Excellence in Public Relations and Communication Management

Edited by James E. Grunig
Excellence in Public Relations and Communication Management
COMMUNICATION TEXTBOOK SERIES
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Public Relations
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TOTH/HEATH • Rhetorical and Critical Approaches to Public Relations
GRUNIG • Excellence in Public Relations and Communication Management
This book is dedicated to the 10th anniversary of the International Association of Business Communications (IABC) Research Foundation in 1992. The foundation took a chance on excellence, and the authors express their appreciation to the men and women on the board and staff of the foundation for their support and acceptance of our work.

The IABC Research Foundation was founded in 1982 as the research and education arm of the 11,500-member IABC. The foundation sponsors educational and research projects that advance the professional development of organizational communicators. Its largest project has been the study, Excellence in Public Relations and Communication Management, from which this book has resulted.
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Preface

In 1982, the International Association of Business Communicators (IABC) made a commitment to research in business communication and public relations when it formed the IABC Research Foundation. In 1985, the foundation committed itself to the largest research project in the history of public relations—a project that has come to be called the excellence project. I was fortunate to be the director of the team chosen to conduct the research. The purpose of the excellence project was to answer two fundamental questions about public relations: What are the characteristics of an excellent communication department? How does excellent public relations make an organization more effective, and how much is that contribution worth economically?

The excellence team began its work with a thorough review of the literature in public relations and related disciplines relevant to these research questions. This book is the product of that first stage of the research. The team then developed a program of survey and qualitative research to test the propositions derived from the literature review. The results of that research will be published in additional books.

Authors or editors almost always are enthusiastic about their product when they send it to the publisher. The “beating your head against the wall theory” may explain the reason: “If you beat your head against the wall long enough and hard enough you will think it was a good experience when you quit because it feels so good not to be hitting yourself any longer.” Yet, I cannot help but believe this book will be a seminal book in the history of public relations.

What started out as a routine review of the literature turned out to be a
massive effort to build theory. Members of the research team identified the concepts they thought would be relevant to our research, and then assigned chapters related to each of these concepts to different members. In some chapters, we have integrated research that has been available in public relations for some time. In other chapters, we have built new theory from the related disciplines of sociology, psychology, management, marketing, women's studies, philosophy, anthropology, and communication. The results have exceeded my most optimistic hopes for the project.

What started as a literature review has ended in what I believe is a general theory of public relations—a theory that integrates most of the wide range of ideas about and practices of communication management in organizations. The general theory integrates most of the available body of knowledge in public relations and expands it to an even more powerful body of knowledge. That theory has provided guidance for the empirical stages of the excellence research project, and we hope that it will provide guidance for other public relations scholars. In addition, I believe the general theory provides a theoretical explanation for the best current practice of public relations—which our theory says is excellent—that organizations and society do not understand or appreciate.

ACKNOWLEDGMENTS

Lest this preface begin to sound like press agentry, one of the models of public relations that characterize mediocre public relations, I would like to thank the many people who made this project possible. My thanks go first to the members of the excellence team and graduate assistants who produced this book. In addition to the authors of chapters, my thanks go to Jane Ballinger and Jo Nell Mietenin, graduate assistants at San Diego State University. Then my thanks go to the IABC members and staff who made this project possible, especially the chairs of the foundation board (Fred Halperin, Wilma Mathews, Linda Stewart, and Lou Williams) and the foundation managers (Erin Stevenson and Maria Forte) who have worked closely with the team. You admonished the team to underpromise and overproduce. We believe we overproduced when we wrote this book; we hope you consider it worth the wait.

James E. Grunig
Throughout the world, but especially in Western democracies, thousands and perhaps millions of men and women perform communication duties for organizations. They counsel managers, manage communication programs, write, edit, design publications, produce videotapes, do research, communicate interpersonally, and perform many similar tasks. Although these tasks may seem commonplace, three important questions seldom are asked about them:

1. When and why are the efforts of communication practitioners effective?
2. How do organizations benefit from effective public relations?
3. Why do organizations practice public relations in different ways?

Although there is no shortage of opinions on these issues, the opinions differ widely and few of them are based on scientific research or sound theory. In fact, most communication scholars specializing in public relations would place these three questions among the great unresolved problems of social science.

The three questions are of great theoretical interest to researchers, but they may be of even greater practical concern to working public relations professionals. Practitioners must plan and defend public relations programs. Defending a communication program is a difficult task, however, when organizations often expect miracles from public relations and there is little theory to tell practitioners what to do, what effects are possible from organizational communication programs, and why.
The IABC Research Foundation saw the importance of these questions to the future of public relations and organizational communication when it sought research to answer the question: How, why, and to what extent does communication affect the achievement of organizational objectives? This "bottom-line question" is the focus of this book. The book is part of a long-term research project funded by the IABC Research Foundation to find answers to this question. The authors of chapters in the book are members of the research team conducting the IABC project. The project has two major stages—a theoretical and an empirical stage. This book is the product of the theoretical stage. Additional books and publications will report the results of the empirical stage.

*Excellence in Public Relations and Communications Management* resulted from a comprehensive literature review to support and refine a theory that is being tested empirically in the research phase of the project. Too often social scientists leap into the empirical stage of research without thoroughly studying the research and theorizing that has come before. Seldom, therefore, do those social scientists build a solid theory from the building blocks provided by other scholars.

We have searched the literature in communications, public relations, management, organizational psychology and sociology, social and cognitive psychology, feminist studies, political science, decision making, and culture to produce this book. The result is a theory of excellence and effectiveness in public relations that is based on research reviewed in this book. We believe that we have produced the first general theory of public relations—a theory that integrates the many theories and research results existing in the field. Yet this book is only the first stage in the development of the theory. The research team is testing and revising the theory through an international survey of over 300 organizations in the United States, Canada, and the United Kingdom and through additional qualitative research.

We may have a different theory when the research is completed. Science builds theory piece by piece. Seldom is a theory completely overturned. Rather it is shaped, revised, and improved to make it more useful for solving problems and directing human behavior—in this case directing the behavior of public relations practitioners and solving the problems they face. In this book, therefore, we offer the best answers we have to the three questions posed at the beginning of this chapter. This is what we know now: our hypotheses. After completing the research, we may know more or know it better, but this book represents our interpretation of what social science theory and research tell us today about the nature of effective organizational communication, excellent public relations departments, and the contribution that effective communication makes to successful organizations.
1. AN OVERVIEW OF THE BOOK

THE BUILDING BLOCKS OF THE THEORY

This book is organized in five major parts. The chapters in Parts I through V describe the building blocks that went into the development of the theory. In searching for these building blocks, we began with the question posed by the IABC Research Foundation: How does communication affect the achievement of organizational objectives? That question is the focus of Part I, which constructs the basic theory of effectiveness that connects the parts of our general theory of public relations. The central chapter of Part I, and perhaps of the book, is chapter 3, which discusses what it means for an organization to be effective and explains theoretically how effective public relations makes organizations more effective.

We learned quickly, however, that the one question posed by the IABC Research Foundation—the effectiveness question—was not enough. Thus, we added what we call the excellence question: How must public relations be practiced and the communication function be organized for it to contribute the most to organizational effectiveness. To answer the excellence question, we first had to determine how public relations should be managed for it to be effective in meeting public relations objectives. This is what we call the program level of analysis in Part I: the strategic management of individual communication programs.

We realized, also, that many organizations do not manage communication programs strategically and that these programs do not make their organizations more effective. Thus, we examined literature related to excellence in public relations management and for the organization as a whole. Peters and Waterman (1982) discovered that excellently managed corporations have characteristics in common that make them more successful than other organizations. The same is true for communication departments in organizations. Not all public relations programs are effective, only the excellent ones. And the excellent programs share characteristics that are suggested in the literature. We discuss these characteristics in Part II, which deals with the departmental level of the theory.

The program level tells us how effective public relations programs should be managed. The departmental level tells us the characteristics of departments that most often manage communication in this way. The problem that remained, however, was to determine the conditions that are associated with organizations that have excellent communication departments. The conditions that bring about excellent public relations are suggested by research on organizations and their environments, the organizational-level variables described in Part III.

The first three parts answer the “how” and “why” parts of the original question posed by the IABC Research Foundation: How and why does
public relations affect the achievement of organizational objectives. In Part IV, we address the bottom-line question also posed in the request for proposal: how much effective communication is worth to an organization.

Given this overview of how the four parts of the book are connected to one another in a coherent theory, we turn to definitions of public relations and communication and then to an overview of each part of the theory.

**SOME DEFINITIONS**

Thus far in this chapter we have used the terms *public relations*, *communication management*, and *organizational communication* interchangeably. We have done so intentionally, recognizing that many practitioners will disagree with our definitions. Although public relations is probably the oldest concept used to describe the communication activities of organizations, many organizations now use such terms as *business communication* and *public affairs* to describe these activities—in part because of the negative connotations of public relations.

Many practitioners define communication more broadly than public relations. They see communication as the management of the organization's communication functions. They see public relations as one of several more narrow functions, especially as publicity, promotion, media relations, or marketing support.

Others, in contrast, see public relations as the broader term and apply communication narrowly to techniques used to produce such products as press releases, publications, or audiovisual materials. Many in the latter school also see public relations as a policy-making function of organizations, which sometimes but not always uses communication techniques in making or announcing policy decisions. Often these practitioners use the term *public affairs* to broaden public relations to include the interaction with groups and government that leads to public policy.

Following Grunig and Hunt (1984, p. 6), we define *public relations* as the "management of communication between an organization and its publics." This definition equates public relations and communication management. Public relations/communication management is broader than communication technique and broader than specialized public relations programs such as media relations or publicity. Public relations and communication management describe the overall planning, execution, and evaluation of an organization's communication with both external and internal publics—groups that affect the ability of an organization to meet its goals.

In that sense, public relations/communication management is also organizational communication, although we use that term in a broader sense
than it has come to be used in the academic world. In the academic world, especially in departments of speech communication, organizational communication largely has been used to describe the communication of individuals inside organizations. That is, organizational communication describes how top managers, subordinates, middle-level managers, and other employees communicate with each other in an organization.

Scholars of organizational communication in that narrow sense often pay some attention to external communication, internal publications, and systems of communication among groups in organizations; but their major interest is in interpersonal communication among individual members of an organization. We define organizational communication/public relations as communication managed by an organization, especially as communication managed for the organization by communication specialists. Organizational communication, therefore, may be either internal or external.¹

Finally, some practitioners argue that our definition of public relations/organizational communication as managed communication excludes the role of public relations in counseling management and formulating public policy for an organization. They argue that public relations is more than communication.

We respond that public relations managers should be involved in decision making by the group of senior managers who control an organization, which we call the dominant coalition throughout this book. Although public relations managers often vote in policy decisions made by the dominant coalition, we argue that their specialized role in the process of making those decisions is as communicators.

Public relations managers who are part of the dominant coalition communicate the views of publics to other senior managers, and they must communicate with publics to be able to do so. They also communicate to other senior managers the likely consequences of policy decisions after communicating with publics affected by the potential policy.

The term public affairs, therefore, applies to fewer communication activities than does public relations/communication management. Public affairs applies to communication with government officials and other

¹Some of the communication behaviors studied by scholars in speech communication can be included in our definition of organizational communication/public relations. Communication behaviors of individuals would be included in our broader definition if communication specialists in a public relations department try to manage interpersonal communication in the organization through training or some other intervention. If, in contrast, individuals communicate without assistance from specialists, then the study of that communication behavior falls outside our definition. Conrad (1985, p. 18) limited the term organizational communication in much the same way. He described organizational communication as the study of how individuals communicate strategically in situations they face in organizations.
actors in the public policy arena. Not all public relations programs deal with public affairs—for example, marketing communication or employee communication.

THE BASIC THEORY

Part I develops the overall assumptions about public relations and the theory of organizational effectiveness that provide the glue that integrates the parts of our general theory of public relations discussed in the remaining parts of the book. The question of organizational effectiveness is addressed directly in chapter 3. Chapters 2 and 4, however, are necessary components of the basic theory. Chapter 2 describes the worldview that encompasses our basic theory, and chapter 4 describes public relations as a management function—the type of function it must be to make organizations effective. In chapter 5, the practitioner member of our research team discusses the practical application of our general theory.

We begin the book with a chapter on worldview because we believe readers cannot understand the general theory we present unless they understand that worldview that provides boundaries for that theory. Readers with a different worldview of public relations—which many will have—will find what we say to be irrelevant or idealistic unless they first enlarge their worldview to understand ours, if not to accept it. Our general theory of public relations, then, begins with the glue of philosophical assumptions.

Philosophical Assumptions About Public Relations

Public relations scholars and practitioners not only differ widely in how they define and describe public relations and organizational communication but also in the assumptions they hold about their purpose and effects. Some see the purpose of public relations as manipulation. Others see it as the dissemination of information, resolution of conflict, or promotion of understanding.

In chapter 2, we discuss alternative sets of presuppositions about public relations. We do so for two reasons: to help readers understand the theory of public relations presented in this book and because our literature search suggests that the excellent programs of organizational communication are based on what we call symmetrical more often than asymmetrical assumptions.

At one time, philosophers of science (as well as most other people) looked at a scientific theory as free of values, a neutral explanation of how a phenomenon such as public relations works that could be proven to be true
or false. Theories, however, are used not just by public relations scholars, scientists, and other kinds of researchers. Public relations practitioners have them too, even though their theories may be specific to certain situations and based on intuition or experience rather than research. Practitioners have "working" theories, which—among other things—tell them what to do when an organization faces a communication problem and the strategy that will be most effective.

Like scientists, public relations practitioners would like to have evidence that their theories are "true" or "proven," assurance that a given strategy will produce predictable results in a specific situation. Today, however, philosophers of science realize that theories are not value-free, that they cannot exist independently of the basic worldview of the people who develop or hold them.

A domain of scientific or scholarly inquiry, such as public relations, is held together not so much by agreement on theories as by agreement on the problems that theories used in the domain should solve. Public relations scholars and practitioners, for example, want to solve such problems as defining the contribution that communication makes to an organization, segmenting and targeting publics, isolating the effects of communication programs, gaining support of senior management for the communication function, understanding the roles and behaviors of public relations practitioners, identifying and managing issues, using communication to increase the satisfaction of employees, learning how public relations interacts with marketing, or defining how organizations should participate in the public affairs of a system of government.

Within the domain of public relations, as in any other domain, scholars and practitioners approach and attempt to solve these problems differently. They approach these problems differently because they apply different theories. Not all theories can be compared, though. Philosophers have identified two levels of theories, theories at the level of presuppositions and theories at the levels of laws or propositions.

The second level of theory, the laws or propositions, is familiar to most communication practitioners. Most are in the form of if–then statements. For example:

If an organization is credible, then it will be more persuasive when it communicates.
If a public is involved with the consequences of what an organization does, then it will communicate more actively with the organization.
If an organization is socially responsible, then it will meet less interference from government.

The first level, that of presuppositions, is less familiar to practitioners and scholars. Yet it is more important in understanding where theories
come from and why there is conflict over them. Presuppositions define the worldview of scholars and practitioners. They are a priori assumptions about the nature of truth, of society, of right or wrong, or simply of how things work in the world.

The presuppositions that make up the worldview of scholars or practitioners cannot be measured or tested directly. Still they are extremely powerful. Presuppositions determine the priority that people give to problems in a domain. In addition, practitioners and scholars generally study and use theories only if they fit within the boundaries of their worldview.

Our literature review suggests that much of the practice of public relations has been built on a set of presuppositions that has made it less effective than it could be, has led to unrealistic expectations for organizational communication, and has limited its value to the organization it serves.

Presuppositions about public relations begin with its role in society. The first worldview is that of many practitioners who believe that public relations has no social role other than to help a client meet its objectives. This worldview can be described as the:

**Pragmatic Social Role:** Public relations is a useful practice, something that adds value to a client by helping to meet its objectives.

Practitioners with a pragmatic view of public relations usually see no need for codes of conduct or ethical standards because they may interfere with "getting results" for a client.

Some social scientists take what they consider to be an objective view of public relations: It is a neutral practice that is to be observed as an object of study:

**Neutral Social Role:** Public relations, like society itself, is a neutral object of study. Researchers can discover how practitioners view their social role and what their motivations are.

Other practitioners and scholars see public relations as a set of behaviors influenced by worldview. Two contrasting presuppositions see public relations as an instrument for maintaining or gaining power:

**Conservative Social Role:** Public relations maintains a system of privilege by defending the interests of the economically powerful.

**Radical Social Role:** Public relations leads to social improvement, reform, and change.
The conservative and radical presuppositions assume that organizational communication can have powerful effects on society. They see public relations as a tool used in a war among opposing social groups. They are asymmetrical presuppositions. They assume that organizations and opposing groups use communication to persuade or manipulate publics, governments, or organizations for the benefit of the organization sponsoring the communication program and not for the benefit of the other group or of both. In the language of game theory, public relations based on asymmetrical presuppositions is a zero-sum game: One organization, group, or public gains and the other loses.

An alternative to this worldview, the idealistic view, is based on a set of symmetrical presuppositions. A symmetrical worldview sees public relations as a non-zero-sum game in which competing organizations or groups can both gain if they play the game right. Public relations is a tool by which organizations and competing groups in a pluralistic system interact to manage conflict for the benefit of all:

**Idealistic Social Role:** Public relations is a mechanism by which organizations and publics interact in a pluralistic system to manage their interdependence and conflict.

Although these presuppositions about the social role of organizational communication are couched in the language of external communication and the organization's macrolevel role in society, they are equally applicable to internal communication and social relationships within an organization. Asymmetrical communication systems inside an organization generally are found in highly centralized organizations with authoritarian cultures and systems of management. Symmetrical communication systems are found in decentralized organizations with participatory systems of management—a relationship described in chapter 20.

The theory we develop in this book fits within the idealistic framework. We believe that public relations should be practiced to serve the public interest, to develop mutual understanding between organizations and their publics, and to contribute to informed debate about issues in society. In a sense, we also take the neutral view of public relations: It is an object that can be studied relatively objectively. But we also realize, as we point out in chapter 2, that an observer never can be free of his or her presuppositions. That is why we contrast our symmetrical, idealistic presuppositions with the asymmetrical presuppositions of the conservative and radical worldviews.

In studying public relations in this book and in the larger IABC project of which it is a part, then, we also have looked at public relations from the perspective of a final social role:
Critical Social Role: Public relations or a communication system is part of a larger organizational or societal system. These systems are constructed; therefore they can be deconstructed and reconstructed. Public relations scholars and practitioners can and should criticize public relations for poor ethics, negative social consequences, or ineffectiveness; and they should suggest changes to resolve those problems.

In adopting the critical social role, we do not accept public relations as it is currently practiced as "the way public relations is" or the way it must be practiced. If we did, a study of excellence would be meaningless. We look at public relations as a profession and a function in society as something that can be constantly improved.

Practitioners often do not understand or accept theories like ours because they work from a pragmatic or conservative worldview. We argue that practitioners with a pragmatic worldview have a set of asymmetrical presuppositions even though they do not realize it. They take an asymmetrical view, usually a conservative one, because their clients hold that view.

We hope to make the case for our symmetrical presuppositions pragmatically as well as philosophically. Our research suggests that external communication programs and internal communication systems based on symmetrical presuppositions characterize excellent public relations or communication departments. Philosophically, we believe that symmetrical public relations is more ethical and socially responsible than asymmetrical public relations because it manages conflict rather than wages war. But, pragmatically, our literature review shows that symmetrical communication programs also are successful more often than asymmetrical ones and contribute more to organizational effectiveness.

Asymmetrical presuppositions suggest that organizations can achieve powerful effects with communication. These effects seldom occur, however, and thus asymmetrical public relations programs usually fail. Symmetrical presuppositions suggest more realistic programs and effects. Symmetrical communication programs often succeed and make the organizations that sponsor them more effective.

In addition to discussing the symmetry of public relations, chapter 2 discusses the role of gender in affecting worldview. It shows that the feminine worldview approximates the worldview we have developed better than the masculine worldview. We also discuss the common worldview that public relations is a technical function, which we believe must be enlarged to integrate the technical function of public relations into a broader managerial function. We conclude, therefore, that excellent public relations embodies a worldview that defines the communication function in organizations as symmetrical, idealistic and critical, and managerial.
Chapter 3 moves down from the level of worldview to develop a theory of why public relations—managed communication—makes organizations more effective—the answer to our effectiveness research question and the second application of glue that holds the rest of our theory together.

Chapter 3 reviews theories of organizational effectiveness and concludes that managed interdependence is the major characteristic of successful organizations. The literature reviewed shows that organizations are effective when they attain their goals. However, goals must be appropriate for the organization's environment, or strategic constituencies (stakeholders and publics) within that environment will constrain the autonomy of the organization to meet its goals and achieve its mission.

Organizations strive for autonomy from the publics in their external or internal environment that limit their ability to pursue their goals. Organizations also try to mobilize publics that support their goals and thus increase their autonomy. Having the autonomy to pursue their goals is important to organizations, because our literature review shows that effective organizations are able to choose appropriate goals for their environmental and cultural context and then achieve those goals.

Autonomy, however, is an idealized goal that no organization ever achieves completely. Thus, organizations work toward this idealized goal by managing their interdependence with publics that interact with the organization as it pursues its goals. Organizations plan public relations programs strategically, therefore, when they identify the publics that are most likely to limit or enhance their autonomy and design communication programs that help the organization manage its interdependence with these strategic publics. Public relations departments help the organization to manage their independence by building stable, open, and trusting relationships with strategic constituencies. Thus, the quality of these relationships is a key indicator of the long-term contribution that public relations makes to organizational effectiveness.

Strategic management, chapter 6 points out, is a primary characteristic of excellent public relations. Strategic management, therefore, provides the integrating link that connects our theory of excellence to level of public relations programs discussed in Part II.

The Management Level of Public Relations

The integrating theory of public relations outlined in Part I, therefore, indicates that public relations must be a management function if it is to make organizations more effective. Chapter 4, therefore, sets forth a theory
of levels of decision making in organizations and shows why public relations must be a function that operates at the highest levels in an organization for it to contribute to organizational effectiveness in the ways described in chapter 3.

Chapter 4 argues that excellent public relations departments contribute to decisions made by the dominant coalition of senior managers by providing information to that coalition about the environment of the organization, about the organization itself, and about the relationship between the organization and its environment. This chapter also proposes that excellent departments engage in environmental scanning, have access to the dominant coalition, and present information at an appropriate level of abstraction for different levels of management. The chapter concludes that organizations will be more likely to have excellent communication departments when they face a high level of environmental uncertainty.

Given this basic theory, the book then turns to the program level of communication management in Part II: how the excellent public relations department should manage communication.

THE PROGRAM LEVEL: EFFECTIVE PLANNING OF COMMUNICATION PROGRAMS

Part II of this book sets forth a normative theory, a theory that prescribes how to do public relations in an ideal situation, and contrasts that theory with our predictions of how public relations generally is practiced. We argue that excellent public relations departments will practice public relations in a way that is similar to our normative model, in contrast to the way that public relations is practiced in the typical, less excellent department.

Our normative model specifies that organizational communication should be practiced strategically—a type of communication management that Part I shows is necessary for public relations to make organizations more effective. An organization that practices public relations strategically develops programs to communicate with publics, both external and internal, that provide the greatest threats to and opportunities for the organization. These strategic publics fit into categories that many theorists have called stakeholders.

Chapter 6 begins with a review of theories of strategic management. Organizations use strategic management to define and shape their missions, but they do so through an iterative process of interacting with their environments. Most theories of strategic management do not suggest a formal mechanism in the organization for interacting with the environment and do not acknowledge the presence of public relations. Excellent public
1. AN OVERVIEW OF THE BOOK

relations departments, however, provide the obvious mechanism for organizations to interact with their environments.

When public relations is part of the organization's strategic planning function, it also is more likely to manage communication programs strategically. The senior public relations manager helps to identify the stakeholders of the organization by participating in central strategic management. He or she then develops programs at the functional level of public relations to build long-term relationships with these strategic publics. In this way, public relations communicates with the publics that are most likely to constrain or enhance the effectiveness of the organization.

Chapter 6 then moves on to review theories and techniques that have been used by public relations and marketing practitioners to segment markets and publics. These include demographics, psychographics, values and lifestyles, cultural analysis, geographic/demographic characteristics, and communication situations. We then ask whether these segmentation devices can identify strategic publics as defined by our normative theory. Chapter 7 adds to this discussion by reviewing the kinds of segmentation research, as well as other kinds of research, that practitioners can purchase from commercial firms.

Our review of the literature shows that the ideal segmentation device for strategic public relations places people into groups that have a similar response to an organization's behavior or communication activity. The response of one public should be a differential response from that of other groups. We argue that the publics identified for public relations programs should respond differentially to problems that occur in the relationship between an organization and its internal or external publics.

Conflict occurs when publics move in a different direction from that of the organization, resulting in friction or collisions. Conflict also could occur when a potentially supportive public has not been motivated to move with the organization and, in a sense, "drags its feet" when it could accelerate the movement of the organization toward achieving its goals. When conflict occurs, publics "make an issue" out of the problem. Organizations use the process of issues management to anticipate issues and resolve conflict before the public makes it an issue. Organizations that wait for issues to occur before managing their communication with strategic publics usually have crises on their hands and have to resort to short-term crisis communication.

Strategic public relations, therefore, begins when communication practitioners identify potential problems in the relationship with the organization's stakeholders and define the categories of stakeholders that are affected by the problem. The second stage in strategic public relations is the segmentation of publics that respond differentially to those problems—publics that arise within stakeholder categories. Chapter 6 maintains that a
situational theory of publics provides the best set of concepts and techniques for identifying those publics.

We add, however, that many of the segmentation devices that have been borrowed from marketing—values and lifestyles, demographics, geodemographics, psychographics, and others—can supplement the situational theory by helping to identify the publics that respond differentially to issues. The segmentation techniques from marketing, however, are more useful in defining markets than publics. Organizations create markets for their products and services by segmenting a population into components most likely to purchase or use a product or service. Publics, however, create themselves when people organize to deal with an organization's consequences on them.

After identifying problems, publics, and issues, strategic public relations identifies objectives for communication programs, uses these objectives to plan communication programs, and evaluates the effects of those communication programs—that is, whether they achieved the objectives set for them and as a result contributed to organizational effectiveness.

Chapter 7 examines studies of the effects of communication programs to provide an understanding of these last three steps in the strategic management of public relations. Strategic practitioners use these objectives to design communication programs and then measure them when they evaluate the effectiveness of those programs. Our conclusions about the effects of communication programs are based on studies of the effects of the mass media and from research on communication effects in cognitive and social psychology.

In our normative theory, we argue that objectives for communication programs should be chosen that maximize the extent to which an organization is able to manage its relationships with strategic publics. We then point out that most practitioners react to that challenge by choosing a powerful effect as an objective, especially a change in the behavior of a public or a change in attitude that they hope will result eventually in a change of behavior.

Our literature review shows, however, that communication programs seldom change behavior in the short term, although they may do so over a longer period. Communication programs change behavior in the short term only under very specific conditions. The behavior to be changed must be a simple one and the program must be aimed at a well-segmented public, supplemented by interpersonal support among members of the public, and executed almost flawlessly. The more significant, the more widespread, and the longer lasting the effect chosen as an objective, the longer it will take a communication program to achieve that effect.

The asymmetrical mind-set about public relations described in the previous section usually leads public relations practitioners to choose
powerful effects as short-term objectives for their communication programs. Our literature review explains, therefore, why asymmetrical communication programs usually fail.

In contrast, chapter 7 shows why symmetrical programs usually work better. Practitioners of symmetrical public relations choose short-term cognitive effects rather than long-term behavioral effects. The choice of cognitive effects (changes in the way people think about and understand issues) makes it more feasible for practitioners to measure and evaluate the effects of communication program in the short term when evaluation makes it possible for them to make midcourse changes in the programs.

Yet the literature review also shows that achieving short-term cognitive effects through symmetrical communication programs maximizes the chances for long-term behavioral changes. Publics who are treated as equals of an organization and whose ideas are communicated to the organization—as well as the ideas of the organization being communicated to the publics—more often support or fail to oppose an organization than do publics whose behavior the organization tries to change directly in the short term.

On the basis of this literature review, we predict that excellent public relations departments will practice this strategic approach to organizational communication. The less excellent programs, in contrast, will expect direct and powerful effects on the behavior of vaguely defined publics in the short term. The less excellent departments also will justify communication programs historically rather than strategically. That is, communication programs will reflect what always has been done rather than what should be done to manage the relationships between an organization and its publics.

Excellent public relations programs, in summary, are managed strategically at the program level. We turn then to the departmental level to search for the characteristics of public relations departments whose parent organizations allow them to manage communication strategically.

THE DEPARTMENTAL LEVEL:
CHARACTERISTICS OF EXCELLENT PUBLIC RELATIONS/COMMUNICATION DEPARTMENTS

Excellence in management has been the subject of many studies of successful organizations in recent years, studies that have defined successful organizations as profitable, innovative, or growing. Excellent organizations, these studies have found, have characteristics in common that managers can recognize and attempt to install in their organizations to make them more effective.

In Part III, we review management and public relations research in search
of the characteristics of excellent public relations departments. Excellent public relations departments are defined as those that are managed strategically in order to maximize the contribution of communication programs to organizational effectiveness.

Chapter 9 opens Part III with a review of the literature on excellence in management. We conducted that search to determine whether organizations identified as excellent overall also will have excellent communication programs. The review isolated 12 characteristics of excellent organizations, some of which suggest characteristics of excellent public relations departments and some of which suggest how communication contributes to excellence in overall management. The characteristics include:

1. **Human Resources.** Excellent organizations empower people by giving employees autonomy and allowing them to make strategic decisions. They also pay attention to the personal growth and quality of work life of employees. They emphasize the interdependence rather than independence of employees. They also emphasize integration rather than segmentation and strike a balance between teamwork and individual effort.

2. **Organic Structure.** People cannot be empowered by fiat. Organizations give people power by eliminating bureaucratic, hierarchical organizational structures. They develop what organizational theorists call an **organic structure.** They decentralize decisions, managing without managers as much as possible. They also avoid stratification of employees, humiliating some by having such symbols of status as executive dining rooms, corner offices, or reserved parking spaces. At the same time, they use leadership, collaboration, and culture to integrate the organization rather than structure.

3. **Intrapreneurship.** Excellent organizations have an innovative, entrepreneurial spirit—frequently called **intrapreneurship.** Intrapreneurship, too, is related to the other characteristics of excellent organizations: A spirit of internal entrepreneurship occurs in organizations that develop organic structures and cultivate human resources.

4. **Symmetrical Communication Systems.** Although studies of organizational excellence do not use the term symmetrical communication, they all describe it—with both internal and external publics. Excellent organizations "stay close" to their customers, employees, and other strategic constituencies.

5. **Leadership.** Excellent organizations have leaders who rely on networking and "management-by-walking-around" rather than authoritarian systems. Excellent leaders give people power but minimize power politics. At the same time, excellent leaders provide a vision and direction for the organizations, creating order out of the chaos that empowerment of people can create.
6. **Strong, Participative Cultures.** Employees of excellent organizations share a sense of mission. They are integrated by a strong culture that values human resources, organic structures, innovation, and symmetrical communication.

7. **Strategic Planning.** Excellent organizations strive to maximize the bottom line by identifying the most important opportunities and constraints in their environment.

8. **Social Responsibility.** Excellent organizations manage with an eye on the effects of their decisions on society as well as on the organization.

9. **Support for Women and Minorities.** Excellent organizations recognize the value of diversity by employing female and minority workers and taking steps to foster their careers.

10. **Quality Is a Priority.** Total quality is a priority not only in words or in the company's philosophy statement but a priority when actions are taken, decisions are made, or resources are allocated.

11. **Effective Operational Systems.** Excellent organizations build systems for the day-to-day management of the organization that implement the previous characteristics.

12. **A Collaborative Societal Culture.** Organizations will be excellent more often in societies whose cultures emphasize collaboration, participation, trust, and mutual responsibility.

Of these 12 characteristics, we already have identified strategic planning and the practice of symmetrical communication as characteristics of excellent public relations departments. In addition, chapter 20 identifies the key role that a symmetrical system of internal communication plays in making an organization more effective. Social responsibility is an integral part of the symmetrical worldview of public relations defined in chapter 2. Most of the other characteristics emerge in Parts III or IV as characteristics of excellent public relations departments or of the organizations that foster excellent public relations: support for women and minorities, human resources, organic structures, intrapreneurship, leadership, participative organizational cultures, and collaborative societal cultures. The remaining chapters of Part II, then, describe how excellent public relations departments should be organized to practice strategic planning, effective operational systems, and quality public relations programs.

Chapter 9 concludes that excellent public relations does not exist in isolation. It is a characteristic of an excellent organization. The characteristics of excellence in the organization as a whole provide the conditions that make excellent public relations possible. In addition, excellent communication management can be the catalyst that begins to make organizations excellent and continues to make them more excellent as time passes. With
the framework provided by chapter 9, the rest of the book describes the characteristics of excellent public relations departments and of the organizations that house them.

Optimal Decision Making in Public Relations

Chapter 10 reviews normative theories of operations research to show how excellent public relations departments should make strategic choices of communication programs. The chapter demonstrates how communication managers can use the mathematical theories of management science, decision theory, and operations research to make strategic decisions about public relations. It argues that excellent public relations departments plan and choose communication systems to minimize conflict and maximize cooperation between an organization and its strategic publics.

Models of Public Relations

Chapter 11 reviews research on four models of public relations, four typical ways of conceptualizing and practicing communication management. The press agentry model applies when a communication program strives for favorable publicity, especially in the mass media. A program based on the public information model uses “journalists in residence” to disseminate relatively objective information through the mass media and controlled media such as newsletters, brochures, and direct mail.

Both press agentry and public information are one-way models of public relations; they describe communication programs that are not based on research and strategic planning. Excellent public relations departments base their communication programs on more sophisticated and effective models. Press agentry and public information also are asymmetrical models: They try to make the organization look good either through propaganda (press agentry) or by disseminating only favorable information (public information).

The third model, the two-way asymmetrical model, is a more sophisticated approach in that it uses research to develop messages that are most likely to persuade strategic publics to behave as the organization wants. Our research suggests, however, that two-way asymmetrical public relations—like press agentry and public information—is less effective than two-way symmetrical public relations.

Two-way symmetrical describes a model of public relations that is based on research and that uses communication to manage conflict and improve understanding with strategic publics. Our research suggests that excellent public relations departments, therefore, model more of their communication programs on the two-way symmetrical than on the other three models.
Most do not practice a pure symmetrical model, however. Excellent public relations departments serve as advocates both for their organizations and for strategic publics. Thus, excellent departments generally practice a mixture of the two-way symmetrical and two-way asymmetrical models—a mixed-motive model—although their practice is more symmetrical than asymmetrical.

Public Relations Roles

Whereas models describe the mind-set and overall purpose of communication programs, roles describe daily behavior patterns of individual communication practitioners. Extensive research, which is described in chapter 12, has identified two major public relations roles: managers and technicians.

Communication managers conceptualize and direct public relations programs. Communication technicians provide technical services such as writing, editing, photography, media contacts, or production of publications. Technicians are found in all public relations departments, but managers are a necessary component of excellent departments. Less excellent departments consist mostly of technicians whose work is supervised by managers outside the public relations department, managers who usually have less potential for strategic management of public relations than managers trained in communication management.

Research shows that communication managers more often are found in organizations with threatening environments and that they engage in environmental scanning and evaluation research. Managers are found in organizations with an open-system mind-set. Managers also are more likely to practice the two-way symmetrical or asymmetrical models of public relations than the press agentry or public information models. Finally, technicians are more likely to see public relations as a creative, artistic endeavor than are managers.

Public Relations and Marketing

Chapter 13 addresses the relationship between public relations and marketing. In it, we argue that marketing and public relations are distinct conceptually. We predict that excellent public relations departments will be separate from marketing departments whereas less excellent ones will be sublimated to marketing.

In the past, marketing theory has been more advanced than public relations theory. Organizations that want to manage public relations strategically, therefore, have turned to marketing practitioners because strategic management has been part of marketing theory for some time. When marketing practitioners manage public relations, however, public
relations usually is reduced to technique rather than strategy. Public relations practitioners then are mere technicians working in support of marketing rather than public relations objectives.

We argue that marketing theory is inadequate for public relations for several reasons. First, we argue that the marketing function should communicate with the markets for an organization's good and services. Public relations should be concerned with all of the publics of the organization. The major purpose of marketing is to make money for an organization by increasing the slope of the demand curve. The major purpose of public relations is to save money for the organization by building relationships with publics that constrain or enhance the ability of the organization to meet its mission.

Second, we argue that asymmetrical presuppositions work better in marketing than in public relations, even though marketing theorists often use such symmetrical concepts as bilateral exchange or a customer orientation. Customer markets, in contrast to publics, usually do not have to buy the products of a given organization. Publics, in contrast, often cannot avoid the consequences of an organization's behavior: consequences such as pollution, discrimination, or chemical waste. Because these other publics are more involved with an organization, persuasive communication seldom will work well enough to keep them from being a threat to an organization's mission.

Finally, the strategies used in marketing—such as product, price, and promotion—seldom are useful in public relations and thus provide a poor normative theory for public relations practitioners. And most of the segmentation techniques of marketing are only marginally useful in public relations; they are useful as supplements to public relations techniques rather than as replacements.

We believe, then, that public relations must emerge as a discipline distinct from marketing and that it must be practiced separately from marketing in organizations. Some organizations may choose to place both functions in the same department. That placement will not harm either function, unless one is sublimated to the other. If sublimation occurs, the organization will lose one of these valuable communication functions. Public relations can use concepts in marketing as analogies in developing its own theory, for example, the analogy of strategic public relations. Strategic public relations is not strategic marketing, however, and a separate theory must be developed—as we are doing in this book.

Organization of the Communication Function

The studies of excellent organizations reviewed in chapter 9 identified an appropriate operational system as a characteristic of outstanding organiza-
1. AN OVERVIEW OF THE BOOK

In chapter 14, we describe how excellent public relations departments should be structured as an operational system for delivering public relations programs.

A normative theory, open-systems theory, shows that organizations should have an excellent public relations department when they:

1. Locate the public relations department in the organizational structure so that the department has ready access to the managerial subsystem.
2. Integrate all public relations functions into a single department rather than subordinate them under other departments such as personnel, marketing, or finance. Only in an integrated department is it possible for public relations to be managed strategically.
3. Develop dynamic horizontal structures within the department, to make it possible to reassign people and resources to new programs as new strategic publics are identified and other publics cease to be strategic.

In contrast to these normative characteristics of excellent departments, however, chapter 14 hypothesizes that the structures of less excellent public departments develop historically rather than strategically. As a result, we predict that public relations structures in less excellent departments will reflect the preferences of senior managers who had the most power in the organization at the time public relations programs first developed and that the structure of the communication department will have changed little since.

Gender Differences

Chapter 15 reviews studies that have documented a trend toward a female majority in the public relations profession. It also reviews studies showing that women more often are found in the technician role and men in the manager role. Women in the communication field hold less prestigious positions and earn lower salaries than men.

Feminization of organizational communication, therefore, could limit the potential of public relations departments if organizations discriminate against women communicators. Chapter 15 documents the existence of discrimination against women, although it concludes that discrimination usually results from subtle processes rather than overt acts. The majority of students studying communication management today are women. Therefore, organizations will lose the opportunity for their communication programs to contribute maximally to organizational effectiveness if they fail to promote women from the technician to the manager role and instead
allow men from other fields to encroach upon communication management roles without proper training or experience.

We hypothesize, therefore, that excellent public relations departments will have women in communication management roles and that they will have mechanisms to help women gain the power they need to advance from the technician to the management role—mechanisms that also are described in chapter 15.

Academic Preparation and Professional Experience

Until recently, public relations has been a field without a body of knowledge, a field that has not required specialized training or experience. Chapter 16 maintains that excellent public relations departments will employ professionals who have learned a specialized body of knowledge. Chapter 16 describes the role of education in professionalization. It then describes the curriculum and body of knowledge recommended for public relations education by several professional organizations, which we believe provide a conceptual grounding that will enhance the potential of public relations practitioners to contribute to organizational effectiveness.

THE ORGANIZATIONAL LEVEL:
THE CONDITIONS THAT MAKE EXCELLENCE IN PUBLIC RELATIONS POSSIBLE

In Part II, we defined excellent public relations departments as departments that manage communication with strategic publics, publics that threaten or enhance the ability of the organization to pursue its goals. In Part III, we identified the characteristics of public relations departments that most often manage communication strategically. In Part IV, then, we explain why excellent public relations departments make organizations more effective and identify the characteristics of organizations and their environments that lead to excellent programs of communication.

Chapter 17 reviews literature on the relationship between organizations and environments to show how organizations should interact with publics. Early theories of interorganizational relationships predicted that an environmental imperative would determine the structure and communication system of an organization. According to this theory, organizations with changing, turbulent environments should be forced to engage in two-way communication with the environment and to develop organic management structures in order to manage their environmental interdependencies successfully. Extensive research, however, has failed to show a strong relation-
ship between the nature of an organization's environment, its structure, and the models of public relations it practices.

Chapter 17 concludes, therefore, that although public relations should make organizations more effective by helping them to interact successfully with their environments, organizations in reality seldom choose the most appropriate models of public relations for their environments. The reason is simple: Environments are not objective reality for the managers of organizations. Instead, managers choose, subjectively, to observe only parts of their environment. The parts they choose to observe are products of their mind-set and organizational culture.

Our research suggests, therefore, that a power-control theory explains why organizations practice public relations in the way they do better than an environmental theory does. A power-control theory states that organizations behave in the way they do—in our case they choose the public relations programs they do—because the people who have power in an organization choose that behavior. Organizations frequently do not choose the most rational type of communication behavior for their environment because the dominant coalition does not make a rational decision.

The flowchart in Fig. 1.1 depicts a power-control model of public relations that we have abstracted from the macrolevel literature on organizational behavior. The model answers three questions important to our quest for the predictors of excellence in communication management:

![Flowchart Diagram]

**FIGURE 1.1** Factors influencing the choice of a model of public relations.
1. How organizations should use public relations to interact with their environments.
2. Why some organizations use public relations to interact effectively with their environments and others do not.
3. Why organizations with excellent public relations departments are more likely to manage communication strategically and therefore are more effective than organizations that do not have excellent departments.

The focal point of the model in Fig. 1.1 is the box labeled Choice of Public Relations Models as Strategies. We believe that the choice of the symmetrical model of public relations is the key choice made by effective organizations. Figure 1.1 shows, however, that the public relations department does not make that choice. The choice is made by the power holders of the organization, the dominant coalition.

The dominant coalition makes the choice of a model of public relations in two stages. It first chooses what it perceives to be the strategic publics in its environment. Top public relations managers contribute to the choice of strategic publics only if they are part of the dominant coalition. Figure 1.1 shows that the top public relations manager will be in the dominant coalition only when public relations potential is high in the organization.

Public relations potential increases when the characteristics of an excellent public relations department identified in Part 3 are present: strategic management, managerial roles, education for the two-way models of public relations, lack of discrimination against women, and an integrated public relations function.

Chapter 18 describes power-control theories of organizations and elaborates on the concepts of power and the dominant coalition. It also reviews research showing that enhancing the potential of the public relations department increases the likelihood that the top public relations manager will be in the dominant coalition. This chapter and chapters 4, 11, and 14 show that the public relations director must be part of the dominant coalition or have ready access to it if public relations is to contribute maximally to organizational success.

The box labeled Worldview for Public Relations describes the mind-set for—the presuppositions about—public relations that are dominant in an organization. As depicted by a downward arrow, the schema limits or enhances the potential of the public relations department to practice sophisticated models of public relations. As depicted by three other arrows, the worldview for public relations is a product of the worldview of the dominant coalition, the potential of the public relations department, and the culture of the organization.
As chapter 18 shows, the arrow from Environmental Interdependencies to Power Holders indicates that managers who gain power in an organization do so in part because they have knowledge and skills relevant to a crucial problem in the organization's environment. That conclusion also suggests that public relations managers gain power when they have knowledge and skills that help organizations manage crucial environmental interdependencies—such as skills in financial relations when stockholders are a key interdependency or skills in government relations when government is a key public.

As chapters 3 and 20 discuss, the arrow from Power Holders to Environmental Interdependencies indicates that the environment is in part at least the subjective perception of the dominant coalition. The power holders observe the parts of the environment that they think are crucial and then choose strategic publics for public relations programs from that perceived environment.

The arrow from Choice of PR Models as Strategies to the environment depicts the critical relationship between strategic management of public relations and organizational effectiveness that has been discussed several times in this chapter. If organizations choose the most appropriate public relations strategy for communication with strategic publics, then that strategy will help the organization to manage critical environmental interdependencies and make the organization more effective.

Chapter 19 reviews research on a crucial component of that environment for public relations programs: the behavior of activist groups. Chapter 19 argues that activists play the key role in limiting the organization's ability to pursue its mission. But chapter 19 also shows that organizations seldom choose activist groups as strategic publics unless forced to by confrontation or litigation. When organizations do use public relations to respond to activist groups, they seldom choose the most appropriate model of public relations, the symmetrical model, as a way of responding to them.

The final two boxes in Fig. 1.1 depict the relationship among societal culture (chapter 22), organizational culture (chapter 21), and excellence in public relations. As the arrows in Fig. 1.1 show, organizational culture is created by the dominant coalition, especially by the founder of an organization. Yet managers do not gain power if their values and ideology differ substantially from that of the organization. Organizational culture also is affected by the larger societal culture and by the environment.

Organizational culture affects public relations in the long term by molding the worldview for public relations. In the short term, it influences the choice of a model of public relations. If culture is essentially authoritarian, conservative, segmented, and reactive, the dominant coalition generally will choose an asymmetrical model of public relations. If culture
is participative, integrative, liberal, and interactive, the dominant coalition will be more likely to choose a symmetrical model of public relations.

Figure 1.1, in summary, pulls together most of the variables that we have identified as essential to excellence in communication management in this book. It describes how organizations should respond strategically to their environments. It shows why power holders often do not make the most appropriate choices of strategic publics and models of public relations. And it shows why organizations more often make correct choices for public relations programs when they have excellent public relations departments.

Part IV ends with chapters on internal communication and on cultural differences in public relations. Chapter 20 develops a model of the relationship between organizational structure, internal communication systems, and employee satisfaction that is similar to the model of external communication in Fig. 1.1.

This chapter argues that a symmetrical system of internal communication helps to increase employee satisfaction and organizational effectiveness. Most systems of internal communication are asymmetrical, however, and they do not increase morale or organizational effectiveness. A symmetrical communication system is one in which employees are provided mechanisms for dialogue with each other and with supervisors and top managers. Interpersonal communication is crucial in a symmetrical system, although employee media can complement it.

In addition, chapter 20 reviews literature showing that a communication system cannot be made symmetrical without concurrent changes in organizational structure, to make it more organic. As we saw in chapter 9, an organic organizational structure also helps the organization to cultivate its human resources. Employee morale, therefore, results from an organic structure, cultivation of human resources, and symmetrical communication.

Symmetrical communication, as a result, contributes to organizational effectiveness in two ways. When communication helps to improve morale, employees are more likely to enhance rather than constrain the organization's ability to achieve its goals. And in a decentralized, organic organization, symmetrical communication is necessary for the organization to coordinate the behavior of its relatively autonomous subsystems. Such coordination is necessary for the organization to be effective.

Chapter 22 explores the possibility that the theory of public relations developed in this book might not apply outside the United States. Studies of public relations practice in Great Britain and Canada suggest that the theory works well in other Western democracies. Research on the effect of culture on management suggests that public relations will be practiced differently in non-Western cultures. Chapter 22, therefore, explores concepts from
cultural anthropology that we will use in later stages of the IABC project to develop such comparative research.

THE ECONOMIC LEVEL: HOW PUBLIC RELATIONS CONTRIBUTES TO THE BOTTOM LINE

In the final chapter of the book, chapter 23, we explore literature that might suggest whether and how a monetary value can be placed on the contribution that public relations makes to organizational effectiveness. Our theory states that communication programs that are managed strategically help organizations to manage relationships with strategic publics that have the power to constrain the ability of the organization to achieve its goals.

When organizations manage these interdependencies poorly, the strategic publics protest, boycott, go to court, or ask for government regulation to constrain the autonomy of the organization. All of these activities cost the organization money. If strategic communication is successful, it should help to save the organization money even though it often may not help it to make money.

Chapter 23 explains a technique, taken from literature on evaluation research, that researchers can use to estimate the value of communication programs in managing interdependencies. Top managers, members of the dominant coalition, can be asked to estimate what it is worth to them to avoid or manage conflict with strategic publics. Through a series of iterations (Would you pay $X? If not, would you pay $Y?), researchers can place a value on the benefits of communication programs that can be compared with their costs in a cost-benefit analysis.

Research must be done, however: first to test the premises of the theory we have outlined and second to place a value on the benefits of public relations.

HOW TO READ THE REST OF THE BOOK

This chapter has presented a general theory of public relations as a theory of communication management. That theory specifies how public relations makes organizations more effective, how it is organized and managed when it contributes most to organizational effectiveness (i.e., when it is excellent), the conditions in organizations and their environments that make organizations more effective, and how the monetary of excellent public relations can be determined. Table 1.1 outlines the major concepts of that theory and identifies the chapters in which each concept is explained.
TABLE 1.1
Characteristics of Excellent Public Relations Programs

I. Program Level
   1. Managed strategically (chapters 6, 7, 8)

II. Departmental Level
   2. A single or integrated public relations department (chapter 14)
   3. Separate function from marketing (chapter 13)
   4. Direct reporting relationship to senior management (chapter 4)
   5. Two-way symmetrical model (chapter 11)
   6. Senior public relations person in the managerial role (chapters 10, 12)
   7. Potential for excellent public relations, as indicated by:
      a. Knowledge of symmetrical model (chapters 2, 10, 11, 20)
      b. Knowledge of managerial role (chapters 4, 10, 12)
      c. Academic training in public relations (chapter 16)
      d. Professionalism (chapter 16)
   8. Equal opportunity for men and women in public relations (chapter 15)

III. Organizational Level
   9. Worldview for public relations in the organization reflects the two-way symmetrical model (chapter 2)
   10. Public relations director has power in or with the dominant coalition (chapter 18)
   11. Participative rather than authoritarian organizational culture (chapters 21, 22)
   12. Symmetrical system of internal communication (chapter 20)
   13. Organic rather than mechanical organizational structure (chapter 17)
   14. Turbulent, complex environment with pressure from activist groups (chapters 17, 19)

IV. Effects of Excellent Public Relations
   15. Programs meet communication objectives (chapter 7)
   16. Reduces costs of regulation, pressure, and litigation (chapter 19, 23)
   17. Job satisfaction is high among employees (chapter 20)

In addition, each chapter is preceded by a short overview summarizing how that chapter fits into the general theory of public relations. Some readers will want to read all of these chapters. Others will want to work from this overview and read the chapters that elaborate on a particular concept. In either case, Table 1.1 and the chapter overviews should help you in finding your way through the rest of the book.

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