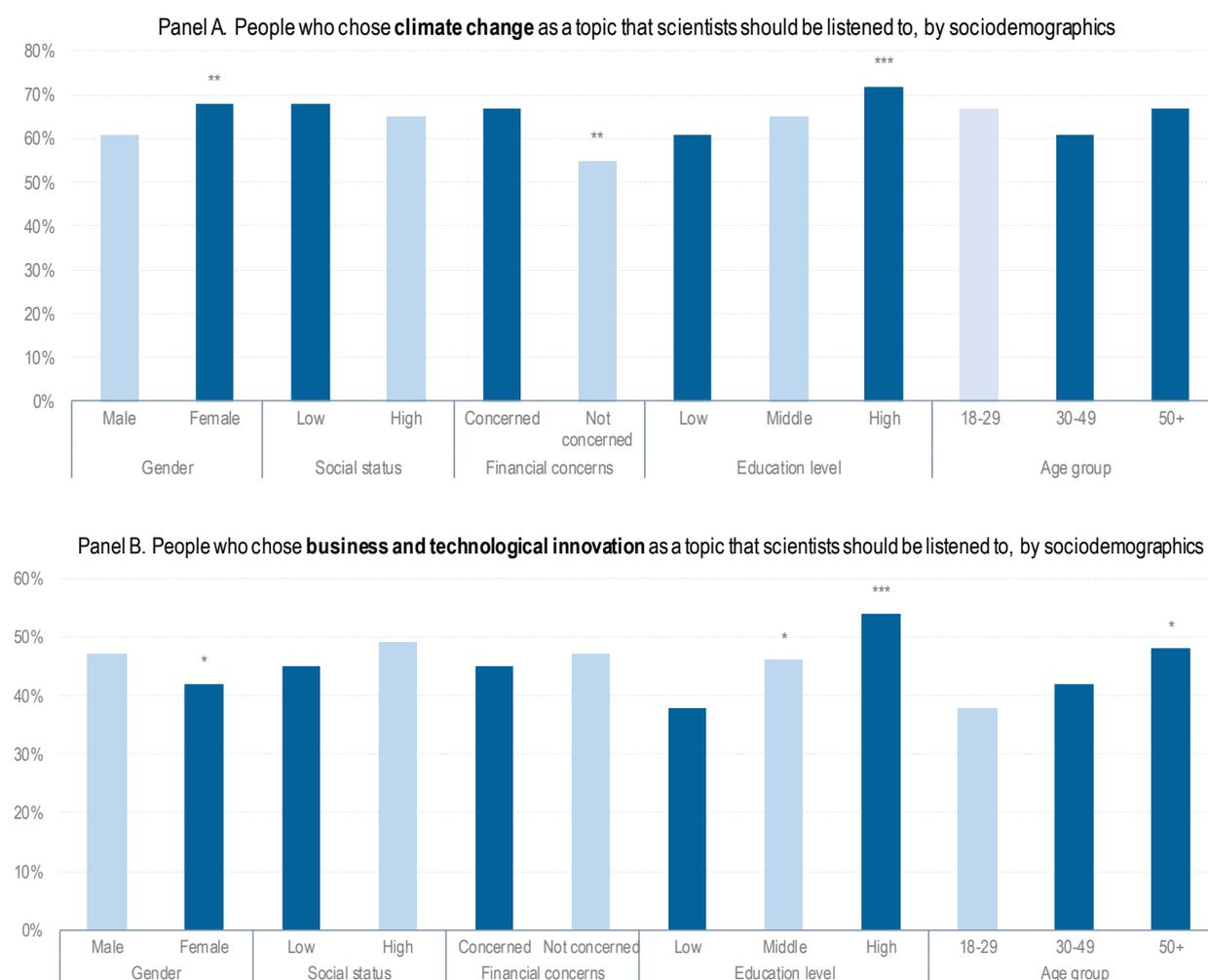
Note: Figure presents responses to the question “Choose the four topics on which the government should listen more to scientists“. Shows top four policy issues that respondents selected among the 12 choices.

Source: OECD Trust Survey (<http://oe.cd/trust>)

There are also differences across population groups regarding the issues on which citizens would like scientists to be heard more. For instance, more people with higher education want scientists to be heard on policies addressing climate change than those with lower levels of education, and 68% of women would like scientists to be heard more on these policies, compared to 61% of men. Conversely, 49% of men would like scientists to be heard on business and technological innovation, compared to 42% of women (Figure 5.9). Among respondents who reported financial concerns, 66% would like scientists to be heard more on climate policies, compared to 54% among those who do not feel financially concerned. These preferences could partially be influenced by the pandemic context which shown that public health measures, even if taken based on evidence and expertise, affected other social and economic aspects and fundamental rights, with stronger intensity on the most vulnerable groups of people.

Figure 5.9. There are differences among socio-economic groups on the top issues requiring more input from scientists

Share of respondents who mentioned climate change and business and technological innovation as policy topics where governments should listen more to scientists by socio-demographics, 2021



Note: Figure presents responses to the question "Choose the four topics on which the government should listen more to scientists". Shows disaggregation for gender, social status, financial concerns, education levels, age group for the answer option "climate change" and "business and technological innovation" among the top 4 issues mentioned by respondents. * means that differences in proportions are statistically significant at the 90% significance level; ** means that differences are statistically significant at the 95% level; *** means that differences are statistically significant at the 99% level. Reference group in light blue.

Source: OECD Trust Survey (<http://oe.cd/trust>)

5.5 Strengthening the use of evidence for policy making in Portugal

Bringing expert advice to the forefront of public policies, the COVID-19 pandemic may have increased confidence in science (and facts) or at least its importance for everyday life and for public decisions. According to Eurobarometer (2021), for instance, the number of Portuguese people who think the overall influence of science and technology on society is positive increased by 30 percentage points compared to results in 2014.¹⁰ There is thus an important opportunity to strengthen the ecosystem of science for policy

in Portugal, especially considering that the use of scientific evidence in decision making in the country is still not completely institutionalised and the role of academia and research units in providing scientific advice is limited¹¹.

Indeed, a recent report on the links between decision making and scientific advice found that the Portuguese system is fragmented and there is no single legal or regulatory framework for organising scientific inputs in policy making (Simões, 2021^[41])¹². In addition, people still perceive that their inputs should be taken into consideration and say the government should take responsibility to ensure that new technologies benefit everyone. More than two-thirds of Portuguese people (67%) strongly agree or tend to agree that involving non-scientists in research and technological development ensures that science and technology respond to the needs, values and expectations of society (Special Eurobarometer 516, 2021)¹³.

During a workshop organised by PlanAPP and the OECD on 8-9 November 2022, scientists and policy makers participated in structured discussions, organised in six thematic roundtables, to address “Scientific Advice for Policy Making in Portugal” in Portugal, identifying challenges and providing recommendations (Box 5.3).

The discussions underlined the importance of establishing the right governance to help decision makers use expert advice, while making policy making more inclusive. To this end, the development and implementation of a national strategy on science advice could be strengthened by multi-stakeholder dialogue, as in the case of Ireland. The Irish experience with evidence-based policy making and scientific advice during the COVID-19 pandemic relied on a three-pronged approach involving data, legislation and public consultation (Box 5.4). Plan APP could play a crucial role as knowledge broker, fostering knowledge (by practice) “pollination” in the public administration, and helping institutionalise the relationship between policy makers and other evidence-producers in academia, research and civil society. The *Rede de Serviços de Planeamento e Prospetiva da Administração Pública – RePlan* (“Public Administration Planning and Foresight Services Network”), a multisectoral inter-ministerial network of high-ranking public officers which is presided by the Director of PlanAPP, provides an example and an opportunity for doing so.

Box 5.3. PlanAPP-OECD roundtables on “Scientific Advice for Policy Making in Portugal”

Twenty-nine participants, both scientists and decision makers, participated in six roundtables that followed a common discussion script. Five tables were organized around specific topics chosen from one of the four main areas of Portugal’s 2030 strategy (which are (i) Climate Transition; (ii) Demography, inclusion and equality; (iii) National cohesion and international competitiveness; and (iv) Digital transition). The five topics were: (i) Water; (ii) Agriculture, biodiversity and fishery; (iii) Migration and combating racism; (iv) Territorial organisation, transport and cities; and (v) Responsible artificial intelligence. An extra table focused on the broad view of scientific advice in public policy in Portugal.

Starting with current scientific advising activities in their fields of expertise, the participants at each table identified challenges and wishes, before moving on to future opportunities and threats. The discussion culminated with each table being asked to provide contributions to a shared canvas, including recommendations for actions that help bridge science and policy.

While the full data of this session has not been fully analysed, concrete ideas proposed to bridge science and policy include:

- Promote capacity building of policymakers and the scientific community in competences that improve communication with one another.
- Establish data protocols that improve data access and governance.
- Create a system of incentives for scientific advice as part of scientific careers, recognizing the relevance and value of science for policy.

- Identify best examples of outputs and processes, allow for experimentation, and dialogue with society about an action plan of science for policy.
- Create a system that guarantees that policymakers are provided with the available scientific consensus. Such system must work both on the long-term, anticipating problems through permanent structure(s) of science for policy, and on the short-term, allowing immediate analysis and advice when urgent topics emerge.

Source: PlanAPP (2023) Relatório sobre a sessão mesas redondas “Institucionalização do aconselhamento científico à decisão. PlanAPP

Box 5.4. Evidence-based policy making in Ireland

Evidence-informed policy making is an important enabler of good governance. Yet, it can be challenged by multiple factors, such as the lack of a sharing culture, the amount of data itself, or data quality and standards, among others.

In order to tackle these challenges, Ireland’s approach to evidence-based policy making builds on lessons learned from the digital transformation and its people-centred strategy, which is to continuously seek out and engage diverse groups of users. The Irish approach relies on three pillars:

1. Heavy investment in making data available and showing the value of these data. The transparency of information allows people to see on what evidence the government relied on to get informed and take decisions. This is a compelling value demonstration for evidence-based policy making. It helps create support for government decisions and increases compliance, as exemplified by the comparatively good up-take of the COVID-19 tracker app in Ireland, adherence to restrictions and high take-up of vaccines.
2. Legislation. In 2019, the Data Sharing and Governance Act was passed, this Act was developed in line with EU legislation. The existence of this legal framework before the outbreak of the pandemic was important, as it has created a more open and confident attitude towards data sharing.
3. Set up of a data governance board, composed of policy makers, legislators, and business and civil society representatives. All decisions on data sharing need to be taken following public consultation.

This approach was successful during the COVID-19 pandemic in informing, communicating, and maintaining social cohesion. It created a broad sense of public interest and enhanced trust in government. Such a result was also possible thanks to large investments in upgrading skills in public administrations.

Lessons from this case are already being applied to other policy fields, for example to vacant houses and windfarms.

Source: Based on Barry Lowry’s intervention, Chief Information Officer and Head of Operations, Department of Public Expenditure and Reform, Ireland at OECD-PlanAPP Workshop on 8-9 November 2022.

The information obtained from the pilot module on science and policy making helped lay the groundwork for the discussions at the workshop, in particular as it showed that scientists and people involvement in policy making are evaluated differently depending on the policy area.

The results from the pilot module confirm that enhancing the use of evidence in policy making has a positive influence on people’s trust in government-and public governance. Despite the relevance of the data collected through the implementation of the pilot module, some refinements of the questions may provide a better assessment of attitudes towards science in policy making and inclusive, evidence-informed policy

making. It could also shed light on the links between the risk of disinformation, evidence-informed policy making and trust. Some possible improvements to this module of questions are included in Box 5.5.

Box 5.5. Improvements to the “evidence-based policy making” questions in the OECD Trust Survey

The “evidence-based policy making” module implemented in Portugal comprised three questions. The choice was limited due to the length of the full OECD Trust Survey questionnaire. However, some adjustments may be envisaged to increase the knowledge value of these questions. They include:

- Gauge interest from other countries to include questions on science and use of evidence in policy making in the 2023 OECD Trust Survey to have an international base for comparison.
- Include a question on “trust in science (or scientists)” that can help develop further analysis on the correlation between evidence, science and policy making, such as currently included in the European Social Survey or Gallup World Poll.
- Consider developing new question(s) to assess role of science in countering mis and disinformation and potentially curbing polarisation; and trustworthiness on source of information.
- Refine the available response options for the question on policy areas where people would like to be heard more by better grouping areas, referring to specific initiatives; or alternatively options to this question could address phases of policy making. As the question is currently stated, answers and information collected overlaps with other questions related to government responsiveness

Some methodological changes are also suggested to improve the quality of the results:

- Questions could be adjusted to replace “scientists” with “experts”, as people may tend to associate “scientists” with natural sciences and not include other scientific knowledge (for example on health, social, etc.).
- Questions should be formulated in a way to capture all spectrum of attitudes towards science in policymaking, thus also including if people want less.

Source: Based on discussions held during PlanAPP-OECD roundtables on “Scientific Advice for Policy Making in Portugal

6 Public trust and evidence-informed policy making: Opportunities for improvement

Following the implementation of the OECD Trust Survey in Portugal, the OECD, together with PlanAPP, organised a capacity-building workshop “*Evidence-based policy making and public trust*”, in which Portuguese public officials, policy makers, and academics, discussed how the results of the OECD Trust Survey could help to identify opportunities for improvement in public governance practices, strengthening inclusive and evidence-informed policy making in Portugal. The discussion was also informed by inputs provided by other OECD countries, who shared national experiences, knowledge and initiatives to address common challenges.

The analysis of results of the OECD Trust Survey in Portugal supported by the discussion among experts during the OECD-PlanAPP’s workshop led to the elaboration of four policy recommendations to strengthen trust in public institutions in Portugal:

1. Set trust as a desired outcome of public policy

By making trust an explicit objective of public policies, Portugal can accelerate growth and social cohesion and improve the efficacy of the public sector. This involves:

- Regularly collecting, sharing and debating data on trust and its drivers is key to better target policies and evaluate their impact.
- Repeating the Trust Survey at regular intervals, in order to build a time-series of public governance evidence that would allow the monitoring of changes across time and benchmarking with other OECD countries.
- Disseminating and discussing results on trust and its drivers within the government and civil service to strengthen whole of government strategies and policy coherence.

2. Strengthen government capacities through relevant evidence and skills to address multiple challenges

Portuguese citizens are relatively satisfied with government’s reliability and capacity to address future challenges, a key driver of trust in national government. However, the government and civil service will need to invest in improving evidence and upgrading skills to address multiple crises.

- Enhance the capacity of the civil service and administrative services by improving public officials’ digital skills and strengthening systems interoperability across the public administration, in order to facilitate the interaction with users/citizens.
- Develop initiatives to gather and include people’s feedback in the design of service delivery, ensuring public services are better adapted to people’s needs.

- Coordinate regular exchanges between policy makers and scientists' communities and draft a roadmap to institutionalise in a single framework the mechanisms that bring scientific evidence as input to policy making
 - Extend cooperation mechanisms between science and policy makers to all branches of government.
- 3. Improve perceptions of fairness and integrity, enhancing equality in treatment and opportunities for all**

There is a widespread perception of unfairness and a lack of integrity in Portugal - especially among vulnerable groups - and most Portuguese respondents would like the government to do more to provide equal opportunities for all.

- Start national policy discussions on how to improve equality and promote fairness in different policy areas. These dialogues would collect people's views, needs and ideas on how to better address them. Inputs from different public agencies and at different levels of government should also be collected and co-ordinated.
- Invest in studying causes of the widespread perception of unfairness and adjust initiatives to address it accordingly. Equal treatment of applications for social benefits could be supported by making processes and responses public, as well as by proactively promoting diversity in the public administration and public institutions.
- Improve initiatives targeting participation and representation of youth in public decision making and strengthen the inter-generational perspective in policies and plans. The young in Portugal have significantly lower trust in government than other population groups. These initiatives could include promoting participation in environments that are more familiar for the young, such as schools, as well as developing initiatives to build political literacy.
- Strengthen public integrity initiatives, such as by providing regular training to identify daily ethical dilemmas and better equip public officials to face and tackle them. A comprehensive communication campaign to promote integrity in society could complement specific efforts within the public administration.

4. Promote openness and inclusive policy making to build trust¹⁴

Most Portuguese respondents think that public information is accessible and transparent, but only a minority feel they have opportunities to express their views and that their voice would be taken in consideration.

- Consider developing a comprehensive public communication plan, adopting a proactive approach of transparency (in addition to communication plans linked to specific initiatives and issues). This may also include simplifying administrative language, targeting audiences and messages and identifying best channels to reach different publics, among other elements.
- Develop an initiative following principles of good practice for public communication responses to mis- and disinformation in order to ensure a safe environment in which to communicate.
- Invest in communicating how public institutions engage citizens and include their views, by, for instance, ensuring the inputs they provide are public, receive a response, and are used in the development of public services and regulations.
- Proactively reach out to those left behind and engage them, for example, by exploring local or national dialogues (such as those carried out in Finland). Invest in identifying what kind of initiatives could strengthen people's opportunities to participate in politics. This could include the assessment of ongoing projects and programmes in schools with political or civic activities. In addition, explore the possibility of developing a service-learning curriculum and community service activities that provide youth with opportunities to contribute to their communities in a more systematic way.

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Notes

¹ These results are similar to levels of trust reported to the Eurobarometer. Respondents were asked “How much trust do you have in certain institutions? For each of the following institutions, do you tend to trust it or tend not to trust it?”. 51% of Portuguese respondents answered that they tended to trust the public administration, compared to 52% across the EU (Standard Eurobarometer 95, 2021).

² It should be noted that in the World Gallup Poll the question “Do you trust the government?” has a binary answer “yes or no” and the question is formulated differently; for this reason, the proportion of people trusting the government in Figure 2.2 differs from the results of the OECD Trust Survey in Figure 2.1, as the latter offers an eleven-point scale.

³ It is worth to underscore that difference in results may be also linked to the phrasing of the question addressing interpersonal trust. In the World Values Survey, the longest time series, the question asked to respondents is: “*Generally speaking, would you say that most people can be trusted or that you need to be very careful in dealing with people?*”, while in the OECD Trust Survey it is: “*To start with, a general question about trust. On a scale from 0 to 10, where 0 is not at all and 10 is completely, in general how much do you trust most people?*”. The question as included in the OECD Trust Survey allows for a more nuanced response, than a binary answer. In addition, the phrasing of this question is long discussed in OECD Guidelines on Measuring Trust (OECD, 2017^[42]), including through primary evidence generated by the ONS. The conclusion is that interpersonal trust questions that use “a cannot be too careful” phrasing, compared to more neutral question wording that focuses solely on trust, induce a priming effect on relatively vulnerable groups. Resulting responses might reflect differences in cautiousness rather than trust (as the use of careful may have different connotations and create some noise in answers, deviating the focus from trust).

⁴ Notwithstanding the gap between Portugal and OECD countries, the level of trust in courts and the legal system in Portugal presented a large drop in 2009 -2011, and it has recovered to its pre-crisis level in 2015 (Gallup World Poll, 2022).

⁵ Rita Saias (former President of Youth National Council,)’s intervention at the OECD-PlanAPP Workshop on 8-9 November 2022.

⁶ Fernanda Rodrigues, Faculdade de Psicologia e de Ciências da Educação (U Porto) explains these perceptions by three main factors: there is a lack of information and awareness about policies in place, many of these initiatives are not specifically targeted and built on a one-size-fits-all approach, and finally social initiatives still have only mitigative objectives and are insufficient (Presentation at the OECD-PlanAPP Workshop on 8-9 November 2022).

⁷ According to Gallup World Poll, in 2022, 77% of Portuguese reported to perceive their government as corrupt. During the OECD-PlanApp Workshop on 8-9 November 2022, Isabel Flores, *Centro de Investigação e Estudos de Sociologia*, CIES (ISCTE-IUL, Lisboa), showed that similar perceptions were found in a recent population survey carried out on the use of European funds.

⁸ These results align with findings of the ICS Project “Ethics and integrity in politics: Perceptions, control, and impact” (Universidade de Lisboa), presented by Luis de Sousa at the OECD-PlanApp Workshop on 8-9 November 2022.

⁹ On average across 22 OECD countries, fairness is a statistically significant factor of trust in the civil service (OECD, 2022^[2]).

¹⁰ Data presented by Tiago Santos Pereira at the OECD-PlanAPP Workshop on 8-9 November 2022.

¹¹ For more detailed recommendations on the ecosystem of science for policy, see “*The Strategic setting and role of PlanAPP in the strategic planning framework*” (OECD, forthcoming).

¹² Although there are some permanent structures, such as the National Council for Public Health, or the National Council for Science, Technology and Innovation, multiple advice councils are *ad hoc*, and the President of the Republic consulted with a scientific adviser only occasionally.

¹³ Data presented by Tiago Santos Pereira at the OECD-PlanAPP Workshop on 8-9 November 2022.

¹⁴ For a more detailed analysis on PlanAPP’s current initiatives aiming to promote openness and an inclusive policy making, such as Science4Policy or Lab2050, see “*The Strategic setting and role of PlanAPP in the strategic planning framework*” (OECD, forthcoming).

Annex A. Methodological notes on the OECD Trust Survey implemented in Portugal

The OECD Trust Survey, carried out by the OECD Directorate for Public Governance, had around 2 000 respondents per country in the twenty-two participating countries: Australia, Austria, Belgium, Canada, Colombia, Denmark, Estonia, Finland, France, Ireland, Iceland, Japan, Korea, Latvia, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Portugal, Sweden and the United Kingdom. In Portugal the survey was implemented online to a sample of 1888 respondents.

These surveys were conducted online by YouGov, by national statistical offices (in the cases of Finland, Ireland, Mexico and the United Kingdom), by national research institutes (Iceland) or by survey research firms (New Zealand and Norway).

The survey process and implementation were guided by an Advisory Group comprised of public officials from OECD member countries, representatives of National Statistical Offices and international experts.

In most countries the survey was implemented between November and December 2021, while in Portugal between March 11th and April 11th, 2022, sourced by YouGov and Netquest national panels. The next wave of the OECD Trust Survey will take place in October 2023.

The Trust Survey questionnaire was prepared in English, translated into Portuguese by a professional translation agency and reviewed by public governance specialists from PlanAPP that were also part of Advisory Group established for the OECD Trust Survey.

The OECD Trust Survey uses an eleven-point scale for the response choices on questions about levels of trust and drivers of trust, following reviewed best practices and applications in country studies in Finland and Norway (OECD, 2017^[42]). A numerical 0-10 scale with verbal scale anchors is recommended and used here for survey questions on trust, as it allows for variance in responses, increases overall data quality and complexity, and facilitates translatability across languages. This presents more nuanced analysis, allowing respondents to provide a “neutral” response that other survey do not allow.

The YouGov online survey implemented in Portugal uses a non-probability sampling approach, based on ex-ante country-level quotas representative of the Portuguese population by age, gender, level of education and region. This type of sample construction was the most feasible option for the OECD Trust Survey given the simplicity, timeliness, and lower costs of implementing the survey in the same period in a large number of countries. The quotas were derived from national estimates of group prevalence based on probabilistic surveys, census data or administrative data (Table A A.1).

Table A A.1. Sample composition by age, gender, education and region

| | | % | N |
|------------------|----------|-------|-----|
| Age | 18-29 | 14.91 | 237 |
| | 30-49 | 36.78 | 771 |
| | 50+ | 48.31 | 880 |
| Gender | Female | 53.4 | 997 |
| | Male | 46.6 | 881 |
| Education | Low | 50 | 634 |
| | Medium | 25 | 447 |
| | High | 25 | 807 |
| Region | Açores | 2 | 44 |
| | Algarve | 7 | 84 |
| | Alentejo | 4 | 140 |
| | Centro | 22 | 382 |
| | Lisboa | 27 | 602 |
| | Madeira | 3 | 51 |
| | Norte | 35 | 585 |

Source: Nguyen et al. (2022)

Responses were collected until the country-specific quotas were filled and post-stratification weights were calculated using the “random iterative method (RIM)”. Response rate to total questionnaires sent in Portugal was of 41% and the median interview duration of 14 min 40 sec.

For a detailed discussion of the OECD Trust Survey method and implementation, please find an extensive methodological background paper at <https://oe.cd/trust>

Annex B. Specification notes of the model on the drivers of trust in public institutions

The following gives details on the measurement and estimation of the drivers of trust in national government, local government and the civil service, presented in Chapter 4:

1. **Causality:** Understanding the causal relationship between institutions and trust is a complicated task, especially with observational (public opinion) data. The causal relationship between institutions and trust likely moves in both directions and there is collinearity and interaction effects across different drivers of trust that make it difficult to establish the causal effect of one variable.
2. **Econometric Model:** The results presented in this chapter are based on three logistic regression analyses, for establishing the main drivers of trust in the national government, local government, and civil service in Portugal:
 - Based on the OECD Framework on the Drivers of Trust, respondents' perceptions of responsiveness, reliability, openness, integrity, and fairness of government and public institutions are expected to be the main drivers of trust in the three institutions (national government, local government, civil service). Trust in each of the institutions is recoded as a binary variable (high trust: 0-4 and low trust: 6-10). Neutral responses (=5) and "Don't know" are excluded. Government competences and values are operationalized with 15 variables, measured on a 0-10 response scale and standardized for the analysis. The model additionally includes the following 4 variables: internal and external efficacy; satisfaction with administrative services; and confidence in one's country's ability to tackle environmental challenges.
 - All drivers of trust are included in the three baseline regression models and not statistically significant drivers are deleted (stepwise deletion process). The results in this chapter show all significant drivers of trust in the three institutions.
 - All models include survey weights and control variables for individuals' socio-demographics (age, gender, education), interpersonal trust, perception of economic insecurity, and whether the respondent voted for the parties in government. Missing data are excluded using listwise deletion.
3. **Technical Interpretation:** The statistically significant drivers are shown as average marginal means. The technical interpretation of the effect of government preparedness for a future pandemic on national trust, for example, is one standard deviation increase in the perceived likelihood that government is prepared is associated with a 9.5 percentage points increase in trust in the national government. Or – taking into consideration all other variables in the model - all else being constant, moving from the typical citizen to one with one-standard-deviation more satisfied, results in a 9.5 percentage points increase in trust in the national government in Portugal (Figure 4.1).
4. **Suggestions for Investments:** The analysis in this chapter not only analyses the percentage point trust gains of the top drivers, suggested by the regression models, but shows these against how Portuguese people feel the government is currently performing on each of these drivers. The alignment between the two shows where more or less investments might be needed for trust gains (Figure 4.1, Figure 4.2, Figure 4.3).

Table A B.1. Overview of Econometric Results

| | | Average marginal means | | |
|-----------------------------------|--|------------------------|---------------|------------------|
| | | National government | Civil service | Local government |
| Individual characteristics | | | | |
| | Age 50+ (reference group age 18-29) | 17.68 | -- | -- |
| | Female (reference group male) | -- | 9.96 | 8.07 |
| | Middle education (reference group low education) | -- | 9.36 | -- |
| | High education (reference group low education) | 8.67 | 9.75 | -2.41 |
| | Trust levels: Interpersonal trust | 3.11 | 4.44 | -- |
| Drivers of trust | | | | |
| Reliability | Prepared for infectious disease | 9.32 | -- | 6.85 |
| | Confidence in reduced emissions | 5.75 | -- | 4.64 |
| | Legitimate use of personal data | -- | 6.19 | -- |
| Responsiveness | Improving public services | -- | 8.63 | -- |
| | Changing national policy | 3.83 | -- | -- |
| | Satisfaction with administrative services | 3.86 | 12.33 | -- |
| Openness | Voice view on community decision | -4.91 | -- | -- |
| | Account for public consultation views | 6.07 | -- | 8.58 |
| Fairness | Fair treatment of application | -- | -- | 9.60 |
| | Political efficacy: Having a say | 8.75 | -- | -- |
| | not statistically significant | -- | | |

Source: OECD Trust Survey (<http://oe.cd/trust>)

Annex C. OECD Trust Survey Questionnaire in Portuguese

The complete questionnaire in English can be found in the methodological background paper at <https://oe.cd/trust>

OECD TRUST SURVEY - QUESTIONÁRIO

1. NÍVEIS DE CONFIANÇA (2 perguntas)

P1. Para começar, uma pergunta geral sobre confiança. Numa escala de 0 a 10, em que 0 corresponde a “Nenhuma Confiança” e 10 corresponde a “Toda a confiança”, em geral, qual o seu nível de confiança na maioria das pessoas?

- [Nenhuma Confiança – Toda a confiança - Não sei]
[0 1 2 3 4 5 6 7 8 9 10]

[Texto mostrado aos entrevistados]

"A próxima pergunta é sobre a confiança nalgumas instituições portuguesas. Mesmo que tenha tido muito, pouco ou nenhum contacto com essas instituições, por favor, responda de acordo com a sua impressão geral".

P2. Numa escala de 0 a 10, em que 0 corresponde a “Nenhuma Confiança” e 10 corresponde a “Toda a confiança”, em geral, qual o seu nível de confiança nas seguintes instituições?

- Governo
- Câmara Municipal
- Assembleia da República
- Partidos políticos
- Polícia
- Funcionários Públicos (da administração local ou central)
- Serviços de notícias (Comunicação Social)
- Tribunais e o sistema judicial
- Organizações internacionais

2. Determinantes de confiança nas instituições (15 perguntas)

[Instruções: Neste módulo, as categorias devem ser mostradas de forma aleatória bem como as perguntas dentro de cada categoria. Cada pergunta deve ser mostrada num ecrã em separado]

[Texto mostrado aos entrevistados]

"De seguida, apresentaremos algumas situações que podem acontecer em qualquer país e perguntaremos qual a probabilidade dessas situações acontecerem em Portugal. As próximas questões são sobre as suas expectativas de comportamento das instituições públicas. Por favor, responda numa escala de 0 a 10, onde 0 significa 'muito improvável' e 10 significa 'muito provável' "

[Texto mostrado aos entrevistados antes das três questões finais deste módulo]

"Agora um conjunto final de situações..."

2.1. Integridade

P3. Se a um político num alto cargo fosse oferecido um emprego bem remunerado, no setor privado, em troca de um favor político, na sua opinião, qual a probabilidade daquela oferta ser recusada?

[Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P4. Se um tribunal estiver prestes a tomar uma decisão que possa ter um impacto negativo na imagem do governo, na sua opinião, qual a probabilidade dessa decisão ser tomada sem interferência política?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P5. Se a um funcionário público fosse oferecido dinheiro, por um cidadão ou uma empresa, para acelerar o acesso a um serviço público, na sua opinião, qual a probabilidade daquela oferta ser recusada?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

2.2 Capacidade de resposta

P6. Se muitas pessoas apresentarem reclamações pelo mau funcionamento de um serviço público, na sua opinião, qual é a probabilidade do mesmo ser melhorado?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P7. Se surgir uma ideia inovadora, capaz de melhorar um serviço público, na sua opinião, qual é a probabilidade da mesma ser adotada pelo organismo público responsável?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P8. Na sua opinião, se mais de metade das pessoas expressarem claramente uma opinião contra uma determinada política nacional, qual é a probabilidade de a mesma vir a ser alterada?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

2.3 Confiabilidade

P9. Na sua opinião, se surgir uma nova doença contagiosa grave, qual é a probabilidade das instituições governamentais estarem preparadas para proteger a vida das pessoas?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P10. Se tiver de partilhar os seus dados pessoais com um determinado organismo público, na sua opinião, qual é a probabilidade dos mesmos serem usados exclusivamente para fins legítimos?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P11. Na sua opinião, qual é a probabilidade das condições do ambiente de negócios que o governo pode influenciar (por exemplo, leis e regulamentos que as empresas precisam de cumprir) serem estáveis e previsíveis?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

2.4 Abertura

P12. Na sua opinião, se o poder local for tomar uma decisão que afete a sua comunidade, qual é a probabilidade de ser criada a oportunidade para expressar o seu ponto de vista?

- [Muito improvável - Muito provável - Não sei].

[0 1 2 3 4 5 6 7 8 9 10]

P13. Se precisar de informações sobre um procedimento administrativo (por exemplo, obtenção de passaporte, solicitação de benefícios, etc.), na sua opinião, qual a probabilidade dessas informações estarem facilmente disponíveis?

- [Muito improvável - Muito provável - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P14. Na sua opinião, se participar numa consulta pública sobre a reforma de uma área política importante (por exemplo, impostos, saúde, proteção ambiental), qual a probabilidade do governo adotar as opiniões expressas nessa consulta pública?

- [Muito improvável - Muito provável - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

2.5. Equidade

P15. Na sua opinião, quando um funcionário público contacta o público da sua região, qual a probabilidade de pessoas ricas e pobres serem tratadas de forma igual?

- [Muito improvável - Muito provável - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P16. Se um funcionário público interagir com o público da sua região, na sua opinião, qual a probabilidade de todas as pessoas serem tratadas da mesma forma, independentemente do seu sexo, identidade sexual, etnia ou país de origem?

- [Muito improvável - Muito provável - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P17. Se você ou um membro da sua família solicitar um apoio ou serviço do governo (por exemplo, subsídio de desemprego ou outras prestações de apoio ao rendimento), na sua opinião, qual a probabilidade desse pedido ser tratado de forma justa?

- [Muito improvável - Muito provável - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

3. SATISFAÇÃO COM OS SERVIÇOS PÚBLICOS (5 perguntas)

Seguir-se-ão algumas perguntas sobre a sua utilização e satisfação com alguns serviços públicos em Portugal.

P18. Numa escala de 0 a 10, qual o seu grau de satisfação com o sistema educativo?

- [Nada satisfeito(a) – Totalmente satisfeito(a) - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P19. Numa escala de 0 a 10, qual o seu grau de satisfação com o Serviço Nacional de Saúde (SNS)?

- [Nada satisfeito(a) – Totalmente satisfeito(a) - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P20. Numa escala de 0 a 10, qual o seu grau de satisfação com a qualidade dos serviços administrativos (por exemplo, solicitar um documento de identificação ou uma certidão de nascimento, óbito, casamento ou divórcio)?

- [Nada satisfeito(a) – Totalmente satisfeito(a) - Não sei].
[0 1 2 3 4 5 6 7 8 9 10]

P21. Nos últimos 2 anos, matriculou-se ou matriculou alguma criança num estabelecimento de ensino?

- Sim
- Não
- Não sei

P22. Nos últimos 12 meses, teve ou teve alguém do seu agregado familiar uma experiência direta com o Serviço Nacional de Saúde?

- Sim
- Não
- Não sei

4. Atitudes políticas e participação (5 perguntas)

[Texto mostrado aos entrevistados]

“Vamos agora fazer-lhe algumas perguntas sobre a sua participação direta ou indireta na política”.

P23. Em que medida se sente confiante na sua própria capacidade de participar na política?

- Nada confiante – Totalmente confiante - Não sei].
- [0 1 2 3 4 5 6 7 8 9 10]

P24. Em que medida diria que o sistema político em Portugal permite que as pessoas como o(a) Sr.(a) tenham uma palavra a dizer sobre o que o governo faz?

- [Não permite nada - Permite muitíssimo - Não sei].
- [0 1 2 3 4 5 6 7 8 9 10]

P25. Nos últimos 12 meses, realizou alguma das seguintes atividades? Por favor, assinale todas as que se apliquem.

- Votou nas últimas eleições autárquicas
- Contactou um político, ou representante do governo local ou central
- Participou numa reunião de um sindicato, partido político ou movimento cívico
- Participou de uma Assembleia Cidadã, de um Diálogo Cidadão ou de um Júri Cidadão
- Deu um contributo ou *feedback* sobre uma política, lei ou documento do governo
- Usou ou exibiu um crachá ou autocolante de campanha
- Participou numa manifestação pública
- Assinou uma petição, incluindo uma petição *online*
- Publicou ou encaminhou conteúdo político nas redes sociais
- Boicotou certos produtos por razões políticas
- Nenhum destes
- Prefiro não responder

P26. Votou nas últimas eleições legislativas em 2022?

- Sim
- Não
- Não sei
- Prefiro não dizer

P27. O partido em que votou nas últimas eleições legislativas (ou em que votaria caso tivesse votado) faz parte do governo hoje?

- Sim
- Não
- Não sei
- Prefiro não dizer

5. AVALIAÇÃO DA AÇÃO DO GOVERNO EM POLÍTICAS DE LONGO PRAZO & DESAFIOS GLOBAIS (6 perguntas)

[Text shown to respondents]

“Vamos agora fazer-lhe algumas perguntas sobre os desafios enfrentados pela sociedade hoje e no futuro. Estamos interessados nas suas opiniões sobre as prioridades políticas em Portugal e na cooperação com outros países”.

P28. Sobre as seguintes questões, acha que o governo deveria priorizá-las: mais, da mesma forma ou menos?

| | |
|---|-------------------------|
| Proporcionar igualdade de oportunidades para todos em Portugal | • Muito menos |
| Ajudar os trabalhadores em Portugal a adaptarem-se à automação e às novas tecnologias | • Menos |
| Reduzir a contribuição de Portugal para as alterações climáticas | • Mais ou menos o mesmo |

| | |
|---|---|
| Reduzir a dívida pública de Portugal | <ul style="list-style-type: none"> • Mais • Muito mais • Não sei |
| Criar as condições para que as empresas prosperem em Portugal | |

P29. Quão confiante está de que Portugal conseguirá reduzir as emissões de gases com efeito estufa nos próximos 10 anos?

- Nada confiante
- Muito pouco confiante
- Algo confiante
- Completamente confiante
- Não sei

P30. Quais das seguintes questões acha que é melhor tratar em conjunto com outros países do que apenas por Portugal? Por favor, escolha as três questões que considera principais para a cooperação global.

- Combater as alterações climáticas
- Tributar as grandes empresas multinacionais, independentemente de onde estejam sediadas
- Proteger os dados pessoais e a privacidade *online*
- Preparar-se para a próxima pandemia
- Gerir a migração
- Proteger os refugiados
- Reduzir a desigualdade e a discriminação
- Combater as notícias falsas e a desinformação
- Combater o crime internacional e o terrorismo
- Nenhuma destas
- Não sei

P31. Quais das seguintes áreas acha que o governo português deveria priorizar para enfrentar melhor os desafios globais (como alterações climáticas, partilha de dados, migração, etc.)? Por favor, escolha duas prioridades que considera principais.

- Envolver empresas multinacionais
- Juntar esforços com outros governos internacionalmente
- Reforçar o papel de Portugal nas instituições internacionais
- Envolver os cidadãos em questões globais
- Reforçar a coordenação entre as entidades governamentais
- Investir na formação e nas competências dos funcionários públicos
- Nenhuma destas
- Prefiro não responder

P32. Concorda ou discorda que os acordos internacionais existentes entre países (por exemplo, sobre migração, alterações climáticas, proteção de dados pessoais) são suficientes para resolver os problemas de longo prazo enfrentados pela humanidade?

- Discordo fortemente
- Discordo um pouco
- Não concordo nem discordo
- Concordo um pouco
- Concordo completamente
- Não sei

P33. Por favor, sinta-se à vontade para partilhar qualquer pensamento adicional sobre o que influencia a sua confiança no governo e nas instituições públicas

- Caixa aberta no final do inquérito, não obrigatória

6. MÓDULO PT (3 perguntas)

“Gostaríamos agora de saber o que pensa do papel dos cientistas e dos cidadãos no processo de decisão de políticas públicas em Portugal”.

P34. Escolha os quatro temas em que o governo deve ouvir mais os cidadãos:

- Natalidade e apoio às famílias
- Minorias (orientação sexual, imigrantes, pessoas com deficiências)
- Desigualdades sociais
- Inovação Empresarial e Tecnológica
- Digitalização da Administração Pública e Serviços Públicos
- Qualificação das pessoas
- Desenvolvimento Sustentável
- Energias renováveis
- Alterações Climáticas
- Proximidade dos Serviços Públicos
- Desenvolvimento regional
- Competitividade externa

P35. Escolha os quatro temas em que o governo deve ouvir mais os cientistas:

- Natalidade e apoio às famílias
- Minorias (orientação sexual, imigrantes, pessoas com deficiências)
- Desigualdades sociais
- Inovação Empresarial Tecnológica
- Digitalização da Administração Pública e Serviços Públicos
- Qualificação das pessoas
- Desenvolvimento Sustentável
- Energias renováveis
- Alterações Climáticas
- Proximidade dos Serviços Públicos
- Desenvolvimento regional
- Competitividade externa

P36. Do seu ponto de vista, os cientistas são envolvidos nos processos de decisão política em Portugal?

- Não são nada envolvidos
- São muito pouco envolvidos
- São um pouco envolvidos
- São muito envolvidos
- São muitíssimo envolvidos
- Não sei

QUESTIONÁRIO DE BASE

“Vai ler e responder a uma série de perguntas de fundo sobre sua vida em casa e no trabalho. Garantimos-lhe que todas as respostas serão tratadas de forma anónima e confidencial”.

B1. É cidadã(o) de Portugal?

- Sim
- Não
- Não sei
- Prefiro não dizer

B2. Nasceu noutro país e mudou-se para Portugal nalgum momento de sua vida?

- Sim

- Não
- Não sei
- Prefiro não dizer

B3. No geral, pensando no próximo ano ou dois, qual o seu grau de preocupação com as finanças do seu agregado familiar e com o bem-estar social e económico em geral?

- Não estou nada preocupado
- Não estou muito preocupado
- Tenho alguma preocupação
- Estou muito preocupado
- Não sei
- Prefiro não dizer

B4. Se imaginar o estatuto na sociedade como uma escada, alguns grupos poderiam ser descritos como estando mais próximos do topo e outros mais próximos da base. Pensando em si, onde se colocaria nesta escala?

- 1 (base)
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10 (topo)
- Não sei
- Prefiro não dizer

B5. De qual das seguintes fontes obtém informações sobre política e assuntos da atualidade, pelo menos uma vez por semana:

- TV
- Rádio
- Jornais/revistas (inclusive *online*)
- Redes sociais online
- Outras fontes online
- Família/amigos
- Local de trabalho ou de estudo
- Nenhum dos itens acima
- Prefiro não dizer

B6. Em que localidade reside habitualmente?

- [open text field]

B7. Qual é o Código Postal da sua residência habitual?

- [open text field]

B8. Como se descreveria?

- Homem
- Mulher
- De outra forma

B9. Em que ano nasceu?

- [open numerical field, 4 digits]

B10. Qual é o nível de ensino mais alto que completou? Por favor, assinale um

- Sem Ensino formal
- Completou o 1º Ciclo do Ensino Básico
- Completou o 2º Ciclo do Ensino Básico
- Completou o 3º Ciclo do Ensino Básico
- Completou o Ensino Secundário
- Ensino Vocacional (pós-secundário)
- Licenciatura ou nível de ensino equivalente
- Mestrado ou nível de ensino equivalente
- Doutoramento ou nível de ensino equivalente

B11. Diga-nos, por favor, o rendimento anual bruto total do seu agregado familiar em 2021.

Nota: Por rendimento anual bruto, entendemos o rendimento antes de impostos e deduções, mas incluindo benefícios/subsídios. Por agregado familiar, entendemos todos os membros do seu agregado, independentemente de serem ou não membros da sua família.

[campo numérico aberto] ou [escolha de faixas com base na distribuição do rendimento nacional]

B12. Diga-nos, por favor, o rendimento total disponível (líquido) anual do seu agregado familiar em 2021.

Nota: Por rendimento anual disponível, entendemos o rendimento após impostos, benefícios e subsídios. Por agregado familiar, entendemos todos os membros do seu agregado, independentemente de serem ou não membros da sua família.

[campo numérico aberto] ou [escolha de faixas com base na distribuição do rendimento nacional]

B13. Contando consigo, quantas pessoas vivem habitualmente em sua casa?

[campo número aberto]