

Public Image and Reputation Management: Retrospective and Actualities

Petras Oržekauskas, Ingrida Šmaižienė

*Kauno technologijos universitetas
K. Donelaičio g. 20, LT - 44239 Kaunas*

The paper deals with the concepts of image and reputation and peculiarities of managing them in the context of politics and public institutions. Substantial stages of image and reputation management development are identified and characterized. The necessity for creating sustainable image and seeking a strong positive reputation, as well as grounding reputation management on the base of holistic approach, is presented. Characteristics and factors driving ones' image and reputation, submitted in the paper, and proposed theoretical issues and practical considerations of managing image and reputation should be considered as guidelines for developing comprehensive image and reputation management system in both politics and public institutions. Exploring such a system is extremely important both in politics, as image-intensive sector, and in public institutions as demand for transparency and power of communication grow increasingly.

Raktažodžiai: įvaizdis, reputacija, įvaizdžio valdymas, reputacijos valdymas.

Keywords: image, sustainable image, reputation, image management, reputation management.

Introduction

Public image and reputation is not a substantially new topic neither in practice of politics and public administration nor research field. In 1987 Rein, Kotler and Stoller stated that politics is a sector in which “image building and transformation truly dominate”. Politics can be described as “image-intensive sector” [17] for in the election most people vote for political candidates or parties without even studying and reading any programs or manifests. Very often electorate just chooses the most acceptable political image. Nonetheless, resignations caused by reputational crisis and growing demand for institutional transparency and social responsibly induce necessity for reassessing concepts of image and image creating and emphasizing search for sustainable image and reputation. This particularly

is important both in politics and public institutions that still lack comprehensive machinery for creating image.

Dynamic environment and growing power of communication encourages giving-up short-term image prior to long-term sustainable image and strong positive reputation. Coehlo, a Portuguese politician, claims “reputation plays even more fundamental role in politics than in commerce” [4]. As the best examples of strong political reputation and public image Coehlo presents Bill Clinton, Nelson Mandela, Helmut Kohl, Tony Blair [4]. Acknowledging sustainable image and positive reputation as valuable assets; there should be much more attention paid for *systematical* image and reputation management.

In research context, creating public image and managing reputation were discussed by Davies, Chun, Da Silva, Roper (2003), Panagopoulos (2003). Davies *et al.* (2003), one of the leaders in reputation management field, presents a nickname for politicians whose popularity was not affected with lots of criticism. Davies calls such politicians to be “Teflon men with the non-stick surface” [4]. Brent (2006) analyzes aspects of reputation management in municipal politics [1]; Parker (2005) examines question of reputational capital among legislators preparing to exit the House of Representatives [6]; Lopez (2004)

Petras Oržekauskas - Kauno technologijos universiteto Strateginio valdymo katedros docentas, technikos mokslų daktaras.

El. paštas: petras.orzekauskasj@ktu.lt

Ingrida Šmaižienė – Kauno technologijos universiteto Strateginio valdymo katedros doktorantė.

El. paštas: ingrida.smaiziene@ktu.lt

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considers reputational capital as an interdependent form of political capital [9].

Efforts to manage image and reputation purposefully can be insighted in Lithuanian practice: press agents and public relations departments do work in almost every political and public institution; sector of professional public relations services apparently grows, etc. The phenomenon of some Lithuanians politicians' (Rolandas Paksas, Vytautas Šustauskas, Vytenis Andriukaitis, Algirdas Brazauskas, Artūras Zuokas, etc.) image and its impact to political career can be analyzed as critical case studies in the field of politician image management. Still focusing on communicational programs and lack of holistic approach in public image and reputation management is obvious in Lithuanian research and practice.

The aim of the paper is to review evolution of image and reputation management exploring the way from image creating up to managing sustainable image and positive reputation, as well as presenting theoretical insights and practical consideration of its actualities. The research presented is based on the methods of scientific literature analysis and practical case analysis.

1. From image creating up to sustainable image and reputation management

Despite acknowledging great impact of image and reputation for individual career and institutional success, still there exist confusion in conceptualizing public image and reputation, and discussions about potential and abilities to manage image and reputation systematically. Still the question of image and reputation drivers – factors making impact on creating, shaping and sustaining desirable image and positive reputation – are open for researchers and practitioners both in politics, business and in public and governmental organizations. Analysis of evolution of image and image management concepts, leads to the conclusion that in the course of time the concept has gone deeper and wider. Today image is considered to be much more than impression or construct created by graphic design or advertising. In the modern theories of management, multidimensional nature of image, intangible aspects and sustainability are emphasized. Cognizing entire evolution of image concept is worth for verifying ones competence in this field and indicating whether this competence is not stuck in the 1980s or even 1950s.

Some stages of image and reputation and image management concept evolution can be defined. The

start of image management as an object of academic research can be called the year of 1950s. Symbols and colors, exterior, interior, uniforms, logotype, layout, advertising were identified as the main image creating factors. Summarizing image researches in this period of time (the representatives are Martineau (1958), Kunkel and Berry (1968), Lindquist (1975), Mason and Bearden (1975), etc.) leads to three conclusions characterizing the start of image management from 1950s up to 1980s [18; 23]:

1. Image was considered to be created and shaped just in the direct meeting with an organization.
2. Emotional factors' impact on image creating was not discussed. Impact of formal and informal communication factors (except advertising) on image was not discussed either.
3. Ones potential to manage image systematically and purposefully was not researched.

The 1980s was the start of paying special attention to information factors and their potential to impact ones image. The significance of well-planned and professionally organized institutional communication was stressed. For example, Kepferer (1992) suggests relationships to be one of six presented categories for perceiving ones image (other categories are: physical characteristics, cultural characteristics, organizational identity, reflection of previous four aspects in society, and internalization) [15]. This period in image management theory can be characterized by two achievements:

1. Significance of information and communication in building ones image was acknowledged.
2. Emotional factors and psychological impact on ones image was conceded.
3. The importance of building relationships with various stakeholders was presented.

Rein, Kotler and Stoller (1987), representing peculiarities of image making in 1990s, talk about image making strategies. The authors claim that politicians, as well as entertainers, “need well-knownness to win elections”; and therefore should use “all available visibility-generating resources” [17]. Ones image was considered to be almost the same as visibility in public. In that decade public relations development accelerated significantly. Making ones image on the base of creating ones visibility was considered to be the main task for public relations.

Public relations professional Nugaraitė (1999) represented best the perception of image that was

popular in the start of 21st century. The author described organizational image as publicity that is created and sustained presenting information about an organization [12]. In that decade, public relation researches started emphasizing not just visibility but two main aspects in managing ones image: creating publicity and creating trustworthiness. Politicians' and institutional reputation crisis caused the rising discussions of image and reputation as different concepts. The role of public relations in image and reputation management was discussed. Do public relations have enough potential to impact ones visualization and publicity? We suppose, yes. But does public relations is enough for creating ones trustworthiness and reputation? Can only just well-planned internal and external communication programs make you trustworthy? No. Public relations can represent an institution (or a person) best, but it cannot make it better than it really is [4]. Perceiving limited potential of public relation to manage ones public image and reputation and acknowledging necessity for concurring ones publicity with its reality have lead to modernizing concept of image and determining what reputation really is.

Gee's (2000) theory of image structure includes varying external and internal intangibles and deals with organizational reality, as well as with its publicity. Gee (2000) represents four levels of image structure: fundamental, internal image, external image and intangible one. The first stage – image fundamental – includes individual or organizational principles, philosophy, objects, and standards for practice [5]. On the base of this fundamental, image strategies should be created and implemented. Internal image relates to planning and organizing performance, organizational politics and actions towards its members and personnel, programs for encouraging members' loyalty to the organization and solidarity inside the organization, etc. The external image is due to all the factors related to a particular person or organization; that can be evaluated with the help of individual senses – smell, hearing, feeling, and seeing. According to Gee (2000), the most important factors making an impact on ones external image are presenting oneself to public, building relationships with public, media and other organizations, public work and organizational members' attitude towards their job and practice. Intangible image is related to stakeholder's individual (physical and emotional), cultural, educational and motivational attitudes [5].

Traditional attitude towards image and reputation (as an unmeasurable and unmanageable phenomenon) is no more valid in the global, dynamic

and multidimensional world [6]. Globalization, growing sophistication of society, big and fast information flows, Internet, growing power of communication, etc. encouraged focusing on a concept of sustainable image and reputation. Reputation expresses ones seeking to be not just visible but trustworthy and believable among all stakeholders. Brent, researching reputation management in municipal politics, describes reputation as the “estimation in which a person stands in the opinion of others” [1]. Dalton (2005) describes reputation, as the sum values that stakeholders attribute to an organization, based on their perception and interpretation of the image that the organization communicates over time [2]. In the reference of this and many other descriptions of reputation [2; 3; 6; 26; 10], some main elements of reputation aspects can be determined: stakeholders, organizations' characteristics and their interpretation among stakeholders, trust and expectations. Saying other words, ones reputation expresses stakeholder's feelings and expectations towards a person or institution. Image is incident to short period of time; and reputation concerns with a long one [7]. Like image, reputation can be discussed both in individual (for example, a politician's reputation) and organizational (some institution's reputation) levels.

The necessity for holistic approach in reputation management has been emphasized by Gray and Balmer (1998), Davies (2003), Dalton (2005), etc. According to Gray and Balmer (1998), organizational reputation enclaps all the visual, verbal and behavioral elements of an organization or a person [6]. Therefore, it should be perceived that individual, organizational or institutional reputation is concurrent to the all ones actions, results and their interpretations among various stakeholders. Image and reputation is being driven by both internal and external factors (figure 1). Individual or institutional actions (doing and non-doings in some situations), communication, visual appearance and performance results pertain to values and competence explored.

Ones image and reputation can be affected not only on stakeholder's direct meeting with the a politician, some representatives of the party, institution or public organization, but it is also being influenced by media messages, gossips, other stakeholders' reviews and appreciations.

Gray ir Balmer (1998) predicate that reputation should be a dynamic expression of implementing corporate vision [6]. Strong organizational values, organizational culture and their positive impact on reputation are emphasized by Little (1999) and

Davies (2003) [8; 4]. Gray and Balmer (1998) in the context of reputation management emphasize identity, communication and visual factors. These theoretical issues represent best the metaphor of reputation as iceberg which only top can be seen above the water. Jorge Coehlo (who is in Portuguese politics since 1974), exploring the relevance of reputation away from a commercial context, claims that “politicians must have strong values,

principals and rules for engagement; and this, of course, should be the background for identity and start for shaping ones image and reputation” [4]. Professional and political competences can make a crucial impact on ones image and reputation in the analyzed context. That represents demand for transparent reality, objectives and instruments in seeking effectiveness and sustainable results of reputation management.

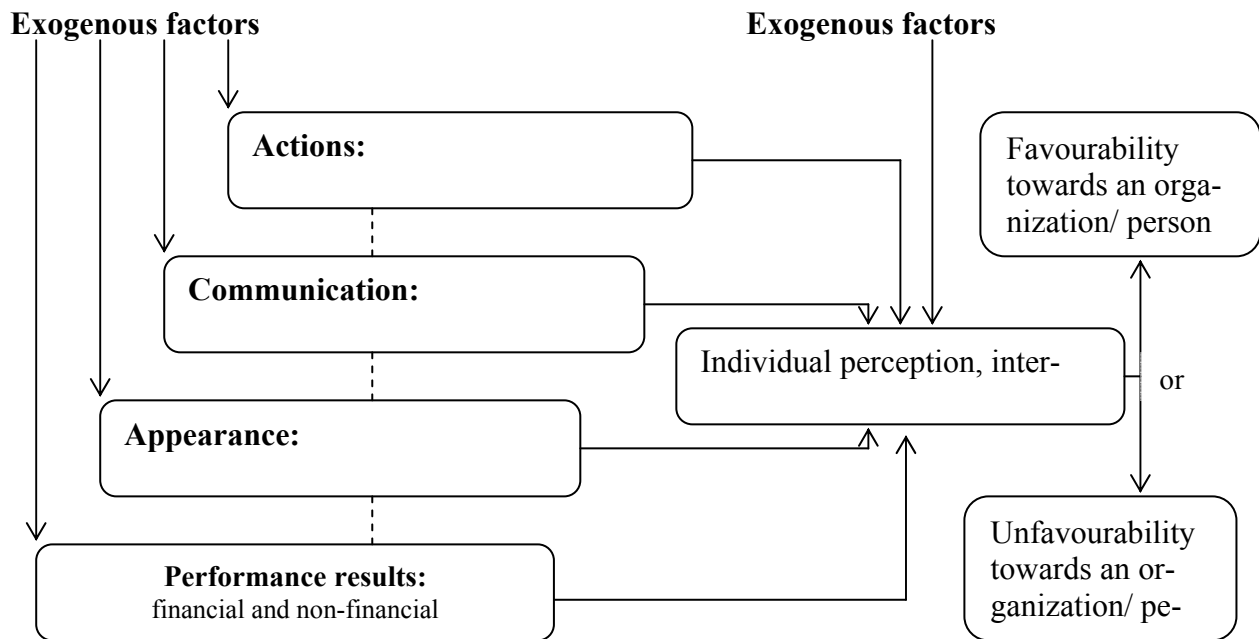


Figure 1. Factors driving ones image and reputation [21]

Positive reputation’s benefits are evident: positive reputation leads to more favourability, better potential to attract electorate, better relationships with media, better support in crisis, etc. Reputation’s potential to impact ones success and its dynamic nature suggests necessity to consider reputation as a valuable resource. And all resources – reputation included – should be managed carefully. Forces driving today’s world – increasing power of communication, growing demand for institutional transparency, sophisticated stakeholders, etc. – do also lead to acknowledging reputation’s value and power, and necessity for systematic reputation management. Proactive decisions and actions are important for preventing reputation crisis and exploring benefits of positive reputation.

Still there is no any universal and comprehensive framework for managing reputation. More over, there is no solid agreement what factors drive reputation predominantly. Academics and practitioners still research for appropriate reputation measurement methods and reputation management

instruments. Proposed reputation management frameworks often lack scientific validity and reasoning. Nonetheless, each of them can be considered to be a useful guideline in understanding reputation management processes and creating unique reputation management system that would satisfy particular individual or organizational needs and its material and non-material abilities.

2. Managing image and reputation: theoretical insights and practical considerations

Reputation management methodic and frameworks presented by researchers are more conceptual than comprehensive; and hard to explore in practice. Little (1999), in the proposed framework, claims that ones potentiality to shape *directly* its public image and reputation that has aggregated over long period of time is low [8]. The author states that an organization has most potential to impact public opinion and reputation through its identity and performance standards and promoting

actions (advertising, public relations). Jackson (2004) emphasizes social responsibility's role in reputation management [7]. Davies (2003) presents reputation management tenets and "reputation management's chain" [4]. Studies in reputation management field should be considered not as an instruction but as some guideline or recommendation. Institution or individual is free to determine what factors drive his (its) reputation and choose appropriate methods. Material and non-material investments are necessary for developing holistic approach as a part of institutional culture, that explores caring of institutional image and reputation as a volunteer duty for every member of institution [22].

With reference to various papers in a field reputation management, there can be identifies seven stages as a guideline for ones image and reputation, either individual and institutional, management:

1. Backgrounding ones identity;
2. Analyzing internal and external environment; identifying and evaluating stakeholders;
3. Determining desirable image;
4. Measuring present image;
5. Identifying gaps between present and desirable image;
6. Preparing a plan for reducing gaps between present and desirable image (programs for "curing", shaping or modernizing image);
7. Implementing program and evaluating its impact on ones image and reputation.

Reputation management professionals emphasize clear and strong identity as fundamental for seeking ones positive reputation. The focus on identity lowers risk of gapping between image created and institutional reality; environment analysis encourages proactivity. Identity represents who we are and what we do. It is tightly related to institution's mission in the public, its vision and implementing the mission in practice. Identity should be integrated in practical standards and embodied in every day actions. Consequently, seeking sustainable image and reputation can not be a function of institutional leaders or some department: every public organization's member or public officer should be considered as reputation ambassador making an impact on institutional reputation through their eye-to-eye contacts, corresponding, communication, etc. Integrating some desirable image standards into all institution's every-day work – that can, of course, be interpreted as some manifestation of implementing holistic reputation management – can be illustrated by existing regula-

tion of ethic and behavioural rules in some public institutions. For instance, in Vilnius City Municipality "Behavioural Rules [24]" in 2005 and "Behavioural Recommendations" [25] in 2006 were certified. All municipal personnel should follow the prior; the latter is constitute to members of Vilnius City Council and public officials, heads of budget and public institutions that were founded by municipality or belongs to the municipality, etc. The introduction of recommendations states, "...ratings illustrating trust in local government are not high enough" [25]. With reference to the statement, creators of the recommendations do agree that "the first step that should be done for increasing society's trustworthiness by elected public representatives and public officials in a municipality administration is returning to the standards of irreproachable reputation higher moral and behaviour". Obviously, this document can be treated as an instrument for shaping municipal image and managing its reputation. Despite formality of these behavioral recommendations and direct their linkage to institution's image and reputation, none of them can be treated as fundamental for measuring and evaluating institutional image for "standards of irreproachable reputation higher moral and behaviour" are not specified.

The second step is based on one of the fundamental principals of reputation management that acknowledges every stakeholder's importance to image and reputation and potential to make crucial impact on image and reputation. Therefore in managing image and reputation systematically and purposefully, all the stakeholders should be identified; and their homogeneousness and importance should be assessed as well. Most often the following stakeholder groups in image and reputation management are relieved: media, electorate, community, employees, leaders, government, public, experts, financial institutions, etc.

While seeking to analyze stakeholders more comprehensively and deeper, some authors propose to break every stakeholders group in more particular groups. The stakeholders can be grouped by the following guidelines [19, p. 20]:

- Primary audience, secondary audience and marginal audience. Primary audience makes the supreme impact on a subject's image and reputation. Marginal audience's potential to affect ones image or reputation is lowest and insignificant.
- Traditional audience and future audience. Following the example of electorate as a

stakeholder group, under-age learners of the secondary schools should be considered to be future audience.

- Supporters, opponents and abeyance. The following grouping suggests the necessity to prepare appropriate image shaping programs for every audience. It is obvious that message directed to supporter and opponent should carry divergent content. With reference to public relations theories, for supporters it is enough to implement internal and external communication campaigns upholding and encouraging their positive attitude. For opponents and skeptics extremely strong, persuading and reasoning communication program should be addressed. However, public relations specialists suggest paying special attention to abeyance for their opinion and attitudes are easy to affect and change. Ignoring abeyance might cause ones lowering popularity and weakening image; for opponents with the help of image building and shaping programs might turn this stakeholders group into their strong supporters or even worse – into your opponents.

Both in theory and in practice of public relations, a special attention is paid to building relationship with some minorities – racial, sexual, religious, etc.; and some incoming movements – the Greens, feminists, etc. Every audience can be a key for ones public image success.

Seitel recommends three stages for grouping audiences: latent audience, aware audience and active audience [19]. The latent one is interested neither in the object nor its performance, nor any phenomenon surrounding the object. The latent audience sometimes is named to be non-audience. Nonetheless, latent audience's potential to impact ones future image and reputation should be observed. Active audience knows very well object itself (a politician, institution, organization, etc.), is aware of its principles in action, plans, and plays an active role in the processes pertinent to the object.

Some public relations specialists emphasize the fourth stage of stakeholders – opinion elite [19]. Such opinion leaders can make a significant impact on the stakeholders' perception about a person or an organization, or at least inspire hot debates and encourage increased attention to the object. Opinion leaders, often called to be elite audience, can often become accelerators in shaping public opinion. In particular situations, applying methods of psychological impact and appropriate technologies

[13], anybody – political parties' leaders, media, experts, gossipers, community representatives, etc. – can become an opinion leader and make a great either positive or negative impact on subject's image and reputation.

In building, shaping and sustaining politician's or any institution's image and reputation, media, of course, plays a significant role. One of the leaders in conceptualizing reputation management, Davies (2003), discussing image and reputation management in politics, emphasizes necessity for being proactive and stresses building and maintaining media relationship in politics and public institutions. The author even cites Enoch Powell – a Portuguese politician – who claims “for a politician to complain about the press is like a ship's captain complaining about the sea” [4]. Panagopoulos also emphasizes media relationships and presents peculiarities of communicating to media [14]. With reference to this, it can be concluded that media should be considered to be a primary and active audience in most situations.

Determining desirable image and reputation enables to measure a present one. Desirable image determination should be appealed to a principle claiming that there is no universal image acceptable for everybody. Therefore some prior audiences should be chosen and image profiles acceptable for them should be determined. Yet, very often both in politics and public institutions determinants of desirable image are not determined and conceptualized. This determines difficulties in measuring and evaluating ones image and reputation.

Public opinion polls and surveys of popularity or public trustworthiness towards some politicians and governmental institutions, and the criterion especially, lack scientific validation. Politicians' popularity ranking results presented periodically in media do not necessarily coincide results of election. Being on top of various popularity rankings does not mean strong and positive reputation. It can be concluded that such popularity rankings cannot be considered as valid enough indicators of ones reputation.

Preparing programs for “curing”, shaping or modernizing image focuses either on changing ones behaviour or communication. Saying other words, the programs can be focused either on creating publicity and visibility (if it is too low among particular stakeholders) or fixing institutional reality – values, standards of actions, visual or behavioral elements, etc.

In politics and public institutions planned communication programs are usually implemented by public relation professionals or departments.

Action plan is prepared; appropriate instruments are chosen. The most popular instruments of public relations are the following: advertising, interview, press-conference, press-release, sponsorship, open-door meetings, meetings with community or some stakeholder groups, organizing shows, etc. In public relation action plan communication channels, communication types, intensity and length should be determined; budget, allocating responsibility and authorization should be defined as well.

The supreme advantage of using public relations plans and programs for image management and reputation is, of course, well-planned efforts to make a desirable impact on ones image. Public relations, as a method for image and reputation management, imperfection can be described with lack of holistic approach and extreme focus on communication. Public relations can be your eyes, ears and mouth, but it cannot be your heart nor make you better than you are. And that is extremely important in politics and public administration; wherein public and media sometimes is much more interested in who you really are than what you do.

Conclusions

In the course of some decades the concept of image has gone deeper and broader. Today it is universally acknowledged that image can be shaped by both tangible and intangible characteristics; formal and informal information factors' great impact is emphasized. In politics and public administration positive image and reputation is extremely important; for politics is considered to be "image-intensive sector"; and demand for public institution's transparency increases. Growing sophistication of society, dynamic environment, increasing power of communication, etc. caused demand for seeking sustainable image and strong positive reputation. Therefore seeking sustainable image should start with the identity representing the values and performance standards clearly. Reputation management should be based on holistic approach: ones reputation is being driven by behaviour, communication, visual appearance, and performance results, their interpretation among various stakeholders, as well as by exogenous factors: media messages, gossips, other stakeholder's reviews and appreciations.

Developing comprehensive image and reputation management system either in individual (politician) or institutional level should be based on determining identity and profile of desirable image

and reputation, analyzing internal and external environment, identifying stakeholders and their importance, measuring and evaluating present image and reputation, as well as preparing and implementing plans for shaping image and reputation. Multidimensional nature of image and reputation evidences public relations' limited abilities to manage individual or institutional reputation. Therefore, public relations should be considered as an important instrument for creating ones visibility and publicity and expressing ones values and competence; but it cannot be explored as the only mean for creating sustainable image and managing reputation.

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Ingrida Šmaižienė ir Petras Oržekauskas

Viešojo įvaizdžio ir reputacijos valdymas: retrospektyva ir aktualijos

Santrauka

Straipsnyje analizuojama įvaizdžio ir reputacijos koncepcijų raida, aprašomi išskirtiems raidos etapams būdingi įvaizdžio ir reputacijos supratimo bei valdymo bruožai. Jais remiantis pagrindžiama subalansuoto įvaizdžio kūrimo ir stiprios teigiamos reputacijos valdymo svarba bei holistinio požiūrio į šį valdymą būtinumas. Straipsnyje išryškinti veiksniai, dantys įtaką įvaizdžio ir reputacijos formavimuisi, pateiktos įvaizdžio ir reputacijos valdymo teorinės įžvalgos bei praktinės aktualijos gali būti laikomos politiko ir visuomenės institucijų įvaizdžio ir reputacijos valdymo sistemos kūrimo gairėmis. Tokios sistemos taikymo svarbą politikoje, nuo seno vadinamoje „įvaizdžiui imliu sektoriumi“, ir visuomeninėse institucijoje lemia augantis visuomenės išprusimas, skaidrumo poreikis, komunikacijos galios didėjimas, dinamiška aplinka ir kiti šių dienų aplinkos ypatumus sąlygojantys veiksniai.