

Communications Strategy Development Guide: Promoting Public Education and Engagement in Energy Regulation in Bosnia and Herzegovina

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Introduction

With support from the United States Agency for International Development (USAID) Mission in Bosnia and Herzegovina for the Energy Regulatory Partnership with Bosnia and Herzegovina, the National Association of Regulatory Utility Commissioners (NARUC) has developed the "Communications Strategy Development Guide: Promoting Public Education and Engagement in Energy Regulation in Bosnia and Herzegovina" to provide support for the energy regulatory regulators. This Guide outlines concrete steps related to the development of communications strategies for the following institutions in Bosnia and Herzegovina (BIH):

- State Electricity Regulatory Commission (SERC)
- Regulatory Commission for Energy in the Federation of Bosnia and Herzegovina (FERK)
- Regulatory Commission for Energy of Republika Srpska (RERS)

This document is intended to enable commissions to more effectively communicate with internal and external stakeholders, inform the public about the energy sector, and facilitate electricity market opening through improved education and transparency.

Drawing from experiences and best practices from U.S. state-level and European regulatory commissions, this document is designed to include recommendations for BIH regulatory commissions to consider with regard to:

- 1) Defining their mission and objectives
- 2) Determining staffing and funding for communications work
- 3) Identifying target audiences, key messages, and how best to disseminate them
- 4) Monitoring and evaluation of communications plans

In summary, this document is intended to enable an energy regulatory commission to develop and implement an effective strategy for managing communications and public outreach with all stakeholders. The overarching goal is for the public and other key stakeholders to have increased confidence in the transparency and decision-making processes of the energy regulators, thereby fostering a more secure and competitive energy market within the country.

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Kentucky Public Service Commission – Andrew Melnykovych, Director of Publications **Pennsylvania Public Utility Commission** – Cyndi Page, Senior Communications Specialist

In addition, information prepared by Ms. Regina L. Davis, NARUC Communications Director, formerly Director of Communications at the Maryland Public Service Commission, proved to be of great value in the preparation of this document.

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I. Defining the Mission and Objectives for Effective Communications

Before a commission develops their communication strategy, they must first articulate why communications is important to them and what they want to achieve through their outreach and education efforts. Defining the purpose and expected outcomes should not be a complicated or lengthy process. A few sentences regarding what a commission values and what they expect to achieve is sufficient. This process can provide a sense of identity and lay the foundation for the development of more robust and comprehensive communications for the commission.

A natural starting point is a mission statement, which can help a commission to determine what is most important to them prior to defining their objectives. It is important to decide whether a communication strategy is going to be descriptive (enunciating broad principles and approaches) versus prescriptive (detailing specific communication tools and how they are to be used in specific circumstances or with specific stakeholder groups). There can be a continuum between the two, but generally more established regulatory agencies with an established institutional culture likely need only a broad strategy, whereas more recently established agencies may be better served by a more prescriptive and detailed strategy. That is not to say that more mature agencies should eschew having formal policies and procedures that spell out the conduct of key functions – those are important for contingencies and continuity of institutional memory.

I.I Mission Statement for a Communications Department

A mission statement is a fundamental first step in developing and implementing an effective communications strategy. It allows a commission to define "who they are" and how they want to use communications, both internally and externally, in order to achieve their goals. A mission statement should be succinct, roughly 10-40 words, and outline how the commission uses communications and the overarching purpose that guides its work. While mission statements can vary significantly, each one should explain what is important to the commission in language that is easy to understand.

Note that a commission will likely have a general mission statement, which lays out the mission for the organization as a whole, and a specific mission statement for their communications strategy, which lays out how the commission will use communications to achieve its goals.

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Example: Kentucky Public Service Commission

Commission Mission Statement ²	Communications Department Mission Statement ³
The mission of the Kentucky Public Service	Engage with all stakeholders in a transparent and
Commission is to foster the provision of safe and	accountable fashion with the goal of fostering
reliable service at a reasonable price to the customers of jurisdictional utilities while providing	confidence in the regulator.
for the financial stability of those utilities by setting	
fair and just rates, and supporting their operational	
competence by overseeing regulated activities.	

How often should commissions update/refine their mission statements? One suggested approach can be to reexamine the mission statement every time there is a change of administration and update it as needed. However, it is important to note that continuity strengthens the message and fosters public acceptance.

1.2 Objectives

The objectives of a commission's communications strategy are, in many ways, the foundation of success. Once a commission has a mission statement that properly represents who they are and how they want to use communications, they can develop objectives that will help them achieve their vision. These objectives should provide a clear picture of what the commission wants to achieve through its communications efforts, and should be attainable.

Objectives should be attainable, which means that a commission should take into account the current realities and challenges they face, such as budgetary or political challenges that will likely impact their effectiveness. It's also important to be realistic in terms of timeframes and resources. This will allow the commission to chart the most practical next steps and action items. As a commission's communications capacity grows, these objectives can always be adapted to address the new reality and show the progress they have made.

The commission should ensure that some, if not all, of the objectives are measurable and meaningful. Measuring is a key prerequisite of monitoring and evaluation, which can be used by the commission to identify forward progress and/or adjustments that may be needed. In addition, a well-designed objective should have a start and finish date. There will be no sense of urgency and motivation to achieve it if it is not time constrained.

The objectives of the communications strategy should serve the operational and policy objectives of the commissions. The method shared below can help design objectives that have an effect on the desired goal or strategy of the commission.

² "About the Public Service Commission." Kentucky Public Service Commission. https://psc.ky.gov/Home/About

³ Provided by Kentucky PSC Communications Department.

> Method - Objective mapping

Operational or Policy Objectives	Communications Objectives
To build strong relationships with the stakeholders.	To provide a regular flow of information to key stakeholders.
	To receive stakeholder feedback on critical issues and signal back to them that their contribution was effective.
To improve the collaboration and	To create platforms or facilitate their creation for
transfer of knowledge among the	knowledge sharing (intranet, weekly/monthly professional
commission's staff.	conversations).
	To organize social events to promote communication among the staff.

To sum it up, the objectives should be SMART.

Method - SMART Objectives⁴

- **Specific** What are we going to do for whom?
- Measurable Is it quantifiable and can we measure it?
- **Attainable / Achievable** Can we get it done within the time frame and with the resources we have?
- Relevant Will this objective have an effect on the desired goal or strategy?
- **Time bound** When will this be accomplished?

2. Staffing and Funding

In order for communications to be taken seriously, it needs to be staffed and funded at a commission. While the levels of staff participation and funding may vary widely, these two elements are crucial for success. While useful, commissions do not need to have staff solely dedicated to communications. It may start as only a portion of an existing staff member's responsibilities, but that time needs to be identified, assigned, and prioritized. With limited budgets and many priorities, it is understandable that commissions may find it difficult to set aside funding for communications. However, it is important that commissions start with at least a preliminary plan and identification of who will implement it. A key aspect of any communications plan is to designate both an official and alternate spokesperson.

Defining staff roles on communications is especially important for crisis management. A crisis is no time to be figuring out who will speak for the commission and who will vet answers to the media. There also needs to be a crisis communications protocol in place that allows the commission to respond quickly and nimbly when necessary.

Even if a commission begins with only one or two staff who set aside a small portion of time each day or week, that will enable them to begin the process and, if done well, they will start to see the benefits in other aspects of the commission's operations. Effective communication forges and maintains connections

⁴ "How to Create an Internal Communications Plan in 7 Steps." The Grossman Group. https://www.yourthoughtpartner.com/blog/internal-communications-plan

within a commission's staff and removes blockages of information, thereby allowing a commission to work efficiently toward its goals.

Additionally, the role of IT operations in creating and maintaining the commission's internet presence (website, social media etc.) should be planned and implemented. The commission can decide internally which duties and responsibilities are allocated to IT staff versus communications staff so that internet content is managed well. The commission's internet presence is a tool to help it communicate its goals to its online audience in order to build trust and credibility. A visitor should never be confused about exactly what it is that the commission does or how the commission can help them. This requires close cooperation between the IT and communications staff.

Commissions should also be realistic about which staff should be involved in communications. Based on their objectives and the scope of their communications work, who would be best suited to interact and engage with the target audience(s)? What main topics and issues will be covered, and who is best suited to speak on them? Communication and sharing of information are key, and commissions should ensure that they select people who are able to build relationships and work effectively with the public, the press, and anyone else who the commission might target as key stakeholders for their communications work.

In order to assure that the right personnel are involved, a communications strategy might outline:

- How many and which staff from the commission will engage in communications work on behalf of the commission.
- The level of funding a commission will set aside for the purposes of communications.
- Roles and responsibilities of various staff/departments.

Example: Staff roles and responsibilities within a Commission

Per	nnsylvania Public Utility Commission ⁵	E-Control (Austria)6	
•	With a staff of 10, the Office of Communications oversees o Media Relations o Public Outreach o Employee Communications	 Only one communications staff person for the first seven years Now has two full-time staff and one part-time staff One for offline/classic PR One for content management & social media One (part time) assisting both fields Not a separate department, but answerable directly to the board 	

3. Internal Communications

Good internal communication within a commission is essential to good external communication. In other words, there need to be clear processes and procedures to carry out communication efforts. It is crucial that everyone understands his or her role, responsibilities, and chain-of-command regarding communications. Who is authorized to speak to the public or the media on behalf of the commission? Who approves the messages? Unless everyone at the commission knows the answer to these questions, there is the risk of having different people communicate different messages at the same time, which undermines the commission's objectives and credibility. These processes and procedures are especially crucial in times of crisis.

In addition, with clear internal communication, it is possible to be able to analyze the ability and talent of the staff and define the right people as the point of contact in different technical and legal issues. Furthermore, a well-designed and functioning internal communications mechanism motivates staff to work toward common objectives while fostering collaboration and positive institutional culture.

Furthermore, it's important that communications staff have the latitude to contact technical and legal staff to verify and review information, and have access to commission decision processes, even if they do not actively participate in those processes. Access to Commissioners is also helpful in order to coordinate messaging and understand the position of the commission as a whole.

⁵ Currently about 120 employees total.

⁶ Currently about 130 employees total (ca. 100 full-time equivalents) in 10 departments.

4. Situational Analysis

Before a commission develops its communication strategy, it must first conduct an internal and external assessment of the commission's strengths and challenges regarding communications and public outreach. The following tools are the most common tools used to help analyze an organization's current situation.

Political, Economic, Social, and Technological (PEST) Analysis

PEST Analysis is used to describe macro level factors and examine opportunities and threats that arise from these factors. The analysis involves listing the **political, economic, social,** and **technological** factors that could affect the commission's work. The commission should indicate why and how each factor will have an effect.

For example, under 'political' the commission might include: election year - need to explain rate changes to the broader public and to the politicians to reduce potential connections between commission decisions and the elections.

Variants that build on the PEST framework include PESTLE, which adds **legal** and **environmental** factors to the analysis.

> Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis

A SWOT Analysis involves listing your commission's **strengths**, **weaknesses**, **opportunities**, and **threats**. Think about what the listed parameters means in terms of communications priorities. How can threats be turned into opportunities? How can a commission build on its strengths through effective communications?

5. Target Audience Analysis

Target audiences are the groups of people whom a commission needs to communicate with to achieve its organizational objectives. Different audience groups will have different needs, interests, and levels of knowledge, and therefore require different messaging.

The first step is to identify target audience groups. Examples of common categories include:

- The general public
- Government ministries
- Utilities
- Industry Stakeholders
- Interest Groups (political parties, NGOs, customer organizations etc.)
- The media

Once key target audiences have been identified, the next step is to consider the needs, motivations, and interests of each one. Some key questions to ask might be:

- What does this group want from the commission?
- What is this group's perception of the commission?
- What is important to them?

What is not important to them?

It is essential to consider the audience's level of knowledge and understanding of the energy industry. While utilities will likely have an advanced understanding of the industry and the role of the commission, the general public, the media, and other groups may require more consumer-friendly language and lay person explanations.

- What does this group know about the commission and the energy sector in general?
- What does this group not know?
- What do they need to know?
- What type of language should be used for this group (advanced, basic, technical, non-technical, formal, or informal?)

After identifying the target audience and their needs, the commission should think about what message it wants to communicate to them.

- What does the commission want to tell this group?
- What is the objective of the commission's communication with them?

6. Key Messages

Key messages are the main messages the commission creates for its audience to hear, understand, and remember. They should be believable, easy to comprehend, positive, and purposeful. It is also helpful to support the key message with evidence, and to keep language clear and concise.

Determining key messages begins with knowing why the commission is communicating with someone. What is the purpose of the communication, and what does it hope to achieve? As a result, key messages are built upon the results of the target audience analysis. Key messages may be different for different audience groups, and should be determined based on the answers to the questions above, and tailored for the interests of the audience. They should also be consistent with the commission's mission statement.

Example:

811 Dig Safe - Construction season is upon us once again! In our continuing quest to promote Underground Damage Prevention, the Safety Division of the PUC instructs Homeowners, Professionals and Government Agencies to use the 811 DigSafe phone number. Not only is 811 easier to remember, it's FREE. Remember — always call 811 before you dig — it's the law! **New Hampshire Public Utilities Commission**⁷

7. Communication Mechanisms to Disseminate Messages

Once the commission determines its key messages, it is important to decide which communication channels will best deliver the message to the target audience. It is best to keep in mind that there is no one perfect medium, and it is effective to use a variety of options at the same time. These can include a

^{7 &}quot;811 Dig Safe." New Hampshire Public Utilities Commission. https://www.puc.nh.gov/Safety/811DigSafe.htm

print ad in a newspaper, a radio or TV ad, a leaflet or brochure, a webpage announcement or a social media post, a press conference or other media event, an annual report, a bill insert, etc. Each medium can be analyzed from the perspective of audience demographics, uses, and frequency.

The commission's webpage should ideally be emphasized as a primary communication channel⁸. The website can ideally serve the practical needs of both the non-technical general public as well as utilities and stakeholders for access to commission decisions and case records, etc. Most commissions' websites serve a multitude of functions.

The communications team should also take into account the enormous role of social media, as digital communication technologies have exploded around the world and transformed almost every aspect of the information and media landscape. The role of social media has proven to be crucial, particularly for the delivery of messages on mobile devices, which have become the fastest and most convenient tool of communication. Many people now spend more time on their mobile devices than in front of a PC. The commission should have coordination strategies in place with utilities so that in emergency situations, the public is notified via several mechanisms.

8. Implementation Plan

An implementation plan is necessary to detail the **who, what, when,** and **how much** within the communications strategy, and to cover activities, timeline, budget constraints, partner roles, and responsibilities.

Roles and responsibilities can be determined by first considering what skills and competencies are necessary to successfully implement the strategy and achieve the objectives. The competencies of the commission's staff should then be matched to the required competencies needed for each role.

The commission will need to establish a timeline for implementing their strategy. It should be realistic, but should also reflect the urgency and importance of communications within the organization's day-to-day work. It will be necessary to determine the order in which to implement the steps above, bearing in mind budget and staffing restrictions. There is a certain logical order that falls into place once it is decided which target audiences are the highest priority, and this is often a good starting point in creating a timeline. What will the commission do first, second, and third, and what is each corresponding deadline?

9. Monitoring and Evaluation Plan

It is fairly straightforward to determine whether or not a particular action has been implemented within a given deadline. What is more difficult to determine, however, is the effectiveness of that action. Once implemented, how will the commission evaluate whether or not the strategy is effective? Is it accomplishing the objectives the commission outlined? How will it know? What metrics will the commission use for measurement? Beyond the initial roll-out, how can metrics be employed year after year to create a cycle of continuous improvement?

A small taskforce can detail and finalize the monitoring and evaluation plan after all partners agree on the draft. As a commission first begins monitoring and evaluation, it should identify metrics that are relatively

⁸ NARUC recognizes that alternate tools should be emphasized for audiences who have limited internet access.

easy to collect. As a commission increases its communications staff and efforts, it might plan to budget for more sophisticated and potentially more expensive evaluation and tracking metrics. Therefore, at the beginning, a more subjective and holistic approach might be intuitive. Staff can generally tell what works and what doesn't, so a periodic review might serve the purpose in the short run.

Example:

Google Analytics is used by the Pennsylvania PUC to monitor success of their online communication efforts:

- Fan Count
- Impressions9
- Engagement¹⁰
- Engagement Rate¹¹



What do these analytics mean? Fan count, or follower count, measures the number of fans a social media page has. Generally, the higher the fan count, the stronger the brand and social media presence. When you have a high fan count, you may have more impressions. Impressions are a social media metric that measures how many times a post is displayed in user's feeds. In this case, the Pennsylvania PUC's content has appeared 21,610 times, which is an increase of 2,132.44%.

Engagement measures how effectively a brand is creating interactions with its customers on social media, and can be measured in likes, shares, comments, etc. An increase of 251.11% in engagements means that there is a more active, interested following than before. Closely linked to engagement, engagement rate measures how much a post motivates viewers to interact with it, and refers to the percentagr of people who have seen your content and are interacting with it. In this instance, a decrease of 84.30% in engagement rate means that there is a generally diminishing number of people who find the posted content compelling or provoking enough to react to.

Looking at the overall data, Pennsylvania PUC's social media content is appearing more often in user timelines and is gaining a more active follower base, but has a decreasing percentage of people who are actively interacting with or responding to it. The Pennsylvania PUC can adjust its social media efforts and messaging based on the trends provided through the analytics.

⁹ Impressions are how many times a post shows up in someone's timeline.

¹⁰ Likes, Comments, Retweets, etc.

¹¹ The number of engagements divided by impressions or reach. A high rate means the people who see the post find it interesting.

10. Conclusion

All of the suggestions made in this guide can be summarized in two words: transparency and engagement. The commission should make it easy for all stakeholders to understand how a commission works and how it serves the public interest, and should be prepared to customize their messaging for various audiences.

The commission should also make sure its employees have access to the communications strategy and can provide the commission with constructive feedback to improve its efforts. Commissioners and staff should take note of the reactions they receive when delivering messages to stakeholders, and learn from each interaction. Over time, messaging will be polished and perfected, and the elements outlined in this guide will become second nature.

Appendix I: List of Online Resources

Communication Strategy and Action Plan	https://bit.ly/33llz1T
5	,
The Communication Strategy by EU Regional Development Fund	https://bit.ly/2oyz4h9
How to Create an Internal Communications Plan in 7 Steps	https://bit.ly/2q6aqoz
Managing Organizations in Crisis	https://bit.ly/2pcT9JQ
Digital Communication Whitepaper	https://bit.ly/33mFM8H
Planning Tools: How to write a communications strategy	https://bit.ly/326LVWh
A Website Needs to Communicate	https://bit.ly/327GbLT
Channels of communication - University of Sussex	https://bit.ly/2omXs5r
Social Media Marketing & Platform Courseware	https://bit.ly/2v8LKhi
How to Plan an Interpersonal Communication Intervention	https://bit.ly/3192m32
How to Use Twitter for Business	https://bit.ly/2E2362F
Developing a Plan for Communication	https://bit.ly/2sefwQ9
Twitter publishing	https://bit.ly/32bdPjW
Clear and Effective Communication in Web Design	https://bit.ly/2d4zsLb
How to Do an Audience Analysis	https://bit.ly/2Zca2RU
Developing a Communications Strategy	https://bit.ly/2MKQM9t
Communicator Blog	https://bit.ly/33o7aTW
5 Tips for Managing Your Company's Twitter Account	https://bit.ly/33rTtmH

Appendix 2: Writing for the Web¹²

Writing for the web is a very different skill than writing for other channels of communication.

Most of us don't read web pages - we scan for key information. As a result, text needs to be easy to read and displayed in a simple manner, while making sure that readers still pick up on the most important points.

Here are some tips:

- 1. **Keep it short**. You should organize your text into short paragraphs or chunks of no more than 60 words around half the typical length of a printed document.
- 2. **Start with a summary** of two or three sentences.
- 3. **Use subheadings, bulleted lists, and feature boxes** to show your readers at a glance what the page contains and where they will find the content they are interested in.
- 4. **Put key information at the top** people don't like to scroll down.
- 5. **Start each paragraph with the most important point**. Studies show that people scan down the left part of sentences and paragraphs and don't always read to the end.
- 6. **Highlight important things**. You can make them bold (not italic, which is difficult to read) or link to another web page.
- 7. Pay attention to headlines, photographs, and captions. Research shows that people look first at these elements on a web page. Make sure that headlines describe what follows and is meaningful. Avoid the use vague phrases like 'important information.' Instead, say what the important information is. Photo captions should accurately describe the photo and add context.
- 8. **Point people to related pages**. People expect to be able to find what they are looking for in, at most, three clicks. You can help by linking to other web pages that have relevant information. Create a 'See also' box.
- 9. **Do not assume too much knowledge**. Remember that people can land on a web page from a number of places (via a search engine), so each page must make sense on its own.
- 10. Add meta data. Describe your page and add key words or 'tags' to your meta data. This information doesn't display on the page, but it does help people to find your page. If you tag your page 'revision,' somebody searching a website for revision tips is more likely to find it.

^{12 &}quot;Communications and External Affairs: Web Pages." University of Sussex. http://www.sussex.ac.uk/communications/internal/communications/channels/webpages

Appendix 3: The Creation Process of the Pennsylvania Public Utility Commission's Mission Statement

The Mission Statement

The Pennsylvania Public Utility Commission balances the needs of consumers and utilities, ensures safe and reliable utility service at reasonable rates, protects the public interest, educates consumers to make independent and informed utility choices, furthers economic development, and fosters new technologies and competitive markets in an environmentally sound manner.

Creation of the Mission Statement

In 2002, the Office of Communications coordinated a small group who provided input to create the PUC's first mission statement:

First Mission Statement:

The Pennsylvania Public Utility Commission ensures safe, reliable, and reasonably priced electric, natural gas, telephone, and transportation service for Pennsylvania consumers by regulating public utilities and by serving as responsible stewards of competition.

In 2006, they revised the Mission Statement to include concepts such as balance, economic development and environment, and consumer education.

- Reviewed several other state commission mission statements
- Created the mission statement we use today to encompass a forward-thinking, comprehensive view of the Commission

The Mission Statement is included in all aspects of the Commission's communications:

- Website
- Reports, including the Annual Report
- Press Releases
- Employee Overview Training
- Consumer Materials
- Social Media

In 2016, the PUC conducted an employee survey and asked a question regarding the Mission Statement.

• The survey showed more than 90% of PUC employees said they understand how their work directly contributed to the PUC's mission.

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