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BOOK LAUNCH

HANDBOOK ON

Trust in Public Governance

EDITED BY

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Joseph A. Hamm
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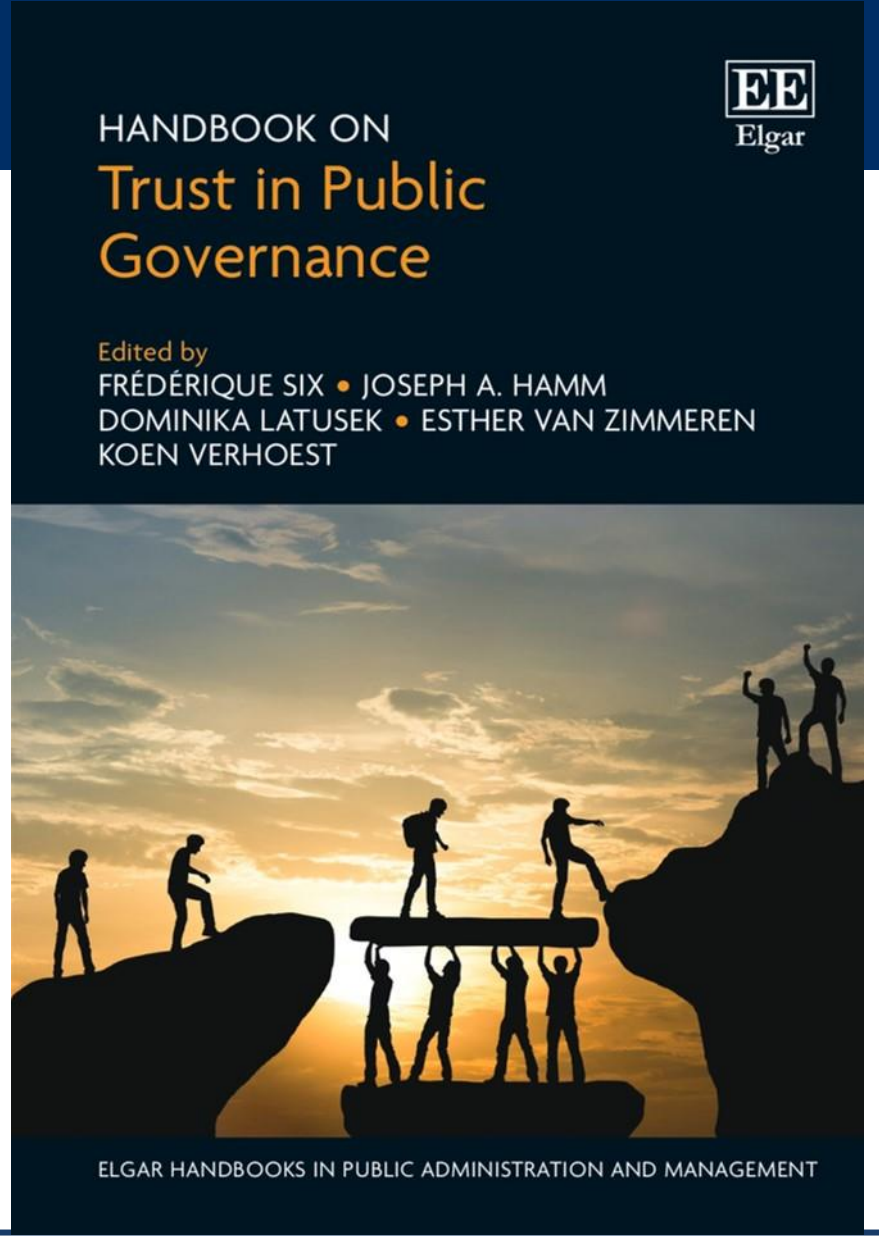
Koen Verhoest

29 APRIL 2025



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GOVTRUST WEBINAR SERIES

Co-hosted by

Handbook on Trust in Public Governance

Edward Elgar Publishing 2025

Frédérique Six

The start…

Van: Daniel Mather <daniel.mather@e-elgar.co.uk>
Verzonden: woensdag 8 mei 2019 11:48
Aan: Six, F.E.
Onderwerp: Handbook Proposal - Handbook on Trust and Public Administration

Dear Professor Six,

Edward Elgar Publishing is, as you may know, having great success with our list of original reference volumes – *Handbooks, Dictionaries* and *Companions*. My colleagues and I are seeking to commission a ***Handbook on Trust and Public Administration***. We appreciate that you are extremely well networked, with extensive knowledge in this area, and wonder if in principle you might be interested in serving as editor of the proposed *Handbook*? We think you are ideally placed to edit such a volume and would be delighted to have the opportunity of continuing our publishing relationship with you.

Proposal submitted autumn 2020

- **PROPOSAL**
  - Editors Frédérique Six, Joe Hamm, Esther van Zimmeren and Koen Verhoest
  - 32 chapters planned, not all yet with committed contributors
  - Planned publication: winter ‘23-’24
  - Contract signed May 2021

- **RESULT**
  - Editors Frédérique Six, Joe Hamm, Dominika Latusek, Esther van Zimmeren and Koen Verhoest
  - 26 chapters, with 57 contributors
  - Publication March 2025

Contents handbook

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  - Agenda for future research
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- **Part II: Trust in *Trias Politica* in a multilevel governance perspective**
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Trust in Public Governance: Scoping the Field

Dominika Latusek

Challenges in Public Governance

1

Issues

Climate change…

Artificial Intelligence…

Public health…

….Complex challenges

2

Solutions

Multi-sector…

Multi-level…

… Interdisciplinary approach

3

Trust

Central role…

Related concepts…

… Vulnerability

… Control

… Distrust

Key concepts

Trust

- Acceptance of vulnerability
- Evaluations of past experiences and future expectations
- Relational context

Vulnerability
- Central to trust, but fragmented insights
- Protecting from harm can create new vulnerabilities
- Trust as a willingness to accept vulnerabilities

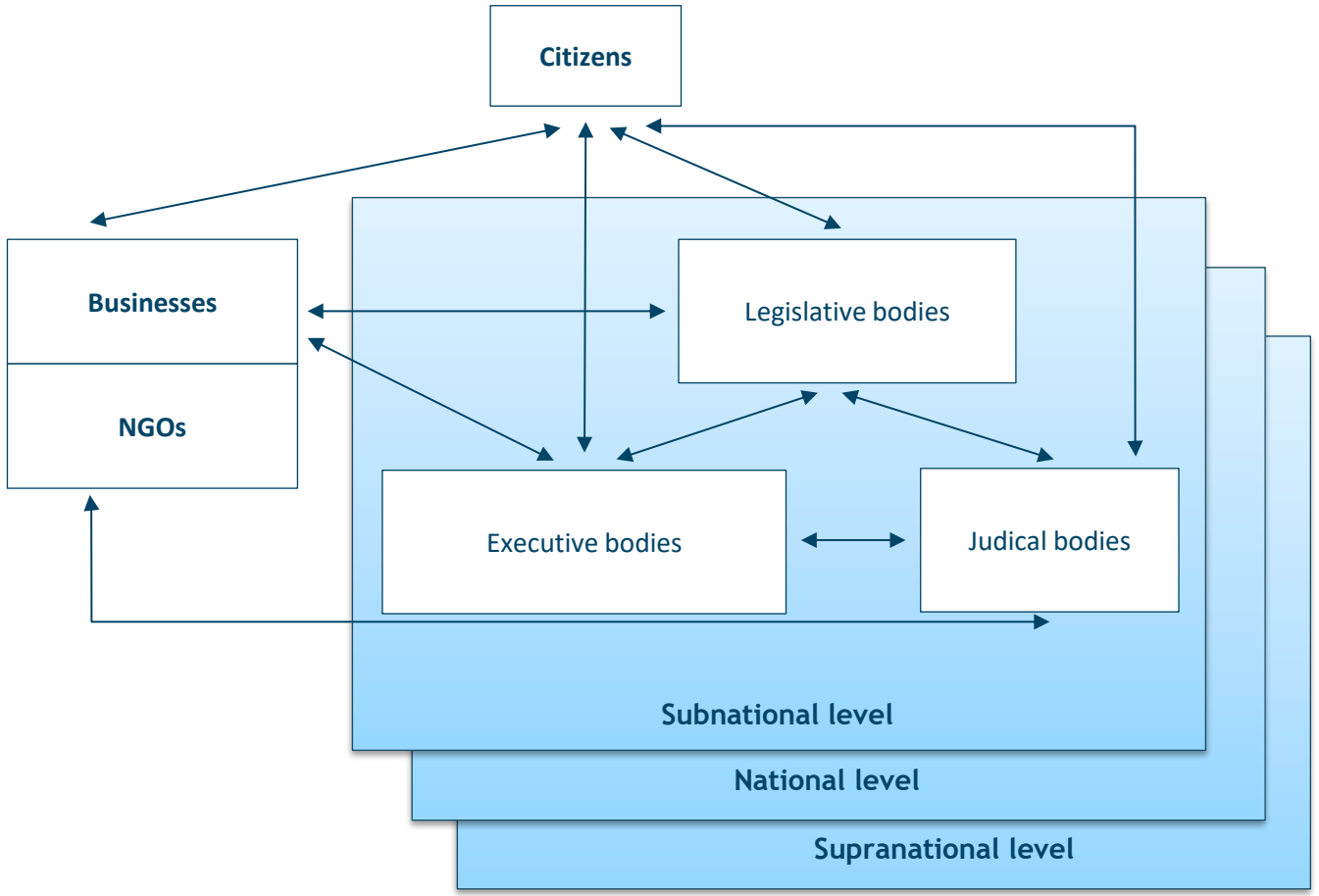
Control
- Central to public governance
- Positive or negative view of relationship with trust
- Context-dependency

Distrust
- Positive vs. Negative expectations
- Functional role
- Trust–distrust nexus needs more critical examination
- Mistrust?

Confidence
- Anticipation of reliability
- Complex systems and processes

Actors in Public Governance and Their Relations

- Complex constellation: government, private sector, civil society, citizens
- Interactions across local, national, and international governance levels, but also system, (inter)organisational and interpersonal levels
- Importance of boundary spanning and trust-building activities



What needs to be done

01

Conceptual Clarifications

Trust, distrust, mistrust, lack of (…)

02

Temporal Dynamics

Trust formation, maintenance, decline, and restoration

03

Multi-level Governance Interactions

Examine how trust operates across local, national, and international governance

04

Technology

Digital governance tools (AI, alghoritms), digital exclusion, equitable technology use

05

Values

Ethical dilemmas and value conflicts, role of integrity and value congruence in trust

06

Emotions

Emotional drivers of trust, collective emotions and governance outcomes

Editors' Key Takeaways from the Chapters

Frédérique Six

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Chapter 4: Institutional contradictions: a persistent threat to trust in public sector organizations

Authors: Chris P. Long and Sim B. Sitkin

- **Institutional trust**
- **Institutional contradictions**
- **Threat**

- **Five institutional contradictions:**
  1. Adaptation/Learning vs. Stability/Execution
  2. Exclusiveness vs. Inclusiveness
  3. Standardization vs. Customization
  4. Authoritative Expertise vs. Stakeholder Participation
  5. Transparency vs. Opacity

Chapter 6: Learning to trust: the implications of sorting and segregating students in schools and school systems

Author: Melanie Ehren

- **System-level sorting students into schools and consequences for in/outgroup trust**
- **Sorting and categorizing within schools and consequences for in/outgroup trust**
  - Categorizing students into meaningful in- and outgroups
  - Identity formation and stereotyping
  - Development of shared norms and values
- **Sorting/categorizing and generalized trust**
  - Unequal opportunities and a sense of unfairness
  - Cognitive and analytical capacities for trust building
  - Socializing experiences

Chapter 15: Trust norms as hope for a trustworthy government

Author: Valerie Braithwaite

- Trust-trustworthiness dynamic between citizens and governments
- Trust norms as hope within dynamic
- How should public institutions deal with resistant and dismissive defiance?

Chapter 26: Trust and public sector work: how public service motivation helps explain multi-level trust relations

Authors: Charis Rice, Rosalind Searle and Ann-Marie Nienaber

- **Public service motivation and trust**
  - Interpersonal
  - Intergroup
  - Organisational

Editors' Key Takeaways from the Chapters

Joe Hamm

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TRUSST Lab

Joe's Team

3. Trust and distrust in institutions

Dominika Latusek and Karen S. Cook

1.0 INTRODUCTION

Trust in institutions is a 'hot' topic in the public sphere. Some see it as providing a 'magic' formula that may alleviate many of the problems plaguing contemporary societies, states, and organisations (Fukuyama, 1995; Sztompka, 1999; Putnam, 2000; Möllering, 2006): Trust seems to be an ever-deficient resource which—if we only manage to build and preserve it—would solve problems in a number of areas of our collective life and would facilitate market transactions, organisational efficiency, and growth (Arrow, 1974; Fukuyama, 1995; Knack and Zak, 2003). Distrust, in turn, has surfaced more recently as an autonomous research subject but is often seen simply as the opposite of trust (Markova and Gillespie, 2007; Sitkin and Bijlsma-Frankema, 2018; Six and Latusek, 2023). In this chapter, we look at what we know, academically, about the relations between trust, distrust, and institutions. What are the virtues of, but also the limits to, trust in institutions? Is distrust in institutions necessarily negative in the context of our public life? Can the traps of unwarranted and excessive trust and of distrust in the context of institutions be avoided?

The chapter is organised as follows. We start by explaining how public institutions can be understood in relation to trust and distrust. We also indicate that institutions play a double role in relation to trust, functioning as foundations of trust, which first need to be trusted themselves to perform their role. Then, we define trust and distrust, and explore the links between trust and institutions and distrust and institutions, respectively. The chapter concludes by discussing some gaps in our current knowledge and outstanding issues that should be addressed in future research to move the debate on trust, distrust, and institutions forward.

2.0 INSTITUTIONS

2.1 What are Public Institutions?

5. Trust matters: the governance of private and public services organisations' external relationships

Reinhard Bachmann

1.0 TRUST AS A MECHANISM FOR GOVERNING ORGANISATIONS' EXTERNAL RELATIONSHIPS

Trust in inter-organisational relationships has been described as a 'relational governance mechanism' (Zaheer & Venkatraman, 1995). It refers to an individual or collective orientation towards individual representatives of another organisation or their organisation as a whole. As a governance mechanism, trust builds on one party, the trustor, holding positive expectations regarding the future behaviour of another party, the trustee. This gives rise to the fact that any trustor is vulnerable (Mayer, Davis, & Schoorman, 1995). The trusting side of a relationship is willing to interact and to rely on the other side to fulfil their explicit or tacit promises, even—or better, specifically—when the ability to monitor or control the other party's intentions is limited. Thus, trust can enable cooperation between organisations even in situations where swift and more direct governance mechanisms such as power/hierarchy and prices/market are non-existent, dismissed for whatever reason, or seen as insufficient.

Cooperation, however, is only one function to be fulfilled in trust-based inter-organisational collaboration. Even where integrity and commitment exist, organisations may still fail to effectively coordinate their joint activities. The latter is more a question of ability and competence rather than the willingness to establish a successful and mutually beneficial relationship. It is therefore useful to make a conceptual distinction between cooperation and coordination (Gulati et al., 2012; Brattstroem and Bachmann, 2018). Many classifications of various forms of trust and trustworthiness draw on this distinction and have contributed to understanding why inter-organisational relationships can fail. Organisations may cooperate but not be able to coordinate their interactions efficiently. This observation leads to a number of fundamental questions around trust as a governance mechanism, such as how contracts can facilitate trust

7. Repairing trust in public sector agencies

Nicole Gillespie and Niamh Daly

1.0 INTRODUCTION

Trust is critical for the effective functioning of organisations and society and forms an integral part of the relationship between stakeholders and organisations (Fulmer & Gelfand, 2012; Kramer & Lewicki, 2010), including citizens' relationship with public institutions (United Nations, 2021). In the public sector, citizens' trust is a key indicator for evaluating public agencies (Van de Walle & Migchelbrink, 2020) and is linked to acceptance and compliance with public policies, social cohesion, and political participation (OECD, 2021). While it is contested whether trust in public institutions is in continual decline, with significant variations across countries (OECD, 2021; Van de Walle et al., 2008), trust in public administration is low in many countries, as evidenced by international surveys (United Nations, 2021). For example, calculations based on the World Values Survey and European Values Study indicate that, on average, 49% of people in OECD countries trust the civil service (OECD, 2021).

Trust failures in the public sector are commonplace and can have a devastating impact. For example, in Australia, the Department of Human Services implemented an automated welfare debt assessment and collection programme, commonly known commonly as 'Robodebt'. Despite early warnings and critical stakeholder feedback, the programme inaccurately and unlawfully raised debts against thousands of social welfare recipients. Robodebt caused significant distress and unfair treatment of vulnerable citizens and front-line employees, even leading to reports of suicides, and triggered a successful class action and settlement of AUD$1.8bn (Henriques-Gomes, 2021). The programme became a national scandal that seriously damaged public trust and confidence in the government and its agencies, resulting in leadership and governance changes, a public investigation, formal apologies, and referrals for criminal prosecution (Hitch, 2020; Lewis & Jones, 2023; Rinta-Kahila et al., 2022).

As the Robodebt example powerfully shows, understanding how to repair organisational trust once damaged is a critical competency for government. Yet public sector organisations face particular challenges in preserving and repairing trust. They are expected to maintain

9. Researching trust in public governance: methodological considerations and approaches

Emily A. Morrison and Mark N.K. Saunders

1.0 INTRODUCTION

Trust is a vital component of public governance and democratic societies. Yet, the 2022 *Edelman Trust Barometer* (Edelman, 2022a) points to a decline of trust in governments and within democracies, as well as a need to 'break the vicious cycle of distrust' (Edelman (2022b, p. 1). To better understand this situation, we need ongoing rigorous, relevant research that employs informed, reliable, and ethical methods. As researchers who care about trust and public governance, we must pay attention to the research question, purpose, and process: What question is the research trying to answer, how and why is the research undertaken, what methods will gather appropriate data and yield trustworthy evidence, and what are the practical applications and implications of findings? If we do not carefully align our research method with the nature of the question and purpose of the research, we risk telling the wrong story and may unintentionally spread partial truths, inaccurate or unreliable information that may, at best, temporarily confound research consumers or, at worst, mislead decision-makers in ways that could undermine the very trust we hope to understand and cultivate. To contribute meaningful research and mitigate doing harm, it is important to pause and examine our methods and aims for research.

This chapter examines the methodological considerations and approaches for researching trust in public governance, including the researcher, the researched, our framing of trust, and methods commonly used. For us, the first step in any inquiry begins with understanding who we are as researchers. We believe it is crucial to recognise assumptions and biases about research that affect how we design and conduct our studies, analyse and interpret data, present findings, draw conclusions, and offer recommendations. For our and others' research to be evaluated meaningfully, we need greater transparency about the decisions made throughout the process as these invariably affect the research outcomes. With this foundation in place, we highlight key findings on the nature of trust and distrust from across the social sciences and then discuss the use of quantitative, qualitative, mixed, and multi-methods. Rather than favouring or going into depth on one research design or method over others, we offer methodological considerations and insights to help researchers make more informed decisions about selecting a method with its inherent limitations and implications. To conclude, we offer a series of questions to inform the inquiry process on trust in public governance.

2.0 THE RESEARCHER'S CRAFT: ASSUMPTIONS AND BIASES

As researchers, how we engage with and make sense of the world (Nakkula & Ravitch, 1998) and how we come to know what we know are shaped by our paradigms (Kuhn, 1970) and

17. Trust, identity and place-based environmental governance

Marc J. Stern and Dara M. Wald

1.0 INTRODUCTION

The need for multi-stakeholder collaboration has been recognised for decades within the field of natural resource management, and techniques for promoting collaboration and reducing conflict have advanced considerably (Araral, 2009; Margerum & Robinson, 2016; Stern & Coleman, 2015; Walker & Daniels, 2019). However, seemingly intractable conflicts persist at multiple scales, ranging from debates about global climate change to disagreements related to local forest management. These persistent conflicts are often attributed to high degrees of distrust between multiple entities, precluding the possibility of open sharing and collaborative problem-solving (Smith et al., 2013; Stern, 2018). While skilled facilitators have developed numerous strategies and formats for enhancing communication between antagonistic parties, they often fall short of satisfactory resolution, especially in the long term.

Evidence and theory from several fields suggest that the most heated conflicts may be immune to many common approaches to collaborative facilitation because they typically entail identity threats to the people involved. *Identity threats* occur when people feel that their self-worth, or that of the group with which they identify, is challenged, or when an individual's strongly-held beliefs are criticised or undermined (Ma & Hmielowski, 2022). For example, a hunter may define their identity through a strong connection to and care for the animals and land on which they hunt. If an environmental group argues for greater regulation to protect sensitive areas located on the hunter's traditional hunting lands, the hunter may feel threatened. This threat may not necessarily be triggered because they disagree with protecting sensitive species. Rather, the hunter may feel threatened because they perceive that the environmental group is questioning their ability to act in a way that is consistent with their identity, as someone who cares for the land and its inhabitants. This perceived threat can inhibit their open-minded consideration of any subsequent messaging from the environmental group, regardless of the content. In ongoing or politically polarised environmental disputes, these types of identity threats are quite common (Hurst et al., 2020). Reactions to these threats can include defensive posturing, reactionary attacks, strategically hiding information, retrenching in predetermined stances, or withdrawal from communications with outgroup members entirely. These reactions preclude possibilities to develop trust, to fairly consider the ideas of other people, and to communicate or negotiate in good faith. Rather, participants more commonly apply biased reasoning, employ *ad hominem* attacks, and discount factual arguments that do not align with their preconceived notions (Hurst & Stern, 2020).

To advance fair and effective decision-making and to take advantage of the other benefits of collaborative dialogue in these situations, identity threats must first be diffused to the point where group alliances no longer preclude open and respectful sharing with outgroup members. Here, we explore opportunities to create an identity-protective climate within

19. Participatory engagement: three potential pathways for impacting public trust in institutions

Lisa M. PytlikZillig and Mariska Kappmeier

1.0 INTRODUCTION

Participatory public engagement is often used by organisations with the hope of increasing public trust. Yet, participatory engagement is not without its drawbacks, especially compared to simpler engagement strategies like outreach. Participatory engagement can be difficult and costly and may have negative as well as positive impacts. Difficulties concern lack of motivation and inadequate representation of the public, as well as financial and efficiency costs to organisations attempting to implement the engagements (Durman, 2020). Furthermore, success is not certain. Engagement also can result in loss of decision control and poorer decision outcomes (Irvin & Stansbury, 2004; Newig et al., 2018; Wamsler et al., 2020). Most relevantly, some report instances when participatory engagement has *increased* conflict and *decreased* trust (Hotte et al., 2019; Karlsson et al., 2021; Smith & McDonough, 2001). Given these potential drawbacks, it is important to know: 'How and when does participatory engagement increase public trust?'

A major aim of this chapter is to evaluate existing empirical evidence for that question. However, before diving into that aim, it is important to note some beliefs which implicitly underlie such an endeavour: the beliefs that public trust in institutions/organisations is valuable and ought to be sought, and that public engagements should build trust in institutions/organisations. At the same time, we must acknowledge persuasive challenges to these beliefs. For example, some argue that too much or unwarranted public trust can lead to public apathy and disengagement, a failure to seek information, and the eschewing of responsibility (Boulianne, 2019; Gabriel, 2017; Hardin, 1999; Trettin & Musham, 2000). These arguments coincide with discussions of the importance of engendering 'critical trust' or 'effective distrust' and avoiding naïve or blind trust, as a value for democracy and to improve public capacities for engagement processes (Krause et al., 2021; Pidgeon et al., 2007; Warren, 2018). Relatedly, Petts (2008) argues that most public engagement efforts simply do not have the qualities needed to build long-lasting beneficial public trust. Indeed, some have argued that it is inherently *untrustworthy* to try to affect the public's trust through engagement (Wynne, 2006). Instead of building public trust, the goal should be to foster institutional trustworthiness and better, more robust decisions (e.g., Aitken et al., 2016; Groves, 2011).

In light of these arguments, and building on prior work distinguishing between legitimacy, quality, and capacity benefits of participatory engagement (NRC, 2008), we propose an 'engagement-trust framework' to structure our review. Our framework explicates that public trust may be improved via three pathways which differ in the most proximate impacts of participatory engagement: (1) public perceptions, (2) institutional or organisational improvement,

25. Trust, control and motivation in public organizations

Tina Øllgaard Bentzen, Frédérique Six and Sophie Op de Beeck

1.0 INTRODUCTION

The implementation of public policies in sectors like education, youth care, social security, policing, urban/rural planning, or health care is increasingly characterised by more and more rules and accountability requirements (Bruijn, 2002; de Jongh, 2016). These rules and requirements are predominantly experienced by professionals and citizens as based on distrust, as 'institutionalised distrust' (e.g., Van de Walle, 2010). This implies a negative relationship between trust and control (cf. Das & Teng, 1998; Weibel & Six, 2013, Arthur, 1994). This negative relationship is also a predominant perspective in policy making, resting on the assumption that because not everyone can be trusted, control is essential to avoid fraud, mistakes, and political scandals (Christensen & Lægreid, 2007; Bentzen, 2021). There has, however, also been substantial criticism of such an approach resting on generalised distrust, as it involves substantial transaction costs, the risk of organisational rigidity, as well as an erosion of motivation among professionals (Scott & Pandey 2005; Vallentin & Thygesen 2017). Furthermore, exposing citizens to policy systems shaped by generalized distrust is likely to undermine institutional trust, which constitutes a central pillar in democracy (Hooghe & Marien 2012; Uslaner, 2003; Van de Walle, 2017).

Control can, broadly speaking, be defined as a regulatory process that allows systems to become more predictable (Das & Teng, 1998). In public organisations, systems of control appear in many shapes and sizes, such as rules, regulations, procedures, incentive systems, quality standards, and supervision systems. While norms or values can also be seen as a form of informal, softer control, this chapter primarily focusses on formal, externally imposed forms of control (Bozeman, 2000; DeHart-Davis, 2017). Hence, although the main focus of this chapter is on intra-organisational trust, many of the controls that professionals are confronted with are not at the discretion of the organisation itself, but rather regulatory demands from authorities outside the organisation. That is why we talk about 'in' rather than 'within' organisations. The focal actors are employees who actually implement policies in interaction with citizens; their motivation, their experience of the controls imposed upon them, and their perceptions of their leaders' trust in them. We call them professionals, while in other literature they are called street-level bureaucrats, civil servants, or public employees. We talk about their leaders, while these may also be called managers, public executives, or else.

The tension between trust and control has been discussed across fields such as management and organisation studies, public administration, accounting, and trust research (Coletti, Sedatole, & Towry, 2005; Hasche et al., 2020; Six, 2013; van Dierendonck, 2011; van Thiel & Yesilkagit, 2011). This debate about the balance between trust and control goes back—at

Editors' Key Takeaways from the Chapters

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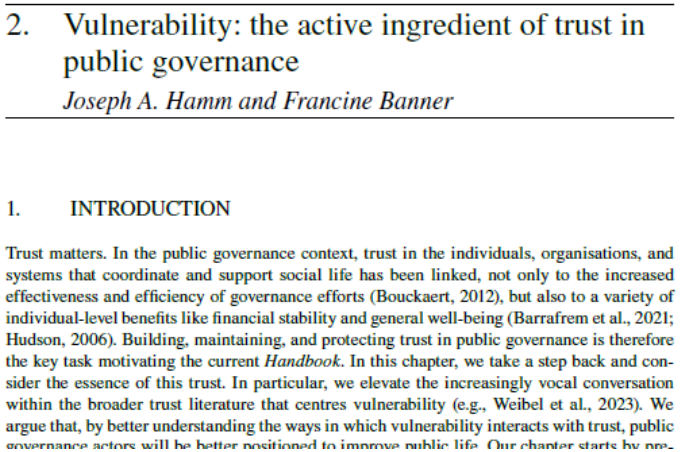
Research Groups Government & Law and Business & Law

GOVTRUST Centre of Excellence

PART I: UNDERSTANDING KEY CONCEPTS AND PROCESSES OF TRUST AND DISTRUST

- **Chapter 2 Trust & Vulnerability**
  - Risk, trust and public governance
  - Recognition vulnerability as inevitable element human experience
  - Dynamics vulnerability
    - Objective probability of harm (i.e., risk)
    - Subjective assessment (i.e., perceived risk)
    - Dynamic interaction characteristics hazard & focal individual
  - Case studies: public health & policing
  - Public governance managing vulnerabilities communities
- **Chapter 8 Trust & Transparency (in AI governance)**
  - Case: reporting fraud to the police in the Netherlands
  - Dynamic governments & citizens changed due to AI
  - Multilevel trust
  - Multilevel transparency
    - Micro: explainability, accessibility technology
    - Meso: organizational process and embedding transprancy
    - Macro/ institutional embedding – formal and informal rules

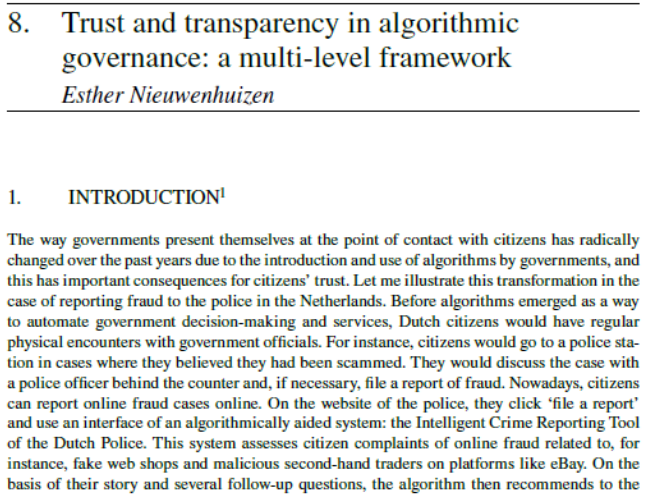


2. Vulnerability: the active ingredient of trust in public governance

Joseph A. Hamm and Francine Banner

1. INTRODUCTION

Trust matters. In the public governance context, trust in the individuals, organisations, and systems that coordinate and support social life has been linked, not only to the increased effectiveness and efficiency of governance efforts (Bouckaert, 2012), but also to a variety of individual-level benefits like financial stability and general well-being (Barrafrem et al., 2021; Hudson, 2006). Building, maintaining, and protecting trust in public governance is therefore the key task motivating the current *Handbook*. In this chapter, we take a step back and consider the essence of this trust. In particular, we elevate the increasingly vocal conversation within the broader trust literature that centres vulnerability (e.g., Weibel et al., 2023). We argue that, by better understanding the ways in which vulnerability interacts with trust, public governance actors will be better positioned to improve public life. Our chapter starts by pre-



8. Trust and transparency in algorithmic governance: a multi-level framework

Esther Nieuwenhuizen

1. INTRODUCTION[1]

The way governments present themselves at the point of contact with citizens has radically changed over the past years due to the introduction and use of algorithms by governments, and this has important consequences for citizens' trust. Let me illustrate this transformation in the case of reporting fraud to the police in the Netherlands. Before algorithms emerged as a way to automate government decision-making and services, Dutch citizens would have regular physical encounters with government officials. For instance, citizens would go to a police station in cases where they believed they had been scammed. They would discuss the case with a police officer behind the counter and, if necessary, file a report of fraud. Nowadays, citizens can report online fraud cases online. On the website of the police, they click 'file a report' and use an interface of an algorithmically aided system: the Intelligent Crime Reporting Tool of the Dutch Police. This system assesses citizen complaints of online fraud related to, for instance, fake web shops and malicious second-hand traders on platforms like eBay. On the basis of their story and several follow-up questions, the algorithm then recommends to the

PART II: TRUST IN TRIAS POLITICA IN A MULTILEVEL GOVERNANCE PERSPECTIVE

- **Chapter 13 Political Trust in MLG systems**
  - Trust dynamics across governance levels – focus on EU & beyond
    - Two mechanisms:
      - Compensation mechanism, national–EU trust relationship is negative
      - Congruence mechanism, national trust positively spills over to EU trust
  - Recognition complexities and interdependencies trust in MLG
  - Call for a more compound rather than dyadic approach

- **Chapter 14 Federal (dis)trust**
  - Dynamic federalism: cohesion, autonomy, cooperation, solidarity
  - Complex balance between cohesion and autonomy
  - Trust within the federal system
    - Trust between citizens
    - Citizen's trust in governments
    - Trust between political elites

13. Political trust: a multilevel governance perspective

Jarle Trondal and Dominika Proszowska

1. INTRODUCTION

Democratic governments around the world care about the trust of their citizens; and so they should. Trust acts as a lubricant for the well-oiled machine of democratic governance; it creates a link between citizens and their representatives, helps to solve collective action problems, provides legitimacy for those who govern to govern effectively and distribute public value, and increases citizens' rule compliance and system support (Bianco, 1994; Marien & Hooghe, 2011; Marien & Werner, 2019; Scholz & Lubell, 1998). Low political trust (here: citizens' trust in political institutions) is associated with increasing electoral volatility (Voogd et al., 2019), rise of challenger parties (Hooghe et al., 2011), and, ultimately, with undermining the stability of democratic rules themselves (Bertsou, 2019). Low political trust hinders economic development; it often comes hand-in-hand with high levels of corruption, lack of transparency, and unsustainable policy-making systems (Rothstein, 2012). Also, trust in political institutions is relevant for the investment inclination of foreign investors (Panao, 2022). No wonder why governments in democratic systems are concerned with declining levels of political trust and seek ways to increase them. The chapter focuses on one particular form of citizens' trust (see also Chapter 1 in this volume): their trust in political institutions, which we refer to as 'political trust'. In accordance with the large body of trust research (see e.g., Zmerli & Van der Meer, 2017), we subscribe to the evaluative approach, which sees political trust as largely determined by an evaluation of the trustworthiness of a trust object. We recognise the theoretical

14. Trust dynamics in federal systems

Patricia Popelier and Peter Bursens

1. (DIS)TRUST AND FEDERALISM

Ferran Requejo (2005, p. 74) coined the term 'distrust federalism' to denote those multi-tiered systems that are characterised by distrust between the different tiers. This is generally considered an undesirable quality. On the contrary, a 'federal spirit', i.e., the commitment to living together peacefully, in mutual recognition and respect, is regarded as a fundamental value and a condition for success (Burgess, 2012, p. 322; Friedrich, 1968, pp. 175–6; Livingston, 1956, p. 316). This implies that federal trust is crucial for the survival of a multi-tiered system because it assumes that even if there is no consensus over issues, the different tiers nevertheless rely on good intentions and the integrity of one another, and are committed to maintaining the partnership (Erk & Gagnon, 2000, p. 94). Indeed, federal trust has been identified as an important quality of multi-tiered systems to maintain cohesion and stability (Sahadžic, 2020, pp. 160–161, 164). This is an important consideration in view of risks to deadlock and even secession threats that characterise several contemporary multi-tiered systems—in multi-ethnic post-colonial states such as Ethiopia, Nigeria, and Indonesia, but also in Europe, with Spain, the UK, Belgium, and even the European Union as prominent examples.

PART III: MULTIDISCIPLINARY PERSPECTIVES ON CITIZEN–GOVERNMENT RELATIONSHIPS

- **Chapter 16 Intersectionality**
  - Feminist theory, intersectionality – implications power
  - Different types and experiences of vulnerability
    - Extra-Organisational Vulnerabilities: Police Violence
    - Intra-Organisational Vulnerabilities: Military Sexual Trauma
  - Need to understand the complexities of vulnerability in governance
- **Chapter 20 Crises - competence**
  - Sources of political trust during a health crisis
  - Dynamics rally-around-the-flag effect
  - Survey data: Italy, UK, US (early stage pandemic)
  - Importance of competence judgement despite emotions, anxiety
- **Chapter 21 Public officials' trust in citizens**
  - Systems of checks and balances
  - Bureaucratic systems essentially built on distrust
  - Certain degree of trust may be beneficial for the functioning of bureaucracies

16. Exploring power, vulnerability and trust in public governance through the lens of feminist intersectionality

Kathleen M. Darcy, Elizabeth Meier, Amanda Isabel Osuna, Jenna A. Van Fossen, John Ropp and Joseph A. Hamm

1. INTRODUCTION

One of the defining characteristics of the relationship between governance entities and the publics they serve is power. Despite variability in its source, governance entities virtually always enjoy a relatively more powerful place in society from which they work to accomplish

20. Competence in crisis: what happens after the rally-round-the-flag?

Daniel Devine, Will Jennings, Gerry Stoker and Jennifer Gaskell

1. INTRODUCTION

That the public rushes to support their country's leaders during a crisis caused by an external threat—known as the 'rally-round-the-flag' effect—is a finding widely claimed (for a recent review, see Seo and Horiuchi, 2024). The COVID-19 pandemic seemed to follow the expected pattern: at least in the initial stages of the pandemic's spread, surveys revealed a parallel surge in support for incumbent leaders (Jennings, 2020). The approval rating of Giuseppe Conte,

21. Public officials' trust in citizens: a review of the literature

Koen Migchelbrink and Steven Van de Walle

1. INTRODUCTION

Trust refers to 'the willingness of a party to be vulnerable to the actions of another party based on the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control that other party' (Mayer et al., 1995, p. 712). People working for government such as public managers, rank-and-file bureaucrats, policy workers, teachers, social workers, inspectors, regulators, etc.—in this chapter referred to as

PART IV: TRUST BETWEEN AND WITHIN PUBLIC ORGANISATIONS

- **Chapter 22 Regulatory trust triangle**
  - Theory relationship trust and regulation
    - Competing
    - Substitutive
    - Mutually supportive
  - Actor centred approach crucial - Regulatory trust triangle
    - Relations between citizens, regulatees, regulators
    - Other public and societal actors in regulatory regimes
  - Results Horizon Europe TiGRE Trust in Governance and Regulation in Europe
    - Citizens trust
    - Regulatees trust
    - Trust between regime actors
    - Impact of trust on the performance of the regulatory regime
  - Impact different types of regulation?

22. Trust and regulation

Koen Verhoest, Bastiaan Redert, Martino Maggetti, David Levi-Faur and Jacint Jordana

1. TRUST AND REGULATION: CONCEPTUAL ISSUES[1]

In this chapter, we discuss how trust in regulatory governance has been studied. After conceptualising regulation and regulatory regimes, we first discuss how trust and regulation can be theoretically related to one another, and then discuss some theoretical elements relevant to trust in regulatory regimes. We explain why an actor-centred approach is crucial when studying trust relations in regulatory regimes and how the type of regulatory regime affects actors' trust-preferences. Based on the 'regulatory trust triangle', we discuss a wide array of empirical research studying specific trust relations between citizens, regulatees, and regulators as well as other public and societal actors in regulatory regimes. We also discuss research on how trust matters for the functioning of regulatory regimes. In our discussions, we pay special attention to results from recent empirical studies on trust and regulation.

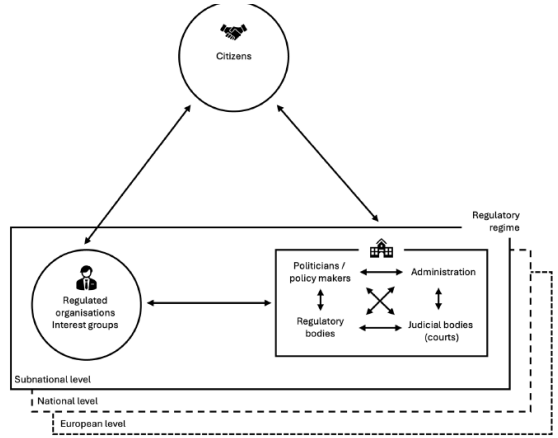


Figure 22.2 The 'complex' regulatory trust triangle

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Editors' Key Takeaways from the Chapters

Koen Verhoest

University of Antwerp

Research Group Politics & Public Governance

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TRUST IN TRIAS POLITICA: DIVERGING OR CONVERGING TRUST SUBJECTS AND DYNAMICS ?

- **Chapter 10 Trust in political and legislative actors and systems**
  - Trust in representative institutions and actors = different from trust in other government institutions, like courts, regulatory and law/order institutions
    - 'Political trust' as concept should be limited to representative institutions and actors
    - Trend of declining trust mainly pertains to 'political trust' in the narrow sense
    - Crisis in democracy: active distrust is more problematic than scepticism/mistrust
  - Individual determinants are context-dependent – contextual determinants more conclusive
  - Consequences: individual trust attitudes remarkably stable over time
    - Need to go beyond cross-sectional associations by panel data or experiments
- **Chapter 11 Trust in courts and judicial systems**
  - Studying trust in courts: issues with concepts, operationalization and units of analysis
  - Impartiality / procedural fairness /independence and experience
    - but recently ideology as determinant – courts increasingly seen as 'political actor'?
  - Multi-level trust in European courts – specific patterns!
    - But different for international courts
- **Chapter 12 Trust in public administration**
  - Relation between performance and trust
  - Crucial role of process evaluations (reliability and impartiality), democratic values and managerial quality
  - Top-down and bottom-up explanations for decline in trust, and implications for governability in crisis, digital and post-truth era

10. Trust in political and legislative actors and systems

Viktor Valgarðsson

1. INTRODUCTION

Political scholars and commentators have become ever more concerned about the prospect of an ensuing 'crisis of democracy' (e.g., Crozier et al., 1975; Gagnon & Vasilev, 2016). In most elaborations, this crisis is thought to have its roots in citizens' declining support for their political systems and representatives (Chou et al., 2017; Hay, 2007; Smith, 2009; Stoker, 2017), which, in that account, signifies the eroding democratic legitimacy of those systems and thus their potential impending breakdown (see also Thomassen et al., 2017; van der Meer, 2017). Indeed, recent signs of that potential democratic backsliding have been documented both by academic scholars (Levitsky & Ziblatt, 2018; Mounk, 2018; Runciman, 2018) and by institutions that track democratic governance: these all report notable 'democratic setbacks' and autocratic resurgences around the world in recent years (Boese et al., 2022; Freedom House, 2019; The Economist, 2019).

11. Trust in courts and judicial systems: a conceptual and methodological review

Monika Glavina and Esther van Zimmeren

1. INTRODUCTION

In a society governed by the rule of law, courts play an especially important role. Yet, the judiciary does not have independent power to enforce its decisions, to secure compliance, and to support its authority. Courts, thus, depend on the executive to generate compliance or, more commonly, on (voluntary) public acceptance of and support for their role (Kapiszewski and Taylor, 2013). This acceptance and support inevitably require a 'leap of faith' (Möllering, 2006, p. 111). Citizens' trust in courts not only increases their willingness to turn to courts but also their level of compliance with courts' decisions.[1]

12. Citizens' trust in public administration: an Israeli perspective on the spirits of trust in public service

Eran Vigoda-Gadot, Shlomo Mizrahi and Nissim Cohen

1. INTRODUCTION: THE CENTRALITY OF CITIZENS' TRUST IN PUBLIC ADMINISTRATION

Governance is inherently based on a social contract between citizens and rulers where trust plays a major role (e.g., Coulson, 1998; King & Stivers, 1998; Hardin, 2006). Citizens expect that governments will do the right thing for them and in return provide legitimacy and support for the immense power, both formal and informal, to political and administrative executives and institutions. Trust in public administration actors, institutions, and civil servants may thus be on the crossroad between good citizenship and reliable governance (Bouckaert, 2012; Vigoda & Golembiewski, 2001). It builds on promises, beliefs, and impressions that should be translated, by reliable governance, into practices and facts.

As demonstrated and supported by many studies (e.g., Citrin, 1974; Citrin & Luks, 2001; Nye et al., 1997; Vigoda-Gadot & Mizrahi, 2008; 2014, to name only a few), trust in public administration has been found as a key to policy success, but at the same time, it carries the seeds of potential failure once expectations and aspirations are not met. In such risky trade-offs, every change in citizens' trust must be examined carefully and systematically. This is why it is difficult for democracies (and many times also less democratic regimes) which seek

TRUST IN MULTI-ACTOR CONTEXTS

- **Chapter 24. Trust and government contracting**
  - Markets, competition and contracts also need trust
    - Trust in contract partner – institutional trust
    - Trust and relational governance becomes more important in complex services; asset specificity, thin markets and long term contracts
    - Trust enhances contracting performance under certain conditions
    - Trust and contracts as complements or substituting depends on situation and contractual stage
- **Chapter 23. Trust in public networks and public-private partnerships**
  - Trust is not the sole or core coordination mechanism in networks
    - Different mixes of coordination mechanims in shifting balances
    - Trust is mainly sanctionable in multiple repeated relations
  - But trust beneficial for learning, innovation and performance
  - Three interacting levels: interpersonal, interorganisational and network-level trust
  - Purposeful network management for trust-building and maintenance
- **Chapter 18. Corruption and political trust**
  - Macro and micro relation
    - Corruption major negative impact on political trust, but only in democratic systems!
    - Bidirectional relation between corruption and political trust
  - Corruption as major contextual, mediating force
    - Effect of individual socio-economic and socio-political determinants of political trust differ in low and high corruption context

24. Trust and government contracting
Meeyoung Lamothe, Scott Lamothe and Alperen Zararsiz

1. INTRODUCTION

Government contracting for goods and services dates back thousands of years. For example, privatised tax collection was very common among pre-modern empires (Kiser & Kane, 2016). However, most scholars home in on the late 1970s and early 1980s in identifying the emergence of the modern contracting movement (Gruening, 2001). Politicians like Margaret Thatcher and Ronald Reagan are often credited with mainstreaming the ideas of libertarian-leaning economic scholars, such as Friedrich Hayek and Milton Friedman, who saw the dynamism and competition of markets as the solution to the inefficiency of government monopolies. Simply because governments need to provide (i.e., arrange for the availability of and payment for) goods and services for their citizens does not mean they need to directly produce them (Ostrom et al., 1961). Rather, private sector actors, with strong motivations for ingenuity and efficiency, can be utilised to reduce costs and streamline service delivery. Contracting is an integral part of what would eventually become The New Public Management (NPM) (Gruening, 2001).

23. Trust in public networks and public–private partnerships: achieving conditions for effectiveness and innovation?
Erik Hans Klijn and Rianne Warsen

1. INTRODUCTION

Public policy and public service delivery are more and more often initiated and implemented within public networks. Public networks are characterised by (Klijn & Koppenjan, 2016):

18. Corruption and political trust: how the effect of societal cleavages on trust depend on the corruption context
Monika Bauhr and Nicholas Charron

1. INTRODUCTION

Political trust lies at the heart of the functioning of the democratic system. Without political trust, support for redistribution, taxation, and public spending, particularly in areas that entail sacrifice or risk, declines (Hetherington, 1998). A citizenry with a reasonably high level of political trust is thereby highly consequential for the resilience of and public support for the democratic system. For decades, scholars have posited that system performance is one important driver of public support for the political system (Easton, 1965). Building on Easton's (1975) work, studies typically distinguish between specific and diffuse political support and define several subcategories of this broad concept (Norris, 1999; 2011). One key component of political support is political trust (Norris, 2017), which is often measured as citizens' levels of confidence in specific political institutions, including the government, the judiciary, and other key institutions (Zmerli and van der Meer, 2017; Norris, 2017; Mariën and Werner, 2019; Dahlberg and Linde, 2018; Mishler and Rose, 2001). Given the centrality of political trust for the functioning of democratic systems, scholars have invested considerable research attention into understanding what type of system performance is most consequential for citizens' political trust. What are the key drivers of political trust? And what can governments do to secure the trust of their citizenry?

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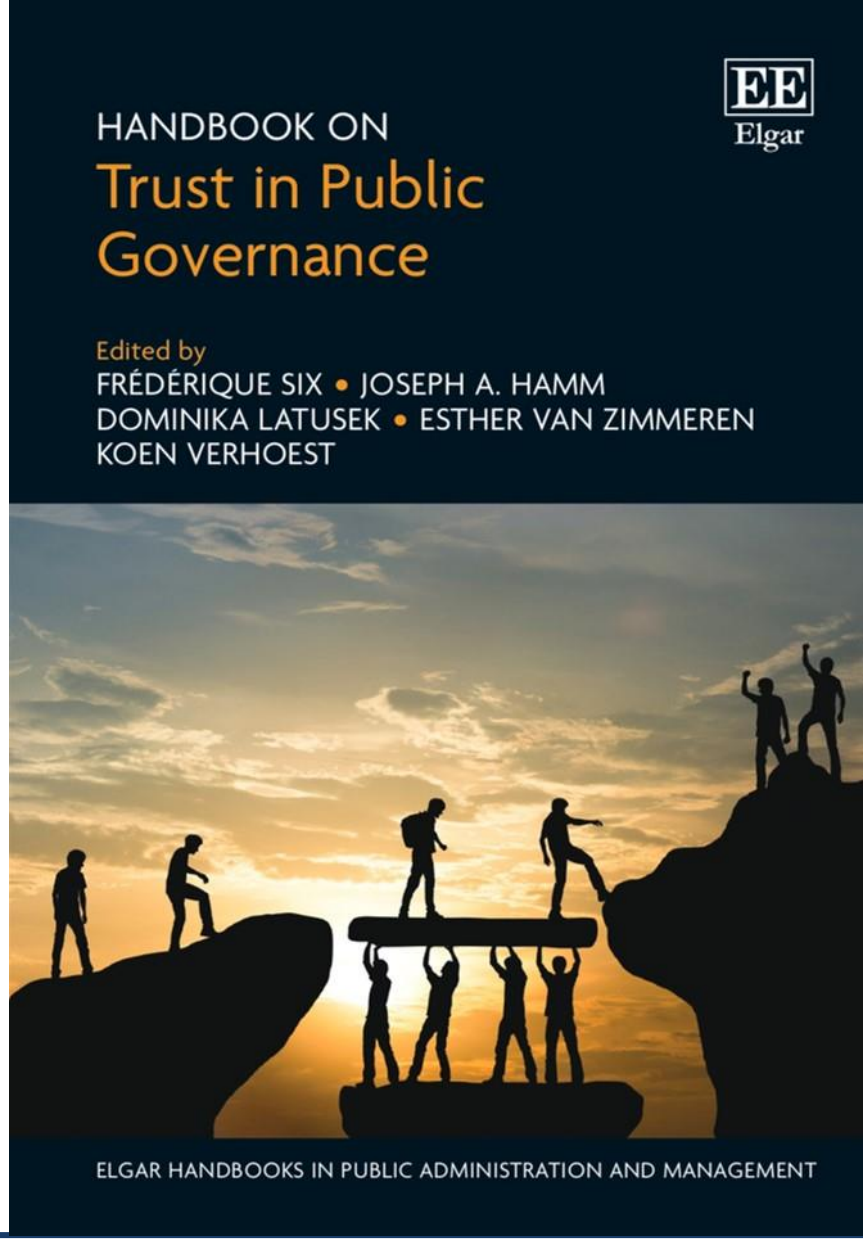

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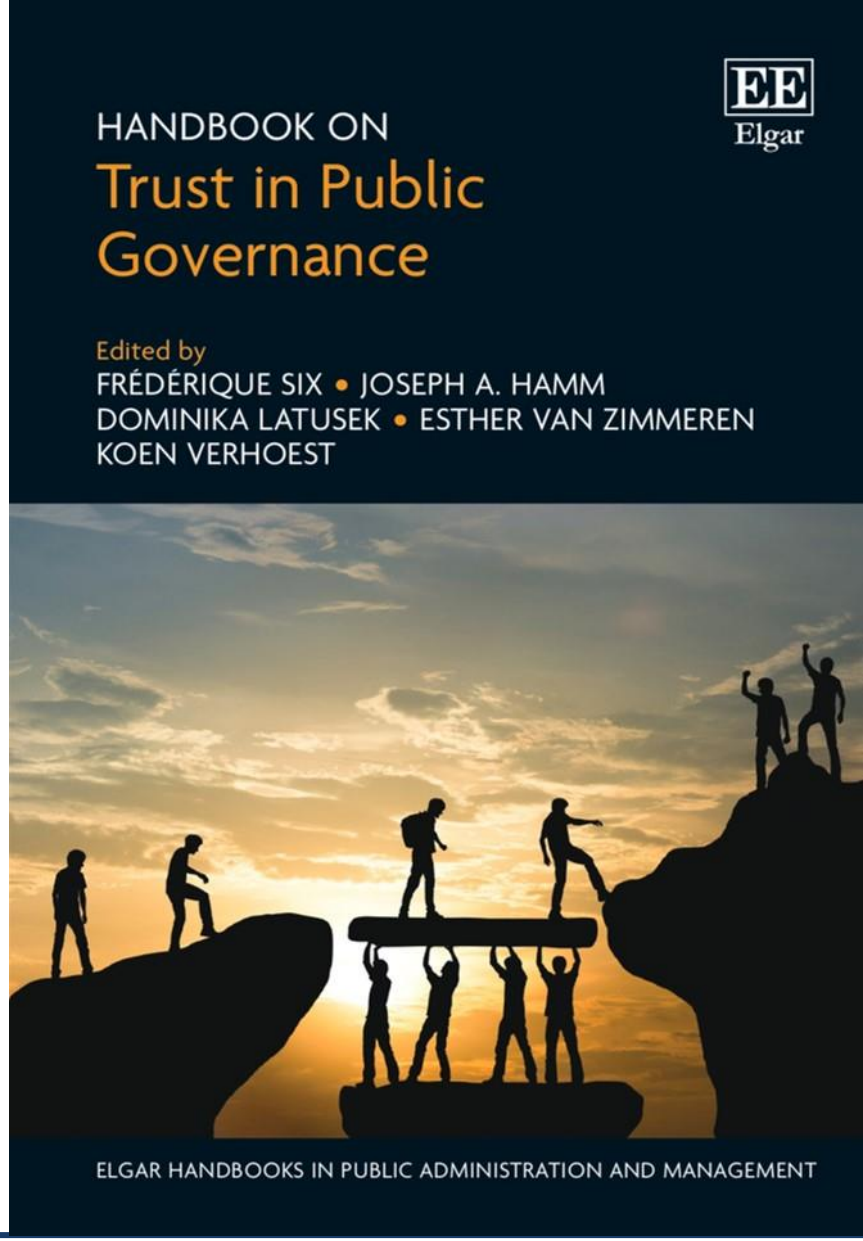

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