

Government Public Relations: A Theoretical Perspective

L. Tazhan Dlshad Kareem*

Asst. Prof. Dr. Ahmed Omer Bali**

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Abstract

In order to accomplish the goal of democratization, government public relations should be engaged. Public Relations (PR) makes the government more open, transparent, and proactive with public requirements. The majority of studies focused on procedures and techniques used in the Kurdistan Regional Government (KRG), ignoring the conceptual framework when dealing with government public relations. This study deals with the theoretical framework of government PR by evaluating the available literature as a standard guide for government PR and providing a conceptual foundation for another study to investigate the difficulty of KRG PR. This study developed a model comprised of significant ideas for assessing government public relations from the fields of policies, interaction, and government operations. This study also suggests that future research implements this model to evaluate government PR, and it is useful for public relations practitioners in government organizations.

پوختە ی توێژینە

پە یۆه ندییه گشتییه کانی حکومهت: روانگه یه کی تیۆری

بۆ ئەوێ ئامانجی دیموکراسی کردن بەدی بهێنرێت، پێویسته پە یۆه ندییه گشتییه کانی حکومهت

* PHD Students, Media department, Art College, University of Salahhadin, Kurdistan Region, Iraq, lecturer at Public relations and Marketing department, Administrations college, Sulaimani Polytechnic University (SPU). Tazhan.kareem@su.edu.iq

** Director of International Affairs at University of Human Development, Kurdistan Region, Iraq. Ahmed.nali@uhd.edu.iq

به‌شداری پيښکړت. په‌يوه‌نديه‌ گشتيه‌کان حکومت کراوه‌تر و شه‌فافتړ و چالاکتر ده‌کات له‌گه‌ل پيداويستيه‌ گشتيه‌کان. زورينه‌ی توږينه‌وه‌وه‌کان له‌سهر‌ئو رپکار و ته‌کنیکانه‌ بوون که له حکومتی هه‌ریمی کوردستاندا به‌کاره‌پنزاون، به پش‌تگوږخستنی چوارچپوهی چه‌مکی له‌کاتی مامه‌له‌کردن له‌گه‌ل په‌يوه‌نديه‌ گشتيه‌کانی حکومتدا. ئەم توږينه‌وه‌په‌ مامه‌له‌ له‌گه‌ل چوارچپوهی تيوری په‌يوه‌نديه‌ گشتيه‌کانی حکومت ده‌کات به‌ هه‌لسه‌نگاندنی ئەده‌بیاتی به‌رده‌ست وه‌ک رپنمایي ستاندارد بو په‌يوه‌نديه‌ گشتيه‌کانی حکومت و داينکردنی بناغه‌په‌کی چه‌مکی بو ليکولپنه‌وه‌په‌کی دپکه‌ بو ليکولپنه‌وه‌ له‌ سه‌ختيه‌کانی په‌يوه‌نديه‌ گشتيه‌کانی حکومت. ئەم توږينه‌وه‌په‌ مؤدليلکی په‌ره‌پیدا که پیکهاتوو له‌ بيروکه‌ی به‌رچاو بو هه‌لسه‌نگاندنی په‌يوه‌نديه‌ گشتيه‌کانی حکومت له‌ بواره‌کانی سیاست، کارلپککردن و ئوپه‌راسيونه‌کانی حکومت‌وه‌. هه‌روه‌ها ئەم توږينه‌وه‌په‌ پيشناری ئه‌وه‌ ده‌کات که ليکولپنه‌وه‌وه‌کانی داهاتوو ئەم مؤديله‌ جبه‌جئ ده‌که‌ن بو هه‌لسه‌نگاندنی په‌يوه‌نديه‌ گشتيه‌کانی حکومت، و به‌سووده‌ بو کارم‌ندانی په‌يوه‌نديه‌ گشتيه‌کان له‌ رپکخواه‌ حکوميه‌کان.

ملخص البحث

العلاقات العامة الحكومية: منظور نظري

من أجل تحقيق هدف الديمقراطية، يجب إشراك العلاقات العامة الحكومية. تجعل العلاقات العامة الحكومة أكثر انفتاحًا وشفافية واستباقية فيما يتعلق بالمتطلبات العامة. ركزت غالبية الدراسات على الإجراءات والتقنيات المستخدمة في حكومة إقليم كردستان، متجاهلة الإطار المفاهيمي عند التعامل مع العلاقات العامة الحكومية. تتناول هذه الدراسة الإطار النظري للعلاقات العامة الحكومية من خلال تقييم الأدبيات المتاحة كدليل قياسي للعلاقات العامة الحكومية وتوفير أساس مفاهيمي لدراسة أخرى للتحقيق في صعوبة العلاقات العامة في حكومة إقليم كردستان. طورت هذه الدراسة نموذجًا يتألف من أفكار مهمة لتقييم العلاقات العامة الحكومية من مجالات السياسات والتفاعل والعمليات الحكومية. تقترح هذه الدراسة أيضًا أن تقوم الأبحاث المستقبلية بتنفيذ هذا النموذج لتقييم العلاقات العامة الحكومية، وهو مفيد لممارسي العلاقات العامة في المنظمات الحكومية.

Introduction

Public relations is a critical component of government success and has been recognized as an essential component of modern government. Government institutions and officials can use communication strategies to inform residents, journalists, the media, and other stakeholders about important information that represents public policy. At the same time, it provides an appropriate platform for engaging with people and enabling them to participate in public policy by promptly and consistently accepting their feedback and recommendations.

Government public relations plays a vital role in establishing public trust, advocating for policies, and improving them. It encompasses numerous public relations tactics, such as In-house media management, media relations, inter-institutional coordination, and issue and crisis management.

From this point of view, government PR has several difficulties, such as balancing transparency, national security, managing public perception, and managing public expectations.

A government's public relations strategy is based on two systems, namely, state political systems, and country's political systems. In its simplest form, when compared to a closed and authoritarian system, the government's PR has a greater function and obligation in an open and democratic society. By actively engaging in government PR, KRG hopes to advance democracy. Through a survey of the literature and the provision of a conceptual framework for additional research, this study investigates the theoretical perspective of government PR. It discusses, Organizational Structure, Public Value, Two-way Communication, and the role of PR in KRG in addition to system theory.

Chapter One: Methodology

According to our observations, most researchers in the Middle East, particularly in the Kurdistan Region, face the challenge of investigating government public relations because they use the broad purpose of public relations as an analytical framework for their study, which grows the philosophical foundation of a research investigation on government Public Relations. This research has the goal of developing a model comprised of significant ideas for assessing government public relations regarding public policy and public administration fields.

1. Research Questions

- a. How a theoretical structure be developed to serve as a standard model for analyzing government public relations?
- b. What are the key responsibilities of government public relations?
- c. How does the concept of public policy relate to and help with analyzing government public relations?
- d. How does public administration theory apply and contribute to examining government Public Relations?

2. Aims of Research

The goal of this study is to develop a typical theoretical model that will serve as a conceptual structure for investigating government public relations ideas in the appropriate and possible different sectors.

3. Methodology

On the basis of the study's goal and research topic, an overview of the literature is used as a process that is well-suited for theoretical research.

Chapter Two: System Theory and Organization Structure

Overview

This chapter focuses on the system theory and organization structure which combine system theory and organization structure together for several reasons. The first reason is that a successful government requires a good system because it is composed of different institutions or ministries that run the policy and provide public services designed by the government council. It needs coordination among all institutions and implements one policy. PR here takes the coordination role among the institution and government council as well as citizens including stakeholders. The second reason is that each institution has its own policy and specialty and structure within the system which is designed guided by the government council. This means that the system should be able to consider the nature and the challenge of each institution in government. Thus, the government represents a system with a different institutional or organizational structure.

1. System Theory

In this section, the system theory will be reviewed historically to understand the emergence of theory and how PR scholars recommend the theory in public relations

as a theoretical framework of PR. In 1989, Hazleton & Botan recommended the conceptual growth of designs that represent the complexity of public relations activity that provide the basis regarding theory development (Hazleton & Botan, 1989). A framework for evaluating PR from a systems theory perspective by the PR Process Model. The constructs presented are useful for research and theory building, as they are reconstructed through PR behavior. In addition, Systems theory constructs are used to describe effectively the functional connections between a theoretical model's components.

Systems theory emerging in Western science that is based on principles derived from the characteristics of systems, regardless of their discipline (i.e., neurology or ecology) or scale of analysis (i.e., microscopic or macroscopic) (20th century). Systems theory enables the use of lessons learned from one system to understand, control, or build another, such as the brain's neural networks. Systems theory is a set of intellectual streams related to the nature and characteristics of systems which consists of five theories as follows:

- Information and Game theory.
- Cybernetics and Chaos theory.
- Theory of Autopoiesis.
- Complexity Theory.
- Dynamic Systems Theory.

Engineering, biology, ecology, geography, sociology, psychiatry, and neurology belong to its fields of use. In 2009, D. Straussfogel, C. von Schilling Systems theory is a broad, interdisciplinary, and multidimensional field of study that has evolved over time due to events and theoretical developments. It is known as Systems Science (D. Straussfogel, C. von Schilling, 2009). In 1967, Katz and Kahn described Systems theory as concerned with relationships, structure, and interdependence, not objects (Katz and Kahn, 1967). In 1978, Miller defined a system as a set of interacting units with relationships (Miller, 1978), which is observed by using spatial, temporal, spatiotemporal, and causal qualities (p.17). Relationships take on symbiotic and parasitic forms to perform processes that one element lacks (p.18).

In 2000, Broom, Casey & Ritchey argued that Communication is the primary exchange in social systems, and figuring out the system's structure and systems are necessary for society's smooth operation. Relationships are shaped by the actions of

the people (Broom, Casey & Ritchey, 2000). The communication linkage involves mutual goals, patterns, and qualities that separate communicators from one another.

In 1991, Klir argues that the relationships of phenomena are independent of the system (Klir, 1991). Klir pointed out that two fundamental systems exist.

- The concern with the system
- The relationships among the system

Systems theory suggests that relationships represent and define the exchange or transfer of information, energy, or resources.

In 1969, Walton argued that communication is the most important factor in an organization's behavior, and its systems of communication are essential for understanding its dynamics (Walton, 1969, p.109).

In 1992, Ehling argued cooperation is the primary benefit of public relations, achieved through communication of differences between cooperation and conflict (Ehling, 1992, p. 633).

1.2. A System Theory of Organization

The system theory of organization is used to explain how public relations practitioners work effectively in two different environments such as, internally in dynamic environments, and externally in static organizational environments. Non-professional PR professionals may react reactively in a static environment, while PR professionals may react more proactively in a dynamic environment while dealing with the responsibilities that a company assigns. (Cutlip, 2000: 233-235). In 2000, Cutlip et al. (228 and 229) defined a system as a set of interacting units that responds to system theory, which is called Cybernetic Systems, was created by Norbert Wiener (Stacey, 2000: 22). System theory is a major public relations theory used by many leading PR scholars (Cutlip et al., 2000; Grunig & Hunt, 1984; White & Dozier, 1992; Wamaby & Moss, in Kitchen, 1997). The system of public relations is an integration and coordination of components to achieve and maintain goal states, connecting with both the public and organizations. PR professionals help organizations adapt to strategic changes through communication. Organizations must align PR programs with specific public interests, creating a boundary-spanning role between organizations and their public (White & Dozier, 1992; Grunig & Hunt, 1984; Wamaby & Moss, in Kitchen, 1997).

In 1989, Hazleton & Botan introduced that the conceptual growth of constructs that reflect the complexity of PR practice is necessary for the development of theory (Hazleton & Botan, 1989). From a systems theory approach, the PR Process Model highlights characteristics that are helpful for researching PR, it was built by studying PR behavior and used for: research and theory building. The model's theoretical premise states that PR practices are a product of individuals' subjective assessments of environmental complexity and turbulence. The subjective perceptions of environmental complexity and turbulence outlined in this study influence PR practices. These connections provide the model's theoretical framework, which is based on concepts from systems theory. The effectiveness of public relations is correlating with environmental complexity and turbulence as measured by both objective and subjective parameters. Company and environment interdependence in relation to organizational objectives. Public relations strategy is related to management philosophy and audience characteristics. Content themes are related to problem solutions and audience characteristics. Message effects are related to physical, psychological, and sociological properties of messages and audience characteristics. To sum up, the system theory is taken by PR actioners according to the aim and vision of each organization. This argument should be considered in the PR studies.

2. Organizational Structure

Organizational structure, which is made up of multiple elements and relationships between the components and structure, represents a behavior of systematic thought. The philosophy of organizational activity is formed by the relationships between the components of an organization's structure. When viewed from various angles, a structure is made up of hard parts on one side and soft elements on the other. Organizational structure is a method for dividing, organizing, and directing tasks in order to manage member performance, which is shown in an organizational chart.

Organizational structure influences strategic decision-making processes. Strategic process characteristics are associated with different structures, and conclusions made on the correctness of different models and the ideal analytical unit for evaluating the process.

Structure can have major effects on technique through its direct influence on the strategic decision-making process, according to Bourgeois & Astley (1979), Burgelman (1983), and Fahey (1981). This idea has contributed to practice for many years. Groups of people to achieve better results, leading to better outcomes (Kristina, et al, 2013) form organizations. Organizations create organizational structures to achieve their goals, which can be successful (profitable) or unsuccessful (non-profitable). This structure creates inner order and relations among organizational parts.

Organizations are influenced by many factors, such as their dynamic surroundings or the organization itself, which can lead to a static organizational structure that cannot meet the requirements of efficiency and adaptability. Organization theory encompasses many different schools of thought that influence organizational structure. Organizational structure depends upon the following factors: size, environment, and technology. In this section organizational structure will be discussed in five subsections namely, organizational structure definition, types of organizational structure, organizational structure and strategy, organizational structure and communication, organizational structure and public relations.

2.1. Definition of Organizational Structure

Organizational structure refers to how tasks are assigned in work (Jackson and Morgan, 1982). Walton argued that the foundation for organizing is structure, consisting of hierarchical levels and roles (Walton, 1986). Thompson argued that Structure establishes restrictions and limitations to ensure effectiveness by members (Thompson, 1967). Kartz and Kahn argued that Structure found in an interconnected set of events that return to finish and restart a cycle (Kartz and Kahn, 1978). Jackson and Morgan argued that Structure is the role of distribution and management procedures to coordinate and control activities (Jackson and Morgan, 1982).

Lawrence and Lorsch describe the Structure as the technique used to differentiate and integrate an organization, with differentiation focusing on executive autonomy and integration focusing on all members working together to achieve organizational goals (Lawrence and Lorsch, 1967).

Organizational researchers must be able to recognize and quantify the key

elements of their research. Organizations are formed components like interaction, organized level, and decision-making units.

2.2. The Types of Organizational Structure

Through reviewing the literature, organization structure can be classified into six types name, simple structure, functional structure, multi-divisional structure, matrix structure, hybrid structure, and network structure.

2.2.1. Simple Structure

The simple structure usually looks very small, flexible, and dynamic organizations. In this regard, Robbins (1990) argues that the simple organizational structure is low in complexity and formalization, with control centralized to one person. This structure requires low cost to maintain, and all members are clear on goals and task assignments. However, there is an increased risk of corruption and organizational breakdown if the central commander is no longer able to perform his/her duties. The government as an organization does not represent a simple organization and requires not simple public relations unit.

2.2.2. Functional Structure

The functional structure divides an organization into logical groups of members that share common tasks or goals. Peters (1993) identified the functional structure as the most common organizational design. Employees are hired on their skill of specialization and report internally to a department head. The strength of the functional organization lies in its simplicity in clearly delineating task responsibility, but it does have weaknesses such as hostility between functional departments and customer interaction. Typically, functional organizations communicate vertically internally, leading to communication breakdowns between functions.

2.2.3. Multi-divisional Structure

In 1997, Hatch claimed that the organization takes on a multi-divisional structure when the functional structure is too large for one centralized decision-maker. In the M-form, the company has split into functional structures that all report to staff at corporate headquarters. The functional structures are responsible for making daily decisions regarding production schedules and sales while the headquarters staff monitors overall company performance and formulates strategy. The executives at headquarters have the responsibility of financial control over all divisions and coordination of company-wide production. When a multi-divisional

company operates in different industries, a conglomerate is formed, with the executives managing the resource flow into each division to increase overall profits. Multi-divisional organizations run the risk of not being as profitable as functional organizations due to the repetition of tasks. However, they have an advantage due to their size and the ability to possess greater influence and gain a larger competitive advantage in their environment.

2.2.4. Matrix Structure

According to Hatch in 1997, the matrix structure consists of multi-divisional and functional components, with functional managers assigning specialists to projects and monitoring progress. Project managers supervise each project in terms of budgeting and timeline. Functional managers assign specialists and monitor progress, while project managers supervise budgeting and timelines. Members of an organization's matrix structure assign tasks to project teams in accordance with the functional and project managers. This structure can lead to conflict due to dual lines of authority, as well as disagreement on the assignment of certain individuals to specific project teams. The responsibility of maintaining a balance between the functional and project sides of the organization lies with the top manager, usually the CEO (Hatch, 1997). The matrix structure is an advantage due to its ability to utilize its specialists fully, as specialists in a matrix structure often work simultaneously on more than one project team. This allows for maximum use of their capabilities (Hatch, 1997).

2.2.5. Hybrid Structure

According to Lentz (1996), hybrid organizations enable operating units to improve customer service while empowering company workers to maximize scale economies and combine operational units into a single corporate identity. He identified three traits that are frequently found in the literature on hybrid structures: customers and economies of scale prioritized at the top of the list by hybrid organizations' strategic focus. Each business unit is in charge of taking care of the customer while outsourcing non-strategic activities enables the company to keep its attention on economies of scale. The second characteristic of hybrid organizations is sharing power between the main corporation and the business units, with the business units making marketing and product decisions while the corporation decides the overall strategic objectives. The third and final characteristic of hybrid

organizations focus on product development, while still employing specialists, but focusing on core competencies relevant to every part of the business.

2.2.6. Network Structure

Hatch claimed in 1997 that the network structure is a new organizational model that primarily uses horizontal linkages in place of vertical links. Instead of operating from formal vertical relationships, a partnership is formed among several organizations to produce goods or provide services. This coordination of activities eliminates the need for the traditional vertical hierarchy, reducing administrative costs and increasing efficiency and profitability. As a result, the business can maintain its competitiveness. When businesses experience rapid technology development, condensed product lifecycles, or highly specialized markets, networks are created. Small businesses join forces to outsource tasks and create networks in order to compete in markets where individual businesses cannot. Network organizations support creativity and information exchange, because of which they are able to take chances that other organizations might not be aware of ~~them~~. Teamwork amongst network members is essential to the network's stability and success. According to Hatch in 1997, to be creative, solve problems, and manage activities, employees of the various network parts must work together. In the event that a network partner attempts to undermine either the network or a network member refuses to participate, relationship management is crucial for the network to remain together.

2.2.7. Network Structure

When a corporation transfers all of its task activities, it becomes a virtual organization (Hatch, 1997). The virtual product, or a product instantly manufactured according to the unique demands of the clients, is a representation of the virtual organization. Work teams, flexible production, individual autonomy for workers, and computer design and modification are features of the virtual organization (Davidow & Malone, 1992).

The virtual business is a useful organizational structure for specialized or one-person supply operations contacted by phone, fax, or email by anybody who needs the services provided. According to Rahman and Bhattacharyya (2002), a virtual operation gives small business owners the adaptability and reactivity that some larger businesses look for. However, the virtual organization's existence is not without

certain social and legal effects, such as taxation, and the increasing speed at which virtual organizations may deliver goods and services frequently lags behind the decision-makers of the businesses that will be using them. A strong vision and sound strategy allowed virtual organizations to succeed. Four additional features, however, are necessary for success: awareness of the organization's true capabilities among all internal players; a supportive environment for teamwork and knowledge sharing; and close attention to qualitative business factors involving services and people. A time-based salary system has been replaced by many virtual organizations in favor of one where teams and individuals are rewarded through a variety of means, such as complete financial ownership of the business (Rahman and Bhattacharyya 2002).

2.3 Organizational Structure and Strategy

The existence of organizational structure serves as an important component of organizational performance. Organizational effectiveness is complex, and there are multiple methods to describe it. According to Robbins (1990), organizational effectiveness is the level at which a company achieves both short- and long-term objectives. Many researchers have sought to demonstrate the connection between strategy and structure, but it is impossible to determine how one affects the other. The industrial environment affects the organizational structure and strategy. According to Peters (1993), the goal of studying organizational structure is to find ways to make it more suitable for strategy. He offered approaches to approach the organization in order to modify its structure and improve strategy. Which organizational design is most appropriate by taking into consideration what the organization does, and how the organization is identified. How the customer is exposed to the organization, the activities required to attain organizational goals, and how communication flows between these activities. If essential organizational structure adjustments are made, their compatibility with the organizational plan will be determined through regular monitoring.

2.4. Organizational Structure and Communication

Organizational communication structure is described by Johnson (1993) as "the largely consistent pattern of communication connections between individuals or groups within the framework of an organization." People develop roots in the social system of the organization when they recognize a theme in the communication interactions within it through structure.

The network analysis approach is used to study organizational structure because it examines how relationships between organizational members and entities affect communication structure (Johnson, 1993).

Johnson (1993) outlined a number of effects that structure has on organizations. The organization's communication structure can facilitate activity inside the group, avoid information overload, lessen confusion, and boost member confidence. It can also show the standard behavior of the group's members. Due to a filtering process made possible by single-unit processing, it also enables an organization to process bigger volumes of data. Structure builds confidence in its members by reducing uncertainty and increasing predictability.

Organizational communication structures are essential because they offer social support and unite individuals into one powerful group. The connection between structure and authority, in which people have the power to control the formal components of structure and the information that flows through the organization, anyway, is also capable of having negative effects on an organization (Johnson, 1993).

Jablin (1987) concentrated studied the connections between organizational communication and the structural characteristics of structure, complexity, formalization, and centralization. The area under control, hierarchy, organizational scale, sub-unit size, and administrative intensity are the five features of organizational configuration.

Conclusion

Organizational structure has a significant impact on public relations, and this literature review examines the existing connection between organizational structure and public relations.

Public relations practice is greatly impacted by an organization's structure and culture. According to J. Grunig (1992), the organizational structure and position in terms of public relations experts throughout the organization determine the professional's behavior. When addressing structure and public relations, the structural factors of consolidation, formalization, and hurdles are a good place to start because they enable comparisons between organizational types based on the levels of each in the particular structure being examined.

According to Holtzhausen (2002), decentralizing internal communication changes the organization as a whole and the ethical standards for internal and external communication. The matrix structure of the Excellence Project allows for the most open communication system (L. Grunig, 1997). The practice of outstanding public relations is made easier in organizations with a natural framework, a culture of collaboration, and a symmetrical internal communication system. This is a matrix's non-hierarchical structure, which enables employees to communicate issues and solutions. (Dozier, L. Grunig, & J. Grunig, 2002). The relationship between structure and public relations frequently explored the organization's public relations structure. According to J. Grunig and Hunt (1984), effective public relations managers make decisions on the vertical and horizontal relationships, practitioner roles, and other aspects of the public relations department in light of the complex and dynamic environment where the organization is based. Due to their decentralization and improved communication of the public relations function, matrix and network organizations were considered more suited organizational types for the public relations structure.

Chapter Three: Government Public Relations Theories

Overview

In this chapter, the theories are formulated to become a theoretical consideration for examining government PR namely, Public Value, Two-Way Communication, and Functions of Public Relations. Public value theory and two-way communication theory are essential for successful public relations. Public value theory works to quantify the value of public relations efforts, while two-way communication theory aims to promote valuable discussion between government institutions and their specific public and stakeholders. When taken as a whole, these theories show how public relations play a more significant part in building long-term relationships. The first section explores the public value theory which is an important part of government public relations as it helps ensure that the government's actions and services are meeting the needs of the public. It is important for governments to have strategies that aim to continue to meet the needs of the public and ensure the quality of services provided. The second section explores the two-way communication theory, which has significance for government PR since it enables the administration

to get feedback from the public and develop understanding. This aids in the government's ability to successfully interact with the public, respond to their needs, and build trust in the process. The third section explores the functions of public relations in which government offers methods for successfully interacting and communicating with the public. It supports the democratic process and keeps the public informed about significant decisions and actions while supporting governments in developing strong relationships with their people and promoting their policies and projects.

1. Public Values Theory

Public value theory looks at the public interest as the foundation of governmental decision-making. It aims to strike a balance between the interests of the general public, elected officials, and corporate executives. It considers how government actions affect stakeholders and acknowledges that public policies are adopted and carried out with the intention of serving the public. It develops the idea that public employees have a moral duty to serve the public and explores how government actions might improve the environment for everyone. Finally, it considers the idea that social standards and principles affect public value.

1.2. History and Development of Public Values Theory

In some ways, the early work on public values theory was a self-aware reaction according to the positive and negative aspects of public interest theory (Bozeman, 2007). Understanding the origins of public values theory requires understanding with the purpose and meaning of public interest theory of its conceptual roots. For many years, political science and public administration were the primary goals of the study of public interest theory. This was especially true in the early years of the 20th century, when people of the type of Carl Friedrich (1940), Harold Lasswell and McDougal (1942), and Emmette Redford (1954) structured their research in terms of public interest ideas. Because of his academic credentials and the additional attention that he acquired while serving as president of the American Political Science Association, Pendleton Herring's (1936) work on public interest theory served as a catalyst. Public interest theory was placed front and center when public administration was still evolving as an academic discipline and a profession, and both scholars and practitioners were looking for a theory to anchor the development

of a code of ethics (Monypenny, 1953). With the growth of policies that specifically needed regulation "serving public benefit" (Herzel, 1951; Huntington, 1952) or execution "serving public benefit" (Feller, 1940; Keith-Lucas, 1957), public interest theory was also becoming more and more applicable to public policies. Legal cautions related to administration or regulation in the public interest continue to be common in modern public policy (Varuhas, 2016). The authors of the most significant public administration textbook in the field delivered a major blow to the public interest theory when they asserted that "when one looks in a mirror, one sees one's own image" (Simon, Smithburg, & Thompson, 1950). Additionally, the 1950s saw a growth in the public administration sector. Due to the growing academic interest in public administration of "behaviorism" in political science (Easton, 1957) and the corresponding drop in everything normative. Public interest theory is not only attacked as old-fashioned, invalid, unscientific, and "childish myths" (Glendon Schubert, 1957, p. 348). Recently, scholars seem to have a renewed interest in it due to some of the original criticisms. Public values theory is an effort to focus on some of the concerns of public interest theorists by formulating concepts and theories that strive for many of the same goals but with greater specificity (Branston, Cowling, & Sugden, 2006; Lawton, Lasthuizen, & Rayner, 2013; Riccucci, 2010).

Classic public interest theory was criticized for being inconsistent and ambiguous. According to Walter Lippmann's (1955) definition of public interest, it is "what men would choose if they saw clearly, thought rationally, and acted disinterestedly and benevolently". However, how many people can see clearly, think rationally, and act disinterestedly and benevolently? Even among those who do, how does such a standard help mere mortals adjudicate policy choices? The Lippmann concept presents a model of logical, impartial compassion, yet it is challenging to reach an agreement. The ideal use of public interest conceptualizations, such as Lippmann's or those put out by others is as a frame of reference, serving to remind decision-makers that wide, social effect may need to be taken into account when choosing a policy and institutional design. However, public interest theory has numerous benefits for framing behavioral difficulties; it struggles to hold its own against specific analytical frameworks that provide measure techniques. Private values have the highest level of face validity and are the most reliable set of values for individual decision-makers since they are non-inter-subjective.

2. Two-way Communication Theory

Two-way communication theory is a theory used by government public relations practitioners to help organizations better understand their customers (Heath & O'Hair, 2020). It emphasizes the importance of effective communication between organizations and their stakeholders, requiring companies to listen to the needs of their customers while also taking an active role in responding to customer questions, concerns, and feedback (Macnamara, 2018). Companies should be proactive in using these tools to build relationships and foster trust with customers, it will ultimately benefit both parties. Two-way communication theory can be used to create positive relationships with other stakeholders such as media, investors, and employees (Grunig & Hunt, 1984). This section examines two-way communication theory through two subsections namely, the history and development of two-way communication theory, and the organizational benefits of two-way communication.

2.1. History and Development of Two-way Communication Theory

In the past, communication between the government and the public was viewed as a top-down information function (Andersen and Dawes 1991; Graber 1992; Kass and Catron 1990; Lovari et al. 2020). Instead of addressing public concerns or responding to criticism, content would focus on government efforts, the constructive role played by officials and departments, government events, building projects, and campaigns (Coye 2004). In non-democratic systems where information is governed by organizational and political authorities, this strategy is nevertheless prevalent (Sanders and Canel 2013; Lovari et al. 2020). This strategy is used by government agencies to propagate false information that is usually wrong (Theaker 2016).

According to Hitesh Bhasin (2021), two-way communication is a form of communication in which both participants in the conversation communicate a message or share information. In the corporate environment, this feedback is especially important because it provides the sender with security that their message is properly understandable. For companies that believe in effective communication, this feedback is extremely valuable. Strategic communication examines how organizations use communication purposefully to fulfill their mission (Hallahan, Holtzhausen, van Ruler, Vercic, & Sriramesh, 2007; Holtzhausen & Zerfass, 2015). Communication is a vital component of the subject and the idea of strategic communication; it is regarded as the foundation upon which the field is built. (Betteke van Ruler, 2018).

Two-way communication requires interaction, even though there are different interpretations of what that means. Its Latin origins give it the meanings "direct reciprocal dialogue" and "to act upon and have effects on each other." (Neumann, 2008, p. 2307). In the point of time of digital communication, social media enables two-way dialogue between the government and its population. It is used to describe indirect interaction, direct engagement, or a general idea of interaction. Social media allows for a two-way connection between the government and its constituents in the age of digital communication (Bertot et al. 2012, Chun and Reyes 2012, Lee and Kwak 2012, Linders 2012, Picazo-Vela et al. 2012, Skoric et al. 2016). Prior to social media, Edward L. Bernays proposed the two-way asymmetric model, an advanced theory of public relations, in the 1920s. This approach, meanwhile, is uneven and prioritizes the organization over the individual. The public and institutions can both support a two-way symmetrical paradigm that promotes understanding (Grunig and Hunt 1984). In Western societies that are more democratic and promote greater public participation in governance, governments have embraced this approach. It further developed during the internet age, especially following the introduction of social media. According to Lovari et al. in 2020, the digital revolution has made it possible for government organizations to become more modern. A transparent and responsible government, using communication management, having an engaged citizenry, and learning new skills and professional competencies are the difficulties related to establishing this model into reality. Those working must overcome these obstacles. Most officials in the Kurdistan area utilize social media on their own initiative, particularly Facebook. The government should utilize all available ICTs to digitalize the system and effectively engage with citizens through social media in order to adopt a two-way symmetrical model. To achieve "co-production," which Bovaird and Loeffler define as Two-way communication and collaboration between citizens and governments is essential for successful outcomes. There must be effective and substantial two-way communication between governments and citizens. As a strategy to enhance the delivery of public sector services, citizens should take more responsibility and be given the tools, they need to give feedback to the government through ongoing communication. To find out what citizens need and how those needs should be provided, the government should encourage encouraging two-way dialogue.

2.2. Organizational Benefits of Two-Way Communication

According to Hitesh Bhasin (2021), Two-way communication is essential for some places where it might be useful, like the workplace. Here is a procedure that highlights the advantages of two-way communication.

- **Understanding Your Audience:**

The company's employees consist of the target audience. It is critical to work towards a new policy or something else in order to communicate with them. This can be a rule that the company implements for its employees.

- **Selecting the Right Channel:**

The aim of communication is to send a message to employees. There are several ways to do this, such as hanging a notice on a physical notice board or emailing the policy in large quantities. If there is no physical notice board, the policies have to be sent in large quantities.

- **Encouraging Feedback:**

The most important details are to be left as a small message at the end of the message for employees to contact them with any questions or suggestions. This will help to welcome feedback, questions, or suggestions that can be helpful multiple times.

- **Acting Accordingly:**

The two methods for answering comments and questions are the most important knowledge in this work. When someone asks a question or is confused, you can immediately clear it up and fix it; however, when someone offers a proposal or feedback, you can take it into consideration and give it some thought before taking any action. There are numerous suggestions that could be useful for the next attempts, even though some of them might not correspond with the company's fundamental principles.

3. Functions of Public Relations:

In order to build a solid connection between the government and its citizens, public relations plays an essential role in government institutions. Government organizations can educate the public on policies and projects through public relations, increase public trust and credibility, and quickly address problems. Public relations may be helpful in creating campaigns of advocacy to influence public

opinion on issues that are important to the organization. Maintaining clarity and encouraging constructive communication between the government and its citizens are the goals of public relations. This section will discuss nine responsibilities that should serve as a realistic guide for public relations in government.

3.1. In-House Media

Online communication in the public domain has changed the advancement of information and communication technologies (ICTs) and the growing popularity of the Internet (Mainka et al., 2014). According to Hansen et al. (2010), social media is a collection of internet technologies created to facilitate and encourage social interactions. Participation, openness, dialogue, engagement, and connection are the main features that define social media, according to Eltantawy and Wiest (2011), Kim et al. (2014), and Zheng and Zheng (2014). Social media, according to Benkler (2006), enables people to express their thoughts free from the stifling or corrupting influence of money and politicians.

3.2. Media Relations

Keumy (2011) argues that an essential component of public relations is media relations, as it involves dealing and communicating with the news media. It also involves setting up and maintaining a professional and mutually beneficial working relationship with news gatherers and gatekeepers, in part by being known as a credible source and providing factual, expert information. The key feature of public relations is media relations, which is the activity of communicating information via the media. It is mostly used for a technical job that relies on the ability to create effective public relations products. There are a few examples of media relations strategies: news releases, direct mail pieces, photos, websites, press kits, and social media.

3.3. Strategic Management

In order to control organizational behavior, the behavioral, strategic management paradigm places a strong emphasis on the involvement of public relations executives in strategic decision-making. This kind of public relations, according to Van den Bosch and van Riel (1998), is an establishing activity designed to forge relationships with stakeholders. In order to provide the public input in management decisions and to promote arguments between management and the public both before and after decisions are made, the strategic management paradigm

places significant emphasis on a number of different kinds of two-way communication.

Traditional public relations activities like media relations and information dissemination are not excluded by the strategic management paradigm. Instead, it increases the variety and scope of communication activities while combining them into a framework of listening, researching, and scanning the surroundings. As a result, messages take into account both the public's information demands and the organizations' promoting needs.

3.4. Public Affairs

The Quorum dictionary defines public affairs as an organization's Work hard to monitor, coordinate, and manage its external business activities (Quorum. n.d). It connects techniques from social responsibility, communication, and government. It aims to create public policy, develop close connections with members of parliament, and interact with and keep an eye on stakeholders. Working to establish positive relationships with the government and industry regulators is part of the public affairs component of public relations. This can involve advocating for beneficial legislation, working with the government to create a better business climate, and ensuring that public representatives are beneficial for government institutions.

3.5. Corporate PR and Communication

According to Benn, Todd, and Pendleton (2010), the public relations professional's job in CSR is similar to that counsellor, whose duty is to create the communicative elements of the organization's operations rather than only design external communication efforts. They highlight how important it is to mentor and cultivate workers' communication skills. However, Benn et al. (2010: 420) also draw the conclusion that the professional communicator can contribute to the creation of a dynamic relationship between top management and staff members throughout the organization.

3.6. Institution to Institution Relations

According to Harris and Fleisher (2016), effective communication between government organizations and the public depends on public relations. Confidence and cooperation are necessary for public relations activities to be successful. Employees in public relations should be able to express their professional opinions about the procedures, taking into consideration how teamwork and confidence will

build up and strengthen as long-term achievements can be reached.

3.7. Issues Management

In public relations, issues management refers to the process of monitoring or scanning the organizational environment to spot problems and trends, adjust to changes, and choose managerial or communicative activities to build consensus among stakeholders. It serves as a link between a government and its public. The Institute for PR defines issues management as "an anticipatory, strategic management process that helps organizations detect and appropriately respond to emerging trends or changes". These trends or changes could develop into an issue, grabbing the interest and raising concerns of important audiences and stakeholders (Jill Kent aka, 2020).

3.8. Events Management Strategy

There does not seem to be a single, broadly recognized definition of an event. Many studies have covered the description of events and the many terminologies extensively. However, there is little consensus among the many studies on standardized words. An event described as "An organized occasion" in the Accepted Practices Exchange Industry Glossary of TERMS (APEX, 2005). Examples include meetings, conventions, exhibitions, special events, gala dinners, etc.

3.9. Crisis Communication

According to Mansour (2009), Crisis management requires both anticipating and responding to managing critical problems. Public relations firms that specialize in crisis or risk management frequently create and implement quick response plans for organizations and swift and accurate information delivered to the news media in the event of a crisis. The public relations team is in charge of handling the crisis communication plan's component parts. They are experienced in selecting an official spokesperson, developing content strategies, and organizing logistics to prevent similar crises from occurring in the future. This aspect of public relations involves the creation and deliberate dissemination of messages for both internal and external audiences. The spokesperson has received training in how to respond calmly to difficult queries.

Conclusion

According to a survey of the appropriate literature on governance public

relations, governmental operations and public policy tend to have a strong relationship with government public relations. Most studies in the Kurdistan Region have examined the government's communication strategies by focusing on the functions and broad principles of public relations. This study developed a government public relations model based on the democratic principles concept from the public policy field of study, system theory, and the structure of organizations from the public administration field, two-way communication, and public relations functions from the communication field. The approach is valuable for public relations academics and practitioners in government agencies, but future studies should take into account the unique characteristics of each ministry.

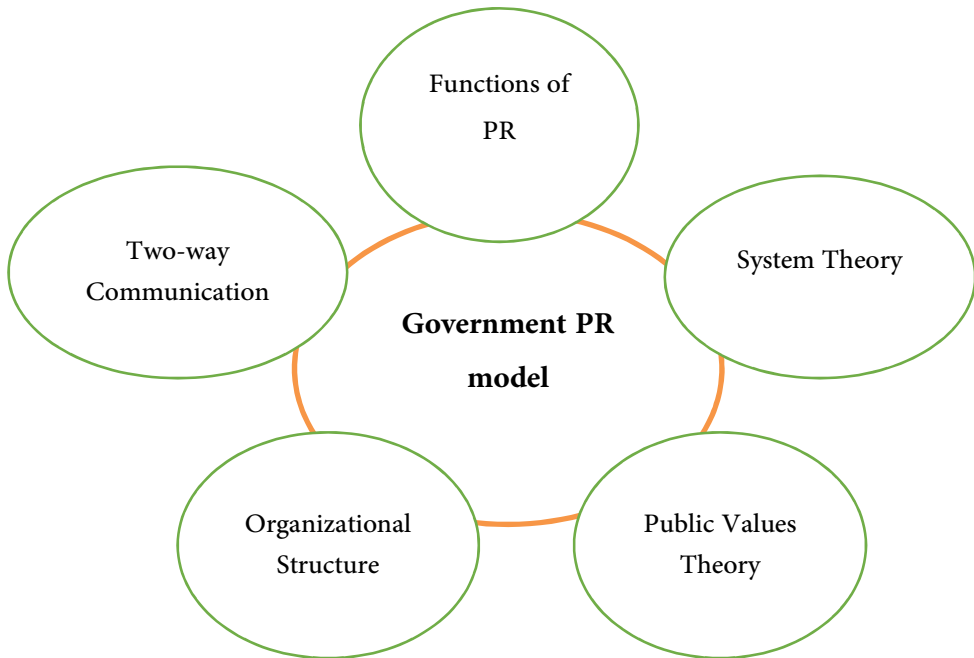


Figure1. Government Public Relations Model

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