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OVERLAPPING COMMUNICATION LOGIC FOR GLOBALIZING PUBLIC DIPLOMACY: THE CASE OF JORDAN

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Abstract: *This paper explored how Jordan used overlapping communication logic to enhance its global public diplomacy. Few studies have examined Jordan's public diplomacy, so this research presents vital information about Jordan's diplomacy nationally, regionally, and internationally. Because of the dynamic cultures, values, and norms brought about by globalization, nations need to use effective communication strategies to promote public diplomacy. In this case, the public referred to both the domestic and foreign public. The three main communication logics explored were individual, relational, and holistic logic. The research adopted a qualitative systematic literature review, and a sample of ten articles was obtained from Google Scholar and Z-Library. The study found that Jordan has used overlapping communication logic to enhance its public diplomacy domestically, in the Middle East, and globally on different occasions. The limitation of this research was its small sample size. Comprehensive quantitative analysis research is recommended to learn how satisfied Jordanians are with their country's public diplomacy.*

Keywords: *Jordan; Public Diplomacy; Jordan Diplomacy; Jordan Foreign Policy; Communication Logic*

INTRODUCTION

Public diplomacy (PD) is government activities and engagements that attempt to go beyond traditional cultural and informational diplomacy and are designed to engage, inform, and influence the global public to support foreign policy objectives toward achieving national interests (Snow 2020, 3). To inform, engage, and influence a public audience about its policies, a nation must promote and maintain smooth international relations (Zaharna 2020, 96). Communication has become the surest way of developing trust in this process. Communication is essential to diplomacy, and nations cannot establish strong international relationships and influence foreign public audiences without communicating their objectives (Jönsson and Hall 2003, 195). Communication occurs through networking among state, non-state, and public actors and creates a soft power differential.

Soft power (as introduced by Joseph Nye) is a country's power of attraction based on its culture, political values, and foreign policies (Rugh 2017, 2; Sevin 2015, 565). Communications for engaging foreign public audiences must include political advocacy and cultural communication. While citing Zaharna, Arsenault, and Fisher (2013), Fitzpatrick (2017) reported that the major strategies for building foreign relationships (and, therefore, PD) are dialoguing, networking, and collaborating (p. 80). Ayhan (2019, 4) and Kim (2017, 298) added that PD cultivates and welds soft power. The central factor of these strategies is communication. When communication is viewed through relationalism, three key premises about foreign relations are

seen: an individual, two linked individuals, and holistic relations (Zaharna 2020, 98). These assumptions have led to the formation of three logics of communication: individual logic, relational logic, and holistic logic.

This research aimed to explore how these communication logics overlapped in PD using Jordan as a case study. The specific objectives included examining whether Jordan has applied its PD and determining the most effective communication logic that Jordan used. A systematic literature review explored the overlapping communication logic for globalizing PD in Jordan. Also, this research aims to address the following research question: How has Jordan used overlapping communication logic to enhance its global public diplomacy?

Study Justification

There are few studies about PD in Jordan. PD is important in transforming a country's soft power resources to influence, persuade, and inform the public in other nations to achieve national interests or foreign objectives. When attempting to influence a foreign public, understanding and utilizing communication logic can enhance a country's global diplomacy approach to increase its status in the international arena. Therefore, this research aimed to understand how Jordan applied overlapping communication logic to enhance its global PD. It highlighted instances where Jordan applied the three communication logics to promote PD.

LITERATURE REVIEW

Several studies have examined PD from different perspectives. This section discusses some PD and communication logic studies in enhancing foreign policy.

What is Public Diplomacy?

PD has been defined in several ways based on traditional and contemporary views. Zaharna and Huang (2022) argued that the traditional definition of diplomacy could be traced to the US State Department, which utilized PD to influence, inform, and create mutual understanding with the foreign public (p. 3). The authors maintained that newer definitions incorporated public engagement through the participation of the target public, the promotion of a national image, and a defense of the country's interest through soft power. However, the most common themes in traditional and contemporary definitions of diplomacy involve state, non-state, or individual actors that influence a foreign or target public. Fitzpatrick (2017, 78) stated that traditional PD was a government's effort to communicate with a foreign public to understand its ideas, institutions, cultures, and national goals.

Rugh (2017, 2) defined PD as a deliberate communication effort that utilizes soft power by providing information and examples of aspects of a country's soft power that could be deemed positive by the foreign public. Some strategies for engaging and influencing included sending musicians or speakers to a foreign country and collecting photographs, among other activities that could reveal a country's culture. PD globally aims to respond to human needs, goals, and interests and achieve collaborative problem-solving for sustainable human

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development (Zaharna and Huang 2022, 3). Thus, there was a need for effective communication to achieve a country's goal of relating to a foreign public through engagement and influence.

The word "public" has been used in different contexts when discussing PD based on communication logic, such as the foreign, domestic, diasporic, and regional public (Zaharna 2020, 104). Each communication logic defines the boundaries of its public.

Three Communication Logics in Public Diplomacy

Individual Logic

Individual logic views humans as distinct, independent individuals and believes that communication among them is necessary to exchange information. Individuals need to define themselves first and then connect with others. An individual is a communicator who starts and guides communication. The state can be an individual or an actor in PD. Thus, the state's ability to exert soft power, such as political advocacy, culture, and foreign policies, influences its PD. The message the state relays to an audience and the media is critical for influencing a foreign audience. Introducing social media platforms has become a game-changer by promoting individual goals and exercising soft power (Manor 2019, 3). Social media allows state officers to post information on a country's influential resources, such as culture, and promote the country's policies globally. A country's minister's tweets can reach diverse global audiences, including diplomats, journalists, bloggers, and diplomatic institutions, to describe events that shape their country. A Twitter message might trigger foreign public interest in events in a country, helping to achieve foreign objectives. In 2015, Vienna posted photos and updates on social media after the nuclear talks had concluded. Images of smiling diplomats led to relief that peace was affirmed (Manor 2019, 4).

Relational Logic

Relational communication logic argues that people are inherently linked to each other and that the quality of the relations serves as a mirror that enhances communication; therefore, strong relations indicate strong communications and weak relations signify weak communications. In PD, cities are seen as individuals. Relational logic examines how cities establish close links with one another. In the contemporary world, pairs of cities in different regions have been designated sister cities to facilitate foreign policies and promote foreign public engagement. Examples are Vancouver and Yokohama; Los Angeles and Edinburgh; Alice Springs, Australia; Paghman, Afghanistan; Rockdale, Australia; and Bint Jbeil, Lebanon (Ziegler 2017). Relational logic stresses the importance of a point of contact between and physical co-presence of representatives from sister cities. The point of contact can be a business partnership, ceremony, or educational institution. The co-presence of representatives allows for the observance of non-verbal behaviors, such as facial expressions, which can promote trust and accurate exchanges of information (Burgoon and Bacue 2003, 181); it also encourages mutual benefits for the cities.

Galinsky, Ku, and Wang (2005, 110) asserted that perspective-taking is crucial for smoothing social interactions and building social bonds. In their study, perspective-taking meant viewing or imagining the world from another person's vantage point. It allowed sister cities to view each other from their different (or similar) perspectives, understand the emotions of each other, and empathize with one another. This improved the solidarity between sister cities, facilitating mutual support during crises and promoting trade agreements and educational exchange programs.

Holistic Logic

Holistic logic assumes that people are connected in a larger coherent universe through universal communication and that no one exists outside the whole. Gunaratne (2010, 475) stated that the universe is a network of hierarchical systems; nothing is isolated or exists independently. Changes are viewed as integral parts of existence. Studying only parts of the universe without studying the whole universe distorts reality. Holistic logic considers the overlapping relations among world states regarding roles and responsibilities. Huijgh (2019, 70) added that every successful instance of PD began at home or within a domestic audience before it expanded to reach foreign audiences.

Asante, Miike, and Yin (2014, 6) argued that an individual's consciousness expands with time and experience to advance intercultural communications. Therefore, the increased connections among various regions that the internet has enabled have made access to information easier, making individuals and INGOs feel connected to the whole universe and empowering them to change traditional forms of diplomacy (Auer, Srugies, and Loffelholz 2012, 1). Nations require points of contact to express their responsibilities to each other efficiently.

The overlapping assumption of holistic logic is that complete connectivity extends outward as countries expand their efforts to reach specific foreign audiences. Interconnectivity among states expands in time and space to include historical and future relations. Fang and Faure (2011, 321) added that globalization has affected every area of life and that embracing diversity in communication is vital for creating a holistic universe. Thus, individual nations that seem to be opposites may embody the same elements, and this reality can be the basis for forming a changing unity (Fang and Faure 2011, 325). In a diverse universe, communication among nations can create positive relations.

METHODOLOGY

A qualitative methodology explored how overlapping communication logic enhanced Jordan's global PD. A qualitative systematic literature review of published works on Jordanian diplomacy provided data that could be analyzed to conclude (Seers 2015, 36).

Data Collection Procedure

Data were collected from published peer-reviewed journals and books. Articles were obtained by searching Google Scholar and Z-Library. Search terms used included "public

diplomacy", "humanitarian diplomacy", "Jordan", "Jordan diplomacy", "communication logic", and "Jordan foreign policy". Works were included if they had a full text and had been published or accepted for publication from 2013 to 2022. Works with only a title page and abstract and those published before 2013 were excluded. Eligible articles had to be PDFs or in another readable format.

Data Analysis

A template was used to obtain data on the three communication logics from each article or book (Table 1). Data were categorized in each of the communication logics.

Table 1: Template Showing How Each Included Work Met the Definition of Communication Logic (Source: Author's depiction)

Author(s)	Individual Logic	Relational Logic	Holistic Logic
Carmi, Alsayegh and Zoubi (2019)		Jordan empowered women to become water diplomats.	Jordan eliminated national, regional, and international discrimination against women (p. 8). Jordan formed a regional strategy for peace and security for women.
Ayasreh et al. (2020)	Jordanian students had positive attitudes about learning English as a global language (p. 3077).		
Ulrichsen (2015)	Jordan's King Hussein was viewed by the US as a brave anti-communist sovereign during Cold War. US and Jordan remain close security partners (p. 662).		
Ben-Dror and Ziedler (2015)			From 1948 to 1950, an Israeli-Jordanian agreement was formed to discourage the UN from internationalizing Jerusalem (p. 637).
Toukan (2021)		Jordan expanded its investment in upgrading museums such as the Jordan Gallery of Fine Arts and the Jordan Museum in Amman (p. 5).	Jordan, as part of the Arab region, developed closer ties with Europe and North America to fund arts.
Ayasreh (2023)	Jordan's approach to humanitarian diplomacy has received attention from around the world and funding from European and other international organizations (p. 178).	Following the earlier hosting of refugees from Iraq and Palestine, Jordan has established itself as a diplomatic and humanitarian state in the international community (p. 176). Jordanians and Syrian refugees work to increase	Jordan enjoys a favorable reputation abroad thanks to the increased collaboration between the Jordanian government, foreign nations, and NGOs to promote humanitarianism (p. 179).

		the nation's economy for everyone's benefit (p. 180).	
Twigt (2018)		Using technologies among Iraqi refugees in Jordan helped them reorganize themselves (p. 5).	Jordan's issues regarding Iraqi refugees are a worldwide crisis (pp. 2-4).
Anholt and Sinatti (2019)		Jordan's welcoming of Iraqi and Syrian refugees increased its international status. Jordan allowed refugees to live in communities with local citizens to help them live normally (p. 322).	Jordan hosted 655,000 to 1.3 million refugees from Syria (p. 320). Jordan participated in Regional Response Plan to protect Syrian refugees (p. 321).
Al-Weshah (2014)	During the 2011 Syrian uprising, Jordan remained neutral to maintain closer diplomatic relations with Syria, despite long-standing strained relations with Syria, Jordan considered the uprising an internal affair of Syria and therefore did not interfere (p. 197).	Jordan enhanced strong communications for strong relations with Syria through non-interference.	
Kettle (2016)			King Hussein requested support from US President Eisenhower during the Suez crisis, indicating that Jordan and US had universal support for each other (p. 56).

FINDINGS AND DISCUSSION

The qualitative systematic literature review to explore three communication logics produced ten works for analysis.

Individual Logic

Individual communication logic argues that a country is a communicator seeking to explain its national interests to a foreign public (Zaharna 2020, 103). Jordan's use of individual logic was discussed by Ayasreh et al. (2020, 3077), Ayasreh (2023, 178), Ulrichsen (2015, 662), and Al-Weshah (2014, 197). Ayasreh et al. (2020, 3077) examined how Jordanian university students felt about learning English as a global language and found that they had positive attitudes toward learning English. The findings communicate to other audiences who speak English as a foreign language that Jordanians are interested in learning and communicating in English to promote global integration.

Ayasreh (2023, 178) proved individual communication logic when he examined the effect of Jordan's humanitarian diplomacy strategy for Syrian refugees on its foreign policy. Jordan's approach to humanitarian diplomacy has received attention from around the world and funding from European and other international organizations. This situation can also have attributes of relational and holistic logic.

While examining the contributions of Middle East diplomacy during the Cold War, Ulrichsen (2015, 662) found that the United States considered King Hussein of Jordan a brave anti-communist sovereign when he interceded to halt a populist military coup in 1957. The action became Jordan's legacy in the Middle East and earned it a positive reputation there and internationally. Today, Jordan and the United States have remained close partners in ensuring world security to benefit both countries.

Al-Weshah (2014, 197) demonstrated individual communication logic when he examined Jordan's diplomacy with Syria during the 2011-2013 Syrian crisis. The logic stresses that each nation is autonomous and separate from other nations and, thus, that no country should interfere with another country's internal affairs. Jordan's non-interference in the Syrian crisis showed that Jordan viewed the situation as an internal affair, and this promoted good relations with Syria. Recognizing the importance of non-interference and communicating this to others can promote PD. While these findings can be categorized as individual logic, they also have attributes of relational logic. Even though communications between Jordan and Syria had been strained for a long time, Jordan held to its policy of non-interference in Syrian affairs so that good trade relations would continue.

Relational Logic

Relational logic maintains that all individuals in the universe are connected (Zaharna 2020). The public is a country's domestic public. A nation strives to improve its image in the domestic and international arenas (Zaharna 2020, 104). The literature review found six articles that demonstrated Jordan's use of relational logic to enhance its PD (Ayasreh 2023, 176-180; Carmi et al. 2019, 8; Toukan 2021, 5; Twigt 2018, 5; Anholt and Sinatti 2019, 322; Al-Weshah 2014, 197). After the Arab Spring revolution of 2011-2012, Europe and America found that the only way to promote their foreign policies in the Middle East was to fund artists to enhance cultural diplomacy and regional democratization. This would win the hearts and minds of enemies and opposers of Western influence (Toukan 2021, 1-10). They funded the Al-Balad Theatre in Amman, Jordan, strengthening relations between the West and Arab countries. In this way, relational communication logic that promoted art in the Middle East also maintained close relations between Europe, America, and the Middle East. Strong relationships with the West allowed Jordan to acquire Western art capital and upgrade museums such as the Jordan Gallery of Fine Arts and Jordan Museum in Amman, promoting PD with the West.

Another application of relational logic was demonstrated by Carmi et al. (2019), who studied women in water diplomacy in Jordan, Palestine, and Lebanon. Jordan has a strong cultural influence regarding its gender parity and demonstrated gender equality in the employment of water diplomats. Carmi et al. (2019, 8) found that 25% to 50% of employees in the Jordanian water sector were women; this showed that all individuals in the country were considered equal and capable of promoting diplomatic relations in any sector. Endorsing equality for all individuals at all levels of society sent a strong message to the foreign public that Jordan valued all people and improved the country's image globally. Although the research was classified as relational logic, it overlapped somewhat with holistic logic. Jordan acted to

eliminate gender discrimination in diplomacy and followed the regional strategy regarding women's peace and security, promoting PD.

Relational logic was demonstrated by Twigt (2018), who examined how technologies improved the lives of Iraqi refugees in Jordan (p. 5). Jordan used technology to make it possible for Iraqi refugees to reorganize themselves and keep in touch with their families in Iraq. This use of relational communication logic led to enhanced PD. Anholt and Sinatti (2019, 322) also explored the refugee issue in Jordan. They highlighted the increasing number of refugees and the fact that some lived in local communities. This increased Jordan's status as a promoter of human interactions and showed Jordan's efforts to enhance connections among refugees and Jordanian citizens, improving the image of Jordan internationally. Ayasreh (2023) stated that following the earlier hosting of refugees from Iraq and Palestine, Jordan has established itself as a diplomatic and humanitarian state in the international community (p. 176). According to Ayasreh (2023), Jordanians and Syrian refugees work to increase the nation's economy for everyone's benefit (p. 180).

These situations also overlapped with holistic communication logic since the refugee issue in Jordan is a global issue, and every country's involvement is required to ensure the safety of every person on Earth. The hosting of 655,000 to 1.3 million refugees by Jordan (Anholt and Sinatti, 2019) benefitted Jordan because it received international support to promote the welfare of refugees, leading to international recognition.

Holistic Logic

The premise of holistic logic is that people are embedded in a large relational universe and that communication is infinite since people continuously relocate themselves in an ever-changing relationship network over time and space (Zaharna 2020, 104). This leads to an expansive relational sphere from domestic to regional to foreign PD. The research found seven articles that discussed holistic logic in Jordan (Ayasreh 2023, 179; Carmi et al. 2019, 8; Ben-Dror and Ziedler 2015, 637; Toukan 2021, 5; Twigt 2018, 2-4; Anholt and Sinatti 2019, 320-321; Kettle 2016, 56). Although most revealed instances of overlap among logic regarding Jordan's PD, they all aimed to support the expansion of Jordan's public image nationally, regionally, and internationally. For instance, Jordan enjoys a favorable reputation abroad thanks to the increased collaboration between the Jordanian government, foreign nations, and NGOs to promote humanitarianism (Ayasreh 2023, 179). The action was considered holistic since it sought to broaden Jordan's relationships. While exploring relations between Israel and Jordan that concerned the internationalization of Jerusalem, Ben-Dror and Ziedler found that the two countries had a significant influence on Jerusalem and never wanted the United Nations to internationalize the city. Jordan wanted to continue owning a section of Jerusalem into which it had expanded, and Israel wanted to continue holding the other parts of the city to frustrate the internationalization process (Ben-Dror and Ziedler 2015, 637). The move was deemed holistic since it aimed to expand Jordan's relations beyond its normal boundaries, thus promoting its national and regional images.

Holistic logic was also demonstrated by Kettle (2016, 56) during the Suez crisis. During the crisis, King Hussein of Jordan asked for military support from US President Eisenhower to

protect its territory. Jordan's ability to obtain support from other nations when facing external threats indicated that countries were universally connected and that no single country could survive independently. Gunaratne's (2010, 475) argument that nothing exists independently in the universe has been shown by the collaborations among countries to overcome security threats.

Jordan's decision to accommodate 655,000 to 1.3 million refugees, as well as its agreement to participate in the Regional Response Plan that protected refugees from the Syrian Arab Republic (Anholt and Sinatti 2019, 322), was an example of holistic communication since the decisions enhanced Jordan's diplomacy regionally and internationally. Such decisions influenced Jordan's domestic PD and foreign PD by presenting Jordan as an accommodating, peaceful country.

CONCLUSION

This research explored three communication logics and examined how Jordan used overlapping communication logic to enhance its global PD. The findings indicate that the actions undertaken by the Jordanian government can be classified into distinct categories, including individual logic, relational logic, holistic logic, or a combination thereof. This led to using the term "overlapping" in this research. The qualitative research involved a systematic literature review to find published works or works accepted for publication about Jordan's PD to answer the research question.

One limitation of this study was that it utilized a small sample of ten articles. Therefore, the recommendation is to conduct comprehensive research based on quantitative analysis to determine the perceptions of Jordanians regarding their satisfaction with the country's PD. This will help provide first-hand information that is currently missing.

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