COMPARATIVE ANALYSIS OF PUBLIC RELATIONS STRATEGIES IN LOKOJA AND ANKPA LOCAL GOVERNMENT AREAS, KOGI STATE, NIGERIA

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ABSTRACT
This study is a Comparative Analysis of Public Relations Strategies in Select Local Governments in Kogi State, Nigeria. It comparatively examined the public relations strategies employed by Lokoja and Ankpa Local Government Areas in Kogi State, Nigeria, and assessed their effectiveness in managing relationships with stakeholders and fostering community engagement. The Communication Accommodation Theory (CAT) was used as the theoretical framework. A qualitative research approach was employed, involving in-depth interviews with 20 key stakeholders, including Public Relations Officers (PROs), Local Government Chairmen, Councilors, Directors of Administration, and Heads of Departments (HODs) responsible for public relations and communication. The findings revealed that Lokoja's proactive approach, characterized by community engagement and the use of digital communication, has fostered transparency and trust among residents, while Ankpa's reactive strategy has highlighted significant gaps in communication and engagement. The study concluded that public relations strategies play a crucial role in shaping the effectiveness of local governance in Kogi State. It is recommended that Lokoja Local Government Area strengthens its mechanisms for gathering and responding to community feedback, while Ankpa Local Government Area should prioritize the development of a comprehensive public relations strategies that incorporate both traditional and digital communication methods. Recommendations are also made for local government areas to adopt proactive public relations strategies that prioritize community engagement and transparency.

Introduction

Public relations (PR) is a critical discipline that plays a vital role in managing communication and relationships between local governments and their stakeholders. As a multifaceted field, public relations encompass various definitions and perspectives that underscore its significance in governance. According to Asemah & Nwammuo (2018) and Egbulefu & Nwaoboli (2023), public relations can be defined as the strategic management of relationships between an organization and its stakeholders, aimed at building mutual understanding, trust, and support. This definition highlights the importance of strategic communication and relationship management in fostering positive interactions between local governments and their constituents.

Furthermore, Ibrahim (2010) notes that public relations is the art and science of maintaining a favorable image and reputation for an organization through effective communication with various publics. This perspective underscores the necessity for local governments to actively manage their image and reputation to effectively serve their communities. Eze (2013) and Anatusi, Nnabuko & Asemah (2014) add that public relations is a strategic communication process that builds mutually beneficial relationships between organizations and their publics, emphasizing the importance of fostering relationships that benefit both the local government and its stakeholders.

In the context of local government administration in Nigeria, public relations practices are essential for establishing and maintaining positive relationships with various stakeholders, including residents, community organizations, businesses, and civil society groups. As highlighted by Adeyanju & Odunsi (2016), the primary objectives of public relations in this context are to foster transparency, facilitate effective communication, and build trust between local governments and their stakeholders.

Effective public relations strategies enable local governments to ensure that their governance processes are transparent and accountable. According to Nwaoboli, Ogunyemi & Ezegwu (2023), robust public relations strategies allow local governments to make their decision-making processes open and accessible to the public. This includes providing clear information about policies, programs, and initiatives, as well as involving residents in decision-making through public consultations and community forums (Nwosu, 2019).

Public relations strategies also play a vital role in managing potential conflicts or crises. By having robust crisis communication plans in place, local governments can respond promptly, provide accurate information, and address public concerns during challenging times. This proactive approach helps maintain public trust and minimizes the impact of crises. In light of these considerations, this study comparatively examines the public relations strategies of selected local governments in Kogi State, Nigeria, to evaluate their effectiveness in managing relationships with stakeholders and fostering community engagement.

Statement of the Problem

Local governments in Nigeria, including those in Kogi State, often struggle to effectively manage communication and relationships with their stakeholders. This inadequacy leads to significant challenges such as a lack of transparency, insufficient community engagement, and diminished public trust. According to Adeyanju & Odunsi (2016), many local governments fail to establish effective communication channels with residents, resulting in misunderstandings and a lack of awareness about policies and initiatives. Moreover, the tendency to adopt a top-down approach in governance further alienates citizens from the decision-making processes. Without meaningful engagement, local governments risk losing legitimacy and support from the very communities they serve.

Additionally, ineffective public relations strategies can exacerbate crises and diminish public confidence in local governance. Ibrahim (2010) points out that failure to maintain a favorable public image can lead to a loss of trust among stakeholders, while Nwosu (2019) emphasizes the importance of having robust crisis communication plans to address public concerns during challenging times. The lack of strategic public relations frameworks tailored to the specific needs of local governments creates missed opportunities for fostering community participation and collaboration (Eze, 2013). Therefore, this study is set to investigate the public relations strategies employed by Lokoja local and Ankpa local government areas in Kogi State, assessing their effectiveness and

identifying areas for improvement to enhance community relations and governance outcomes.

Objectives of the Study

The objectives of the Study are to:

1. Compare and contrast the public relations strategies used by Lokoja and Ankpa Local Government Areas.

2. Identify the strengths and weaknesses of the public relations strategies employed by the select local governments.

Review of Concepts

Conceptualisation of Public Relations

The practice of public relations encompasses a wide range of activities, including the establishment of strategic communication and relationship-building strategies between an organisation or body and its different stakeholders. According to Okigbo (2012), public relations is a strategic communication process that tries to develop and sustain connections that are mutually beneficial between a business and its target audience. The primary objective of public relations is to influence attitudes, perceptions, and behaviors. This definition emphasises the strategic character of public relations, putting more emphasis on the function that it plays in the process of relationship building and management.

The term "public relations" is defined by Asemah, Nkwam-Uwaoma, and Amah (2023) as the deliberate and ongoing endeavor to develop and maintain goodwill and understanding between an organisation and its multiple publics via the use of effective communication. By highlighting the proactive character of public relations, this definition highlights the need of making efforts that are both planned and ongoing in order to cultivate good impressions and connections.

According to Eze (2013), public relations is a communication discipline that focuses on controlling and influencing the reputation and public image of a company. This is accomplished by interacting with stakeholders and making use of a variety of communication platforms. This definition emphasises the role that public relation plays in controlling reputation, interacting with stakeholders via communication that goes in both directions, and making good use of a variety of communication channels.

Asemah (2019) describes public relations as an organisational function that the purpose of which is to form and sustain connections between an organisation and its publics that are mutually beneficial. This is accomplished via the management of communication, the promotion of understanding, and the establishment of trust. This concept places an emphasis on the organisational role of public relations as well as the significance of efficiently managing communication, promoting understanding, and creating trust among various stakeholders.

Overview of Local Government

Local government is a critical component of governance and administration in many countries, including Nigeria. Scholars and experts have provided various definitions of local government, each shedding light on its significance and role within the broader political system. According to Haruna (2023), local government can be defined as the third tier of government that exists between the central government and the grassroots level, responsible for the provision of basic public services and development at the local level. This definition highlights the intermediary nature of local government, serving as a link between the central government and the local communities. It notes the role of local government in delivering essential services and driving development initiatives within its jurisdiction.

Obi (2002) sees local government as a political and administrative authority established by law and entrusted with the responsibility of governance, provision of public goods and representation of the interests of the local population. This definition emphasises the legal framework that establishes local government, granting it the authority to govern and represent the local population. It recognises the responsibility of local government in providing public goods and services that cater to the specific needs of the local communities.

Lastly, Aluko (2008) sees local government as a territorial unit within a state with defined boundaries, responsible for the provision of local public goods and services and accountable to the local population. This view emphasises the territorial aspect of local government, delineating its boundaries and jurisdiction. It

highlights the responsibility of local government in providing local public goods and services that cater to the specific needs of the local population.

Literature Review

Public Relations Strategies for Effective Local Governments Communication and Engagement

Local governments can harness various public relations strategies to effectively communicate with constituents, build relationships, and manage their reputations. One essential strategy is media relations, which involves establishing and maintaining positive relationships with media outlets, including newspapers, television, radio, and online platforms (Baran, 2002). This approach focuses on collaborating with journalists to disseminate information, respond to inquiries, and manage media coverage. Organizing press conferences, issuing press releases, and conducting media interviews are critical components of this strategy, as they help shape public perception and ensure that accurate and timely information reaches the public (Abodunrin & Ogundeji, 2021).

Community engagement is another vital strategy that emphasizes active participation and involvement of local residents in decision-making processes. By creating opportunities for dialogue, soliciting feedback, and incorporating community input into policy-making and service delivery, local governments can build trust and enhance transparency. Organizing town hall meetings, public forums, and community workshops fosters collaboration and ensures that public policies align with the needs and aspirations of the community (Asemah & Yaroson, 2007; Asemah, 2015). Moreover, during emergencies or unfavorable events, crisis communication becomes essential. This strategy involves proactively managing communication, addressing rumors, and promptly responding to public concerns. Developing crisis communication plans and establishing designated spokespersons are critical for maintaining public trust during challenging times (Bello & Ajayi, 2020).

In the digital age, social media and digital communication provide local governments with powerful tools to engage with the public. By creating and managing social media accounts and online platforms, governments can share information, gather feedback, and promote transparency. Social media enables real-time communication and encourages active participation through features like live streaming and online surveys (Ajala, 2001). Additionally, stakeholder relations involve identifying and engaging various stakeholders, such as community leaders and business owners, to build mutually beneficial relationships. Ongoing communication and collaboration help local governments gain support and leverage resources, thus enhancing their reputation within the community (Asika, 2002).

The Role of Public Relations in Local Government Governance and Service Delivery

Public relations plays a multifaceted role in local government governance and service delivery. It contributes to effective crisis management, as highlighted by Cutlip, Center & Broom (2006), who emphasise the importance of public relations professionals in developing crisis communication plans and ensuring accurate and timely information during emergencies. By effectively managing crises and providing transparent communication, public relations helps local governments maintain public trust and confidence.

In understanding public opinion and community needs, public relations professionals conduct valuable research. According to Duru & Ogbonna (2019), public opinion research is a vital function of public relations, allowing local governments to gather insights through surveys, focus groups and other research methods. This research informs decision-making processes, policy development and service delivery strategies, enabling local governments to align their efforts with public expectations and enhance citizen satisfaction.

The development and management of the local government's brand and identity are also essential aspects of public relations. In their book "Strategic Brand Management," Keller & Aaker (1998) highlight the role of public relations in crafting a compelling brand narrative and visual identity for local governments. By creating a positive and distinct image, public relations enhance the reputation and visibility of the government, effectively conveying its values, attributes and contributions to the community.

Public-private partnerships (PPPs) are critical for local government initiatives and public relations facilitates their establishment and maintenance. In their research on public-private

partnerships, Sørensen & Torfing (2011) emphasise the role of public relations in fostering collaboration, leveraging resources and jointly addressing community needs. Through effective communication and relationship-building, public relations supports the development and success of PPPs, leading to improved service delivery and community development.

Internal communication and employee engagement are other areas where public relations play a significant role within local government organisations. According to Lerbinger (2012), effective internal communication is crucial for fostering a positive organisational culture. Public relations professionals utilise strategies such as newsletters, staff meetings and training programme to inform and engage employees, promoting teamwork, productivity and service excellence among government staff.

Public-private communication is another vital aspect of public relations in local government. According to Fitzpatrick and Gauthier (2001), public relations facilitate effective communication between the government and private sector stakeholders. By fostering open lines of communication, public relations professionals enable businesses, entrepreneurs and industry associations to collaborate with the government, share insights and contribute to community development. This communication facilitates economic growth, business-friendly policies and mutually beneficial relationships.

Empirical Review

This empirical review provides a comprehensive analysis and synthesis of existing studies relevant to the assessment of public relations strategies in select local governments within Kogi State, Nigeria. Asemah (2009) conducted a study on public relations and organizational management at Jos International Breweries Plc. Utilizing a survey research design, the study employed questionnaires and interviews for data collection. The findings indicated that the brewery did not prioritize public relations as a crucial management strategy, leading to the neglect of its information unit. Consequently, the study concluded that the organization had inadequately integrated public relations strategies into its management, which hindered its ability to achieve objectives. Asemah recommended that the brewery fully embrace public relations initiatives and establish a robust public relations department. This study shares similarities with the current research in its focus on the significance of public relations; however, it differs in scope by examining local governments in Kogi State rather than a single organization, thereby broadening the context and stakeholders involved.

Tokakis, Polychroniou, and Boustras (2019) explored factors affecting crisis management in public administration across various phases, including pre-crisis, crisis, and post-crisis. Their study, conducted in Greece, involved personal interviews with 177 individuals experienced in crisis management from diverse sectors. The findings highlighted critical factors such as leadership decision-making, communication efficacy, and crisis characteristics. The study emphasized the need for thorough assessments of potential consequences from safety incidents and advocated for cultural and structural changes within organizations. While both studies acknowledge effective communication as vital, the current study focuses specifically on public relations strategies in local governments, differing in research objectives. The current study aims to assess the overall effectiveness of these strategies rather than examining crisis management within the broader public administration framework.

Asemah-Ibrahim, Nwaoboli, and Asemah (2022) evaluated the efficacy of Corporate Social Responsibility (CSR) as a crisis management strategy. Their study employed a qualitative approach and was framed by the Uncertainty Reduction Theory. They found a strong correlation between effective CSR utilization and its feasibility in crisis management, emphasizing the importance of integrating CSR into organizational practices. While the current study does not focus specifically on CSR, it similarly recognizes the importance of proactive strategies for managing public relations. The key difference lies in the focus of the current study on public relations strategies within local governments rather than a singular emphasis on CSR as a crisis management tool.

In a study by Almuzaini et al. (2021), the effectiveness of risk communication during the COVID-19 pandemic in Saudi Arabia was assessed, focusing on the public's awareness and trust in the Ministry of Health. The study highlighted the government's strategy of engaging various stakeholders, including traditional leaders and community heads, to enhance communication efforts. While both

studies underscore the significance of stakeholder engagement, the current research specifically investigates public relations strategies in local governments in Kogi State. The methodologies also differ, with the current study employing a mixed-methods approach involving surveys and interviews, whereas Almuzaini et al. focused on survey-based research. Despite these differences, both studies contribute to the understanding of effective communication strategies and the critical role of stakeholder engagement in their respective contexts.

Theoretical Framework

Communication Accommodation Theory

The Communication Accommodation Theory (CAT) was developed by Howard Giles and colleagues in the 1970s and 1980s. The theory originated from their observations and research on how individuals adjust their communication styles to match or accommodate the speech patterns, language and behaviours of others in social interactions. Giles and his colleagues proposed that people engage in two main communication strategies: convergence and divergence (Uzochukwu, 2006). Convergence refers to the process of adapting one's communication style to become more similar to the other person, while divergence involves emphasising differences in communication styles.

One of the key tenets of the Communication Accommodation Theory is that individuals adjust their communication behaviour based on social and psychological factors. These factors include the desire for social approval, the need for social identity and the perceived social distance between individuals. People may converge their communication styles to gain acceptance or to establish a sense of belonging with others. Conversely, they may diverge their communication styles to assert their distinctiveness or to maintain a sense of identity (Uzochukwu, 2006).

CAT has received both praise and criticism within the field of communication studies. One criticism is that the theory may oversimplify the complexity of communication dynamics, as it primarily focuses on linguistic and nonverbal accommodation. Critics argue that other factors, such as power dynamics, cultural differences and contextual influences, should also be considered in understanding communication behaviour (Abimbola, 2018). Additionally, some scholars have pointed out that the theory does not adequately address the potential negative consequences of accommodation, such as the reinforcement of stereotypes or the loss of individuality (Oluwadare, 2014).

However, CAT has also received significant recognition for its contributions to the understanding of interpersonal communication. The theory provides insights into how individuals navigate social interactions by adjusting their speech and behaviours. It emphasises the role of accommodation in the formation and maintenance of relationships and highlights the importance of understanding the social context in which communication takes place (Uzochukwu, 2006). CAT has been applied in a variety of contexts, including intercultural communication, healthcare communication and organisational communication, providing valuable insights into the dynamics of communication and relationship management.

One way CAT can be applied is by examining the convergence and divergence strategies employed by local governments in their communication with different stakeholder groups. The theory suggests that individuals tend to adapt their communication styles to match those of others in order to gain acceptance or establish a sense of belonging. In the context of public relations, local governments may employ convergence strategies by adjusting their communication approaches, language and tone to align with the preferences and expectations of specific stakeholder groups. By doing so, they can build rapport, enhance understanding and create a sense of connection with their stakeholders.

Furthermore, CAT can help analyse the perceived social distance between local governments and their stakeholders. The theory suggests that individuals' communication behaviour is influenced by their perception of social distance, which refers to the perceived similarities or differences in social status, culture and power dynamics. By applying CAT to the current study, researchers can examine how local governments accommodate their communication to bridge social distances with stakeholders. They can explore whether the communication strategies employed by local governments effectively address the concerns, values and cultural nuances of various stakeholder groups, ultimately contributing to a sense of inclusion and engagement.

CAT can also shed light on the potential consequences of accommodation in public relations efforts. While accommodation is often seen as a positive strategy for building relationships and managing communication, it is important to consider potential drawbacks. For instance, excessive convergence without maintaining a balance of authenticity and transparency may lead to the perception of insincerity or manipulation. On the other hand, overemphasis on divergence may result in alienating certain stakeholder groups. Applying CAT can help assess whether the accommodation strategies employed by local governments strike the right balance and effectively address the needs and expectations of their stakeholders.

Methodology

This study employed a qualitative research approach, utilizing in-depth interviews as the primary method for data collection. The focus was on selected Local Government Areas (LGAs) in Kogi State, specifically Lokoja LGA, with a population of approximately 791,000, and Ankpa LGA, with a population of around 358,800. Given the qualitative nature of this research, a smaller sample size was considered appropriate to facilitate in-depth exploration of stakeholder perspectives. Purposive sampling was employed to select 20 key stakeholders, including Public Relations Officers (PROs), Local Government Chairmen, Councilors, Directors of Administration, and Heads of Departments (HODs) responsible for public relations and communication. This targeted selection was crucial, as these stakeholders are directly involved in the planning, implementation, and evaluation of public relations strategies within their respective local governments.

The data collection process involved conducting semi-structured interviews with the selected stakeholders, allowing for a flexible yet focused discussion on public relations strategies. This format enabled the researcher to gather rich, contextual information while also allowing participants to express their views in their own words, thus capturing the complexity of their experiences and insights. The interviews were transcribed verbatim to ensure accuracy and fidelity in the data representation. Thematic analysis was then employed to analyze the transcribed data, facilitating the identification of recurring themes and patterns related to public relations practices. Themes were categorized and coded, with the findings presented in a narrative format for clarity and coherence.

Data Presentation

Similarities and Differences in Public Relations Strategies Used by Lokoja and Ankpa Local Government Areas

The examination of public relations strategies employed by Lokoja and Ankpa Local Government Areas (LGAs) reveals distinct methodologies tailored to their unique community dynamics and governance challenges. In Lokoja LGA, public relations strategies are characterized by a proactive and participatory approach. The Public Relations Officer (PRO) emphasized the significance of community engagement, stating, “We regularly hold town hall sessions to discuss community issues and gather feedback directly from residents.” This strategy not only aims to foster transparency but also encourages active participation from stakeholders, ensuring that the voices of citizens are heard in governmental decision-making processes. Furthermore, Lokoja has embraced digital communication tools, expanding its reach and effectiveness. A councilor from Lokoja noted, “Our social media presence has been instrumental in engaging the youth, who are more likely to interact with us online than in traditional settings.” This multifaceted strategy positions Lokoja as a local government that prioritizes open dialogue and responsiveness.

In contrast, Ankpa LGA employs a more traditional and reactive public relations strategy. The PRO described their approach as primarily focused on addressing issues as they arise, stating, “We often react to issues raised by the community rather than initiating discussions.” This method can lead to missed opportunities for proactive engagement and preventive communication. While community meetings are held, several stakeholders expressed concerns about their effectiveness. A councilor from Ankpa remarked, “While we value our community gatherings, many residents still feel uninformed about key initiatives.” This suggests that Ankpa’s reliance on conventional methods may not adequately meet the evolving needs of its constituents, particularly the younger demographics who may prefer more interactive and immediate forms of communication.

Strengths and Weaknesses of the Public Relations Strategies Employed by the Select Local Governments

The strengths and weaknesses of the public relations strategies in Lokoja and Ankpa further illuminate their effectiveness in community engagement. Lokoja's strengths lie in its commitment to transparency and proactive communication. As noted by a local government chairman, "Our efforts in transparency have led to increased trust and support from the community." This proactive approach not only enhances public perception but also encourages collaboration between the local government and residents. However, a notable weakness identified in Lokoja's strategy is the inconsistency in following up on community feedback. An interviewee expressed, "Residents sometimes feel their concerns are not adequately addressed after meetings, which can erode trust." This inconsistency highlights the importance of not just gathering feedback but also acting on it to maintain public confidence.

In contrast, Ankpa's strengths include its strong emphasis on personal connections and community gatherings, which resonate well with many residents. One stakeholder from Ankpa remarked, "Our community meetings foster a sense of belonging and trust among residents." However, this strength is significantly undermined by weaknesses in proactive communication and the limited use of digital tools. A councilor from Ankpa lamented, "We need to do better in keeping our people informed; many still don't know about available government programs." This gap in communication underscores the need for Ankpa to modernize its public relations strategies, leveraging digital platforms to enhance outreach and engagement.

Discussion of Findings

The findings of this study highlight significant implications for public relations strategies employed by local governments in Kogi State, particularly in Lokoja and Ankpa. The proactive approach taken by Lokoja, characterized by active community engagement and the use of digital communication channels, aligns with existing literature that emphasizes the importance of strategic communication in fostering transparency and trust between governments and citizens. Eze (2013) posits that public relations serves as a strategic communication process that builds mutually beneficial relationships between organizations and their publics. Lokoja's emphasis on town hall meetings and social media engagement exemplifies this notion, effectively facilitating dialogue and feedback from residents.

In contrast, Ankpa's more reactive strategy presents challenges that resonate with Ayeni's (2017) findings on the role of local government in community development. Ayeni argues that local governments must actively engage with communities to address their specific needs and concerns. The lack of proactive engagement in Ankpa limits its ability to effectively serve its constituents, thereby undermining its governance effectiveness. The inadequacy of communication strategies in Ankpa reinforces the need for local governments to adapt their public relations efforts to meet the evolving expectations of their communities.

The implications of these findings are further underscored by Asemah-Ibrahim, Nwaoboli, and Asemah (2022), who discuss corporate social responsibility as a strategy for crisis management. They highlight the importance of maintaining a positive public image through effective communication and community involvement. Lokoja's proactive strategies, which focus on transparency and community participation, not only enhance its public image but also serve as a foundation for effective crisis management. In contrast, Ankpa's reliance on traditional communication methods may diminish its capacity to navigate crises effectively, as it lacks the necessary engagement and responsiveness required to maintain public trust during challenging times.

Moreover, the Communication Accommodation Theory (CAT) provides a useful framework for understanding the dynamics of public relations strategies in these two local governments. CAT posits that individuals adjust their communication styles to accommodate others, promoting social cohesion and understanding. Lokoja's approach, which actively seeks to accommodate residents' needs through inclusive communication practices, aligns well with this theory. The PRO's emphasis on community consultations and feedback mechanisms demonstrates an effort to bridge the gap between the local government and its constituents. Conversely, Ankpa's less accommodating approach, characterized by reactive communications, may lead to a disconnect between the government and the

community, ultimately hindering effective governance and citizen engagement.

The findings also echo Bello and Ajayi's (2020) assertion regarding citizen engagement and public service delivery in Nigerian local government authorities. Their research highlights that effective engagement strategies are critical for improving service delivery and fostering public trust. Lokoja's successful implementation of public relations strategies that prioritize community involvement serves as a model for other local governments, including Ankpa, which can learn from its proactive stance to enhance their own public relations efforts.

Conclusion and Recommendation

Based on the findings of this study, it is concluded that public relations strategies play a crucial role in shaping the effectiveness of local governance in Kogi State. Lokoja's proactive approach, characterized by community engagement and the use of digital communication, has fostered transparency and trust among residents. In contrast, Ankpa's reactive strategy has highlighted significant gaps in communication and engagement, which impede effective governance and public trust. It is therefore recommended that:

1. While Lokoja has successfully implemented proactive public relations strategies, it is crucial to strengthen the mechanisms for gathering and responding to community feedback. Establishing a formalized system to track concerns raised during town hall meetings and ensuring timely follow-up can further enhance public trust and engagement.

2. Ankpa Local Government should prioritize the development of a comprehensive public relations strategy that incorporates both traditional and digital communication methods. This strategy should focus on proactive community engagement, including regular outreach initiatives and the use of social media to disseminate information about government programs and services.

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