



# **STRATEGY FOR INFORMING THE PUBLIC ABOUT MONTENEGRO'S ACCESSION TO THE EUROPEAN UNION 2014-2018**

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## Acronyms list:

- EU – European Union;
- ELARG – European Commission's DG Enlargement;
- MFAEI – Ministry of Foreign Affairs and European Integration
- NGO – Non-governmental organisations;
- Union – European Union;
- MPA - Montenegro's Programme of Accession to the European Union 2014 – 2018
- SAA – Stabilisation and Association Agreement
- IPA – Instrument for Pre-accession Assistance;
- PPF/SMF instrument – IPA reserve list

## 1. Introduction — What do we want to achieve with the Strategy?

Montenegro's European integration is the Government's strategic priority, and for this reason it is crucial to inform the citizens<sup>1</sup> about the commitments, responsibilities, and benefits arising from membership, as well as to reduce some ill-founded stereotypes related to the accession process and the membership itself. It is necessary to help citizens understand that the process of European integration concerns them and that they will reap the most benefits in both the pre-accession period and after Montenegro joins the Union. By providing timely and objective information, citizens need to receive a clear and concrete understanding of responsibilities and commitments of the future process of integration.

Public opinion surveys showed that citizens have a positive perception of the benefits that membership will bring in various areas, and they think that after negotiations are completed, and Montenegro becomes an EU member, a process of internal reforms will be undertaken thus leading to a better living standard for citizens. On the other hand, first-hand experience and the available surveys point to a lack of interest among the citizens for the topics related to the accession process, and there are also those who are not sufficiently informed about the Montenegro's EU integration process. Overcoming these challenges will be an important task for the implementers of Strategy for Informing the Public about the European Union and Membership Preparations 2014-2018 (hereinafter Communication Strategy).

This document is an expression of a sincere and transparent desire of the Government to improve communication at all levels. For this reason, the Ministry of Foreign Affairs and European Integration, together with international partners, passed through intensive preparations in drafting this Communication Strategy. For this reason, in its preparation we involved a number of communications specialists, PR professionals, and NGOs dealing with this field, but also made internal consultations at the Government, and through consultations with the public we aim to promote the communication approach suggested by this document – transparency, information provision, partnership, and dialogue.

In drafting this Strategy, we observed the previous experience, and consequently put an emphasis on Chapter "State of affairs and recommendations – Lessons learned," in which we took notice of our experience, public opinion surveys, and analytical documents made by Montenegrin and international NGOs, and we also consulted the comparative practice from previous enlargement periods, as well as the Communication strategy of the EU Delegation to Montenegro.

Bearing in mind that it is the entire society ultimately joining the EU, in the five years covered by the Communication Strategy we should aim to establish communication mechanisms and develop communication activities that will contribute to a better citizen understanding and greater interest in the process, as well as boost their support for the accession process.

The Strategy took into account the new accession dynamics, the current phase, and the forthcoming commitments related to the accession process, including the EU support programmes, all of which call for new communication channels, tools, and techniques, catching

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<sup>1</sup> Where necessary, this Strategy applies gender-neutral and gender-sensitive language.

up with contemporary communication trends, and the needs of various target audiences. All of this was duly considered in the preparation of the Strategy.

This will be the key task for the Government and other stakeholders – how to reach all the citizens, with what messages, through which channels, and in what ways to talk to them? This Strategy therefore provides a strategic framework for public relations professionals/negotiation structure/communicators, whereas the list of activities to be implemented over the five-year period will be defined in annual action plans.

This is no easy work, as previous enlargement experiences showed. The reason lies in the complexity of the process, which is being undertaken by Montenegro for the first time, and which requires coordination of many participants. This is why the document aims to provide solutions to the issues of insufficient local and national administrative capacity, public relations, and current challenges in the media community by getting the target audiences involved in the best possible way and by ensuring they receive the right message.

The experience shows that successful communication programmes do not just happen, but are a product of thorough research, diligent planning, and careful implementation. Therefore, this document defines clear methods, channels, tools, and target audiences, so the communicators of the EU integration process would have an easier job in communicating both at the Government level and the level of local self-government.

We believe that this document, which will be subject to amendments as the process progresses, will contribute to meeting our key objective, but also the set of specific objectives.

We wish to thank our partners – the European Union Delegation to Montenegro, the British Council and the UK Embassy in Montenegro, the Capacity Development Programme (CDP) – for their help in implementing a great number of activities in the process of drafting this Communication Strategy.

## 2. Current phase and future challenges in Montenegro's EU accession process

Montenegro has launched EU accession negotiations on 29 June 2012. In the first year and a half of negotiations (June 2012 – December 2013), Montenegro has made good results, which came after thorough and comprehensive preparations, diligent work, and great commitment not just of the state administration but the civil society and other stakeholders in our country.

A very good negotiation structure has been established, analytical overview process of legal harmonisation with the EU acquis has been completed, and two negotiation chapters were opened and provisionally closed: 25 – Science and Research, and 26 – Education and Culture. At the end of 2013, five chapters have been opened: 5 – Public Procurement; 6 – Company Law; 20 – Enterprise and Industrial Policy; and the two most important chapters that deal with the rule of law and make a back-bone of every society: 23 – Judiciary and Fundamental Rights and 24 – Justice, Freedom, and Security. The opening of Chapters 23 and 24 is the essence of the new approach to EU's accession negotiations with potential member-states. The opening of these two chapters marked the fulfilment of the fundamental principle of the new approach to negotiations, as stated in point 42 of the Montenegro-EU Negotiating Framework: "Given the challenges faced and the longer-term nature of the reforms, the chapters 'Judiciary and fundamental rights' and 'Justice, freedom and security' should be tackled early in the negotiations to allow maximum time to establish the necessary legislation, institutions, and solid track records of implementation before the negotiations are closed."

The time ahead will see diligent work towards meeting the requirements necessary for the steady opening of other negotiation chapters, which will contribute to thorough reforms, alignment with EU standards, and development of the Montenegrin society.

What lies ahead is a period of hard work on meeting our commitments and facing the challenges. The challenges are many. First and foremost, they are related to the need to develop the strategic framework further, harmonisation and implementation of laws and new standards and best practices, development of existing and establishment of additional administrative capacity, and financial means for realisation of all the commitments.

Bearing all this in mind, in December 2013 the Government of Montenegro adopted a five-year plan entitled Programme of Accession of Montenegro to the EU 2014-2018, which clearly defines the agenda of activities in the thirty-three negotiation chapters.

When it comes to administrative capacity, the negotiation process, and getting closer to membership, this document recognises the need for new know-how and expert profiles, which in turn require institution building and development, education of current employees, and hiring new people in the areas where more capacity is needed.

The Programme envisages the adoption of 1.258 legal documents (228 laws and 1.030 bylaws).

Most financial assets will be required for Chapter 12 – Food Safety, Veterinary, and Phytosanitary Policy, 15 – Energy, 27 – Environment, and 29 – Customs Union. These funds will be required for infrastructure investment (water cleaning installations, wastewater systems, sanitising the locations containing dangerous industrial waste, facilities for processing animal



by-products, construction of border crossings for animal commodities, construction of facilities for strategic oil reserves, IT system development, etc.).

Constant attention will be given to the implementation of rule of law reforms which are essential for further economic development and normal functioning of other areas of social life.

A society's development and strength are assessed by looking at the level of development and strength of its institutions. Therefore, it is necessary to do the following: continue supporting the reform of the judiciary, which will in turn ensure its independence and efficiency; improve the quality of public administration; intensify reforms in the area of economy; improve the business environment by strengthening competition; and improve the quality of goods and services.

An important element of Montenegro's EU accession is the Instrument for Pre-accession Assistance (IPA), which serves to build the institutional capacity for efficient enforcement of the EU *acquis communautaire* and to prepare the country for using the structural and cohesive funds after accession. IPA has been envisaged as a comprehensive support to the EU integration process in the areas of financial assistance, technical, and expert assistance to reforms in the country.

Montenegro is currently entitled to IPA support from the first two components (I – Transition assistance and institution building, and II – Cross-border cooperation), coordinated by the European Union Delegation in Podgorica. Montenegro will be entitled to other three components after the European Commission adopts a Decision on transferring the management over IPA to Montenegro (decentralised management).

It is important to note that after Croatia's accession to the EU a need has presented itself to amend the Stabilisation and Association Agreement (SAA) in a way that would ensure its trade with Montenegro would be conducted on the basis of the SAA.

After three rounds of negotiations with the Commission, Montenegro has inked and then signed on 18 December 2013 the Protocol amending the Stabilisation and Association Agreement. By doing this, Montenegro has become the first country in the region to sign this Protocol, which has enabled the traditional trade between the two countries to continue on a liberal basis.

In parallel with the reform activities needed to prepare the Montenegrin society for future EU membership, it is necessary to intensify the communication with citizens with the view to reaching a high level of understanding and acceptance of the process and the changes it brings. For this reason, active participation of all stakeholders is needed, as well as an understanding that European integration is a project relevant for the society as a whole.

### 3. Time-frame

This communication strategy will be implemented in the period 2014-2018 and will adhere to the Programme of Accession of Montenegro to the EU for the same period.

Action plans will expand the Strategy in more detail, and they will be drafted by the Ministry of Foreign Affairs and European Integration in cooperation with partners, such as other state institutions, EU Delegation to Montenegro, and the civil society. The action plans will be adopted by the Government.

The Communication Strategy will constantly be subject to evaluation and revision in accordance with the requirements of the accession process.

The Communication Strategy does not encompass the information campaign in the run-up to the referendum, having in mind its implementation timeframe. This issue will be dealt with by the communication strategy for the period after Montenegro and the EU complete the technical part of accession negotiations, i.e. after they sign the Accession Agreement (which is followed by the ratification period).

## 4. State of affairs and recommendations – Lessons learned

The first Communication Strategy on Informing the Public on Montenegro's EU Association Process was adopted in 2004. Implementation of this Strategy was characterised by significant cooperation with non-governmental organisations.

The Communication Strategy 2010-2014 was defined as a document that “gives guidelines for better informing and education of the public, with the aim of accomplishing bigger degree of citizens' understanding of European integration reform and their active participation in it.”<sup>2</sup> The main objective of the Communication Strategy was: “to raise awareness of the domestic public on all aspects of the EU accession process, help them better understand rights and responsibilities arising from membership, raise the level of professional knowledge within public and private organisations and institutions, as well as inform the international public on the progress that Montenegro makes in adopting European standards and values.”<sup>3</sup>

In that regard, the Ministry of Foreign Affairs and European Integration and other key institutions have in the previous period, together with the EU Delegation, civil society, media, education institutions, and other stakeholders, provided comprehensive information to the citizens about the process of Montenegro's accession to the European Union. The objective has been to bring the European Union closer and to inform the citizens about the rights and obligations arising from membership and to encourage them to participate in the process actively. The strategy identified NGOs as an important multiplier, so over the four-year period, the NGOs were the Government's key partner in the implementation of the Strategy, alongside the EU Delegation.

Having in mind the results of the public opinion surveys by renowned agencies, domestic, and international organisations, and believing that Montenegro is now facing different circumstances compared to the period when the previous strategy was being drafted, the new strategy needs to be updated and adjusted to the future integration phases, especially when it comes to overcoming the implementation shortcomings faced by the previous one.

### 4. 1. Lessons learned:

In the process of creating a new Communication strategy, in particular the adoption of annual action plans, future implementers and multipliers (public opinion shapers) should be included and better coordinated, with the aim of establishing more efficient organization and stronger networking, in order to then apply the principles of decentralization and flexibility.

Communication with the public requires constant oversight, evaluation, and amendment. As this important element was absent from the implementation of the previous strategy, it is necessary to establish a structure that would ensure timely and continued implementation of these activities.

Looking at the experience of the previous strategy, for which no implementation funds were envisaged by the State budget, it is necessary to assign an adequate budget for the implementation of the new strategy.

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<sup>2</sup> Communication Strategy for Informing the Public on the European Union and Preparations of Montenegro for Membership 2010 – 2014 p. 5.

<sup>3</sup> Ibid, p. 11.

The model of implementing communication activities via multipliers (public opinion shapers) has proved to be a good approach and it should be continued, albeit with a more pro-active and coordinated approach of the Government and the line ministries. Continuous Government-civil society cooperation must be ensured in the sense of timely and efficient flow of information, with the view to harmonising the activity plans of the Government and the civil society. It is necessary to establish a new body for the cooperation of these structures in activities related to the implementation of the Strategy.

To ensure expectations are realistic, it is necessary to cherish open dialogue with the citizens and clearly communicate which rights and obligations stem from EU membership.

In that regard, easily understandable language and concrete examples should be used thus presenting real-life stories and positive experiences from the region and other EU member states that deal concretely with the way EU integration has affected everyday life.

Direct contact and field-work is indispensable when it comes to communication and this practice should be continued, having in mind it has given the best of results.

According to a public opinion survey, the changes arising from EU membership are perceived by the public as forced upon us by the EU, rather than as changes that correspond to citizens' needs. It is important to ensure citizens understand that changes do not come from integration itself, but from the need to democratise the society further and create the necessary preconditions for sustainable development.

Having in mind the need for an intensive sectorial communication, it is necessary to network, educate, and strengthen PR units at all levels. At the same time, in order to make the most out of media activities aimed at informing the citizens about EU integration, state employees performing communication tasks should undergo continuous training programmes and be involved in the process of implementing annual action plans.

We must target specific audiences in specific ways in order to provide as detailed information as possible on the specific topics with which they are concerned.

Despite the awareness on importance of educating the journalists who cover EU integration issues and conducted trainings and study programs, the lack of resources in the Montenegrin media and a high level of mobility of staff, resulted with the circumstances that specialized group of journalists who would exclusively cover this topic almost do not exist. This issue needs to be treated separately through annual action plans.

Communication projects related to the EU should be better networked, coordinated, and branded in cooperation with the Ministry of Foreign Affairs and European Integration, the EU Delegation, and the NGO sector in Montenegro.

Comparative experience of countries that underwent the accession process shows that the current phase of Montenegro's integration is too technical and not very comprehensible for the citizens, which may cause a decline in trust. An additional problem may come from the current situation in the Union. Namely, due to the financial crisis, but also because of certain post-accession experiences, scepticism is growing among EU citizens as regards new enlargement. The rise of Euro-scepticism could be understood in the light of dire economic circumstances the continent is facing. Those are serious problems still in need of long-term and systemic solutions

within the European Union. Tough economic circumstances in EU member-states, and European institutions' response to these issues, may affect the citizens' overall opinion about the EU. At the same time, negative economic trends inherent to all transition societies also affect Montenegro.

In drafting this Strategy, we took notice of a number of internal and external factors that might affect its implementation.

## 5. Strengths, weaknesses, opportunities, threats analysis (SWOT)

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• A majority of citizens support Montenegro's EU accession</li> <li>• Firm belief that Montenegro is a European country, even though it is not an EU member</li> <li>• Young people are very enthusiastic about the benefits EU accession will bring</li> <li>• All parliamentary political parties support Montenegro's EU accession</li> <li>• There is a broad social consensus on Montenegro's EU accession</li> <li>• Media are interested in the topic</li> <li>• Citizens have a positive opinion of the European Union – the majority believes domestic reforms will bring about better life after accession</li> <li>• New approach to the negotiation structure organisation – including the civil society representatives – ensures synergy of all social stakeholders</li> <li>• High level of using IPA financial funds for reforms and institution building</li> <li>• Proactive non-governmental sector approach to EU matters, with a great number of projects and programmes in the area of EU integration</li> </ul>	<ul style="list-style-type: none"> <li>• No communication strategy section in the budget</li> <li>• Poorly defined and inefficient internal communication channels at the level of process implementers</li> <li>• A third of citizens think the EU accession is in the best interest of the politicians rather than citizens</li> <li>• Insufficient local government capacity for public relations</li> <li>• Citizens who do not perceive the EU as a change-generator</li> <li>• Shortage of EU-specialised journalists</li> <li>• Insufficient public prominence of negotiation structure members</li> <li>• Insufficient knowledge about EU assistance programmes among potential EU funds bidders and concerned citizens in general and insufficient capacity for submitting requests</li> <li>• Citizens are insufficiently knowledgeable of the concrete benefits and obligations stemming from membership, which already produces unrealistic expectations</li> <li>• Vague terminology in communicating the EU integration process</li> <li>• Same messages for all target audiences</li> <li>• Information inaccessibility for certain target audiences (persons with disabilities)</li> </ul>

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• Montenegro is a regional leader in the EU integration process</li> <li>• EU's positive outlook towards enlargement, support to Montenegro</li> <li>• More people are undecided or "mildly against" than "firmly against" accession</li> <li>• Education of journalists and editors</li> <li>• New regional and international partnerships</li> <li>• Good cooperation with the civil society, especially NGOs (an example for the region and the EU)</li> <li>• Experiences of other countries in the region who already joined the EU</li> <li>• Direct contact and field-work</li> <li>• Establishment of the EU Info-Centre</li> <li>• Some topics have still not been covered by the media and are therefore distant to the citizens</li> <li>• EU Delegation and civil society projects</li> <li>• Availability of financial resources within EU support programmes</li> <li>• Establishment of a decentralised management of the EU Instrument for Pre-accession Assistance (IPA)</li> </ul>	<ul style="list-style-type: none"> <li>• Trust in EU is declining over the last two years, but is constantly at around two thirds of citizens</li> <li>• Citizens are not interested in information about EU accession</li> <li>• Economic uncertainty in the EU</li> <li>• Perception among a portion of the public that European and Euro-Atlantic integration are causally connected</li> <li>• Growing network of Euro-sceptics</li> <li>• Brain-drain</li> <li>• Complex decision-making procedures within EU support programmes</li> </ul>

***Based on this analysis and the lessons learnt, this communication strategy will prescribe general and specific objectives, target audiences,<sup>4</sup> and messages.***

<sup>4</sup> More info in chapter: 8. Target Audiences

## 6. Communication approach

The Strategy envisages three avenues:

**1) PR, with a special focus on media relations;**

**Basic principles:** pro-active approach, information provision, transparency, education, decentralisation, simplicity.

**2) Institutional (Government, Parliament and line committee, local governments, various directorates, agencies, etc.)**

**Basic principles:** pro-active approach, partnership, transparency, responsibility, mutual exchange of information, and independence.

**3) Sectoral communication, including the civil society (ministries, professional organisations, NGOs, universities, etc.)**

**Basic principles:** pro-active approach, partnership, dialogue, transparency, responsibility, mutual exchange of information, and independence.



## 7. Communication strategy objectives

### 7. 1. General objective

General objective of the Strategy is to contribute to a better understanding of the European integration process among the citizens and to ensure their support to the accession process.

### 7. 2. Specific objectives<sup>5</sup>

#### 1. *Ensure timely, accurate and accessible information about the negotiation process*

- Undertake an education and information campaign aimed at providing complete and timely information about the accession process to the target audiences, including EU support programmes
- Through sectoral information provision, ensure that all target audiences are involved and accurately informed about the accession process, including EU support programmes
- Ensure simple and timely access to information about the accession process including EU support programmes
- Get media interested into reporting on “life-stories” from the EU, but also on specific and specialised topics from various segments and phases of the EU integration process.
- Create a database containing relevant information for domestic and foreign public
- Ensure timely information provision to international public about Montenegro’s progress in adopting European standards

#### 2. *Establish monitoring and coordination of communication activities*

- Improve internal communication at the Government by adopting an Operational Structure for monitoring the implementation of the Strategy
- Improve participation of local governments by establishing municipal teams for communicating EU integration
- Improve communication between the Government and other institutions and the civil society (with a special emphasis on the NGO) by establishing an Operational Structure for monitoring the implementation of the Strategy.

#### 3. *Improve dialogue on EU integration with all society groups*

- Constantly improve public dialogue with the civil society and professional associations
- Encourage dialogue and active participation in debates about reforms, responsibilities, and commitments arising from membership

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<sup>5</sup> This document defines a list of specific goals stemming from the general objective. This list is not exhaustive, but is subject to certain revision by the Consultative Body (see Chapter 13 for more information), in accordance with public opinion surveys done at least once a year.

- Intensify the promotion of benefits and responsibilities arising from membership, so that citizens would be able to understand the differences that will come with membership as opposed to the pre-accession period.

#### **4. Influencing the information flow and citizen expectations**

- Reduce unrealistic membership expectations and undertake activities aimed at providing objective information about the process outcomes and consequences.
- Raise public awareness of the partnership between Montenegrin and European institutions, organisations, and civil society in the accession process
- Reduce the effect of unfounded stereotypes related to accession and membership

#### **Four basic aspects of communication:**

1. Informing;
2. Educating;
3. Promoting/advocating the EU values;
4. Mobilising the citizens to support the EU.

**Informing** is a continued process of providing precise information on all aspects of the accession process, with a special emphasis on the negotiation process, rights and obligations arising from membership and EU support programmes. Information will be disseminated to strategic target audiences.

**Education** means hosting regular and ad-hoc, long and short, and general and specialised education programmes for various target audiences, on the topics related to the integration process, expected developments, and repercussions on everyday life. A particular place in this process is reserved for education facilities and teachers, the negotiation structure, and the civil society.

**Promotion/advocacy** is needed to maintain and boost the EU optimism by way of dialogue with strategic target audiences. The Strategy has an important task of maintaining the positive attitude among the citizens and influencing those with “soft” attitudes (those who support more than oppose membership) and those with no opinion on the matter. The Government will promote continuously, together with partners (the EU Delegation, the civil society, and professional associations), the EU values and membership benefits, as well as achievements in the accession process.

**Mobilisation** means motivating the strategic target groups to get involved actively in the process of EU integration. The Government will continue, in cooperation with partners, mobilising the public and encouraging the development of civic responsibility, so the citizens would in turn contribute actively to the reform processes and EU standards adoption.

## 8. Target audiences

Bearing in mind the importance and extensiveness of the EU integration process, the new strategic approach will focus on communication with a broad spectre of domestic and international target audiences.

The Strategy defines a number of target audiences as long-lasting priorities (so-called strategic target audiences), while a more detailed definition of other target audiences needs to be defined and redefined by annual action plans. The strategic target audiences are not considered to be of greater importance than those target audiences that will be defined in action plans.

We will communicate at home and internationally.

### 8. 1. Domestic communication

Home communication covers target audiences in Montenegro. Bearing in mind the fact that Montenegro's EU integration affects all social groups, it is necessary to define who the target audiences are in detail, as well as to define appropriate communication channels and forms.

**Strategic target audiences in Montenegro are:**

1. Multipliers (shapers of public opinion)
2. Youth
3. Sensitive groups

#### 1. Multipliers

Multipliers are a target audience of key importance for mobilising other target audiences and for shaping their opinions. Therefore, they should be included in the communication process as partners.

The following subjects are considered multipliers:

- Media (editors and journalists)
- Parliament (MPs, European integration committee)
- Political parties
- Business and other professional associations
- Trade unions
- Science and research institutions, businesses that deal with research and development, education institutions and teachers (except pre-school teachers)
- NGOs
- Religious communities
- State institutions (employees and officials)
- Local self-government/local associations
- EU info-centres

## 2. Youth

European youth policy is among its most important ones. Survey results show that the youth are the most enthusiastic about EU membership, and a group who will profit the most from membership. This target group includes:

- Elementary school students
- High school students
- University students
- Unemployed youth

## 3. Groups sensitive to changes

This group encompasses those population categories which require, due to various specific circumstances, additional activities for providing information about the reasons for membership and the benefits. This target group includes:

- Vulnerable groups (women, persons with disabilities, LGBT persons, Roma and Egyptians, refugees and IDPs, inmates and convicts, persons in rehabilitation centres, etc.)<sup>6</sup>
- Unemployed
- Minority peoples
- Pensioners
- Farmers
- Fishermen
- Rural population

## 8. 2. International communication

1. **Public opinion shapers and decision-makers**
2. **General public in EU member-states**

1. This target group includes the EU Delegation, diplomatic and consular representations in Montenegro, EU institutions and officials, international organisations offices in Montenegro, foreign academic institutions, international NGOs and think-tanks (including those operating in individual member-states), foreign media, and the international business community. It is necessary to inform these groups continuously about Montenegro's progress in the pre-accession period, build the contacts network, and perform other promotional activities.

2. Special attention needs to be devoted to informing the general public in member-states about the historic, cultural, economic, natural, and other characteristic of Montenegro, as well as the negotiation process. In that regard, a particularly important role will be played by Montenegro's mission to the EU, and Montenegro's diplomatic and consular posts abroad.

***Table 3, listing target audiences, messages, channels, and tools, is an integral part of the Communication Strategy (page 38).***

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<sup>6</sup> This target audience has been identified in accordance with Government of Montenegro strategic documents and related reports by international organizations.

## 9. Tone, language, and messages

An appropriate tone will contribute to easier and quicker reception of the message by the audience, which at the same time means the content needs to be readily available and understandable to the broader public.

The dominant tone in communicating EU integration needs to be serious, moderate, and appropriate, but at the same time also positive and dynamic, emanating an air of reliability and trust.

Openness, timeliness, and two-way communication (dialogue) are the guiding principles of the strategy implementation.

The language of the message needs to be simple and clear, devoid of technical expressions that are not understandable to the target audiences.

The messages will be adjusted accordingly to the development of the accession process, as well as to the sectoral and local needs. They need to be targeted to the appropriate audiences and must not be uniform for all audiences. They also need to be focused on concrete results, in a way that would enable all citizens to recognise their personal interest in EU integration.

This approach will be based on realistic foundations, as overly optimistic and unfounded expectations among citizens might have a boomerang effect when those expectations are largely not fulfilled. The same methodology needs to be applied to unrealistic fears and prejudice.

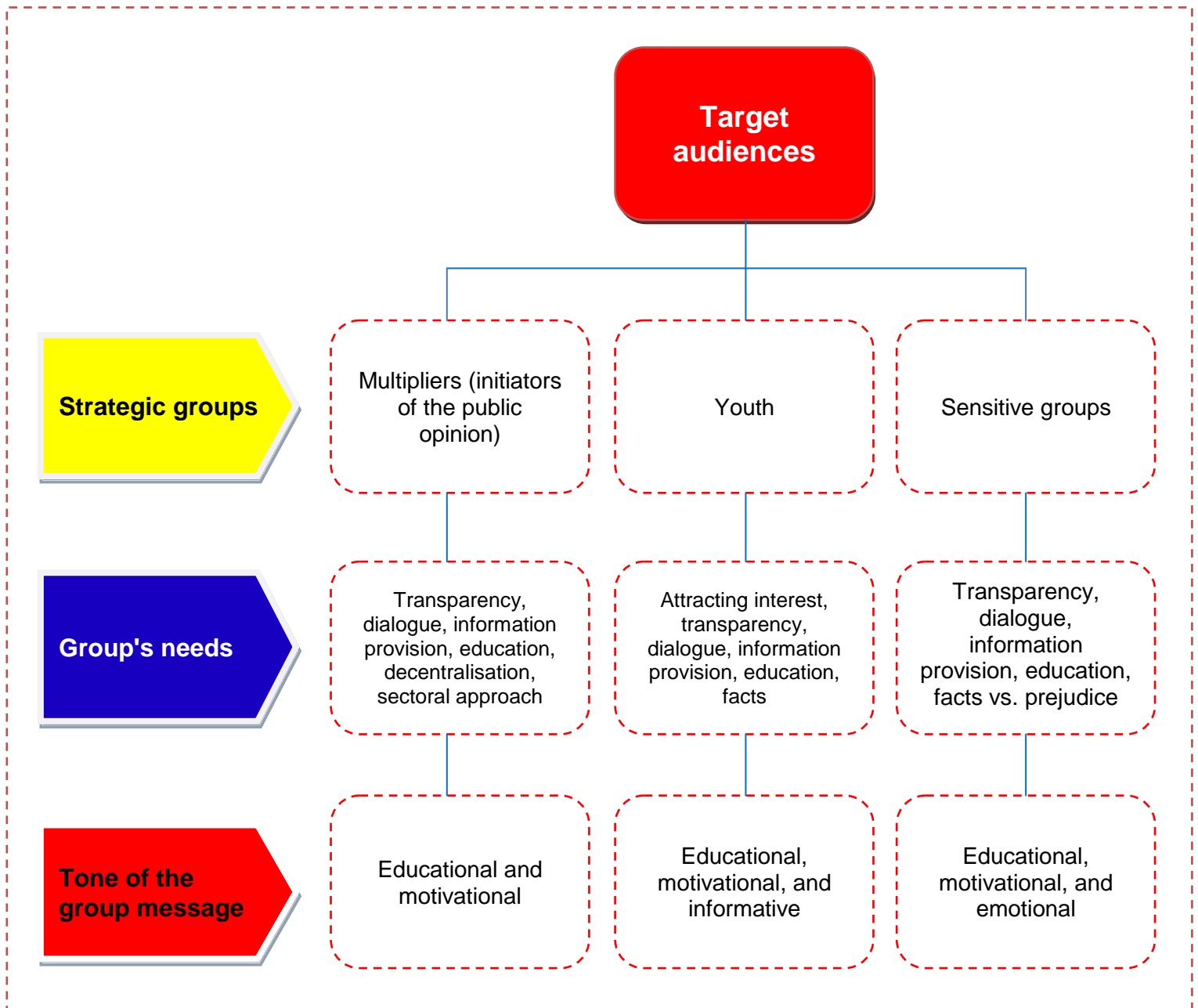
### 9. 1. The message house

**UMBRELLA MESSAGE:** *Montenegro's EU accession will improve the quality of life of all citizens.*

**CORE MESSAGES:**

- *Better quality of life of all citizens through institutional reform and establishment of the rule of law.*
- *EU membership will open new business possibilities.*
- *Montenegro will preserve identity, language, and national characteristics after accession*
- *By supporting Montenegro's accession to the community of the most developed European countries we are giving our country and compatriots an opportunity for development and prosperity.*
- *Funds from EU accession funds are available to a broad range of institutions/organisations and they contribute to the alignment with EU standards and improved quality of life of Montenegrin citizens.*

**The message base, from which umbrella and core messages are derived for each target audience, is available in Table 3 (page 38).**



**Table 1: Tone of communication/message in relation to the type of communication with strategic target audiences**

## 10. Communication channels, tools, and techniques

The media are among the key opinion makers and will be one of the most important channels through which the achievements in the European integration process will be presented to the target audiences and stakeholders interested in the process.

A good analysis of target audiences in itself suggests the channels and communication tools for meeting the key objectives of the Communication Strategy.

Emphasis will be put on strategic pro-active media relations, in addition to reactive approach applied in response to reporters' initiative.

TV is the most influential media in Montenegro, followed by print media and the Internet. In addition to national coverage stations, local broadcasters should not be overlooked.

In addition to traditional communication channels (TV, radio, print media) and the Internet, a particular attention will be devoted to new means of online communication (social networks, YouTube, virtual communities, etc.). Bearing in mind the popularity of mobile devices in Montenegro, mobile phones will be also taken into consideration as a means of communication with certain target audiences.

Alongside the positive features of online PR activities (multimedia, not time-constrained, not tied to a specific location, interactive, hypermedia, new partners in communication, linked to other technologies), the specifics of online communication must not be neglected in the sense of the need to participate in discussions on social networks, and knowing that online communication can be difficult to control, but could be encouraged and developed through a strategic approach.

Informing the public on the negotiation process will be made through the following means:

- Press releases
- Press conferences
- Working breakfasts with journalists
- News, thematic stories
- Public appearances
- Events (fairs, exhibits, festivals, concerts, EU events and info-days, forums, competitions, cultural events, info-points)
- Various reports
- Newsletters
- Brochures and handbooks
- Debates, round tables, consultations, scientific conferences, public discussions
- Briefings
- Seminars/workshops
- Thematic shows and texts in print media
- Columns and commentary, analyses, articles
- Interviews for print, electronic, and Internet media
- TV features ("camera-ready" features)
- Radio shows
- Paid advertisement, commercials, billboards
- Video clips, films, jingles

- Access to international media content relevant for European integration
- Websites
- Social media
- Brochures and promotional materials (print, audio, video)
- Journalist visits, study trips
- Blogs
- Face-to-face talks
- Formal and informal meetings
- Presentations
- Photos
- Info-graphics
- Quizzes
- Games
- Advertorials
- Surveys
- Video messages
- Mobile apps
- IPA info-days, partner-seeking forums, etc.
- Media content accessible to persons with disabilities (sign language interpretation, subtitles, Braille and electronic content, etc.)



## 11. Informing about the negotiation process and EU support programmes

Having in mind the target audiences, information provision about negotiations should be directed towards the following groups:

- General public;
- Sector stakeholders particularly interested in certain negotiation areas;
- State administration structures.

Communication will focus at the three pillars of Montenegro's EU integration: **accession negotiations process, implementation of the Stabilisation and Association Agreement, and EU support programmes.**

**Montenegro and the European Union negotiate on thirty-five negotiation chapters**, which directly or indirectly affect the entire society. Having in mind the current phase of accession negotiations, for the time being communication will focus on the alignment of our legislation to the EU *acquis communautaire*, as well as the outcomes of this process. Previously, the focus was on communicating the topics of negotiation structure establishment, provisional closing of Chapter 25 and Chapter 26, and, due to the new approach, the developments related to Chapter 23 and Chapter 24. Even though the rule of law chapters will remain in focus during the entire process, this focus will also shift to other chapters according to the negotiation dynamics. This shift will chiefly be towards those chapters with no concrete benchmarks, but also to more complex chapters which will require additional efforts of the Montenegrin society: Free movement of goods, Right of establishment and freedom to provide services, Competition policy, Agriculture and rural development, Food safety, veterinary, and phytosanitary policy, Fisheries, Energy, Regional policy and coordination of structural instruments, Environment.

For this reason it is necessary to communicate with the target audiences in a simple yet precise language and inform them about the essence of the negotiation process development and the importance of these changes for their everyday life. Having in mind that this strategy envisages a sectoral approach, an important role in the communication process will be played by PR departments in ministries and other institutions, as well as the negotiation structure. In that regard, it will be necessary to strengthen the capacities of PR departments, to improve the communication skills of the negotiation structure, and to ensure their greater visibility. **Annex 1** offers a list of communicators on various chapters.

**Stabilisation and Association Agreement (SAA)** is the first contract between Montenegro and the EU, which entered into force on 1 May 2010. The Ministry and other line ministries will use the communication channels and tools defined in this strategy to continue providing regular information regarding all the changes and commitments arising from the SAA implementation.

**Communication related to EU support programmes, including IPA**, will focus on education, information provision, and visibility of results. The IPA I Communication Strategy 2007-2013 is in line with this strategy. Additionally, IPA II Communication Strategy 2014-2020 will be implemented after receiving clear instructions on the margins of this instrument. **Annex 2** contains a more detailed account of EU support programmes available to Montenegro.

## 12. Communication participants and partners

### 12. 1. National partners

Montenegro's EU accession process will bring about overarching changes to the country and the society, and a particularly important role in this process belongs to the **Government, Parliament, and other state institutions and local self-governments.**

Coordination of all relevant stakeholders in the process must be improved. Special attention should be given to the inter-departmental cooperation within the existing working bodies, but also improvement of cooperation among PR units in the state administration (PR Bureau, PR departments in ministries, the Parliament, institutions, the negotiation team, etc.).

**Parliamentary Committee on European Integration** gives an important contribution to improving citizen understanding of the negotiation process within its communication activities (thematic forums on acquis chapters, visits to municipalities, hosting events about the negotiation process, website, and social media). As a body that represents the citizens, its intention is to bring the negotiation process closer to the citizens by using control mechanisms to ensure the negotiation activities are in the best interest of citizens. This promotes trust not only in the credibility of the accession process, but also the institutions participating in the process. Partner relations between the Government and the Parliament give birth to the political will which is necessary both for the implementation of this strategy and other activities that will accelerate Montenegro's EU integration. In that sense, it is required to improve communication and establish a better coordination of the Government and the Committee activities.

Due to their important role in shaping the public opinion, **media** are recognised as one of Government's key partners in implementing the Strategy. In addition to traditional electronic and print media (at home, in the region, and locally), a special attention needs to be devoted to new media, bearing in mind that the younger population mainly uses these communication channels. Even closer cooperation needs to be established with media operating locally, so that the importance of EU integration could best be explained in concrete terms and local examples. This Strategy defines the media as both a target audience and communication channel and they are therefore viewed primarily as partners. It is therefore necessary to build the relations of trust with chief editors of the media, and provide education for journalists who in the long run could ideally deal exclusively with the topic of EU integration. One of the Strategy's important objectives is to make the conversation more focused and less general, and to make news items that would tell the stories and real-life experiences of EU citizens (farmers, fishermen, SMEs, etc. in Croatia, Slovenia and other EU member states etc.)

**NGOs** will remain one of the key partners in the implementation of the Strategy. The Government's experience in cooperating with NGOs on the previous Strategy was very positive, and such cooperation should be extended through Government's proactive role in coordinating and proposing activities. A large number of NGOs share with the public their knowledge about EU integration, reaching the younger population and focusing on media. NGOs who have the EU integration high on their agenda also contribute by helping media understand the process better, so they could communicate the messages more clearly to the public. With the purpose of informing the vulnerable groups better, cooperation will be established with NGOs who promote the rights of vulnerable groups and who can provide expert assistance in tailoring the campaign to the specific needs of these groups.

Another important partner is the **academic community, teachers, professors, instructors**, who have an important role in shaping the values of the youth.

Building partnerships with **religious communities** is also of great importance for communication with citizens.

Bearing in mind that the Strategy focuses on communicating the concrete benefits of EU membership for each citizen, and following the survey results showing that people identify themselves locally, one of the most important and indispensable partners in the implementation of the new Communication strategy are **local self-governments**. Each municipality needs to have an officer or a team in charge of communicating the EU integration process locally, which would work closely together with the Ministry and local civil society organisations. Major support in improving this cooperation will be provided by the Operational Structure and Unit for PR and Communication Support to Integration Processes of the Ministry and the Office of the Chief Negotiator.

**Businesses** will also be considered as communication partners, and especially the **employers' associations and trade unions**.

**Diplomatic, consular, cultural and economic representations of Montenegro abroad** are particularly important partners in the process of communicating with the international public. In this regard, it is necessary to provide adequate training for diplomats in the field of communication – public relations and public diplomacy, as well as to ensure the free flow of information and good coordination between stakeholders and communication activities in Montenegro and diplomatic, consular, cultural and economic missions of Montenegro abroad.

A special emphasis needs to be put on **Montenegro's Mission to the European Union**, which, due to the nature of its work, cooperates closely with the EU institutions and other EU missions to Brussels.

## 12. 2. International partners

**Council of the European Union and the European Commission** constantly and thoroughly monitor the reform processes in Montenegro, and provide recommendations, guidelines, technical, and expert support in the accession process. For this reason, great importance is assigned to timely, comprehensive, and detailed information provision on all the matters from the EU agenda, as well as consultations with these EU institutions. Moreover, initiating joint/partner projects and events should be twofold: aimed at promoting Montenegro's results in member-states, and aimed at promoting EU values and policies to Montenegrin citizens.

One of the key participants in the communication process is the **Delegation of the European Union**, with which it is necessary to coordinate plans and the implementation of communication activities, particularly bearing in mind that at the beginning of 2014 an EU info centre will be opened in Podgorica, thus significantly contributing to the process of informing the public. Its purpose will be to provide an objective and clear information about the EU, accessible to the general public. The Info Centre will provide information about EU policies and support programmes; raise awareness, understanding, and support among the citizens of Montenegro as regards the European integration process by encouraging public debate about the EU and

EU-Montenegro relations; it will organise various activities to help the media understand the integration process, the EU policies, and the nature of the EU institutions, as well as to communicate all the benefits and obligations that EU membership entails by presenting concrete examples and "stories with a human dimension," etc.

**Embassies, consulates, and other member-states' representations in Montenegro** are another important channel of communication with the EU, bearing in mind the importance member-state governments have in shaping the EU policy towards Montenegro.

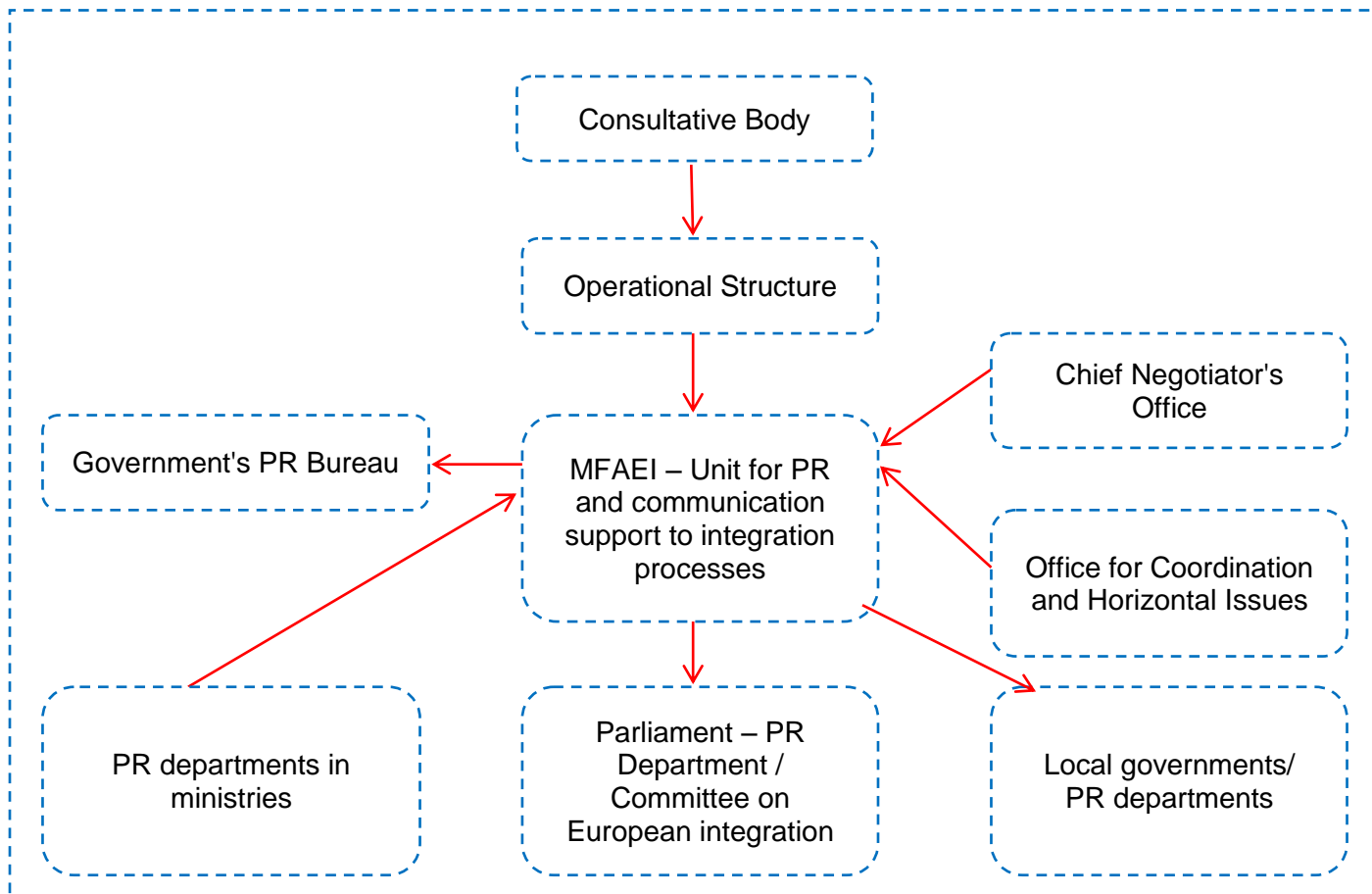
**International institutions and organisations** could provide indispensable expert support in the implementation of the Communication Strategy. This includes international NGOs, as well as certain NGOs from member-states.

**International foundations** are also important partners for the implementation of the Strategy. In addition to the funds provided through the budget and EU support programmes, the support of international foundations could help with better implementation of the planned activities.

**Foreign media** have a key role in shaping the public opinion in the member-states. Grabbing their attention must be the first task of our communication, but we need to keep in mind the importance of providing them with relevant information for the international public and of striking the right balance in targeting various audiences.

Having this in mind, annual action plans must envisage detailed activities on informing the international public.

### 13. Implementation of the Communication Strategy – principal bodies and structures



**Table 2: Principal bodies in charge of Strategy implementation and information flow**

With the view to a balanced, timely, and accurate information provision on European integration to the Montenegrin public, it is necessary to improve constantly the planning and coordination of communication activities in the line public administration institutions, as well as to define the internal information flow procedures clearly.

**The first avenue** is to introduce communication planning for EU-related topics into the regular activities of line public administration institutions.

This activity requires the Government (MFAEI, negotiation structure, PR departments in ministries) to provide context and content of their activities in accordance with its set objectives, approaches, key messages, and languages.

**The second important avenue** is regular consultation between:

- MFAEI, PR Bureau, and PR departments of ministries and the negotiation structure.

- MFAEI and EU Delegation, aimed at planning joint communication activities and achieving synergy in public relations.
- MFAEI and PR Department of the Parliament/European Integration Committee, aimed at ensuring better harmonisation of communication activities.
- Government and the civil society as a key multiplier, aimed at planning joint activities and aligning communication with the public.

**Third avenue** is to establish a network of experts with the purpose of managing communication of various sectoral policies in a better way.

***Expanding communication activities:***

- Strengthen cooperation with local governments;
- Include celebrities and other popular persons as messengers;
- Improve cooperation with local media;
- Encourage various youth-related activities;
- Study visits and cooperation programmes for certain target groups (farmers, fishermen, entrepreneurs, etc.)
- Information campaigns;
- New means of communication: MFAEI's EU portal, social media.

**Consultative Body** is selected from the members of the working group that prepared the Communication Strategy and a representative of the EU Delegation to Montenegro. The task of this Body is to meet at least twice a year and monitor the implementation of the strategy in accordance with the action plans, to evaluate, and give recommendations to the Operational Structure related to the objectives outlined in the Strategy.

**Operational Structure** comprises representatives of stakeholders tasked with implementing the strategy – representatives of the PR Bureau, ministries involved in the implementation of the strategy, representatives of the Parliament, Union of Municipalities, and the civil society. Civil society representatives are selected on the basis of a public call. Operational Structure drafts annual action plans, which is adopted by the Government at MFAEI's proposal.

**Local self-governments** are required to appoint at least one official in charge of communicating EU integration and of coordinating the overall EU communication in the municipality (municipal companies, NGOs, IPA projects, etc.). The local self-governments are required to draft communication plans in accordance with the national communication strategy.

Internal communication between the implementation structures is done by ways of rulebooks, meetings, intranet platforms, e-newsletters, reports, education seminars, letters, announcements, handbooks, and brochures.

All these channels are tools for establishing and improving the communication between the relevant stakeholders in charge of implementing the Strategy.

## 14. Mapping the stakeholders involved in the process

The Strategy envisages the procedure of mapping at least once a year the stakeholders involved in the communication process (concurrently with the adoption of action plans), and more often if needed.

The mapping process should make as detailed as possible an overview of all relevant stakeholders recognised as being actively involved in the process of communicating EU integration.

Stakeholders should be divided into three groups, depending on how active and influential they are. It is also necessary to define additional analyses and cross-references (so-called strategic matrices, such as cross-referencing the level of activity and attitude towards integration, analysis of influence on most important target groups, etc.).

Knowing who the stakeholders involved in the process and who influence the strategic target audiences are is of great importance for successful communication.

Meeting the ultimate goals of this Strategy largely depends on creating synergy between various stakeholders, as well as on recognising the EU sceptics and offering counter-arguments in order to ensure balance as much as possible.

This kind of survey is not part of the evaluation process of the EU integration-related communication.



## 15. Visual identity of the EU integration process

To make Montenegro's EU accession more recognisable and closer to all target audiences, MFAEI adopted a visual identity and slogan of Montenegro's EU accession – EU4ME ME4EU (see **Annex 3**).

Considering the target audiences covered by the strategy, the focus on the logo or the slogan will be made according to an audience's character.

This logo has been in use since 2011, and it has already been applied to various promotional materials. As 66.7% of interviewees show a positive attitude towards it, we believe it should remain in use.

All communication stakeholders must know about the book of graphic standards, which in turn must be applied in all communication consistently and with full observance of the standards.

All communication stakeholders must use the visual identity elements in an appropriate manner and in accordance with the criteria for applying them, which will be set out in a piece of legislation drafted by the Ministry.

This Strategy does not bar the possibility of additional branding needed for special projects and initiatives synergetic or directly linked to the EU integration process. In such cases, it is necessary to define in the book of graphic standards how visual identity is applied together with other logos and brands, as well as the criteria for including or excluding various elements of the visual identity (of the process or the specific project).

The main objective is to ensure constant presence of the EU integration visual identity in the public, as well as to underline that communication activities are part of the same process – that of Montenegro's European integration.

## 16. Budget and resources

The most important role in the implementation of the Strategy is reserved for the Operational Structure, which will be tasked to implement the activities envisaged by the annual action plan. Ministry of Foreign Affairs and European Integration will provide technical support to the structure.

The strategy will be defined in more detail through annual action plans, and the activities will be funded from the state budget (budget of the Ministry of Foreign Affairs and European Integration and other public administration bodies), bilateral projects, including EU support programmes, international donations, and funds provided for by the NGOs and/or other civil society stakeholders.

Budgetary means will be envisaged and will be part and parcel of the annual action plan, which will be adopted by the Government by the end of each year.

## **17. Monitoring and evaluation – Report on the implementation of the communication strategy**

Monitoring and evaluation of implementation and results are an important aspect of this Strategy. They are aimed at measuring implementation success and efficiency against the defined objectives, at ensuring better management of budgetary resources, and at harmonising the methods with the field-work results.

### **17. 1. Evaluation**

Evaluation includes assessing dynamics, quality, and quantity of activities, as well as harmonisation of activities with the Strategic plan, i.e. annual action plans. Evaluation is done regularly, and the Consultative Body is in charge for its implementation and for drafting the mandatory evaluation report. Evaluation is done periodically in accordance with action plans, and at least each six months. It is necessary to perform evaluation at the end of each period of action plan implementation.

In the evaluation process, it is necessary to use the Strategy and the action plans to be able to estimate the dynamics, quantity, and quality of implemented activities, as well as their alignment with said documents. An integral part of the evaluation process, i.e. the report, is the assessment of results based on result indicators derived largely from the monitoring results (more below).

#### **17. 1. 1. Non-regular evaluation**

Non-regular evaluation is made on an ad-hoc basis and in accordance with the demands of the enlargement process (important political, social, economic, or other events) in Montenegro, the region, and/or the EU. Non-regular evaluation may also come after the implementation of particularly important activities planned by the strategy and/or action plans.

Non-regular evaluation methodology is drafted in accordance with concrete requirements.

In accordance with the Strategy's general approach, evaluation process will be transparent and made available to the public in the annual communication action plan and implementation reports.

### **17. 2. Monitoring**

The process of monitoring is a multi-layered and ongoing process based on a series of methodological approaches. This process will be requested by the Operational Structure and done by specialised agencies with the required know-how, infrastructure, and equipment. During the implementation of the strategy it is necessary to ensure same methodology in order to be able to compare data and make reliable evaluation.

Monitoring will follow a three-level dynamic:

1. continuous/lasting

2. systematic/regular
3. non-regular/as-needed.

### **17. 2. 1. Continuous/permanent monitoring level**

This level includes media monitoring. Media monitoring is performed daily and is based on a qualitative and quantitative approach. Daily monitoring reports contain basic analyses and the agency must be able (by keeping a data-base) to provide on-request data (qualitative, quantitative, periodic, success indicators...). The agency also must provide (in e-formats) a direct insight into media content they are monitoring.

Media to be monitored are:

1. Print media (dailies and periodicals)
2. Electronic media (relevant national and local TV and radio broadcasters)
3. Online media (relevant information portals; all national, several international)
4. Social media

### **17. 2. 2. Systematic level**

Monitoring at the systematic level (defined in annual action plans) must take place in previously determined time-frames (milestones) and must include a multi-level methodology. This approach should ideally be based on:

- a. Survey on a relevant population sample (quantitative research);
- b. Semi-structured interviews of representatives of institution relevant for the EU integration process; ideally the establishment of one or more “panel” samples – representatives of most important target audiences.<sup>7</sup>
- c. Focus-groups with relevant target audiences (with a special emphasis on strategic target audiences and those defined in the action plans).

Implementation deadlines must be aligned with evaluation (see under “Evaluation” above) and Evaluation Report deadlines. Evaluation outcome is the most relevant starting point for potentially revising or drafting new action plans.

### **17. 2. 3. Non-regular monitoring**

Non-regular monitoring is performed as needed. It serves for an impact assessment of relevant events in the society and politics which may take place during the time-frame of the Strategy or action plans. These events may come as a result of the activities outlined in the documents, but also unrelated events (political change, developments in the EU, economic developments in the EU or in Montenegro, emergence in the public arena of particularly relevant persons which communicate topics related to the accession process or relations with the EU, etc.). The non-

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<sup>7</sup> These panel samples need not provide statistical representation of the population, but they should offer a comparable, quick, and adequate assessment of public reaction to relevant communication developments.

regular monitoring may or may not be related to (or preceded by) the non-regular evaluation, depending on the assessment of needs.

The methodology used for the non-regular monitoring needs to be aligned with the specificities of the developments that sparked a need for non-regular monitoring. It is worth noting that when reaching a decision on appropriate methodology time-frame needs to be kept in mind, i.e. it needs to be kept in mind that the situation might require a quick response based on the principles of crisis communication.

## 18. Conclusion

This communication strategy is a framework for communicating Montenegro's EU integration to the domestic and international target audiences and it is binding for all stakeholders at the Government level, and other state administration bodies.

Bearing in mind that the overall objective of the strategy is to contribute to a better understanding of the European integration process among citizens and to provide support to Montenegro's EU accession process, this document identifies shortcomings of the previous strategy, and it gives clear guidelines on all levels as to how to reach this goal.

Only a coordinated action towards the citizens by the state institutions, which have varying roles in this process, can ensure results, and this framework is intended to help everyone involved in the process recognise their role. For this reason, the Strategy clearly underlines the role of the Ministry of Foreign Affairs and European Integration, ministries and other institutions, negotiation structure, and local governments, and it gives guidelines for a deeper and more extensive communication, establishment of solid implementation structures, monitoring, and evaluation.

At the same time, the Strategy provides guidelines for all involved stakeholders with the view to ensuring an improved, comprehensive, and more coordinated communication with citizens of Montenegro, especially in joint initiatives and projects that will be implemented through annual action plans.

**19. Table 3: Overview of objectives, key messages, communication channels, and tools for individual target audiences**

<b>Target groups</b>	<b>Objectives</b>	<b>Key messages</b>	<b>Communication tools and techniques</b>
<b>MULTIPLIERS</b>			
<b>Media (editors/reporter)</b>	<ul style="list-style-type: none"> <li>✓ Improve communication with the media</li> <li>✓ Educate and inform to raise awareness among journalists about professional reporting about the EU accession process, membership rights and obligations, including EU support programmes</li> </ul>	<ul style="list-style-type: none"> <li>✓ Media are important partners and a key channel for communicating the EU accession process</li> <li>✓ EU integration affects all citizens and therefore objective and timely information are of key importance</li> <li>✓ Informed journalist – objective and timely news</li> <li>✓ Better cooperation – reader/viewer/listener better informed about the EU accession process</li> </ul>	<ul style="list-style-type: none"> <li>✓ Regular meetings, cooperation in making news stories and articles, seminars, press releases, press conferences, workshops, round tables, study visits to institutions and member-states, city visits – concrete projects, conferences, informal briefings, newsletters, informers, social media, access to foreign press, EU info-centre, etc.</li> </ul>
<b>Parliament (MPs, European integration committee)</b>	<ul style="list-style-type: none"> <li>✓ Strengthen the Parliament's role in informing the citizens</li> <li>✓ Strengthen the political dialogue on EU accession, including EU support programmes</li> <li>✓ Improve communication with European institutions and EU member-</li> </ul>	<ul style="list-style-type: none"> <li>✓ Support of all parliamentary parties to the EU accession is an important aspect of the integration process</li> <li>✓ Parliament has an important role in informing the citizens about the process</li> <li>✓ Parliament bears the most responsibility for adopting EU legislation</li> <li>✓ Government, Parliament, and the civil society are partners</li> </ul>	<ul style="list-style-type: none"> <li>✓ Public discussions, seminars, round tables, panel discussions, meetings, study visits to institutions and member-states, conferences, newsletters, information publications, presentations, radio and TV broadcasts, thematic coverage in print media, Parliament's and Government's websites, intranet, social media, public events, etc.</li> </ul>

	<ul style="list-style-type: none"> <li>✓ states EU Improve coordination between Government and Parliament in the field of communication activities</li> </ul>	<ul style="list-style-type: none"> <li>✓ in the EU accession process Montenegro will maintain its identity, language, and national characteristics even after it joins the EU</li> <li>✓ EU accession is not a simple process, everyone must do their job</li> </ul>	
<b>Political parties</b>	<ul style="list-style-type: none"> <li>✓ Programme activities at the national and local levels aimed at ensuring full understanding of rights, obligations, and possibilities stemming from membership</li> </ul>	<ul style="list-style-type: none"> <li>✓ EU accession is the Government of Montenegro's key foreign policy priority</li> <li>✓ Support of all parliamentary parties to EU accession is an important aspect of integration</li> <li>✓ Political parties have an important role in improving the level of knowledge about the process among their members and voters</li> <li>✓ EU as a choice of the citizens rather than of political parties and elites</li> <li>✓ Process that concerns both the ruling coalition and the opposition – everyone shares responsibility in the process</li> <li>✓ Montenegro joins a family of equals</li> </ul>	<ul style="list-style-type: none"> <li>✓ Party networks, public forums, round tables, study visits to Brussels and other EU member-states, conferences, presentations, newsletters, brochures, flyers, seminars, media content, public events, EU info-centre, social media, etc.</li> </ul>
<b>Business and other professional associations</b>	<ul style="list-style-type: none"> <li>✓ Raise awareness of the current state of legislation alignment in the integration processes (CEFTA, WTO, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>✓ Freedom of movement of goods, capital, right to provide services among the key single market freedoms</li> <li>✓ EU trade policy stems from the WTO, of which</li> </ul>	<ul style="list-style-type: none"> <li>✓ Business and specialised fairs, conferences, round tables, public debaters, publications, economy newsletters, radio and TV shows, thematic broadcasts, ads, panel discussions, surveys, brochures, flyers, study visits,</li> </ul>



	<ul style="list-style-type: none"> <li>✓ <i>Raise the level of awareness about rights and obligations at the European market, competition, and about the accession process in general, including support programmes</i></li> </ul>	<p><i>Montenegro is a member</i></p> <ul style="list-style-type: none"> <li>✓ <i>Right to establish companies in one or more EU countries</i></li> <li>✓ <i>Right to invest and hold ownership in foreign companies</i></li> <li>✓ <i>Equal rights for all at the EU market</i></li> <li>✓ <i>Simplified procedures enabling quick market entry and departure</i></li> <li>✓ <i>Protection of competition – all participants have equal treatment in the market game</i></li> <li>✓ <i>Development of competitiveness of SMEs is EU's priority</i></li> <li>✓ <i>EU membership will open new markets in Montenegro and contribute to simpler business activity and improved business environment</i></li> <li>✓ <i>EU membership will make it easier to export Montenegrin products and can offer greater security for the products on the market</i></li> <li>✓ <i>Each country is entitled to maintaining its own tax system, and even introduce new ones, which need to be aligned with EU regulations</i></li> <li>✓ <i>EU will have a positive effect on citizens, entrepreneurs, investors – beneficiaries of</i></li> </ul>	<p><i>information campaigns, IPA info-days, forums for seeking partners, workshops, social media, etc.</i></p>
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		<i>financial services</i>	
<b>Trade unions</b>	<ul style="list-style-type: none"> <li>✓ <i>Continue an active social dialogue on rights, obligations, and workers' position in the EU</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Free movement for workers is one of four key freedoms the single market offers, ensuring full mobility for workers</i></li> <li>✓ <i>EU guarantees more rights to workers than any single country is able to offer</i></li> <li>✓ <i>Right to work without a work permit (except for workers from new member states who are undergoing an interim period)</i></li> <li>✓ <i>Equal treatment for employment for all EU citizens</i></li> <li>✓ <i>Social protection for EU citizens – right to pension and social security contributions</i></li> <li>✓ <i>Right of family members to join the worker and receive family subsidy</i></li> <li>✓ <i>Mutual recognition of qualifications</i></li> <li>✓ <i>Other countries' experiences point to an improved quality of life</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Participation in European trade unions, conferences, round tables, public discussions, publications, thematic media content (radio and TV broadcasts, articles in print media), meetings, briefings, thematic brochures and flyers, thematic media content, public events, web-pages, etc.</i></li> </ul>
<b>Science and research institutions, researchers, and companies who do research and development Education institutions (except</b>	<ul style="list-style-type: none"> <li>✓ <i>Enhance internal communication with science and education institutions of various levels</i></li> <li>✓ <i>Increase participation of researchers and university professors in the public dialogue</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Chapters Science and research and Education and culture opened and provisionally closed</i></li> <li>✓ <i>EU devotes growing attention to science and research</i></li> <li>✓ <i>As an EU member, Montenegro would be able to position its research</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Meetings, thematic science conventions, study visits to EU institutions and member-states, seminars, workshops, round tables, public discussions, publications, visits to schools, Internet presentations of schools and universities, information publications for scientists, researchers, targeted media content, public events, popularisation of science through promotional activities, IPA</i></li> </ul>

<p><b>pre-school) and teachers</b></p>	<p>about EU accession</p> <ul style="list-style-type: none"> <li>✓ Increase participation by science/education institutions in using EU support programmes, including those in the areas of science, education, research, culture, mobility, etc. (“Horizon 2020”, COST, EUREKA, IAEA, ICGEB, JRC, Lifelong Learning Programme, Erasmus +, Creative Europe 2014-2020)</li> <li>✓ Promote science and research</li> </ul>	<p>community within the European Research Area(ERA)</p> <ul style="list-style-type: none"> <li>✓ Possible intensive mobility and exchange of researchers across EU</li> <li>✓ Involvement in multilateral and bilateral science and research projects</li> <li>✓ Additional funding for science and research</li> <li>✓ EU aims to ensure equal opportunity to develop skills</li> <li>✓ EU supports the protection of national, regional, cultural, and religious diversity, as well as sovereignty of national education policies</li> <li>✓ Alignment to EU education standards</li> <li>✓ Education as part of the employment strategy</li> <li>✓ Exchange of students and teachers</li> </ul>	<p>info-days, Days of science, partner-seeking forums, trainings, workshops, blogs, EU info-centre, etc.</p>
<p><b>NGOs</b></p>	<ul style="list-style-type: none"> <li>✓ Develop a broad public dialogue about the EU integration process and enhance partnership with NGOs</li> <li>✓ Involve NGOs in Operational Structure and Consultative Body for the implementation of the Communication Strategy</li> </ul>	<ul style="list-style-type: none"> <li>✓ Government is open for cooperation with NGOs – 30% of the negotiation structure comes from the civil society</li> <li>✓ Government, Parliament, and NGOs are partners in this process</li> <li>✓ Shared work on educating and informing citizens</li> </ul>	<ul style="list-style-type: none"> <li>✓ Meetings, trainings, seminars, workshops, study visits to Brussels and EU member-states, conferences, round tables, public debates, publications, EU info-days, events at the EU info centre, websites of the Government, MFAEI, and NGOs, thematic and specialised media content, social media, coordinated activities, IPA info-days, partner-seeking forums, workshops, EU info-centre, etc.</li> </ul>

	<ul style="list-style-type: none"> <li>✓ <i>Improve cooperation and consultation with NGOs who represent vulnerable groups with the view to promoting European integration to these groups</i></li> </ul>		
<b>Religious communities</b>	<ul style="list-style-type: none"> <li>✓ <i>Boost the level of their interest for the process of EU integration</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>EU promotes the protection of identity in the member-states and the rights of each citizen to such an identity</i></li> <li>✓ <i>EU promotes respect for diversity and inter-cultural dialogue</i></li> <li>✓ <i>EU heritage is multi-cultural</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Meetings, conferences, public debates, seminars, workshops, round tables, public events, websites, etc.</i></li> </ul>
<b>State institutions (officials and employees)</b>	<ul style="list-style-type: none"> <li>✓ <i>Improve internal communication between the Government bodies and other state institutions by establishing and Operational Structure for the implementation of this Strategy</i></li> <li>✓ <i>Establish procedures and define information-flow at the Government level related to public communication of the EU accession process</i></li> <li>✓ <i>Upgrade the level of knowledge about the EU accession,</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>European integration is the homework of all society structures</i></li> <li>✓ <i>EU accession is not a simple process – we must our share of the work which is not simple, and we must respond to all requests</i></li> <li>✓ <i>Government, Parliament, and civil society are partners in this process</i></li> <li>✓ <i>Reforms are of key importance for further democratic and economic development of the society</i></li> <li>✓ <i>Efficient public administration – better results</i></li> <li>✓ <i>Fight off prejudice about the EU by providing facts about rights and obligations arising</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>Trainings (Human Resources Management Authority, etc. )seminars, workshops, presentations, visits to Brussels and EU member-states, conferences, round tables, public debates, publications, EU info-days, EU info-centre, Government and MFAEI websites, thematic media content, brochures, flyers, IPA info-days, partner-seeking forums, intranet, public events, etc.</i></li> </ul>

	<p>including EU support programmes</p> <ul style="list-style-type: none"> <li>✓ Develop sectoral approach to informing the public</li> <li>✓ process, including EU support programmes</li> <li>✓ Boost public institutions' involvement in communicating EU accession and the rights and obligations arising from membership</li> </ul>	<p>from membership</p> <ul style="list-style-type: none"> <li>✓ Show measurable results in order to increase citizen trust in the EU accession process and in our institutions</li> <li>✓ EU support programmes contribute to harmonisation with European standards and improved quality of life of citizens</li> <li>✓ Funds from EU support programmes are available to a broad range of institutions and beneficiaries and they provide a good basis to prepare for using the structural and cohesion funds</li> </ul>	
<p><b>Local self-government/local associations</b></p>	<ul style="list-style-type: none"> <li>✓ Educate and inform in order to boost the level of understanding among officials and employees in local self-government of the EU accession process, including EU support programmes and rights and obligations arising from membership</li> <li>✓ Improve communication in the field with citizens and the rural population</li> <li>✓ Establish municipal communication teams</li> </ul>	<ul style="list-style-type: none"> <li>✓ Every household enters the EU – the whole of Montenegro joins the EU</li> <li>✓ Largest financial grants (including national co-financing) are available for local and regional development through IPA funds – let's use it!</li> <li>✓ EU accession boosts economic and regional development</li> <li>✓ Financial, technical, and expert support to reform</li> <li>✓ Bottom-up change/s – from periphery to centre</li> <li>✓ We boost industry, infrastructure, agriculture, energy and other areas</li> </ul>	<ul style="list-style-type: none"> <li>✓ Trainings, seminars, workshops, presentations, study visits to Brussels and EU member-states, conferences, round tables, exhibitions, public debates, publications, EU info-days, EU info-centre, Government and MFAEI websites, radio and TV broadcasts, thematic media content, social media, targeted brochures, flyers, IPA info-days, partner-seeking forums, intranet, etc.</li> </ul>

## YOUTH

<p><b>Elementary school students</b></p>	<ul style="list-style-type: none"> <li>✓ Educate and inform to improve the level of understanding of the EU accession process and membership benefits</li> </ul>	<ul style="list-style-type: none"> <li>✓ EU youth policy is among the most important Union policies</li> </ul>	<p>Targeted media content, special events, workshops, conferences, lectures, presentations, study visits, information campaigns, forums, contests, quizzes, specialised websites, social media, brochures, flyers, targeted publication, exhibitions, mobile apps, chat groups, TV jingles, etc.</p>
<p><b>High school students</b></p>	<ul style="list-style-type: none"> <li>✓ Inform the youth at all levels with the possibilities for education, mobility, availability of EU education programmes (Erasmus +)</li> </ul>	<ul style="list-style-type: none"> <li>✓ Single education system – same opportunities for education and development in all EU member-states</li> </ul>	
<p><b>University students</b></p>		<ul style="list-style-type: none"> <li>✓ By joining the EU education policy, Montenegro provides the opportunities to its citizens for lifelong learning, long-term mobility, and improved quality and efficiency of education</li> <li>✓ Education as an integral part of employment strategy</li> <li>✓ Access education and training, lifelong learning, faster employment, and career trajectory</li> <li>✓ EU is a knowledge hub</li> <li>✓ Scholarship and exchange opportunities</li> <li>✓ Better education infrastructure, professional knowledge, and ability of teachers</li> <li>✓ Other countries' experience – improved quality of life</li> <li>✓ Reforms are necessary – they will offer many new opportunities and improve the quality of life</li> <li>✓ EU cherishes diversity</li> <li>✓ Youth should communicate</li> </ul>	

		<i>the EU and have their voices heard</i>	
<b>Unemployed youth</b>	<ul style="list-style-type: none"> <li>✓ Raise awareness about the importance of knowledge and skills, i.e. competitiveness for entering the EU labour market, inform about the importance of EURES<sup>8</sup></li> </ul>	<ul style="list-style-type: none"> <li>✓ EU membership is an opportunity for young people to work in other EU member-states</li> <li>✓ EU invests into programmes that help find employment and create new jobs</li> <li>✓ EU membership means access to new jobs</li> <li>✓ EU membership will create new labour markets in Montenegro</li> </ul>	<ul style="list-style-type: none"> <li>✓ Trainings, round tables, workshops, specialised employment programmes, comparative analyses, information campaigns, professional trainings, EU info-days, EU info-centre, websites of the Employment Bureau, Government, MFAEI, and labour ministry, thematic media content, social media, brochures, flyers, etc.</li> </ul>
<b>GROUPS SENSITIVE TO CHANGES</b>			
<b>VULNERABLE GROUPS</b> (women, persons with disabilities, LGBT persons, Roma and Egyptians, refugees and IDPs, inmates and convicts, persons in rehabilitation centres, etc.)	<ul style="list-style-type: none"> <li>✓ Actively inform in order to raise awareness about EU integration, including the possibility of using EU support programmes</li> <li>✓ Improve communication in the field with vulnerable groups about EU integration, including the possibility of using EU support programmes</li> </ul>	<ul style="list-style-type: none"> <li>✓ Human rights for all are a fundamental right in the EU</li> <li>✓ Respect for human rights, including the rights of vulnerable groups, are fundamental EU values</li> <li>✓ Greater level of human rights protection</li> <li>✓ Vulnerable groups position will be improved</li> </ul>	Round tables, public discussions, marking important dates, organising festivals/info-days, direct communication, social media, print and electronic media, conferences, IPA info-days, partner-seeking forums, trainings, workshops, media content and other information material adjusted to persons with eye-sight and hearing disabilities, EU info-centre, etc.
<b>Minority peoples</b>	<ul style="list-style-type: none"> <li>✓ More active</li> </ul>	<ul style="list-style-type: none"> <li>✓ Human rights for all are a</li> </ul>	Round tables, public discussions, important

<sup>8</sup>Network of employment bureaus in cooperation with the European Commission (European Economic Area and Switzerland).



	<p>information provision aimed at raising awareness about EU integration, including the possibility of using EU support programmes</p> <ul style="list-style-type: none"> <li>✓ Improve communication in the field about the EU accession process, including the EU support programmes</li> </ul>	<p>fundamental right in the EU</p> <ul style="list-style-type: none"> <li>✓ Respect for human rights, including the rights of minorities, are fundamental EU values</li> <li>✓ Greater level of human rights protection</li> </ul>	<p>dates, festivals/info-days, direct communication, social networks, print and electronic media, conferences, IPA info-days, partner-seeking forums, trainings, workshops, translating content into minority languages, EU info-centre.</p>
<b>Unemployed</b>	<ul style="list-style-type: none"> <li>✓ Raise awareness, motivate, and educate this population about the importance of EU integration, membership rights and obligations and benefits</li> <li>✓ Boost their interest in the EU topics</li> </ul>	<ul style="list-style-type: none"> <li>✓ EU invests in programmes that help find employment and create jobs</li> <li>✓ Greater opportunity for lifelong learning and employment</li> <li>✓ Reforms are necessary – they will create new opportunities and contribute to an improved quality of life</li> <li>✓ EU membership will create new labour markets in Montenegro</li> </ul>	<p>Direct communication, media content, seminars, exhibitions, public debates, round tables, information campaigns, social media, brochures, flyers, EU info-centre, etc.</p>
<b>Pensioners</b>	<ul style="list-style-type: none"> <li>✓ Raise awareness about the accession process and greater involvement in communication activities</li> <li>✓ Raise awareness about lifelong learning opportunities</li> </ul>	<ul style="list-style-type: none"> <li>✓ Reforms are necessary – they will create many opportunities and contribute to an improved quality of life</li> <li>✓ Montenegro will preserve its identity, language, and national characteristics even after accession</li> <li>✓ Social protection for EU citizens – right to pension and</li> </ul>	<ul style="list-style-type: none"> <li>✓ Specialised media content, thematic broadcasts, forums and other events in pensioners' associations, targeted publications, etc.</li> </ul>



		<p>contributions</p> <ul style="list-style-type: none"> <li>✓ Other countries' experiences – improved quality of life</li> <li>✓ EU promotes respect for diversity and cultural dialogue</li> <li>✓ EU member-states have better health-care and more advanced treatment of older people</li> <li>✓ EU has special rules related to the work and oversight of insurance companies offering life insurance</li> <li>✓ EU has a great number of mechanisms that help improve the quality of life citizens</li> </ul>	
<p><b>Farmers, fishermen, rural population</b></p>	<ul style="list-style-type: none"> <li>✓ Educate and inform about the EU accession process in order to ensure greater participation in EU support programmes and other available programmes</li> <li>✓ Show real-life examples from the region and EU member states about accession benefits</li> <li>✓ Fight off potential prejudice related to this area of integration</li> </ul>	<ul style="list-style-type: none"> <li>✓ Common agriculture policy – most important and oldest EU policies</li> <li>✓ During the accession period, EU grants and national co-financing should help Montenegrin agriculture and rural areas to meet EU standards</li> <li>✓ Through EU membership, produces receive better support and market stability</li> <li>✓ By entering the EU we will be able to protect the traditional food production, but we will have to meet sanitary and other standards</li> <li>✓ EU model will inspire Montenegrin agriculture with various mechanisms for</li> </ul>	<ul style="list-style-type: none"> <li>✓ Regular communication with counselling services, visits to municipalities and concrete projects, direct communication and food fairs and public events, such as Days of Bleak and Wine, Honey Days, etc, round tables, public debates, presentations, lectures, specialised and thematic media broadcasts, especially at local TV stations, specialised info-books for farmers, brochures, flyers, conferences, IPA info-days, partner-seeking forums, trainings, workshops, websites of agriculture societies, EU info-centre, etc.</li> </ul>

		<p>supporting small household producers</p> <ul style="list-style-type: none"> <li>✓ Even the large countries had to make compromises</li> <li>✓ Safe, affordable, and high-quality food</li> <li>✓ Proper income for farmers</li> <li>✓ Modernisation and development of agricultural production</li> <li>✓ Product prices on par with those in the EU</li> <li>✓ Producers are beneficiaries of EU subventions</li> <li>✓ Croatia's experience shows that membership provides many opportunities for using financial funds</li> <li>✓ Equality of fishermen in EU markets</li> <li>✓ Support of the European fisheries fund for better positioning across Europe</li> <li>✓ Better organisation of fisheries sector through association opportunities</li> </ul>	
<b>INTERNATIONAL COMMUNICATION</b>			
<p><b>EU member-states' representatives (diplomatic, consular, cultural)</b></p>	<ul style="list-style-type: none"> <li>✓ Maintain regular communication and inform about progress in EU accession, including EU support programmes</li> </ul>	<ul style="list-style-type: none"> <li>✓ Montenegro is well aware of its obligations and is fully committed to its European path and implementation of reforms</li> <li>✓ Consensus and clear determination in the society</li> </ul>	<p>Presentations, meetings, conferences, media content, public events, publications, websites, coordination of activities, MFAEI foreign policy magazine, etc.</p>

		<ul style="list-style-type: none"> <li>✓ <i>Accession process and reforms will transform our society in accordance with European standards and values</i></li> </ul>	
<p><b>EU Delegation to MNE</b></p>	<ul style="list-style-type: none"> <li>✓ <i>Maintain regular communication and inform about progress in EU accession, including EU support programmes</i></li> <li>✓ <i>Continue our partnership in informing the citizens about the rights of obligations arising from EU accession, including EU support programmes</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ <i>EU Delegation – an important partner in bringing the EU and its values and policies closer to the citizens</i></li> </ul>	<p><i>Regular consultations and coordination of activities, visits to EU-funded projects, media content, public debates, conferences, round tables, joint publications, MFAEI foreign policy magazine, etc.</i></p>

## 20. Literature

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## 21. Annexes

### Annex 1 – Sectoral information provision / communicators in various negotiation chapters

Bearing in mind that this Strategy defines a sectoral approach, a particular role is reserved for PR departments in ministries/institutions and the negotiation structure. This annex defines communicators in various chapters.

Each of the communicators is required to align all the messages with this strategy. Unit for PR and Communication Support to Integration Processes at the MFAEI and the Chief Negotiator's Office have a consultative role in defining the key messages.

- 1) Free movement of goods – **Economy Ministry;**
- 2) Freedom of movement for workers – **Labour and social welfare Ministry;**
- 3) Right of establishment and freedom to provide services – **Economy Ministry**
- 4) Free movement of capital – **Finance Ministry**
- 5) Public procurement – **Finance Ministry;**
- 6) Company law – **Economy Ministry;**
- 7) Intellectual property law – **Economy Ministry;**
- 8) Competition policy – **Economy Ministry;**
- 9) Financial services – **Finance Ministry;**
- 10) Information society and media – **Information society and telecommunication Ministry;**
- 11) Agriculture and rural development – **Agriculture and rural development Ministry;**
- 12) Food safety, veterinary and phytosanitary policy – **Agriculture and rural development Ministry;**
- 13) Fisheries – **Agriculture and rural development Ministry;**
- 14) Transport policy – **Transport and maritime affairs Ministry;**
- 15) Energy – **Economy Ministry;**
- 16) Taxation – **Finance Ministry;**
- 17) Economic and monetary policy – **Finance Ministry;**
- 18) Statistics – **Finance Ministry /MONSTAT;**
- 19) Social policy and employment – **Labour and social welfare Ministry;**
- 20) Enterprise and industrial policy – **Economy Ministry;**
- 21) Trans-European networks – **Transport and maritime affairs Ministry;**
- 22) Regional policy and coordination of structural instruments – **Ministry of Foreign Affairs and European Integration;**
- 23) Judiciary and fundamental rights – **Justice Ministry;**
- 24) Justice, freedom and security – **Interior Ministry;**
- 25) Science and research – **Science Ministry;**
- 26) Education and culture – **Education Ministry;**
- 27) Environment – **Sustainable development and tourism Ministry;**
- 28) Consumer and health protection – **Economy Ministry /Ministry of Health**
- 29) Customs union- **Ministry of Finance**
- 30) External relations- **Ministry of Economy**
- 31) Foreign, security and defence policy- **Ministry of Foreign Affairs and European Integration**
- 32) Financial control- **Ministry of Finance**

### 33) Financial and budgetary provisions- **Ministry of Finance**

## Annex 2 – European Union support programmes

IPA (Instrument for Pre-Accession Assistance) is an EU instrument aimed at providing financial support to states in aligning to the European policies and standards with the view to meeting the necessary EU membership criteria.

Through this instrument, the EU has assigned to Montenegro 245 million EUR of financial grants for implementing national IPA programmes in the period 2007-2013.

Instrument for Pre-Accession Assistance for 2007-2013, which was planned within the EU seven-year financial perspective, contains five components:

1. Support for transition and institution-building,
2. Cross-border cooperation,
3. Regional development,
4. Human resources development,
5. Rural development.

At this stage, Montenegro is using the support within the first two IPA components, which are still managed in a centralised way by the EU Delegation in Podgorica.

### Component I

IPA Component I provides support in transition, legislation alignment with the EU acquis, and institution-building. It is available to candidate countries and potential candidates.

Within the IPA Component I programmes for 2007-2013, the European Commission granted over 165 million EUR in 102 national projects. National co-financing amounted to over 100 million EUR.

### Twinning

Twinning is intended to provide support to candidates and potential candidates in the area of developing administrative capacity, legislation alignment with the acquis, and adopting EU best practices and policies. Montenegro has been using the Twinning projects since 2007.

### PPF/SMF

In addition to individual projects intended for clearly defined users, annual financial agreements define the support provided through PPF/SMF (Project preparation facility/Support Measures Facility) instruments 2011-2013, i.e. measures from the IPA reserve list.

### European Union programmes

Montenegro currently participates in seven European Union programmes for which a partial refund for annual participation is offered:

1. EU Seventh Framework Programme for Research, Technological Development and Demonstration Activities – FP7;

2. Competitiveness and Innovation Framework Programme/Entrepreneurship and Innovation Programme – CIP/EIP 2007-2013;
3. Information and Communication Technologies Policy Support Programme – ICT PSP;
4. Culture 2013;
5. Customs 2013;
6. Europe for Citizens Programme;
7. (Lifelong Learning Programme.

### **Multi-beneficiary IPA – MB IPA**

In addition to national IPA projects, Montenegro participates in several Multi-beneficiary IPA cross-border projects of great regional importance, which aim to help multiple countries at the same time achieving cost-effectiveness and efficiency in implementation.

### **Western Balkans Investment Framework**

The objective of this instrument is to create greater synergy between donors and investors in order to allow for a more efficient use by beneficiary countries of the funds made available through international financial organisations loans.

### **TAIEX**

The objective of TAIEX is to offer short-term technical assistance to new member-states, enlargement countries, candidate states, and public administrations in the Western Balkan countries, in accordance with the overarching goals of the European Commission in the area of harmonisation and implementation of EU legislation.

### **Component II**

The IPA Component II offers support to candidates and potential candidates in developing and improving regional and cross-border cooperation, with the view to promoting good neighbourly relations, stability and prosperity in regions, and helping people connect in border areas by cooperating in projects aimed at encouraging a balanced and sustainable development of border regions.

Montenegro participates in eight programmes: five bilateral (with Albania, Bosnia and Herzegovina, Croatia, Kosovo<sup>9</sup>, and Serbia); IPA Adriatic CBC, and two trans-national programmes – South East Europe (SEE) and Mediterranean Programme (MED).

### **Component III**

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<sup>9</sup> This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo declaration of independence.



Support within IPA Component III is related to the area of regional development, i.e. activities within the area of environmental protection, sustainable development, and transport.

On 29 March 2012 the Government of Montenegro adopted the final drafts of the Strategic Coherence Framework (SCF) and Operational Programme (OP) for Component III, whereas the European Commission adopted the OP on 26 October 2012.

OP for Component III envisages EU financial support of 22.235.679 EUR, whereas the national co-funding will amount to 3.923.945 EUR.

## **Component IV**

IPA Component IV envisages support in the area of human resources development: employment, education, science and research, social development.

On 29 March 2012 the Government of Montenegro adopted the final drafts of the Strategic Coherence Framework (SCF) and Operational Programme (OP) for Component III and IV. In October 2012, the European Commission adopted the OP "Human Resources Development 2012-2013," and in December 2012 the SCF 2012-2013. Final version of the Operational Identification Forms was drafted by the Operational Structure for IPA Component IV, and delivered to the Commission on 23 October 2013 for official confirmation.

Operational Programme for Component IV envisages EU financial support of 5.583.000 EUR, whereas the national co-funding will amount to 985.240 EUR.

## **Component V**

By becoming an EU membership candidate, Montenegro gained right to be an IPA Component V beneficiary. Candidate status does not mean being automatically entitled to the available funds, but the country rather needs to meet certain preconditions related to the drafting of strategic and programme documents for this component, as well as the requirements for receiving accreditation for decentralised management of the funds.

Having in mind the fact that the Financial Perspective 2014-2020 will bring certain changes related to accreditation for Component V, a decision has been made to delay the accreditation process and to direct the funds for 2012 and 2013 amounting to 10.5 million EUR from Component V to Component I.

## **IPA II (2014-2020)**

Ministry of Foreign Affairs and European Integration, in cooperation with line ministries and EU Delegation to Montenegro, has started the process of strategic financial planning of funds that will be available to Montenegro in the IPA 2014-2020 (IPA II).

The key document that will define national priorities for IPA II support – Montenegro Strategic Document – has defined nine priority sectors: 1) Governance and public administration reform; 2) Justice and home affairs, and fundamental rights; 3) Environment; 4) Transport; 5) Energy; 6) Competition and innovation; 7) Employment, social policy, and human resources development; 8) Agriculture and rural development; 9) Cross-border and territorial cooperation.

Within the new financial perspective, Montenegro will participate in nine cross-border and trans-national programmes: four bilateral (with Albania, Bosnia and Herzegovina, Croatia, Kosovo<sup>10</sup>, and Serbia), two trilateral (Croatia – Bosnia and Herzegovina – Montenegro and Italy – Albania – Montenegro), and three trans-national programmes (Danube, MED, and Adriatic-Ionian Programme).

According to the European Commission indications, IPA II support for national programmes in Montenegro will amount to approx. 35 million EUR annually.

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<sup>10</sup> This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo declaration of independence.

## Annex 3 – EU4ME Logo

