



Republika e Kosovës
Republika Kosova –Republic of Kosovo
Qeveria - Vlada - Government

Zyra e Kryeministrit –Ured Premijera –Office of the Prime Minister

**CONCEPT DOCUMENT ON THE GOVERNMENT PUBLIC COMMUNICATION
SERVICE**

Prishtina, 2017

Chapter 1: Introduction

The Concept Document on the Government Public Communication Service is foreseen in the Better Regulation Strategy 2.0 for Kosovo 2017-2021, namely under its General Objective 2 “*Effective public communication, public consultation and participation of stakeholders*”¹. The Concept Document will provide the basis for improving the government communication service in general, with an emphasis on policy communication in Kosovo, through capacity building, change of rules, design and implementation of new potential work practices, and others.

This Concept Document is envisaged in the Government Annual Work Plan 2017, specifically under its first objective “*Improvement of the process for strategic planning, development, coordination and monitoring of policy and legislation*” point 1.8 “*Analysis and Review of the Public Communication Service of the Government.*”

In addition, this Concept Document is linked to the Government Program of the Republic of Kosovo 2017-2021, namely with its first objective “**Good governance**”, point a) “*Inclusiveness, transparency and public participation in decision making.*”

The document is also linked to the Strategy for Modernization of Public Administration², section 7.3. Organization of Public Administration and Accountability.

In its chapter 8 – Strategic Objectives and Key Measures, section on Organization of public administration and accountability, the said document sets the following strategic objective: “Transparent, accountable public administration, with a clear system of accountability characterised with a professional civil service, with internal administrative structures that function based on the legislation on public administration and in line with principles of good governance.”

¹http://kryeministri-ks.net/repository/docs/Better_Regulation_Strategy_2_0_for_Kosovo_-_ALBANIAN.pdf
²<https://map.rks-gov.net/institucion/Plan-and-Strategies/Strategjia-e-RAP.aspx>

Chapter 2: Description and definition of main issue

Overview

The Communication Service of the Government was established in 2001 with UNMIK's Regulation No. 2001/19 that determined the composition of the Government and its services.

Under this regulation, the Office of Public Information within the Office of the Prime Minister, was responsible for ensuring the transparency. The role of the Office was to ensure the transparency of the executive by providing information and documents to the media and the public in general.

Later on, the Government approved Regulation 03/2007 on Establishment and Functions of the Permanent Government Communication Service in Kosovo. This regulation increased the competencies of the central communication office, transforming it into the Public Communication Office within OPM, as well as requiring that each ministry and central agency establish communication offices to maintain continuous communication between the public and the Government.

Regulation 03/2007 on Establishment and Functions of the Permanent Government Communication Service in Kosovo established the necessary detailed basis for the operation of the general government communication service. It defined the duties of communication officers. The regulation also referred to the potential role of political advisors, however, without specifying their duties.

In 2010, the Assembly of Kosovo adopted Law No. 03/L-215 on Access to Public Documents. Articles 5 of 25 of this law have provided the grounds for government communication.

Current policy

In 2011, the Government adopted the new Regulation No. 03/2011 on Public Communication Service of the Government, which sets forth the establishment and functioning of a coherent and coordinated communication system in order to keep the public informed of policies and activities of public institutions.

This regulation established the Public Communication Office within the Office of the Prime Minister (PCO-OPM) as a central office, obliging relevant officers of public institutions involved in public communication to interact with this office to ensure planned and coordinated presentation of government policies.

Work in practice has shown difficulties, limitations and shortcomings in the implementation of this regulation.

At the moment, government communication with the public is largely one-sided. Citizens receive information about government work usually through the media, while communication between

the public and policymakers is not at a satisfactory level. The Government of Kosovo conducts no public opinion research or surveys for specific policies.

Public Communication Offices within institutions do not have sufficient capacity to fulfil all the obligations arising from the Regulation on the Public Communication Service of the Government. During the mandate of the two previous governments, the director of the Public Communication Office within the OPM was a political appointee, although in the beginning it had the status of civil service. Consequently, he did not attend the regular weekly meetings of office directors with the Secretary General of the Government, did not hold monthly planning meetings with the heads of ministry communication offices, did not have a clear focus on communication of government policies, did not coordinate the development and implementation of government communication campaigns, but rather served as a media advisor to the Prime Minister, focusing mainly on media coverage of the Prime Minister's agenda. However, the appointment of the director of PCO by the Prime Minister facilitated communication between the Cabinet and the Public Communication Office within OPM, as the director had direct contact with the Prime Minister, ensuring PCO was timely informed of the activities/agenda/decisions of the Prime Minister.

The table below analyzes the implementation of the functions of the Public Communication Office within OPM according to Regulation 03/2011.

Table 1

Functions of OPM-PCO pursuant to Regulation 03/2011	Fulfilled			Comments
	YES	NO	PARTIALLY	
Plan and coordinate governmental communication through coordination of the communication plans with the ministry annual work plan, and shall prepare a calendar of activities for the forthcoming events		No		A coordinated approach in government communication is missing. The annual plan of communication and the calendar of future activities is not been prepared. This issue is addressed broadly in the Concept Document (see page 11-12)
Require information on a weekly basis from the Public Communication Offices in Ministries regarding ministry policies and other activities;		No		PCO-OPM has not solicited weekly based information from the Public Communication Offices in Ministries. There were only monthly coordination meetings.
Through effective coordination,			Partially	Coordination is not effective

ensure that communication officers in government institutions are informed about government announcements and activities				and communication officers in government institutions are not always informed of government announcements and activities. No intranet has been established to connect government communication officers, aimed at information and exchange of ideas, good practices and recent developments, as envisaged in Article 7, point 1.9 of the Regulation
Ensure that the Government Spokesperson and the Prime Minister are informed on the major issues and activities of the government	Yes			Through daily press, press releases and media notices monitoring
Inform the public on the work and decisions of the government through the development of relations with the media and the organisation of press conferences, briefings and broadcast media interviews;	Yes			Functional
Plan the development of media and publicity campaigns that involve various ministries			Partially	The situation differs between ministries and there is no appropriate coordination, as explained hereunder in this Concept Document
Prepare written and electronic materials for publication and distribution which inform the public about the activities of the Office of the Prime Minister, as well as other governmental activities			Partially	The public is regularly informed through the media of decisions brought in government meetings and of the daily agenda of the government cabinet, but not of government policies during their development process
Update and ensure access to and the credibility of information in the official website of the Office of the Prime Minister and manage the e-mail address for communication with the public	Yes			Websites do not have a unified design and should be unified

Provide accurate reports to the media from meetings of the Prime Minister with high-level delegations both inside and outside Kosovo, and offers accurate media reporting	Yes			Media political advisors draft media statements when the Prime Minister conducts meetings abroad, whereas PCO forwards them to the media
Prepare and archive audio, video and photographic material from the activities of the Prime Minister and the Government in general	Yes			This task is usually carried out by communication officers in OPM-PCO, since there is no relevant officer for the operation and maintenance of photographic, video and electronic equipment, as envisaged in the regulation regarding the organizational structure of the Office
Provide the Prime Minister, the Government Spokesperson and Ministries with regular reports on domestic and international media coverage			Partially	OPM-PCO does not have a relevant central unit for media monitoring, as envisaged in the regulation regarding the organizational structure of the Office. Monitoring of electronic and printed media, both local and international, is impossible without office staffing with at least two officers
Prepare a comprehensive report on the implementation of the Law on Access to Public Documents	Yes			A copy is delivered to the Assembly and published on the Office of the Prime Minister website
Prepare an action plan containing measures to be undertaken by the institutions for the implementation of the Law on Access to Public Documents		No		This program has been drafted but was suspended due to initiated amendments to the Law on Access to Public Documents
Perform all responsibilities specified in the Law on Access to Public Documents that are assigned to the unit responsible for communication with the citizens	Yes			Processes requests for access to public documents and drafts quarterly and annual reports
Perform all other responsibilities assigned to it under the legislation in force			Partially	PCO-OPM did not have the capacities to implement all responsibilities defined in

				the applicable legislation.
Offer administrative and technical support to the managing commission of fund operations for the support of minority, multi-ethnic and other particular groups media in Kosovo.		No		This fund has been dissolved and as such should be removed from the regulation. It has been transferred to the Office for Communities

The communication offices at ministry level operate similarly to the OPM-PCO, but their status is not well-regulated.

At the moment, titles, duties and rankings for the same position are not unified.

From the interviews conducted in September/October 2016 with heads of Public Communication Divisions, it turns out that some of them feel degraded and claim that, as a result of their units becoming divisions, they get to formally participate in regular weekly meetings with the Secretary of the ministry, but they are not provided with equal discussion space in comparison to the directors of other departments.³

The table below analyses the fulfilment of the functions of the Public Communication Office within the Ministry under Regulation 03/2011

Table 2

PCO Functions in the Ministry pursuant to Regulation 03/2011	Fulfilled			Comments
	YES	NO	PARTIALLY	
Provides professional support to the Ministry, Spokesperson of the Ministry, providing advice for the effectiveness of policy presentation			Partially	In most ministries, communication officers are not involved in the early stages of policy development, as noted in this Concept Paper. In some ministries, there is no adequate cooperation between the cabinet and the Communications Office
Prepares, maintains and implements the communication		No		The communication plans based on the annual work

³ Interviews with Heads of Public Communications Divisions, September / October 2016

plan based on the Ministry's plan, implementing effective communication techniques				plan of the ministry are missing. This issue is addressed broadly in the Concept Paper hereunder (see page 12-13)
Cooperates with the Ministry's spokesperson for organizing press conferences and interviews	Yes			Functional
Compiles and issues press releases, announcements, reports and other publications to the public	Yes			Functional
Is responsible for updating, providing access and credibility of information on the ministry's official website and manages the email address for public communications	Yes			Websites do not have uniform design and should be unified
In close cooperation with the Unit on media monitoring in PCO-OPM, it provides daily reports of media presentation of ministerial policies and activities for the Ministry, Ministry 's spokesperson, political advisers and senior officials of the Ministry			Partially	There is no Media Monitoring Unit within PCO-OPM, but in some ministries a brief monitoring is conducted only of the daily press, in the same fashion as OPM-OPM practice. But this monitoring is not efficient
Prepares the annual report on the implementation of the Law on Access to Public Documents which it submits to PCO – OPM	Yes			The report is sent to the PCO-OPM
Receives and reviews initial requests for access on official documents as well as carries out all responsibilities determined in the Law on Access to Public Documents for the responsible unit for communication with citizens	Yes			Prepares quarterly and annual reports and reports to the PCO-OPM
Carries out all the responsibilities defined under the legislation in force			Partially	Some of the ministries lack the capacities to fulfil all responsibilities defined in legislation.

The table below provides data on the number of employees in the government communications service and their position

Table 3

Institution	Number	Position of employees
OPM	6	-Director of the Office of Public Communication - Coordinator of the Office of Public Communication - Senior Communications Officer and for Addressing of Requests for Access to Public Documents - Senior Communications Officer - Accreditation Officer - Office Manager
MPA	4	- Head of Division of Public Communication - Senior Officer for Communication with Media - Communications Officer - Communications Officer
MLGA	3	- Head of Division of Public Communication - Information Officer -Web and Photography Officer
MEST	3	- Head of Division of Public Communication - Information Officer - Information Officer
MAFRD	3	- Head of Division of Public Communication - Senior Information Officer - Information Officer (with a contract for specific services)
MJ	2	- Head of Division of Public Communication - Officer of public communication and editing
MD	2	- Editor (Acting Director of the Division for Public Communication) - Officer for media monitoring and analysis
MF	4	- Head of Division of Public Communication -Senior Officer for Public Relations - Officer for media monitoring and analysis/editor - Multimedia Officer
MED	4	- Head of Division of Public Communication - Officer for coordination, planning and public communication - Officer for receiving of requests for access to public documents and websites - Officer responsible for media campaigns, publications, accreditation and liaison with the Central Media Monitoring and Analysis Unit
MEI	3	- Head of the Office of Communication and Information - Senior Communications and Information Officer - Information Officer

MKSF	5	<ul style="list-style-type: none"> - Director of the Department of Public Relations - Public Relations Officer - Public Relations Officer - Public Relations Officer - Corporal on duty with transfer to the Department of Public Relations
MCR	3	<ul style="list-style-type: none"> - Head of Division of Public Communication - Officer for monitoring and analyzing media, media campaigns and media accreditation - Officer for coordination, planning and communication
MCYS	3	<ul style="list-style-type: none"> -Head of Division of Public Communication -Senior Communications Officer -Officer for information and monitoring of the media and access to public documents
MESP	4	<ul style="list-style-type: none"> -Head of Division of Public Communication -Senior Communications Officer -Senior Communications Officer -Webmaster
MLSW	5	<ul style="list-style-type: none"> -Head of Division of Public Communication -Officer for access to public documents -Public Communications Officer - Public Communications Officer - Public Communications Officer (with a one-year contract)
MIA	4	<ul style="list-style-type: none"> -Head of Division of Public Communication -Senior Media Officer -Senior Media Officer -Senior Media Officer
MFA	6	<ul style="list-style-type: none"> -Head of Division of Public Communication -Officer for Cultural Diplomacy -Senior Officer for Publications -Senior Officer for Digital Diplomacy -Senior Communications and Accreditation Officer; -Photographer
MoH	3	<ul style="list-style-type: none"> -Head of Division of Public Communication -Information Officer -Information Officer (with a 6-month contract for specific services)
MI	5	<ul style="list-style-type: none"> -Head of Division of Public Communication -Public Communications Officer -Senior Public Communications Officer -Communications Officer (contract for specific services) -Communications Officer (contract for specific services)

MTI	2	- Head of Division of Public Communication -Officer for planning, coordination and communication
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In total, there are 74 communications officers in the PCO and in the ministries of the Government of Kosovo.

Implementation of the regulation 03/2011

- Policy coordination and communication

The SIGMA’s monitoring report "The Principles of Public Administration"⁴, published in May 2016, has criticized the lack of coordination of government communication and policy communication.

“The Government Spokesperson, selected from amongst the serving ministers, covers communication at the political level. Kosovo lacks a coordinated approach to communication. The RoP foresees the development of a long-term communication calendar, but it has not been prepared. There is no clear focus on communication during the policy development process. CDs do not routinely set out how new policies are to be communicated to the public, even though this information should be included. The PCO’s role as co-ordinator of the Government’s communications has not been fully addressed in documents that describe the policy- development process.”⁵

The Rules of Procedure of the Government⁶ stipulates that prior to submission to the Government of Concept Papers, Explanatory Memorandums, draft legal acts or sub-legal acts, strategic plans of ministries or sector strategies, the body drafting the material is must consult the Government Spokesperson and the Public Communication Office, for discussion of whether the decision needs to be announced to the public and, if so, in what manner and ensures that there is a communication plan and that it is incorporated in the Government long term communication calendar.

However, Regulation No. 03/2011 on the Public Communication Service of the Government does not clarify the role of the Public Communications Offices in the ministries during the policy development process. According to this document, the Public Communication Office offers professional support to the Ministry, the Ministry Spokesperson, by offering advice on the most effective ways of presenting policies⁷.

⁴ <http://www.sigmaweb.org/publications/Monitoring-Report-2016-Kosovo.pdf>

⁵ Quotation from SIGMA’s report “Principles of Public Administration”, p. 11

⁶ Article 7, point 1.6

⁷ Article 10, point 1.1

Non-inclusion of communications officers in the policy development process has made it more difficult to communicate government decisions and inform citizens. This has also affected the trust in government and effectiveness of policies. The Administration has not managed to have a satisfactory interaction with the general public during the policy development process.

From the interviews conducted in September/October 2016 with the heads of the Public Communications Divisions, it resulted that in most ministries, the field of government communication with the public has problems of internal inter-institutional and inter-ministerial coordination and communication in the first place, and with the media and the public in the second place. In most ministries, the annual communication plan is not prepared and maintained according to the work plan of the Ministry, as set out in the Regulation on the Government Communication Service. They lacked communication plans, ministerial activity calendars, and supporting information. Planning and coordination meetings were organized with the heads of the ministries communications offices, but not on regular basis and they had no clear agenda and did not result in proper planning and coordination of the government communications activities.

Communications officials have confirmed that due to lack of proper coordination, the events of one ministry conflicted with the events of another ministry, thus leading to many activities not having the right media coverage and proper public attention at the time when new policies are discussed.

Journalists have also stressed the need for government policies to be communicated to the public and the media during their development process. They have sought to avoid the current practice of only the news as an end-product being communicated at the government meeting, e.g. on adoption of a law or strategy⁸. If informed in advance about particular policies, journalists would be able to report in-depth about the relevant issue by informing the public and eventually enabling it to become part of the development of that policy. Journalists have also demanded that the Public Communications Offices in the ministries be more open, as according to them, in many cases they do not reply at all⁹. Three different points of Article 3 of the Regulation 03/2011¹⁰ define the obligation of the government spokesman that the media be fully informed on governmental policies as well as the obligation of the PCO-OPM and the communication offices in the ministry for the overall presentation of government policies and activities. In the last two mandates, the government had a minister for a spokesman, who, due to engagements in the ministry he was head of, failed to make policy presentation and communicate adequately with journalists. So the PCO-OPM has not managed to fully respond to all requests that came from the media.

The Regulation on the Government Public Communication Service¹¹ envisages the establishing, within the structure of the PCO-OPM, of the central unit for the media monitoring, but this has not been done so far. Communication Officers at the PCO-OPM and the Ministries each morning

⁸Recommendation issued by the Public Communications Office meeting with media representatives, held on 23 November 2016

⁹See above

¹⁰Regulation on the Government Communication Service, point 1.2, 1.5 and 1.6

¹¹Article 6, point 1.3

make the overview of the daily press related to media reports on the work of the government. For a clearer and more detailed analysis, it is more than necessary to carry out monitoring of reports and editorials on the portals, newspapers, magazines, and monitor the radio and television information programs. International media monitoring is also very important to understand how government work is presented in different countries. Due to the lack of a central monitoring unit, there was a lack of proper attention in analysing of public opinion through surveys and media monitoring, as policymakers in democratic societies do.

Even in terms of planning and developing media and publicity campaigns as a means of communication with the public, a coordinated approach is lacking. The practices of the ministries in this aspect are different.

- ***Communication with the media***

The Public Communication Office under the Office of the Prime Minister regularly accredits the media to follow the OPM activities. Currently, there are international and local media accredited. Line ministries and other government agencies do not have such accreditation.

Each communication office makes the press overview, a small number of them also make the online media overview.

Some of the government communications offices have engaged media houses to perform services for them, including following daily events of the minister. However, although with a public service contract, the materials were not distributed to all the media.

There is no archive of visual materials. Activity agendas are not published in one location, and even notifications on events are sent relatively late. Each office sends the agenda for its activities, but there is no summarized agenda for all Government activities. Not all ministries translate the notices and press releases in Serbian language in real time. Communication to the media is concentrated in Prishtina. Notifications and press releases are sent only to some of the local media, and only by some of the ministries. In very few occasions have the ministers used their visits to municipalities for communicating the government policy to local levels through media.

- ***Government Meetings***

When drafting Government materials, all should contain the Communication Plan. In most cases, this communication plan is missing or incomplete. Often this plan contains more consultation activities than public communication.

Since January 2009, government meetings are open to accredited media. The media directly follow the meetings of the Government in the conference room. Materials and agendas are not distributed to the media, except for the notification of the time of the meeting. Subsequently, the entire recording of the meeting is stored on a CD and copies are distributed to the media. The Government Meeting Archive exists from this date. Although there have been attempts, it has not

yet been possible to broadcast the entire Government meeting directly on the Government Web Portal or the Prime Minister's website.

In most cases, none of the members of the cabinet appears on press conferences. The communication that is sent following the event contains little information on the decisions and draft laws adopted. In other countries, for example in Slovenia and Croatia, the agenda of the meeting and all materials are sent to the media and are also published on social networks. After the meeting, all the ministers who have had materials at the meeting show up at a press conference, not only to give the necessary explanations but also to answer all the questions that are of media's interest.

The cameras are set up only in the hall where the meetings are held, but there are none at the other four halls. In addition to the camera, there are no computers at the Conference Room. WIFI is very weak and cannot be used by the media. Apart from the possibility of receiving better voice (Voice Box), there is no such possibility for video (Video Box).

There is also a problem with the translation during the meetings of the Government. Although there is simultaneous translation, the same is not heard in the conference room. This is a problem for the minority media, when Albanian representatives are speaking and the Albanian media when minority ministers are speaking.

- Communicating through new media

As a means of communicating with citizens, the government also uses official websites and social networks. But ministries' websites do not have a uniform design. There is no updating of information, especially in Serbian and English.

The Information Society Agency, within the Ministry of Public Administration, is responsible for monitoring the websites of public institutions as well as the state web portal itself. Based on the Administrative Instruction, they draft quarterly reports for all public institutions of the Republic of Kosovo. As a practice, in the region countries, similar agencies are responsible for the technical side and the security of websites, but not for the content of the information that the websites have.

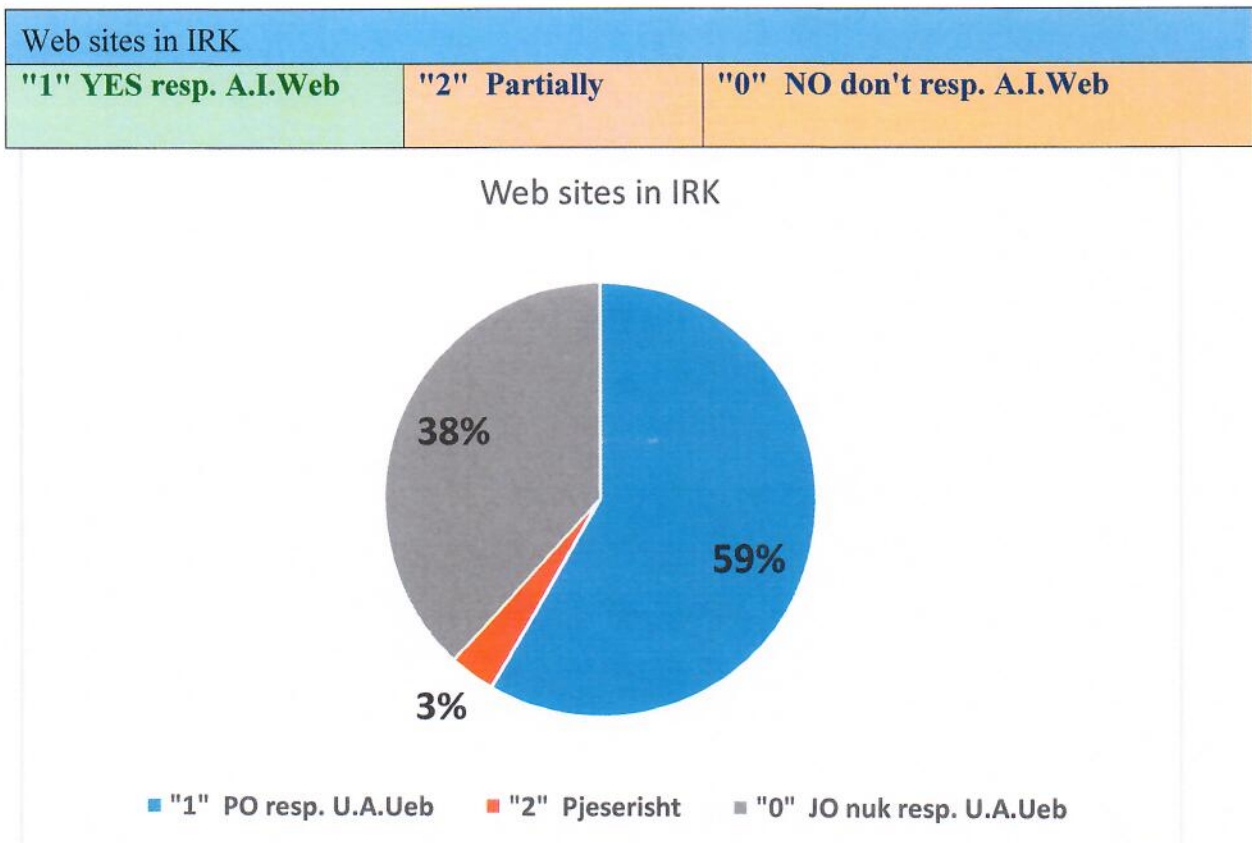
According to the guideline regulating the work of the state web portal, the information should be monitored by the editorial office, which is established for this purpose, however, such an editorial office has not been established. As a result, the information on the web portal is outdated.

The content of the information on the state web portal should be the responsibility of the editorial office, respectively the Public Communication Office at the OPM. But with its current capabilities, the PCO is unable to do so. All this because communication officials in the PCO are very burdened with following and reporting on the daily activities of the Prime Minister and Deputy Prime Ministers of the Government of Kosovo.

In the 2017 quarterly report, 117 institutions were included, 23 websites of ministries, **37 of municipalities and of 57 agencies**. Of the 117 institutions, 52 websites are not hosted in the State Data Center, while 65 are.

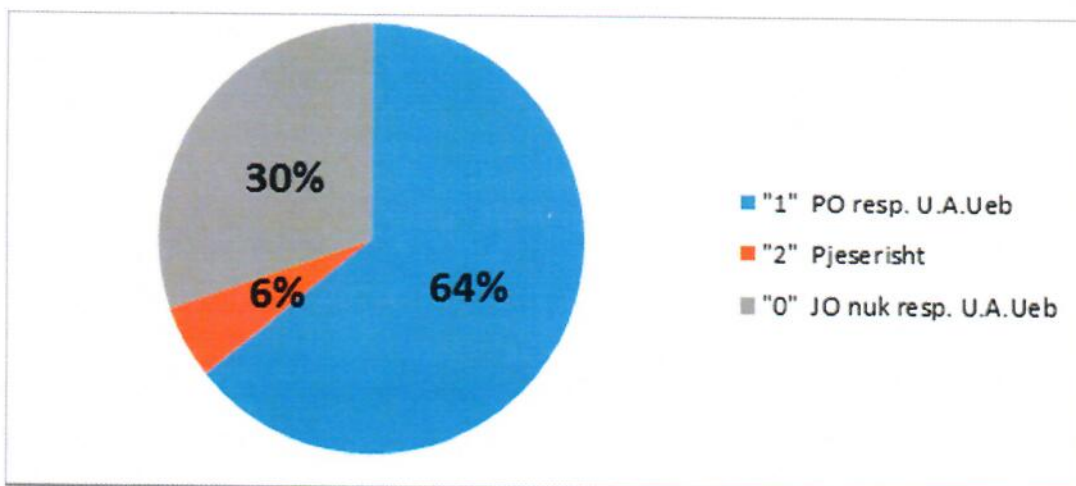
According to the said report, 38% respect the AI, 59% do not respect the AI and 3% of institutions respect it partially.

Below is the chart



As regards ministries, the average of the websites according to the Administrative Instruction 01/2015 is 30% that respect the AI, 6% do so partially and 64% do not respect the AI.

MINISTRIES 23		
"1" YES resp. A.I.Web	"2" Partially	"0" NO don't resp. A.I.Web



Implementation of the Administrative Instruction on IRK Websites 1/2015

The following tables reflect all the obligations arising from MPA Administrative Instruction No. 01/2015 on the websites of public institutions, as well as **AI No. 02/2011 on the Government Web Portal of the Republic of Kosovo.**

Table 4

Public institution websites, according to MPA AI No. 01/2015 on the websites of public institutions	Fulfilled			Comments
	Yes	No	Partially	
All public institutions should have their official websites.	Yes			All public institutions have their websites but they are not unified.
The website of the public institution should have the address, the initials of the official name of the institution and the name of the subdomain of the respective institution according to the format: xxx.rks-gov.net	Yes			Yes, the domain is such, but content and design are not unified.
The website should be easy to browse. Reaching information on the website with as few steps-clicks as possible.			Partially	Many documents are published, that can be found only after 5 clicks or more.
The webpage must be compatible with most widely	Yes			Websites are compatible with most widely used browsers on

used web browsers.				the Internet.
The web site must be compatible with mobile device browsers (tablets, smart phones, etc.)		No		There is no version for mobile phones.
Public institutions are obliged to have their official websites hosted on the servers of the State Data Center of the Republic of Kosovo.			Partially	Not all websites are hosted on the State Data Center of the Republic of Kosovo. Most of them are hosted abroad.
The emblem of the Republic of Kosovo and the official name of the institution;	Yes			All institutions have the official emblem and naming.
Full address of the institution;			Partially	Not all ministries have the address of the institution location.
Phone number and email address for contact			Partially	Not all have contact numbers and e-mails set.
Work plan for the calendar year of the institution			Partially	Not all of them have it set.
The mission and functions of the institution, including those of the subordinate institutions;			Partially	Not all of them have such information
Organizational scheme of the institution, including that of subordinate institutions;			Partially	Not all of them have such information
Basic legislation on the organization, functioning and functions of the respective institution;	Yes			They have the basic legislation set.
Draft normative acts for the purpose of public consultation, in accordance with the existing legal norms for the legislation drafting process;	Yes			After the creation of an online platform for public consultations http://konsultimet.rks-gov.net/ Institutions have direct links to this website
Up-to-date information on the institution's public activity;			Partially	Most of the time it is not updated on time
Strategies and other policy documents approved in the field of operation and functioning of the public institution;			Partially	Not always published on time
Data on biographies of senior public institution leaders			Partially	In some cases there is only the name and surname

Name, official phone number and e-mail address of unit heads within the institution;	Yes			Most institutions do not have such information
Information in the form of a table of all existing permits and licenses issued, suspended or revoked by the public institution as defined in the applicable law on the system of permits and licenses and other services provided by the public institution, including all support information on application for or receipt of service;	Yes			Most institutions do not update information on time.
The detailed list of services provided by the institution to the public, such as licenses, permits, authorizations, certificates or other public services, including: the procedures and conditions of their acquisition; necessary documentation and cost for service delivery the application form for each service and the guide on how to fill them out; the mandatory deadline for receiving the requested service the deadline and the body where the appeal can be made, in case of refusal of reply or of non-delivery of the service within the mandatory legal deadline;			Partially	Not updated on time.
Annual reports of the institution;			Partially	Not all publish reports, especially financial reports.
Approved annual budget		No		Apart from the Law on Budget, institutions do not publish their own approved budget
Data on Institution Expenditures;		No		Institution expenses are not published
Electronic information archive for the institution;			Partially	Not all have electronic information archives

The Forum for Public Communication (citizens), for obtaining opinions on certain topics		No		There is no such forum
Annual Public Procurement Plan		No		There is no publishing
The public institution's website should also have: Site Map (site structure); Link to the state web portal and the websites of the subordinate institutions; Link to the Official Gazette of the Republic of Kosovo.			Partially	There is no sitemap, but links are connected to the portal, subordinate institutions and the Official Gazette
Public institution websites should have the search module developed and functionalized, which should be located on the front page.			Partially	There is a search module but it is not well developed, and the search results are not satisfactory
The search module should be optimized so that the document formats on the web pages are found quickly and easily. Search by the first letter of the first word of document -file name, date, number, etc., to look like the most advanced web browsers.	No			This is not developed
The website and information published must be in compliance with the Law on the Use of Languages, including English language.			Partially	Most publish information in the Serbian and English languages with delay.
All public institutions are obliged to hyperlink the part of the legislation, published on the Institution website, with the legislation published on the Official Gazette website.	Yes			It is accomplished
Public institutions' websites should not contain advertisement with commercial purpose, unless otherwise specified by law.	Yes			There is no advertisement
The unit responsible for communication of the	Yes			Yes, there is a webmaster at each institution

institution, or in its absence, the officer in charge of communication with the public, is responsible for the regular editing and updating of the data in the respective institution's website.				
All organizational units of the public institution are obliged to closely cooperate with the unit responsible for communication of the public institution or the officer in charge of this duty in order to regularly update the institution's website.		No		Political cabinets often do not share the information needed for publication (change in the cabinet, political decision).
Oversight of the implementation of this Administrative Instruction is done by the Agency for Information Society.	Yes			In other countries, oversight of information enforcement is carried out by communications central office. Whereas, the technical part is carried agencies similar to AIS.
The Agency is obliged on a three (3) month basis to prepare a general report on the level of implementation of the applicable legislation on the form and content of websites of public institutions and submit it to the Minister and the Secretary General of the Ministry of Public Administration.	Yes			There is an official who compiles such a report.
All shortcomings identified in the implementation of the applicable legislation on the form and content of websites of public institutions shall be addressed by the Secretary General of the Ministry at the regular meeting of the Council of General Secretaries of the Republic of Kosovo and by the Minister as necessary, at the Government meetings.			Partially	There has been no case when such a thing was discussed at the Government Meetings.

Table 5

State Portal, according to AI No. 02/2011 on the Government Portal of the Republic of Kosovo	Completed			Comments
	Yes	No	Partially	
The government portal is the central website of the Institutions of the Republic of Kosovo	Yes			It has long been not properly functionalized. There is still the launching version, and no proper updates have been made yet
The portal enables the use of electronic services (e-Governance) provided by the Institutions of the Republic of Kosovo			Partially	The portal contains very few electronic services
The portal is an informative source from which citizens, businesses, officials and other stakeholders can obtain information, as well as find essential information about the Republic of Kosovo		No		Not updated
The portal should be in the official languages, according to the Constitution of the Republic of Kosovo, and in the English language as well	Yes			The portal is in all three languages
The portal contains basic information about the state of Kosovo	Yes			Flag, anthem, constitution, links from the most important Institutions of the country.
The information on the portal should be clear, substantial and updated			Partially	Not updated
The electronic services of the Institutions of the Republic of Kosovo are integrated in the portal		No		Not yet integrated.
The portal functions as internet and intranet			Partially	Not all institutions use the intranet.
Information on the portal is managed by its editorial office		No		No editorial office is established

The government also uses social media to inform citizens, but interactivity is not at a satisfactory level. The way and form of using social media for public administration is not yet regulated.

- Public Consultations and Communication

Another deficiency that has accompanied the government communication service is the non-inclusion of communication officers during the public consultation process. The current Regulation 03/2011 on Government Public Communication Service does not include the role of the PCO in this process. In a meeting held between the Public Communications Office and journalists¹² were presented suggestions that when a document is subject to the public consultation process, the OPM shall notify the media so that they can offer their comments and also disseminate the information to the public. In the absence of communication of public consultations, many policies have failed to be explained to the public into a simple and understandable language and to enable them to become part of the process. Also, results of public consultations have not been communicated to the public, respectively the recommendations given for a certain policy and their consideration.

Overview of problem definition

- The government communication service has not been shown to be effective, as a result of the deficiencies associated with Regulation no. 03/2011 on the Government Public Communication Service, and its partial implementation.
- There is no clear focus on communication during the policy development process. Communication officers are not involved in the early stages of policy development
- Lack of coordination of government communication activities and planning based on the Government Annual Work Plan
- Lack of capacity in PCO-OPM to meet all obligations set out in Regulation 03/2011
- Public Communications Offices within the Ministries are not standardized, both as regards functions they perform and the number of employees
- Public Communication Offices within Government have not been included in the public consultation process on new policies/legislation
- Public institutions websites do not have a uniform design and their content is different and deficient. The use of social networks is not regulated either.

Normative acts regulating this issue

- Law no. 03/L-215 on Access to Public Documents
- Law no. 03/L-040 on Local Self-Government (Official Gazette No. 28/04 June 2008), Article 68
- Law no. 03/L-189 on the State Administration of the Republic of Kosovo (Official Gazette No. 82/21 October 2010), Article 53, 56

¹² Recommendation arising from the meeting of the Office of Public Communication with Media Representatives, held on 23 November 2016

- Rules and Procedure of the Government of the Republic of Kosovo No. 09/2011
- Regulation No.16/2013 on the Organizational Structure of the Office of the Prime Minister
- Regulation (GRK) no. 02/2017 on Amending and Supplementing Regulation no. 16/2013 on the Organizational Structure of the Office of the Prime Minister
- Regulation no. 03/2011 on the Public Communication Service of the Government
- Regulation no. 04/2012 on the Official Evidence of Requests for Access to Public Documents
- Guidelines No. 074/2012 for Preparation of Concept Papers and Explanatory Memorandum.
- Regulation on Transparency and Access to Public Documents - Municipality of Drenas

Current Program

Along with the Regulation on Public Communication Service of the Government, there were lacking strategic documents as well as planning documents on the field of communication.

Experiences from other countries

Great Britain

Great Britain has a highly developed government communication service. Communication is one of the four main pillars of government in addition to legislation, regulation and taxes.

In 2015, the UK has developed the Action Model for Modern Communication, which includes: strategic communication, media and campaigns, strategic engagement and internal communication. A great deal of priority is devoted to the development of awareness campaigns on priority government policies.

The executive director of government communication is part of the Cabinet Office. As a head of the profession for government communication, he acts also as a "coordinator" and "functional head". Government departments set their communication priorities and have their communication directors. Communication directors meet once a month and the decisions taken they share with group heads such as: Head for Media, Head for Internal Communication, Digital Excellence Centre representing Digital Communication Specialists, Head of Communication, Head of Strategic Engagement and Forum for Knowledge and Assessment of the Government Communication Service.

The Government Communications Service is led by the board, headed by the Private Secretary at the Office of the Cabinet and the Minister for the Constitution. The Board ensures that:

- The Government Communications Service develops and disseminates the government communication plan,
- The Plan contributes to the communication of priority government policies,
- Government communication is disseminated effectively and efficiently,

- The Government Communications Service responds appropriately to risks and crises,
- The Government Communications Service operates within the framework of best practices in the civil service

The Government Communications Service is committed to making government leaders more effective and surer when communicating with the public, as well as for improving internal communication standards.

Regarding the use of social media, the government of Great Britain applies the same principles as with the other media, but prefers to use a more informal language. Different departments are free to have their accounts in social networks, but they must adhere to the guidelines developed by the Government Communications Service for their use.

Sweden

All employees in Swedish Government offices are personally responsible for internal and external communication. A prerequisite for good communication is that it needs to be coordinated and well thought out. This is achieved through a clear division of responsibilities.

The Office of the Prime Minister has the ultimate responsibility for the coordination of internal and external communications. This includes responsibility for the overall communication priorities and to be the coordinating point of inter-ministerial and inter-agency communications. Communication is coordinated with the support of the communications director in the Government and through regular monthly meetings.

Ministries are responsible for informing the head of communications on matters to be coordinated, informing on common development needs and important issues and contributing to the proper development of communication activities at all Government Offices.

As a member of the Government, the minister, assisted by the Secretary of State, has special responsibility for communication within the scope of his responsibility. The head of the ministry and the secretary of state also have special responsibility for internal communication.

The Swedish government has no spokesman, but press secretaries who are part of the cabinet of the minister. The press secretary's aim is to support the minister in his role as a media spokesman, initiate, coordinate and regulate the media contacts of the minister, develop communication strategies and communication plans for the minister, and plan communication in close cooperation with the function of communication and policy departments.

In each ministry there is a communication office that strategically plans communication activities in the ministry, is actively involved in the planning, implementation and evaluation of all communication activities, as appropriate initiates the development of skills within the ministry in the field of communication, provides consultative support to departments and management in the ministry, proactively engages in the website of the ministry and government and takes editorial responsibility for them, keeps the director of communication in the government informed of issues of mutual interest; and contributes to the development of communication in all

Government offices in consultation with the head of communications at the central office of the Government.

There are also requirements related to communicating with citizens about government agencies, such as the principle of public access to official documents (including rules on public access to official documents), the requirements of the Law on simple and comprehensible written language, and regulations to make the information comprehensible for the people with disabilities.

There is a dividing line between government offices and other central agencies. The basic rule is that responsibility for communication derives from operational responsibility. When operational responsibility for a particular issue is transferred to a government agency, the communicative responsibility for this issue is also transferred.

Another dividing line is between government policies and party policies. Government offices communicate government policies. Communication of government offices is based on their mandate to assist the Government and ministers in their role as government representatives and not as party representatives.

For government offices to do their job efficiently, good internal communication is required. Internal communication is an important part of the management and governance of the organization and the internal preparatory processes of the government offices. Internal communication helps in increase of skills, motivates dedicated employees, and leads to better operational results.

Target groups for communications are: natural persons, Parliament, media, companies, different organizations and international decision-makers. To promote Swedish interests and to influence the image of Sweden abroad Government and government offices communicate with the whole world. The message and the methods are matched to different knowledge of target groups.

Prioritization of communication activities is based on the operational objectives and needs and knowledge of the target groups concerned; strategic monitoring is conducted on a continuous basis; and existing information is updated continuously.

Slovenia

Duties of Government relation with the Public

Strategic tasks:

1. Provide information on government policies, decisions, programs and projects
2. Information service – inform public about types of information and other government services
3. Develop and maintain government and other institutions reputation
4. Ensure feedback from the public
5. Provide an open and transparent system of the Government
6. Provide opportunities for citizens to cooperate in shaping policies and adapting political decisions

Duties of the units within ministries

- Continuous information of local and international media on Government's work
- Preparation and organisation of media events
- Monitoring media reporting and the preparation of media analyses
- Distribution of information to the general public
- Maintenance of web sites
- Preparation of media campaigns for big events

Coordination – Coordinating Body for public relations is a working group of the Government of Slovenia, responsible for the coordination and consultation in the field of public relations between the Government and the public. The Coordinating Body is headed by the Government Spokesperson. This working group coordinates activities of public relations through all ministries of the Government. Director of the Government Communication Office is the deputy leader of the group. Members of the Coordinating Group are communication officers of all ministries, Office of the Prime Minister, Government Office for European Affairs, Government Office for Growth and Governmental Office for Local Self-government and Regional Policy.

As a rule, the Coordinating Body convenes once a month or more frequently if necessary.

This Body regulates with the Rules of Procedure the mode of action, as well as the employees' ethics in the service of Government Communication.

Government Communication Office – is a professional service of the Government, headed by the Director (a civil servant assigned to the post), who, together with the Government Spokesperson ensures that the work of the Government is open to the public and provides reliable, prompt and comprehensive information for the domestic and foreign public. This office provides professional support to the Spokesperson and other public relations services within the ministries and other government institutions.

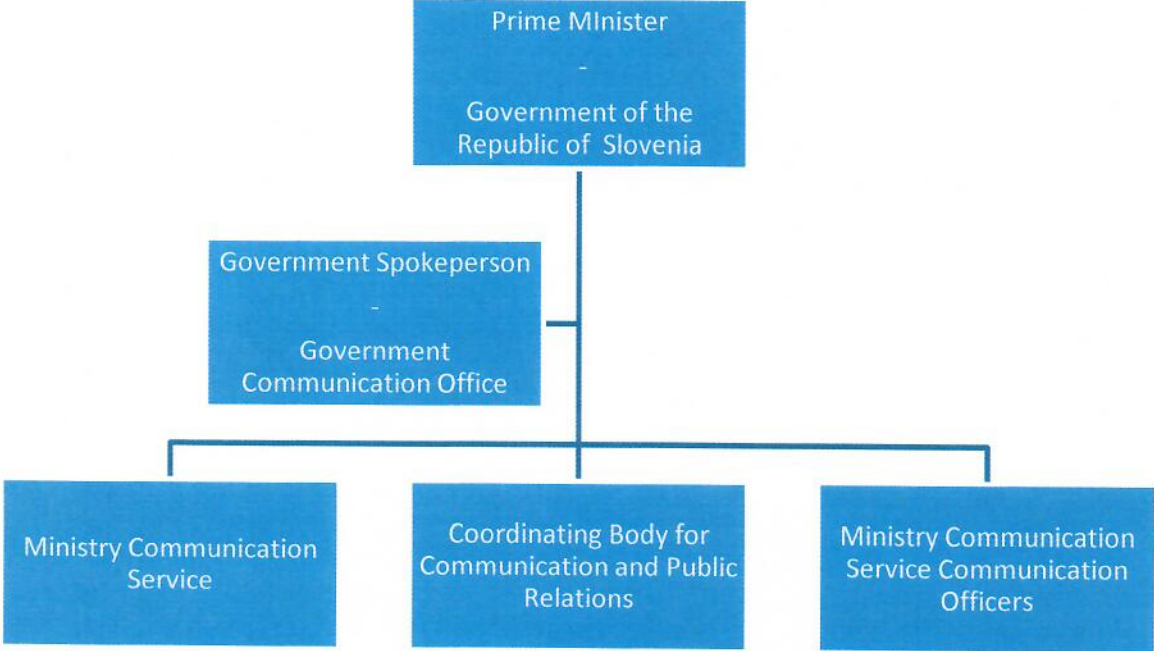
With regard to the implementation aspects, the Communication Office has the following responsibilities:

- provide prompt, accurate and comprehensive information to domestic and foreign media and coordinating government public relations in collaboration with the Government Spokesperson
- directly inform the public about the work of the government and ministries and preparing communication campaigns for major government projects; and
- provide the foreign public with information about the work of the government and organize general promotional activities about Slovenia

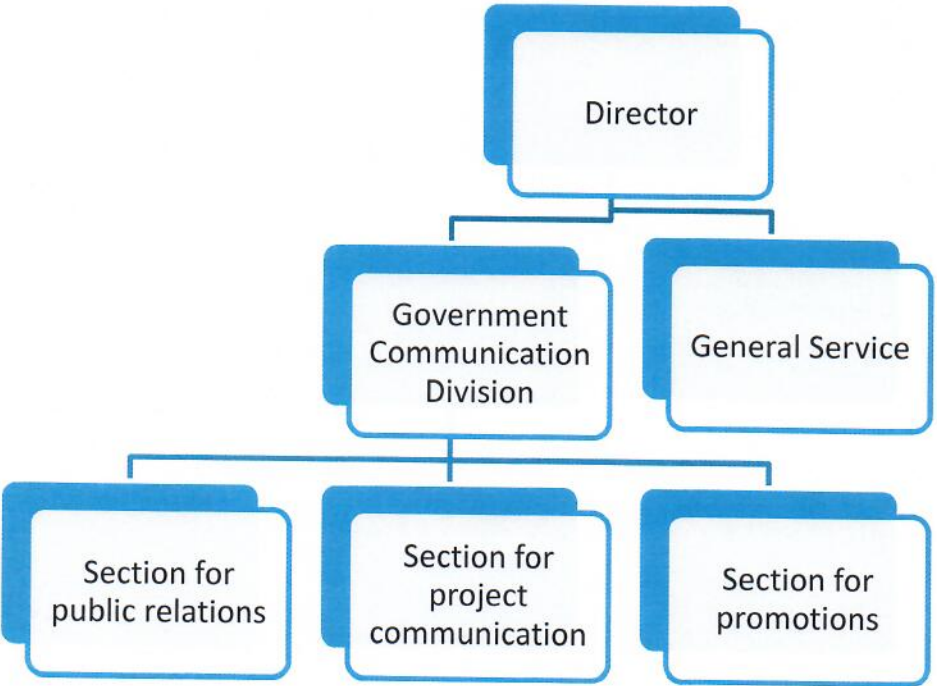
The Government Communication Office has the role of mediator and coordinator with regard to professional services and provides guidelines relating to the preparation and implementation of public communication activities.

The Office also provides uniform standards of work, training programs for communication advisors in ministries and prepares trainings and education programs for media communication advisors in ministries and Government, together with the Administration Academy.

Organisation Structure of Government Communication Service in Slovenia



Organisational Structure of Government Communication Office



Montenegro

Public Relations Service in Montenegro is a body of the General Secretariat in Montenegrin Government and covers communication activities in Government level. It functions as a central communication office and has a staff of 30 officers, divided into two divisions: the division for internal communication and the division for external communication, as well as the technical team for making audio-visual materials. They work in two shifts, in order to enable media and public communication at any time.

The division for external communication deals with the information of international public. The officers of this sector inform the media outside Montenegro for the events in their country and try to promote it as much as possible by providing services for important international media. The Service of Government Communication has appointed an officer, who on daily basis communicates with each ministry and once a week reports to the Head of the Service for planned communication activities in respective ministries. In contrast to the Communication Office in the Government of Kosovo, the Public Relations Service in the Government of Montenegro has human capacities for the communication with new media. Communication through social media has proven to be especially effective in the provision of public support for the membership of Montenegro in NATO and in the process of European integration.

Media monitoring is a service outsourced outside institutions.

Media and journalist accreditation is done for events taking place in government premises. Other institutions, such as Presidency and Assembly make special accreditations for monitoring their activities within the environments where those institutions function.

Inclusion of other countries experiences

In terms of coordinating the governmental communication, the example of Sweden can be followed, whereby the Officer of the Prime Minister has the responsibility of coordinating internal and external communication. This includes not only inter-ministerial coordination but also the coordination with agencies. The Ministries are responsible for informing the Offices of the Prime Minister on issues to be coordinated. They cooperate for the proper development of communication activities in all Government Offices.

Also, in terms of planning the communication activities, Sweden is a good example. There the ministries communication offices are actively included in planning, implementation and evaluating all communication activities. As needed they initiate the development of skills within the ministry in the field of communication, provide consultative support to the departments and management of the ministry, maintains the director of communication in the government informed on issues of common interest and contributes to the development of government communication in general.

The example of Great Britain can be followed with regard to communication with new media. In Great Britain, the same principles applied to traditional media are also applied to social media however the language used is less formal. Different departments are free to have their own social network accounts, but they have to respect the instructions prepared by the Government Communication Services for using them.

Chapter 3: Aims and objectives

Aim

Improving government communication service with the public in the framework of increasing transparency, direct informing, where the Government speaks to the citizens and hears the citizen on his position on a certain policy.

Objectives

- Strengthening of the relation Government-public and vice-versa, through communication with clear messages.
- Advancement of public communication in early stages of the development of policies
- Improvement of coordination and planning of Government communication with the public

Chapter 4: Options

Option 1: Status quo option (no change)

Current situation of Government Communication Service regulation and functioning has identified only one single advantage. Almost all ministries and central institutions have the units, offices or contact points of Communication Services, which perform basic communication functions, such as distribution of notifications, communications and press conferences of the ministries or their institutions.

This situation could continue if the strategic level of organization of public communication, would respond to the needs and planning of public communication. However, this can be questioned if we claim an active and pro-active communication of government policies with the public. The status quo does not provide a coordinated and planned communication of policies with the public, but provides formal communication of decisions and policies adopted by the Government, by excluding pro-active and planned communication of policies.

Status quo also offers the solution which would not implicate additional budgetary costs and would not have an impact in the regulatory and organisational structure of institutions, but carries the risk of level limitations and functionality of the institutions' public communications.

Option 2: Change of existing policy

The change of existing policy regulating the functioning and organisation of government communication service with public is possible and executable with a mid-term dynamic in the next two to three years, starting with the change of legal and sublegal acts regulating the field and by continuing with structural and organisational change in government communication service with the public.

It will be started with changes to the Regulation No. 03/2011, on the Public Communication Service of the Government, which is the basic act regulating the communication field. The Regulation will determine the functions of public communication service, the role and mandate of central office, of those in ministries and executive agencies, as well as distribution of responsibilities between political staff and civil servants that are part of the communication service.

The Public Communication Office within the Office of the Prime Minister, as a central office will be responsible for the supervision and implementation of the new Regulation of government communication service through planning, coordination and reporting of activities. The office will be empowered with new responsibilities and within will operate three units: 1) Unit for communication with media and monitoring, 2) Unit for policy planning, coordination and communication, and 3) Unit for new media.

- 1) **Unit for communication with media and monitoring** will be responsible for the development of the relations with media, organisation of interviews, press conferences, preparation of briefings and communications, printed media monitoring and analysis, as well as the accreditation of journalists.
- 2) **Unit for policy planning, coordination and communication** will be responsible for contributing in drafting new policies in early stages of development, plan and coordinate government communication through the coordination of communication plans with the ministry annual work plan, as well as prepare a calendar of activities for the forthcoming events; to ensure through an effective coordination that the communication officers in governmental institutions shall be informed on government statements and activities, to support internal communication and public consultations process. The drafting and coordination of activities shall be made through the establishment of weekly calendar and regular coordinating meetings with the leaders of communication divisions in the ministries, which shall take place once a week.
- 3) **Unit for new media** would be responsible for the content of the materials in the state portal, update of the official website of the Office of the Prime Minister and public communication via social media and other means of digital communication. With the

new policy the editorial office for the state portal would be established and led by the PCO, which would manage the content of the portal and would regulate the means of use of new media for public administration.

In the absence of the budget to hire additional staff for the needs of the Public Communication Office in OPM, it would be possible to carry out the reorganisation of communication officers in government, namely the transfer of some officers from the ministries to the PCO/OPM, in accordance with existing legislation on civil service.

Public Communication Divisions in ministries shall be named Public Communication Offices and shall have at least 3 officers, including the director. Government agencies should also coordinate their activities with the ministries, specifically OPM. The officers appointed for communications in Agencies, should be in permanent contact with the line ministry, specifically OPM. Smaller Agencies that have a limited number of staff, should appoint someone from the current staff as a communication and coordination contact point. The director of the Communication Office in the ministries shall include in his quarterly report for OPM, the report on the work of subordinate agencies. Coordinating meetings between OPM, ministries and agencies shall take place every three months.

- *Communication in municipalities*

Ministry of Local Government Administration is the supervising authority of the municipalities, which provides help and necessary professional support for the empowerment of Public Communication Offices in the Municipalities by coordinating the work with the Public Communication Office within OPM. With the aim of full functionalization and empowerment of the Public Communication Offices in the Municipalities, the new Regulation will emphasize their need to:

- Be established in all the municipalities of the Republic of Kosovo, to be functional and have sufficient staff to cover and promote the work of municipality to the public;
- Act under the supervision of the respective Mayor;
- Closely coordinate and collaborate with the Mayor, directors of municipal directories and the head of the municipal Assembly, in order to promote the policies and activities to the public;
- Closely coordinate and consult the Mayor, directors of municipal directories, as well as the head of the municipal assembly for drafting the annual Plan of the Municipality for public communication;
- Closely coordinate and collaborate with the Municipal Office for European Integrations on communication and information issues, dealing with European integration;
- Closely coordinate and collaborate with the Ministry of Local Government Administration and the Public Communication Office within OPM, in order to provide reflection of challenges, needs, priorities as well as the report on the achievement of Municipality's work;

- Closely coordinate and collaborate with the Personnel Office in the Municipality, Ministry of Local Government Administration and the Public Communication Office within OPM, on staff building capacities in relation to public communication;
- The Mayor appoints the municipal spokesperson as a political nominee;
- Offices for Public Communication are part of civil service starting from the head of the service and respective officers, excluding the Municipality Spokesperson, who is a political nominee;
- Public Communication Offices hold periodic meetings every 3 months and as per MLGA's request and the Office for Public Communication within OPM;
- Public Communication Offices in Municipalities should appoint an official responsible for addressing the applications for access to public documents.

- ***Policy coordination and communication***

Communication is efficient when it is planned, coordinated and carried out by responsible people, who can convey the right message at the right time.

Coordinated communication approach within the Government enables effective communication with external audience during the process of policy development. Coordination and cooperation between civil servants handling the communication with the spokesman and other political staff will be improved. This will be achieved through regular weekly meetings and exchanging/updating the weekly calendar of communication activities. Also, the PCO/OPM will have regular coordination meetings with the ministries shall take place and yearly communication plan shall be drafted, based on the Government's annual plan.

Communication officers shall be involved in working groups for the drafting of new policy/legislation and shall contribute by communicating it from the early stages of its development. This does not only entail giving information, but also the explanation of that policy, citizen awareness on the effects the policy will produce, as well as the establishment of the two-way government-public communication.

- ***Communication with media***

The main goal of media policy should be for the Government to manage the media agenda, by ensuring that its voice is heard clearly and loudly. This does not mean interference with editorial policy. Newspapers, televisions and portals can ignore the messages of the Government if they so desire, however, the Government needs to provide sufficient information in order to evidence it is well-organised and attaches great importance to full transparency.

In order to achieve such a thing, it is necessary to:

- Maintain regular contacts with central and local media, to inform them on essential issues;

- The Government main policies and main messages should be agreed within the government cabinet as a whole
- Information should be coordinated between the ministries and the cabinet as a whole, as their presentation should be done in a coherent and consistent manner.
- Rapidly responding communications officers, ensuring that the word of the Government is always present in the media
- Better coordination of communication officers in ministry with Communication Office within OPM, so that the response is confirmed and agreed in advance

Accreditation should be made one for the entire Government. This means increasing the number of accredited journalists which will have free access to all buildings of the Government of Kosovo.

Also, media monitoring should be done by the Public Communication Office at the OPM for the whole Government.

Better coordination implies also the drafting of a daily and weekly agenda for all events and activities of the Government.

Government Meetings

All materials discussed in the government meeting should contain the communication plan.

Journalists shall be informed in advance with the government agenda. This will allow newsrooms, depending on the issue discussed during the meeting, to send the journalists that follow that specific field. Meetings of the government should be broadcasted directly in the website of the Prime Minister, and allow the public to be informed in real time and be part of the decision-making processes. Journalists attending the meeting of the government in one of the rooms should be provided with simultaneous communication. The materials discussed should also be available to the media.

After the meeting, the Prime Minister and the members of the government cabinet that had any materials in the meeting, or the spokesman of the Government, shall hold a press conference in order to respond to journalists question.

For a better and efficient communication, the infrastructure in the conference room, and in other rooms should be improved, by placing better quality camera, and better WIFI, VideoBOX and better computers in which journalists would be able to work during their regular working hours.

- *Communications with new media*

The development of information technology has changed the way the public receives information, so government communication needs to adapt to these developments and utilize new media to communicate and promote democracy, participation and transparency in the government.

The unification of government's websites and the full functionalization of the official state portal shall be completed, which shall be the responsibility of the editorial board under the guidance of the PCO of OPM.

A guide on the use of the social networks (Facebook, Twitter, Instagram, Youtube, LinkedIn, etc.) will also be prepared, which will regulate how civil servants will use these media to communicate government's policies.

The aim is that the Government transmits its messages to as many citizens as possible through communicating with the social networks and to receive their comments or feedback on the new policies / legislation. But the use of new media should not replace traditional forms of communication with media, such as press conferences and interviews.

- *Communications and public consultations*

Regarding the public consultation process, the aim is to enable the administration to communicate the consultation activities more effectively. By involving the communications officers in the policy development process, a better basis for communication of activities will be established after a government decision is adopted. Communication Officers within the OPM and Ministries will assist in the development of public consultations by: simplifying messages regarding the purpose of new legislation/policies to make it more understandable for the public and the media; organizing press conferences/informing journalists at the beginning of the consultation process; increasing media coverage of debates/public meetings on draft laws and disseminating notifications of comments from these discussions through social networks and other communication channels; presenting reports on the results of public consultations to the media and the general public; continuous information of media and key partners on the progress in the implementation of the adopted legislation/policy.

- *Interaction of communication with access to public documents and open data*

The Draft Law on Access to Public Documents and Public Information and the new Regulation on the Government Communication Service will clarify the role of the communication offices regarding the access on public documents. So far, communication officers have been responsible for the initial handling of requests for access to public documents and to prepare a comprehensive report on the implementation of the Law on Access to Public Documents

Open data will be included in the Draft Law on Access to Documents and Public Information. They will be published by a responsible official on the open data portal, which is developed and managed by the Ministry of Public Administration.

- **Other changes to legal regulation**

In addition to the Regulation No. 03/2011 on the Public Communication Service of the Government, also some other amendments will be included to the Rules of Procedure of the Government of the Republic of Kosovo No. 09/2011, especially under chapters on planning and coordination as well as on public consultation procedures during the policy making process:

- In chapter IV, which sets out the rules for the process of policy drafting and analysis, in the articles that define the criteria for public consultation on policies approved by the Government, the proposer should be obliged to coordinate the consultation process with the public communications service.
- Chapter VI of the Government's Rules of Procedure, which regulates the coordination and planning of the rules of procedure of the government, must be supplemented with at least one or two articles with several paragraphs, the role of the Government Public Communication Service in the Government of Kosovo, and the coordination role of the Public Communication Office within the Office of Prime Minister. The articles must be in line with the new Regulation on the Government Public Communications Service.
- One or several articles should regulate the coordinated role and function of the Communication Service, the coordination of the Public Communication Office within the office of Prime Minister with the communication offices in other ministries.
- The functioning, structuring and organization the communication offices in the ministry, within the office of the Secretary General, should be regulated, enabling access to all activities of the ministries, including internal coordination meetings.
- In Chapter VIII regulating the functioning of the Council of General Secretaries, under Article 54 specifying the composition of the Council of General Secretaries should be added also the Public Communication Office (PCO) within the Office of Prime Minister.
- Chapter X defining the public nature of government's work should also state the role that the government public communication service has in the process of regulating the function of Government's public work. Articles in this chapter are also part of the responsibilities and functions of the government public communication service.
- To the Application form for establishing the team for drafting the Concept Document should be added the standard engagement of the team communications officer
- In addition to the communication plans that should be part of the Concept Documents (under Chapter 10, which identifies the way and means by which a new policy should be communicated), it should be required from the proposer and the government public communication service to prepare the introductory overview of the new policy which will include all relevant policy information that should be communicated to the public.

- The Law on State Administration of the Republic of Kosovo shall not be affected by the analysis and discussions of the Concept Document on the government public communication service.

Option 3: Changing the existing implementation approach

So far, it was attempted that through building of professional and human capacities, trainings, study visits, etc., to improve the function of the government public communication service.

In the current analysis of the functioning of the Government Public Communications Service, no advantages have been identified for preserving the existing approach. With the current capacity of the Public Communication Office within the OPM, implementation of Regulation No.03 / 2011 cannot be improved. In particular there will be stagnation in policy communication, interaction of communication with public consultations, and the use of new media for communication in line with new technological developments that have changed the way of communication.

By changing the existing approach, the current human and professional capacities of the Government Public Communication Service will be preserved and further developed through training and enhancement of their professionalism. Also, coordination of government communication will be improved through regular meetings between the PCO/OPM and Public Communications Divisions that would be held at least once a month as well as coordination meetings between the PCO/OPM, and meetings between officials responsible for communication in the Agency at least every three months.

Chapter 5: Summary of options

Main features	Option 1	Option 2	Option 3
Options main features	Status quo	Changing the existing policy	Changing the existing implementation approach
Targeted population segment/sector/region			
Characteristics of implementation - who is responsible - a government department (which one),	Public Communications Office within the OPM, Public	Public Communications Office within the OPM, Public	Public Communications Office within the OPM, Public

private sector, citizens	Communications Divisions within the Ministry, Officials Responsible for Communications at the Agency	Communications Divisions within the Ministry, Officials Responsible for Communications at the Agency	Communications Divisions within the Ministry, Officials Responsible for Communications at the Agency
Administration or implementation of the program or service	Public Communications Office within the OPM, Public Communications Divisions within the Ministry, Officials Responsible for Communications at the Agency	Public Communications Office at the OPM, Public Communications Divisions in the Ministry, Officials Responsible for Communications at the Agency	Public Communications Office within the OPM, Public Communications Divisions within the Ministry, Officials Responsible for Communications at the Agency
Laws, sub-legal acts, amendments to existing laws as well as enforcement and penalties	No changes	<ul style="list-style-type: none"> - Amendment of Regulation No.03/2011; -Supplementation of the Government's Rules of Procedure Nr.09/2011; -Guidance for drafting of CD and EM No. 074/2012; - Regulation No.16 / 2013 on the organizational structure of the Office of the Prime Minister - Administrative Instruction (MPA) No. 01/2015 for the websites of public institutions Administrative Instruction No.02/2011 for the Portal of the Government of the Republic of Kosovo -Guidelines on the use of new media 	No changes

Incentives or lack of economic incentives – subsidies or taxes	No changes	No changes	No changes
Education and communication campaigns	Awareness campaign for decision-makers on the involvement of communication officers in the early stages of policy development	Awareness campaign for decision-makers on the involvement of communication officers in the early stages of policy development	Awareness campaign for decision-makers on the involvement of communication officers in the early stages of policy development
Instructions and Codes			
Timeline - when the option becomes effective			

Chapter 6: Options analysis

Benefits

Option 1

Cost and legal regulation are maintained

Option 2

By amending the Regulation No.03/2011 on public communication service of the government, the capacities of the Public Communications Office within the Office of Prime Minister will be increased to ensure effective communication with the public. Three new units will be created: 1) The Unit for Communication with the Media and Monitoring, 2) Policy Planning, Coordination and Communication Unit, and 3) Unit for New Media. The creation of separate units will affect the improvement of internal and external communication, inclusion of communication officials in the development of government policies from the very first phase of development, linking the communication with the public consultation process, and in the use of new media for communications in line with new technological developments.

Option 3

Current human and professional capacities of the Government Public Communications Service are preserved and further developed through training and enhancement of their professionalism. Coordination of government communication can be improved through regular monthly meetings between the PCO/OPM and Public Communications Divisions within ministries as well as coordination meetings to be held at least once a month, and coordination meetings between the PCO/OPM and the responsible communication officers in the Agency.

Negative consequences

Option 1

The Public Communication Office in OPM will not have sufficient capacities to fully implement its responsibilities deriving from Regulation No.03/2011. There will be no clear focus on communication during the policy development process. Citizens will be informed about the work of the government mainly through media while there will be no communication between the public and policymakers. The planning and coordination of government communication will not be at a satisfactory level.

Option 2

Lack of budget to provide professional staff or lack of willingness to reorganize communication offices to get through with the implementation of the new regulation of government public communication service, will affect the performance of the institution.

Option 3

There will be stagnation in communication of the policies, interaction of communication with public consultations and the use of new media for communication in line with new technological developments.

Cost

For the cost of implementing the concept document, namely the recommended option, please see the attached annex

Chapter 7: Consultation

During the drafting of this Concept Document, the following consultative meetings were held:

Institution / Organization	Issues discussed	Date of the meeting
Divisions for Communication of the Ministries of the Government of Kosovo	Different aspects of communication in the ministry	26 May 2017 6 July 2017
Agency for Information Society	Establishment of the editorial office for the state portal, led by the PCO/OPM	6 June 2017

Democratization Department at the OSCE	Possibility for OSCE support in the establishment of a new media unit in the PCO/OPM	19 June 14 November
Municipal Offices for Communications and Division for Communication at MLGA	Cooperation of municipalities with MLGA and OPM for communication activities	30 June 2017
Offices for Communication in executive agencies in the Government	Functioning of communications in executive agencies and improvement of coordination with OPM and ministries	6 July
Communication Office of the Government of Montenegro, Ministry of European Integration	Exchange of experiences with Montenegro in the field of government communication	10-11 July 2017
Legal Department and Department of Public Administration Reform in MPA	Unification of titles and grades in the offices for communication in the ministry	1 August 2017
Independent Media Commission	Improvement of government communication with the media	3 August 2017
Secretary General in MLGA	Cooperation of municipalities with MLGA and OPM for communication activities	4 August 2017
Ombudsperson	Inter-institutional cooperation in the field of government communication	4 August 2017
Local media: <ul style="list-style-type: none"> • Mitrovica region • Peja region • Prizren region • Ferizaj region • Gjilan region • Prishtina region 	Improvement of government communication with local media	11 September 12 September 13 September 14 September 18 September 19 September
Association of Journalists of Serbia in Kosovo	Government communication with Serbian media	29 September
Association of Journalists of Kosovo	Government communication with the media	2 October

Central media in Kosovo	Government communication with the media	10 October
Language Commissioner	Cooperation to improve governmental communication with media in real-time official languages	18 October
Workshop with CSOs	Government Communication with Publik	12 December

More details on public consultation process can be read in the attached public consultation report

Chapter 8: Comparison of options

If we compare the consequences of each option, then the following consequences will occur:

- The main consequences of the first option are the problems related to the lack of government communication offices capacities to communicate with the public during the policy development process. There will be difficulties in coordination and planning of government communication as well as in the interaction of public communication and consultations.
- The main consequences of the second option are the comprehensive regulation of governmental communication, starting from capacity building of the OPC/OPM for policy communication, public consultation, media communication, unification of government websites, improvement of planning and coordination of government communication activities, proactive approaches to media communication. The reorganization of the OPC/OPM and the establishment of new units will not have a high budget cost, whereas the benefits in terms of public communication will be significant.
- The main consequences of the third option are the lack of human resources to contribute during the policy development process and communicate with the public. Additionally, the lack of human capacity will also entail difficulties in the unification of government websites, establishment of the editorial office of the state portal and proper use of social networks for communication of government activities.

Chapter 9: Recommendation

Based on the above mentioned options, the Office of Public Communication of the Office of the Prime Minister recommends the second option

Chapter 10: Communication

The Concept Document shall, following its approval, be published on the website of the Office of the Prime Minister and will be accessible to the public. Other normative acts deriving from the Concept Document will also be published

After the approval of the Concept Document, a press release will be issued so that the public is informed about the government's commitment to improve communication with the media and the public.

Also, an awareness campaign will be organized for decision-makers and the administration of the Government of Kosovo for the involvement of communication officers in the early stages of policy development.

Implementation Plan

Objective 1: Strengthening relation between government and public and vice versa through more efficient, open and comprehensive communication			
Indicators for measurement of achievement of objectives	Baseline Measurement 2016	Target 2018	Target 2021
- Adopting the Concept Document on the Government Communication Service with Public	-Request for inclusion of Concept Paper on Communication in the list of concept papers for 2017, submitted	-5 TT certified trainers delivering training sessions	-75% of relevant staff for developing policies in CG and line ministries, trained
- Drafting and adopting the New Regulation on Government Communication Service	-Assessment of the implementation of current Regulation No. 03/2011 on Government Communication Service, carried out	-50% of the relevant communication staff in CG and line ministries, trained	-New Regulation on Government Communication Service, implemented
- Drafting and adopting the new Guidelines on Concept Documents	- Assessment of the implementation of Regulation on Rules and Procedures of the Government/ the part of communication, carried out	-New Regulation on Government Communication Service, drafted	-Communication Officers are involved in Working Groups for Concept Documents
- Drafting and adopting the Guidelines on Accrediting Media Covering the Government activities	- Consultative preparatory meetings for the New Guidelines on Concept Papers, held	-Guidelines on Concept Papers, drafted; Communication Officers involved in Working Groups for Concept Papers	-Media accredited based on the new Guidelines
- Reviewing the New Regulation on the Code of Ethics for Public Communication Officers		Instruction for Accrediting Media, drafted	-Reviewed Regulation on Code of Ethics for Public Communication Officers, implemented
- Reviewing the Administrative Instruction on Websites of Public Institutions		New Regulation on the Code of Ethics for Public	- New Administrative Instruction on Public Institutions Websites, implemented

<p>- Reviewing the Administrative Instruction on Portal of the Government of the Republic of Kosovo</p> <p>-Drafting the Guidelines on Using the New Media</p>	<p>- Assessment of the implementation of the Regulation on Code of Ethics for Public Communication Officers, carried out</p> <p>-Assessment of the implementation of the Administrative Instruction on Websites of Public Institutions, carried out</p> <p>-Assessment of the application of Administrative Instruction on the Portal of Government of the Republic of Kosovo, carried out</p> <p>-There is no Guidelines on New Media</p>	<p>Communication Officers, reviewed</p> <p>- New Administrative Instruction on Public Institutions Websites, reviewed</p> <p>-New Administrative Instruction on Portal of the Government of the Republic of Kosovo, reviewed</p> <p>-Guidelines on Using the New Media, drafted</p>	<p>- New Administrative Instruction on the Portal of Government of the Republic of Kosovo, implemented</p> <p>-Guidelines on Using the New Media, implemented</p>													
<p>Activities</p>	<p>Key Developments</p> <table border="1"> <tr> <td data-bbox="1201 1451 1396 1675">2018</td> <td data-bbox="1201 1240 1396 1451">2019</td> <td data-bbox="1201 1025 1396 1240">2020</td> </tr> <tr> <td data-bbox="1246 1451 1396 1675">Regulation drafted</td> <td data-bbox="1246 1240 1396 1451">Regulation implemented</td> <td data-bbox="1246 1025 1396 1240">Regulation implemented</td> </tr> </table>		2018	2019	2020	Regulation drafted	Regulation implemented	Regulation implemented	<table border="1"> <tr> <td colspan="2" data-bbox="1166 562 1396 792">Institutions</td> </tr> <tr> <td data-bbox="1166 792 1396 1025">Governing</td> <td data-bbox="1166 562 1396 792">Supporting</td> </tr> <tr> <td data-bbox="1246 792 1396 1025">PCO</td> <td data-bbox="1246 562 1396 792">SIDA</td> </tr> </table>	Institutions		Governing	Supporting	PCO	SIDA	<p>Provision of budget</p> <p>SIDA</p>
2018	2019	2020														
Regulation drafted	Regulation implemented	Regulation implemented														
Institutions																
Governing	Supporting															
PCO	SIDA															
<p>1.1 Drafting the New Regulation on Government Communication</p>																

Service								
1.2 Establishing the legal basis for the New Regulation on Government Communication Service in the Law on Government	Law on Government adopted	Law on Government implemented	Law on Government implemented	OPM	OPM	OPM	OPM	OPM
1.3 Coordination with AIS on functionalization of state portal and unification of websites	New portal, designed and websites unified	New portal, functionalized and websites unified	New portal, functionalized and websites unified	PCO/AIS				
1.4 Building of capacities for using new media	Guidelines on new media, drafted	50% of responsible officers, trained	100% of responsible officers, trained	OPC				

Objective 2: Enhancing public communication in early stages of policy development

Indicators for measurement of achievement of objectives	Baseline Measurement 2016	Target 2018	Target 2021
-Developing the tool for communication within the Guidelines on Concept Papers and adopting the Guidelines -Training Communication Officers and Policy Coordination Officers within OPM and line ministries for policies communication	-Communication with the old Guidelines, not properly functioned -There were no such training sessions -Communication Officers are not part of Working	-Communication tool, developed and New Guidelines on Concept Papers, adopted -Certified trainers deliver training sessions on policies communication	-New Guidelines on Concept Papers, implemented -Policies communication, improved -OPC capacities increased with additional staff and new units established

<p>-Involving Communication Officers in the Working Groups for Concept Papers Development</p> <p>-Communicating Public Consultations Activities</p> <p>-Establishing new units within OPC/OPM</p>	<p>Groups for Development of Concept Papers</p> <p>-Public consultations not communicated</p> <p>-OPC operates with limited capacities</p>	<p>-Communication Officers involved in Working Groups for Concept Papers Development</p> <p>-Communication of public consultations, begins</p> <p>-Opportunities for building OPC capacities, identified</p>			
<p>Activities</p>	<p>2018</p>	<p>Key Developments</p>	<p>Institutions</p>	<p>Provision of budget</p>	
<p>2.1 Training Communication Officers on the New Guidelines on Concept Papers</p>	<p>35% of staff responsible for communication, trained</p>	<p>2019</p>	<p>2020</p>	<p>Governing</p>	<p>Supporting</p>
<p>2.2 Strengthening policies communication capacities</p>	<p>Certified trainers deliver training sessions</p>	<p>70% of staff responsible for communication, trained</p>	<p>100% of staff responsible for communication, trained</p>	<p>PCO</p>	<p>PCO</p>
<p>2.3 Training Communication Officers for supporting public consultations process</p>	<p>Delivering training sessions and commencing the public consultations communication</p>	<p>Public consultations communication, commenced</p>	<p>Public consultations communication, commenced</p>	<p>PCO</p>	<p>PCO</p>

<p>2.4 Increasing PCO capacities with additional staff and establishing new units: 1) <i>Unit for Communication with Media and Monitoring</i> 2) <i>Unit for Policy Planning, Coordination and Communication</i> 3) <i>Unit for New Media</i></p>	<p>Identification of opportunities for increasing the number of staff and establishing new units</p>	<p>Number of staff, increased and new units, established</p>	<p>Number of staff, increased and new units, established</p>	<p>PCO</p>	<p>PCO</p>	<p>Donor support is required</p>
<p>2.5 Pro-active communication with journalists and public</p>	<p>Strategy on Media Communication, drafted</p>	<p>Strategy implemented</p>	<p>Strategy implemented</p>	<p>PCO</p>	<p>PCO</p>	<p></p>
<p>2.6 Regular annual accreditation of media to cover the Government work</p>	<p>Guidelines on media accreditation, drafted</p>	<p>Guidelines implemented</p>	<p>Guidelines implemented</p>	<p>PCO</p>	<p>PCO</p>	<p></p>
<p>2.7 Improving the Press Centre, and other rooms, equipping with computers, WIFI with stronger signal, VideoBox, more professional cameras in the Government meetings, same cameras in Press</p>	<p>Detailed identification of needs for improving conditions of rooms, especially Press Centre</p>	<p>Press Centre, completed</p>	<p>Press Centre and other rooms, completed with infrastructure necessary for media</p>	<p>PCO</p>	<p>PCO</p>	<p>Donors</p>

Centre and other rooms. Enabling the translation provided for ministers in the Government meeting room to be heard in the Press Centre too.									
2.8 Establishing the Visual Materials Archive ¹³	Competition for missing visual materials	Archive, established	Regular archiving of all visual materials	PCO	National Library Art Gallery	Donors			
2.9 Publishing information materials - informations bulletins	Annual plan for publications, drafted	Annual plan, published	Annual plan, published	PCO	Line ministries	PCO, Line Ministries			

Objective 3: Improving coordination and planning of government communication with public

Indicators for measurement of achievement of objectives	Baseline Measurement 2016	Target 2018	Target 2021
-Conveying of coordinated messages to the media and public	-Messages not coordinated at the government level	-Coordinated approach in policies communication	-Coordinated approach in policies communication
-Weekly calendar of government communication	-There is no weekly calendar of government communication	-Weekly calendar of government communication, prepared	-Coordination of weekly calendar of government communication implemented through the complete
-Annual communication plan based			

¹³ In accordance with the technical capacities it will be considered the possibility that the archive of the communication material is online and accessible to the public

on Annual Government Work Plan	Key Developments			-No annual communication plan drafted	-Annual communication plan, prepared	functionalization of weekly calendar -Annual communication plan prepared and its implementation monitored
	2018	2019	2020			
Activities						Provision of budget
3.1 Regular coordinating meetings between PCO/OPM and ministries	Annual schedule of coordinating meetings, planned and meetings held	Regular coordinating meetings, held and activities coordinated	Regular coordinating meetings, held and activities coordinated	PCO	PCO	PCO
3.2 Preparing the weekly calendar of activities	Weekly calendar, prepared	Weekly calendar, functioning and conveyed messages, coordinated	Weekly calendar, functioning and conveyed messages, coordinated	PCO	PCO	PCO
3.3 Preparing the Annual Communication Plan	Annual Communication Plan, drafted	Annual Communication Plan drafted and its implementation monitored	Annual Communication Plan drafted and its implementation monitored	PCO	PCO	PCO

