The Global Development of Public Affairs

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The onset of the twenty-first century arrived with a concomitant need for business organizations to effectively interact with international public policy stakeholders and issues. Crafting managerial responses to the complexity, dynamism, and uncertainty created by the global convergence and increased interdependence of financial markets, information, and technology has become a common challenge to contemporary executives. Boundary-spanning activities like international public affairs and government relations (PA/GR) linking aspects of international business, corporate political activity, and strategic management serve essential managerial roles. Although it has not been the recipient of voluminous systematic thinking,

the application of new ideas and perspectives related to the PA/GR function as performed in international or global contexts has emerged as a valuable topic of consideration to business practitioners and scholars. Policy concerns related to international business are frequently high-priority public and business policy items in most nation-states. These concerns may, for example, be about trade agreements and conflicts, the flows of people, financial resources, and goods, the opening of or restrictions to markets (e.g., protectionism, standards setting, tariff/non-tariff or trade barriers, dumping, export subsidies, etc.), or rulings against market offenders (e.g., penalties or sanctions), and the like. A select listing of some of the more prominent public policy concerns facing international businesses is provided in Exhibit 1.1.

Companies and industries intent on providing goods or services for the global market are nearly always impacted by the actions (or inaction) of governments and their political agents. This makes it incumbent upon businesses and business groups to interact

with public policy decisions and decision-making processes, as well as public policy institutions and stakeholders in both their home (i.e., where they are headquartered) and host (i.e., where they maintain operations) countries in which they operate business activities. This PA/GR interaction commonly takes the form of environmental scanning/monitoring and intelligence development, sociopolitical and legal advising/counseling, lobbying (both formal and informal in nature), and sociopolitical communication/marketing or promotion processes.

Despite the increased need to effectively manage multinational and global issues and stakeholders and the challenges and opportunities they create for business organizations, the management and practice of PA/GR have received little scholarly attention in an international, global, cross-national, and/or comparative perspective. Very few books have been written on the topic, the results of a moderate number of research projects have been published, and only a few practitioner-focused articles have examined the topic in any appreciable depth. As a means for moving the development of an effective scholarly response forward, the

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EXHIBIT 1.1

Selected international public policy issues affecting business interests and organizations

- Bribery, questionable payments to and/or corruption of government/public officials.
- Corporate social irresponsibility and unethical behaviors/practices.
- Disputes over land rights and claims.
- Environmental degradation and unsustainable practices.
- Exploiting workers (e.g., sweatshops).
- Export of outlawed products/services.
- Failure to abide by internationally accepted codes of business conduct.
- Funding of "front" or false activist groups.
- Insensitivity to local consumer and stakeholder interests and needs.
- Introduction of genetically modified food products.
- Irresponsible business practices, marketing, and sales.
- Manufacturing and trading military arms.
- Money laundering.
- Support of oppressive regimes.
- Unsafe working conditions.

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author of this *Handbook of Public Affairs* chapter specifically intends to:

1 Examine the published literature on public affairs practice as it occurs around the globe.

2 Identify areas of the literature that offer promise for future study.

3 Establish avenues for conducting and improving future research.

Background and definitions

A useful question with which to begin our examination is whether the relative paucity of PA/GR scholarship could be caused by a lack of global PA practice. Are phenomena in the issue and stakeholder environment global, international, or cross-national by their natures? If the determination is made that stakeholders and/or issues do actually operate across borders, this leads to an important question. Do companies actually employ PA practices, processes or structures to address these matters on a global, as opposed to a more localized, basis?

There is often some definitional confusion when looking at the geographic nature or

scope of a firm. This confusion arises because defining whether a firm is transnational, multinational, or global can depend upon what variables are being used to make the distinctions. Differences in these definitions can depend on items such as origin of ownership, headquarters location, national backgrounds of senior executives, the nature of the business strategy employed, or where the majority of customers or processes exist. As in many newer fields of business inquiry, the study of international business is beginning to arrive at agreed upon definitions and consensual understanding of the critical terms.

Domestic companies are typically understood to conduct their operations wholly within the borders of a single nation-state. Once the company does business and horizontally Once the company does business and horizontally operates across another border outside its host country, it internationalizes and therefore crosses the line to being an international, multinational, transnational, or global corporation. Hill (2003) defines an international business as "any firm that engages in international trade or investment." *Multinational corporations* ("MNCs" or "multinational enterprises") are conceptually different than "international corpora-

tions." Multinational corporations are now viewed to be single enterprises that operate beyond the borders of a single country and accomplish their objectives by deriving at least a moderate degree of their profits or revenues from outside their home region (Vernon and Wells, 1986).[1]"Transnational" is a term traditionally used by the United Nations to refer to MNCs, but recent usage often equates a "transnational" with a "global" enterprise as opposed to a "multinational" one (Wartick and Wood, 1998). Last but not least are attempts to describe "global" or "globalized" organizations. Sociologists such as Giddens (1999) define the term "global" more broadly than business or management scholars and see globalization as being related to worldwide interconnections at several levels that result from the elimination of communication and trade barriers and processes whereby cultural, economic, political, and social factors converge and create interdependences.

> The PA/GR activities of an international business will differ from those conducted in a purely domestic context.

Some business experts claim that too much attention is given to "global" facets of commerce and that the word may be used in ways that are actually not accurate. For example, Rugman (2001) claims that globalization is mostly misunderstood and that one world trade zone has never actually existed in practice and that firms do not offer uniform or consistent products or services across all parts of the globe. If this view is indeed correct, then the existence of global public affairs and public policy-affective forces might also not be global in nature, given that commerce itself cannot be globally practiced. Rugman argues instead that government regulations and cultural differences divide the world into three major regional blocs of North America, the European Union and Japan, following up on arguments made previously by Ohmae (1985) of the importance of these three geographic clusters in the larger scheme of commerce. If the triad view is valid, scholars should have uncovered evidence that MNCs would have PA/GR decision makers, or at least responsibility centers, in the three triad areas. There is no empirical research of which the author is aware that has actually identified PA operations being organized structurally or strategically along "triad" lines.

Working to some degree against these nonglobalization arguments is the operation of national borders. Communication technology, facilitated to a heavy

extent through the development of advanced telecommunications and the Internet and their subsequent use by global organizations, has created the theoretical, if not practically attained, ability for business and non-market stakeholders to operate in a global fashion. Also, a number of non-government organizations (NGOs) have certainly taken up the cause of anti-globalization and decry the activities of organizations, businesses in the form of MNCs and quasi-governmental bodies such as the International Monetary Fund (IMF) and World Trade Organization (WTO), that appear to exert much power in terms of influencing nation-state-level public policy decisions and, according to their views, negatively impact consumers, human rights, less developed countries, the natural environment, and workers.

The PA/GR activities of an international business will differ from those conducted in a purely domestic context. At the most simple level, differences arise from the fact that the cultural, economic, legal, political, and social systems in separate nation-states are different. If these distinctions and the organization's operations are important enough, it can potentially mean that the business may need to vary its PA/GR plans and activities on a country-by-country basis. International PA/GR country-by-country basis. International PA/GR is also more complex than purely domestic PA/GR. This arises not only from a greater number of issues and stakeholders but also from the need to coordinate and control responses across these different countries as well as between the organization's own headquarters/ subsidiary units. Last but not least, governments and public policy makers frequently treat companies differently, depending on whether they call a country home or not.

Managing IPA/GR activities can be a most complex task because MNEs are not only single organizations operating in a global environment, but at the same time are also collections of interlinked subsidiaries that operate in a diversity of national environments (Drogendijk, 2004). Preston (1993) has noted that this complexity involves a series of international linkages among trade and investment relations, management links, and policy linkages. In light of this evolving context within which businesses operate, PA/GR practice and practitioners have been challenged to respond in

helping organizations to positively address and engage issues and stakeholders that cross national boundaries. The next section of the chapter reviews trends impacting global PA/GR practice.

Prominent trends in international public affairs/government relations

There is no shortage of books, journals, conferences, and articles describing the growing managerial challenges and opportunities created by the internationalization or globalization of business. The growth of the scholarly field of international business studies, proliferation of international business degrees, subjects and courses, as well as the emergence of scholarly associations such as the Association of International Business Studies (AIBS), attest to the recognition by business educators of the importance of the disciplinary area. Notwithstanding these impressive developments, knowledge of the effects of international business on the management of organizational sociopolitical, non-market or PA activities remains relatively limited. I'll outline four major areas and trends that demonstrate why there is a need for businesses and management practitioners to acquire a better understanding of this important area.

The existence of conflicted attitudes toward government and business

1   There exists an ever-present and longstanding tension whereby publics want their governments doing too much either. Public policy makers are constantly struggling to achieve a balance between these contrasting poles.

2   In many nation-states the institutions of business and government are trusted less to produce beneficial outcomes by various stakeholder groups than they have been in the past (Boggs, 2001). These levels of trust can significantly vary from year to year. The most recent Edelman Trust Barometer reports (available online at www.edelman. com/events /Trust/startwm.html) show how opinion leaders' trust of institutions can vary from time to time in various nations.

3   Lower voter turnouts (compared with historical high levels) in recent Canadian and American federal elections suggest that electoral outcomes are being made by increasingly lower percentages/proportions of eligible voters and, as such, the results of elections may not represent the "will of the majority" (Boggs, 2001).

4   Citizens in a number of prominent nation-states have experienced growing feelings of disempowerment. For example, in the United States there have been questions about whether their vote actually matters and whether one person can "make a difference" in political and public policy matters (Dunham *et al.*, 2004).

5   Angst exists in, for example, Australia, the Philippines, Poland, and numerous other countries over decisions about whether one's nation should be involved in regional and/or international conflicts like the ones that have been going on in Middle Eastern countries in the 1990s and twenty-first century to date. Voters attempts to resolve this angst can even sway national elections, as occurred in Spain in 2004.

Growing distrust of business

1   In some countries the public perceive that some individuals or groups wield undue influence through campaign-financing activities. This has caused many challenges for PA practitioners, particularly in the United States, where such perceptions have received the greatest media coverage (Birnbaum, 2000; Lewis, 2004; Silverstein, 1998).

2   Business interests are viewed by some people as "using" government as another factor of production, supplier of inputs, or as an agent that needs to be managed in its pursuit of competitive success (Boddewyn and Brewer, 1994).

3   Corporate governance scandals and ethics failures like Enron, Arthur Andersen, WorldCom, etc., caused by businesspeople who don't understand the deep connections between business, government, and society (Waddock, 2004). These highly visible scandals and failures undermine the building of public trust in business as a beneficial institution.

4   Perceived inability of the public and private sectors to work well together in many countries in meeting public demands in health care and infrastructure. Many issues, especially the type that internationally oriented PA/GR practitioners must interact with, appear as intractable as ever. Some collaborative as well as individual attempts by the private and public sector have made little progress. This can be evidenced on environmental matters (like greenhouse gases or water purity) that don't respect borders, ongoing cross-border trade conflicts, and social

matters related to longheld distrust and ill will between national and/or religious groups.

5 Transparency and disclosure are now the norm. Companies that used to operate on a "need to know" basis with stakeholders now are essentially impelled by stakeholders employing information and communication technologies to operate on a "need to disclose" basis (Tapscott and Ticoll, 2003).

Increasingly powerful convergence of information, communications, and technology

1 Media operate in seven-second sound bites— requiring constant monitoring of news on and off the Internet as well as use of push and pull news capture methods (Holtz, 1999). News bites get transmitted around the world in a matter of minutes, 24/7. This creates an imperative for PA/GR practitioners to react more swiftly than ever to developments across the globe, as well as to implement issue management strategies and tactics on the fly (Hoewing, 2000).

2 People increasingly rely on the Internet for news and current events. This has empowered a number of newly effective activist groups as well as having re-energized what had otherwise been declining consumer, shareholder and union groups (Holtz, 1999).

3 Political processes now include Web components whether it be Web pages dedicated to groups, issues or stakeholder causes, blogs focused on sociopolitical matters of interest to business organizations, online voting in elections, political fund raising over the Web, video spots meant for non-broadcast audiences, and the like (Hoewing, 2000; Holtz, 1999).

Rising tensions experienced by people between localization and globalization forces

1 The impact of the Internet on increasing the general public's awareness of issues has led businesses to rely more upon grassroots and grass-tops approaches. This means that PA/GR practitioners must be able to manage issues on a global or world-wide basis while still remaining sensitive and attuned to the concerns and views of local stakeholders (Grefe, 2001).

2 There is a growing societal expectation that more

local levels of government (state/ province, cities, townships, etc.) can be trusted to meet citizen's needs. More local activism at the grassroots level can be seen in country after country, leading to a greater importance being attributed to more local levels (i.e., community, provincial/state, regional, etc.) of GR activities.

3 Activist groups have become more sophisticated at simultaneously operating both globally and locally. Many of the better organized groups have the resources and demonstrated abilities to coordinate their efforts to address key issues simultaneously in multiple nation-states and regions (Keck and Sikkink, 1998).

4 While some individuals have actively sought to take advantage of the new relationships and worlds opened up by information and communication technologies, others have steadily retreated into enclaves or self-made "cocoons," walled communities, and the relative safety of their neighborhood localities (Boggs, 2001).

Although these four areas are certainly not the only ones of interest to businesses and practitioners, they do communicate how emerging globalization can impact major institutions like business and government. Among the more prominent implications are that:

1 Businesses and executives must become more knowledgeable, skilled and capable of effectively addressing international business and public policy phenomena (Lenn, 1996).

2 PA/GR practitioners will need to develop particular "global" or "international" competencies if they are to be successful in the present and future (Fleisher, 2003).

3 Long-established organizational processes and structures may need to be modified to correspond to shifting global strategies, stakeholder actions, and issues (Johnson, 1995; Meznar, 1995).

4 Processes need to be established to allow organizations to maintain constant (365 ?24 ? 7) monitoring of global developments (Hoewing, 2000). Similar enhancements need to be made by practitioners in analyzing the flow of data and information once it is gathered (Fleisher, 2002) so that timely recommendations can be made in terms of worthwhile organizational responses to important developments.

These needs are being intermittently recognized

and addressed by PA/GR researchers and scholars, although their ability to offer cogent description, explanation, and prescriptions have been achieved only to varying degrees of effectiveness. International PA/GR competencies required by practitioners are elaborated later in this chapter. The following section will elaborate on the state of academic research into international and multinational PA/GR phenomena.

Brief review of the literature on multinational enterprise, international and/or global public affairs[2]

Although there is a substantial amount of academic research published on corporate public affairs/government relations (for an overview, see Griffin *et al.,* 2001a, b), most of it has been generated by scholars from the United States about American phenomena. There have

been a few notable scholarly attempts to illustrate and detail the *international* activities of the PA/GR function, most commonly those occurring in American MNCs. These began appearing in the business academic literature starting in the late 1960s and have occurred sporadically since that time. A summary of these efforts between 1970 and the current time can be found in Table 1.1.

As can be observed by examining Table 1.1, especially when compared against the comprehensive listings generated by Griffin *et al.,* 2001a, b), there is a relative paucity of research that has been produced on international public affairs or of public affairs/government relations in MNCs. Additionally, the number of different scholars studying these phenomena is also limited, with only a couple of scholars, those being Boddewyn and Lenn, having published the results of

TABLE 1.1 **KEY CONTRIBUTIONS TO THE SCHOLARLY LITERATURE SPECIFICALLY FOCUSED ON INTERNATIONAL OR MULTINATIONAL PA/GR SUBJECT MATTER**	
Time Period	Authors
1970s	Boddewyn and Kapoor (1972) Boddewyn (1973a) Boddewyn (1973b) Dunn, Cahill and Boddewyn (1979) International Conference on Public Affairs (1971) Kapoor and Boddewyn (1973)
1980s	Blake (1981) Bergner (1982) Boddewyn (1988) Gladwin and Walter (1980) Lusterman (1985) Mahini and Wells (1986)
1990s	Boddewyn and Brewer (1994) Gladwin and Kennelly (1995) Griffin and Lenn (1998) Johnson (1995) Kennelly and Gladwin (1995) Lenn *et al.*, 1993 Lenn (1996) Lenn (1990) Meznar and Johnson (1996) Meznar (1995) Public Affairs Council (1997) Ring, Lenway and Govekar (1990)
2000+	Berg and Holtbrugge (2001) Blumentritt (2003) Fleisher (2003)

The full publication details of the particular citations included in this table are provided in the reference section.

TABLE 1.2 **LITERATURE CITING EMPIRICAL STUDIES OF PA/GR PRACTICE IN SPECIFIC NATION-STATES**	
Nation	Studies
Australia	Centre for Corporate Public Affairs (1996) Post and The Centre for Public Affairs (1993) Sekuless (1991, 1984)
Canada	Baetz (1993) Canadian Council for Public Affairs Advancement (1999, 1996) Stanbury (1993) Taylor (1991) Wright and DuVernet (1988)
Europe	Andersen and Eliassen (1995) Gardner (1991) Haug and Koppang (1997) Hawkins (2004) MacMillan (1991) Mazey and Richardson (1993) Naerts (1990) Newman (1990) Oomens and van den Bosch (1999) Patterson (1983) Pedler (2002) Pedler and Van Schendelen (1994) Steel (1990) Van Schendelen (2002, 1990)
United Kingdom	Aerts and Verhaege (2001) Johns (2002) Rogers (1986)
United States	Foundation for Public Affairs (2002, 1999) Post, Dickie, Murray and Mahon (1983, 1982) Public Affairs Council (1997)

three or more different studies over the thirty-plus-year period encompassed by this review. Few of these scholars, Boddewyn being the lone exception, have been active in researching and publishing PA/GR papers beyond one decade. No research centers, to the best of the author's knowledge, exist with their primary purpose being dedicated to studying international public affairs/ government relations or business-government relations phenomena. There is also a plethora of literature focusing on public affairs/government relations as it is specifically practiced in a variety of democratic countries, including coverage of its status in several regions or nation-states, listed in Table 1.2

In general, there is very little research published on PA/GR activities in former or present communist countries, most of Africa(outside South Africa), South and Central America, less developed countries—an exception is Akinsaya (1984)—and most of Asia (including the subcontinent). There are a few exceptions to this generalization, most of which have been produced since 2000, including:

1 How European companies influence Asian countries (Aggarwal, 2001).
2 German companies public afffairs/ government relations in India (Berg and Holtbrugge, 2001).
3 Government relations in China (Kennedy, forthcoming).

It should also be noted that the public relations and communication (PR&C) literature has a higher quantity of published research than the PA/GR field on MNC and international phenomena, but little of this research is focused specifically on international GR, sociopolitical issue management, or MNC lobbying activity—the stock and parcel of PA/GR practice. Elements of the research that makes up the body of international and MNC PR&C knowledge may be amenable for applications to PA/GR scholars and should be considered for those purposes.

This is not to suggest that the basic processes underlying PA/GR activities as previously described do not occur in most nation-states. Most nation-states do host varying levels of PA/GR activity; instead, the nature of formal PA/GR activities in these places has not been systematically studied, researched and/or published.

Competencies needed for internat-ional and multinational public affairs

There has been a growing interest expressed by some companies in organizing for international public affairs

(Lindsay, 2003). As was previously described in the opening sections of this chapter, the practice of public affairs/government relations is different outside one's home nation because, among other things, other nations have different governance systems, historical developments, public policy institutions and processes, and social structures and values. Unique political and value systems, in particular, have major implications for the management of the PA/GR process (Mack, 1997). As such, it is likely useful to develop a list of globally oriented PA/GR knowledge and competencies that all international PA/GR managers should acquire.

Although this topic is clearly ripe for several extensive research studies, my list of international PA/GR competencies would include the following (Fleisher, 2003).

Development of intercultural competence

International public affairs are always intercultural public affairs. It is critical that the PA manager gains familiarity with how the practice of public affairs in different nation-states is impacted by cultural variations. These cultural variations can be reflected as differences in behaviors, concepts of time, lifestyles, patterns of decision making, perceptions, and values, among other things (Starling, 1996). To gain this familiarity, PA managers must first understand their own cultural underpinnings before they can gain a constructive understanding of other cultures (Hofstede, 1991). Comparisons between one's own culture and context and other nations' cultures and contexts helps PA managers to understand often subtle differences that shape different public policy environments (Hall, 1976). Cultural variation also affects the development of the practice of international public affairs at the societal level. Similar to the reactions of individuals, nation-states often respond to public issues in culturally specific ways; therefore, societal factors are important for the PA manager to understand as well. Last but not least, it is incumbent upon the PA/GR manager to gain an understanding of the historical antecedents of other countries' cultural and social development.

Impact of societal factors on public affairs

There are a number of societal factors that will impact almost any international PA/GR effort. Some of the more obvious ones would include:

1 *State-to-state relations.* Public policy makers and politicians attempt to influence stakeholders not

only in their own nations, but often in others as well. This is particularly pertinent to a discussion of regional policy bodies and multination trade agreements.

2 *Nature of social networks.* Much public policy change comes through the influence of key individuals or groups of individuals. In some countries, these key parties can be identified and nurtured to support organizational goals. In other nations, it may be more difficult for the corporation to have its "voice heard" over other established institutions.

3 *Level of economic development.* An underlying objective of public affairs is to influence and support the achievement of an organization's business goals. These business goals are addressed within the context of a nationstate's economy and economic fabric.

4 *Political ideologies.* Business issues are highly impacted by the practice and practitioners of politics (Wartick and Wood, 1998). The vast majority of PA/GR issues they will face will arise due to the result of political forces and decisions.

5 *Nature of social change.* Nation-states approach social change at different paces (some slow, some more rapid), using different mechanisms (ranging from formal legal systems to militaristic or anarchic means), and promulgated by different forms of activist groups.

6 *The overall business-government relationship.* Some national governments work very closely with and are heavily influenced by the business community, while in other nations the national government goes out of its way to keep business at arm's length and to maintain as much "distance" between it and business as possible.

7 *Nature and activism of organized interest groups.* In light of the information and communication technologies (ICTs) available today, it is the rare nation-state that isn't impacted by well informed and organized interest groups of all stripes pushing for changes to public policy. Many of these interest groups operate both globally and multinationally. Many groups have an anti-business ideological slant, while some are pro-development. Recognizing the "friends" from the "foes" is critical.

8 *Legal system and structure.* Many nationstates have well-developed bodies of law and structure that provides explicit detail relative to what is and isn't allowable in their particular jurisdictions. Other nations' legal systems are not well developed and are ambiguous, leaving open to discretion the alternative actions organizations may take.

9 *Nature of the media and public communication channels.* Many countries allow free and unfettered activity by the media and journalistic establishments, while others impose tight controls and restraints upon these sectors.

EXHIBIT 1.2
Major factors businesses need to understand about a nation-state's public policy environment

- *Administrative divisions*—formation of states/provinces, municipalities, districts, etc.
- *Branches of government/political structure*—executive (e.g., Cabinet, chief/head of state, head of government, etc.), judicial, legislative, etc.
- *Capital*—the location of the seat of government (note: there may be more than one in terms of historical, judicial, legislative, political, and/or titular locations).
- *Constitution*—including its basis, historical origin and development, and process for modification.
- *Economy and trade*—including debt, education, employment, financial institutions, GDP, imports and exports, infrastructure, major industries, rates and flows, health and welfare.
- *Elections*—suffrage, funding, timing, representation, and process.
- *Form of state*—there are a wide variety of forms by which nation-states adopt and administer public policy, among them examples are commonwealth, confederacy, democracy, federal, monarchy, parliamentary forms, republic, theocracies, etc.
- *Issues*—matters of political concern or controversy impacting the electorate. These often arise from unique cultural, historical, linguistic, political or sociological origins.
- *Legal System*—including its basis, historical development, jurisdiction and role in government.
- *Media*—major broadcasters and media channels, journalist, news (dailies and weeklies), periodicals, etc.
- *Participation in international organizations* (e.g., International Monetary Fund, United Nations, World Trade organization, etc.).
- *Political parties and leaders*—ruling and opposition groups.
- *Political pressure groups and leaders*—stakeholders not standing for political election yet desiring political change.

10 *Nature of regulatory mechanisms.* Different nation-states can wield a vast array of broadly defined regulatory mechanisms and structures, ranging from allowing self-regulation of most business activity to strictly controlled regulatory regimes.

11 *View of the natural environment and geographic factors.* Much business activity has impacts on the physical or ecological context of a nation-state. Some nation-states are actively protective of their natural resources while others see these resources as being beneficial in their economic development.

Understanding local public policy institutions and processes

The globally competent PA manager will understand other nations' form of government, legal systems, the structure of the state, national politics, political culture, public policy process and recent public policy developments.

Many of the key knowledge factors that internationally active PA/GR managers should be aware of are captured in Exhibit 1.2 (page 22).

Nation-state-specific applications of PA/GR functions

The PA manager needs to understand how community relations, government relations, investor relations and all forms of stakeholder relations uniquely take place in relevant nationstates (Lenn, 1996). Ideally, the identification of best practices in these areas would bring even greater benefit.

Language skills (Corbett, 1991)

In some parts of the globe, particularly in the EU capital of Brussels, the inability to speak multiple languages puts the PA/GR manager at a large disadvantage relative to those individuals who are multilingual. Despite recent advances in translation technologies, much discussion and dialogue that underpins many public policy development processes still relies upon stakeholder conversations and dialogue, quite often infused with local nuances that only a multilingual speaker can pick up.

Understanding of ethics in a global/international context

The question "When in Rome should we do as the Romans do?" remains important to the management and practice of public affairs. In light of a number of

highly visible ethical transgressions by corporations, it is clearer than ever before that PA/GR managers need to be leaders in establishing, communicating and maintaining the ethical guidelines and conscience of their corporation both at home and abroad.

Managing international consultants, alliances and issue partners

Despite the adage "think global and act local," there are times that every PA/GR unit requires specialist assistance that can come only from local experts, groups or associations. This will be especially true when first entering a country or first efforts to expand the reach of the organization into a new nation-state.

There always remains the underlying question of where and how practitioners will develop the above listed competencies. In Part III, the author outlines arguments around the education of PA/GR practitioners. The answer as to where and to whom practitioners can turn is likely to be found among the for-profit and not-for-profit entities active in guiding business organizations and practitioners' national and transnational PA/GR practice. The section that follows outlines these entities and the range of activities with which they are involved.

Professional associations active in nation-state-focused and international public affairs/government relations

Where and to whom can practitioners turn to get help in dealing with IPA/GR matters? There are undoubtedly a variety of PA/GR activities that occur both in various nation-states as well as in multinational contexts. One stream of evidence, that being the activities of professional associations the missions of which specifically focus on serving the PA/GR community, provides some support for the institutionalization of PA/GR activities in different countries. These groups usually provide products, programs, and services designed to improve practitioner's understanding of and competence in plying PA/GR. The majority of these groups were birthed since 1990, but a few have been around in one form or another much longer.

There are associations or foundations of corporate public affairs practitioners in several major (predominantly English-speaking) countries. These are listed in Table 1.3 (page 24).

TABLE 1.3 **ASSOCIATIONS OR FOUNDATIONS OF CORPORATE PUBLIC AFFAIRS PRACTITIONERS**	
Region	Organization
AUSTRALIA One association primarily aims to meet the specific needs of Australian and New Zealand PA/GR practitioners	Australian Centre for Corporate Public Affairs (ACCPA, www.accpa.com.au) headquartered in Melbourne was established in 1990 and is Australia and New Zealand's largest professional association serving PA/GR practitioners
CANADA Four organizations primarily serve or have served Canadian PA/GR practitioners	• Canadian Council for Public Affairs Advancement (CCPAA, founded 1994, www.ccpaa.org) • Government Relations Institute of Canada (GRIC, established 1994, www.gric-irgc.ca) • Public Affairs Association of Canada (PAAC, founded 1984, www.publicaffairs.ca) headquartered in Toronto • Conference Board of Canada's Council of Public Affairs Executives (Ottawa, www.conferenceboard.ca)
TRANS-EUROPE Associations that serve European PA/GR Practitioners	• European Centre for Public Affairs (ECPA, www.publicaffairs.ac) headquartered in Belgium and London (established in 1986) • European Association of Political Consultants (1996, headquartered in Vienna, www.eapc.com)
TRANSNATIONAL To organizations aim to meet the needs of globally active PA/GR practitioners	• Global Public Affairs institute (GPAI, established 1988, www.gpai.org) • International Association of Political Consultants (established 1969, www.iapc.org)
UNITED KINGDOM To groups provide benefits and networking opportunities for UK-based PA/GR practitioners	• Association of Professional Political Consultants (APPC, established 1994—www.appc.org.uk) is headquartered in London • PubAffairs (an informal but well established networking group of PA/GR practitioners) headquartered in Westminster and the Web at www.pubaffairs.org
UNITED STATES Virtually all of these groups are headquartered in the greater Washington, DC, area and provide assistance to US-based PA/GR practitioners	• American Association of Political Consultants (AAPC, established 1969, www.theaapc.org) • American League of Lobbyists (ALL, established in 1979, www.alldc.org) • Issue Management Council in Leesburg, VA, has been around since the 1980s and can be found on the Web at www.issuemanagement.org • Public Affairs Council (PAC, established 1954, www.pac.org) and its two divisions: (a) Center for Public Affairs Management (CPAM) and (b) Foundation for Public Affairs (FPA) • State Government Affairs Council (SGAC)

Many of the more traditional national or transnational public relations and corporate communications professional associations (e.g., the Canadian Public Relations Society, the Confederation Européenne des Relations Publiques, the Council of PR Firms, the International Association of Political Consultants, the International Public Relations Association, the Institute for Public Relations, the International Association of Business Communicators, the Public Relations Society of America (see Dennis, 1996, etc.) will frequently have chapters, interest groups, or professional sections representing the portion of their membership groups that include PA/GR practitioners and their interests.

Most nation-states lack the professional bodies that provide guidance for PA/GR practice, regulation and standards setting. Indeed, the author is unaware of a single group that has managed to establish publicly accepted guidelines for PA/GR practice, examination of PA/GR competency/skills or knowledge, regulate the flow of members into and out of the profession, and/or to certify the qualifications of PA/GR practitioners in their nation-state. Having said this, many GR practitioners, particularly those that have a major portion of their work responsibilities to lobby government

or governmental entities on behalf of their organization, are already required or will soon be required to register or seek licensure in order to practice their trade. The PA side of the PA/GR equation has almost universally remained outside the regulatory auspices of governmental authorities, which may be viewed either as a good (i.e., it allows the free flow of individuals and ideas into and out of the practice area) or a negative factor (e.g., sometimes the ideas or person who are flowing into or out of the profession cause significant harm or damage to various PA/GR issue stakeholders).

Consultancies

There are a variety of consultancies who claim to provide PA/GR services on a multicountry or international basis. These would include, most prominently among a larger group, the following: Brodeur Worldwide, BSMG, Burson- Marstellar, Edelman, Fleishman-Hilliard, GCI Group/APCO Associates, Hill and Knowlton, Manning, Selvage and Lee, Ogilvy, Porter Novelli, and Ruder Finn. Many businesses and corporate bodies rely upon outsourcing the capabilities of firms such as these to assist them in their international PA/GR challenges. This mode of practice has associated benefits and drawbacks that must be taken into active consideration compared to the utilization of in-house (i.e., business or corporate) PA/GR capabilities (Post and Griffin, 1999). Businesses are also benefited by the assistance provided through international trade associations, chambers of commerce, government offices, and other groups focused on assisting organizations navigate multinational business government relations and public policy issues.

bring nationstate- specific and multinational perspectives to the practice and knowledge of public affairs/government relations. Table 1.4 summarizes a number of the more prominent IPA-related publications:

Conclusion

International PA/GR should be having an important influence on the development of all forms of PA/GR practice and scholarship. There are numerous challenges and opportunities confronting both practitioners and scholars intent on developing a greater mastery of this uniquely challenging facet of public affairs/government relations. Distinctive social, political, linguistic, historical, and cultural factors suggest that frameworks and understandings that guide practice in one part of the world may not be effective in different geographic contexts. The scholarly base of PA/GR understanding remains somewhat embryonic by nature and will need continued progress for it to be of greater utility and value to business organizations and their decision makers.■

NOTES
1 Many economists' definitions of "multinational" suggest that at least 25–30 percent of the firm's revenues or profits should come from outside of its "home region" for it to be classified as a true multinational.
2 The author is, unfortunately, restricting his observations to that of English-language published literature, fully recognizing that there are some fine pieces of literature published in other languages that are beyond the scope of this chapter's review.

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Publishers of IPA subject matter

Last but not least, the international PA/GR community is frequently served by the producers of various media that cater to their interests and needs. A number of academic journals, regularly published directories; Internet/ World Wide Web sites, periodicals, also

TABLE 1.4 **PROMINENT PUBLIC AFFAIRS-FOCUSED PERIODICALS**		
Media type	Nation of origin	Examples
Academic journals	United Kingdom	*Journal of Public Affairs* *Business and Politics*
Directories	Australia United States United Kingdom	*Federal Lobbyists* *National Directory of Corporate Public Affairs* *Directory of Political Lobbying* *Government Affairs Group Handbook*
Periodicals	Australia United States Canada Global	*Corporate Public Affairs (ACCPA)* *Impact (Public Affairs Council)* *Influence: The Business of Lobbying* *Campaigns and Elections* *Hill Times* *Lobby Monitor* *PR Week*

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