

INFORMATIVE MEMO

for the Communication Strategy of the Permanent Secretariat with stakeholders active in combating trafficking in human beings

The given Informative Memo is meant to complete and justify the entire process, which served as basis for developing the Communication Strategy of the Permanent Secretariat with the stakeholders active in combating trafficking in human beings.

The Informative Memo includes:

- General background (framework and methodology)
- Consultations
- Communication context with SWOT analysis
- Findings and conclusions
- Final considerations and recommendations

1. General background

Framework. The Communication Strategy of the Permanent Secretariat of the National Committee for Combating Trafficking in Human Beings (hereinafter referred to as the Communication Strategy) was developed based on a consultancy activity carried out within the “Enhancing the capacities of the Permanent Secretariat of the National Committee for Combating Trafficking in Human Beings in the Republic of Moldova” Project, supported by the UN International Organization for Migration and the US State Department.

Methodology. The development of the *Communication Strategy* was based on the following activities:

- A. Consultations with the representatives of the main stakeholders from the AC;
- B. Consultations with the representatives of some media institutions and some media NGOs;
- C. Participation in important meetings in the respective area;
- D. Documentation and consultation visits in the territory;
- E. Analysis of national and international acts and reports;
- F. Mini institutional opinion poll regarding the communication within the AC and PS role perception¹.

Generally speaking, the aim of the A-F activities was to set the existing communication context in the AC, national and international legislative stipulations and recommendations related to communication and the PS communication role – all these from the perspective of developing a communication strategy together with an action plan, which would meet the challenges, expectations, and tasks related to communication within the AC.

The second point outlines in a synthetic and listed way the carried out consultations, meetings, and visits (activities A-D). Consultations were carried out with experts/officials in the THB area, as well as with communicators (responsible for communication and press officers) from some important institutions in the anti-trafficking community.

¹ This survey was carried out with IOM support (including the aggregation of results) and tried to identify, within the limits of such a tool, several important aspects related to communication within the AC, preferred communication tools, including the PS communication needs and role. The survey has interviewed only the AC stakeholders and did not cover the press outlets and the large public.

Point 3.3 comes up with the main national and international documents which were analyzed (*laws, regulations, plans, reports*) with concrete references to the importance, tasks, and recommendation of the communication for preventing and combating THB in Moldova (activity E).

Annex 4 of the Strategy includes the questionnaire and the aggregated results of the survey (activity F).

2. Consultations

2.1. Quantitative synthesis of consultations

	Type of institution	Name of institution	Number institutions/meetings/visits	Number of consulted experts
1.	Governmental institutions	MIA/CCTP, MLSPF, MFAEI, GPO, TA, MC	6	9
2.	Specialized public institutions	PA, NCU/NRS, TC-Singerei, IM-Singerei, OOFM-Singerei	5	8
3.	International institutions, embassies	IOM, OSCE, US Embassy	3	3
4.	National NGOs	NCPCA, CIDRC	3	3
5.	International NGOs	La Strada Center, Medicines du Monde	2	2
6.	Press	ZdG, TV-Moldova 1, Radio Moldova, "Ecolu nostru" Newspaper (Singerei), "Meleag natal" Newspaper (Briceni), "Plai singereian" Newspaper (Singerei), Radio "Plus FM" (Singerei),	7	7
7.	NGO and press networks	CIN, APEL, API, "Aici TV" Network	4	4
8.	Communicators (responsible for communication)	GPA, MFAEI, MLSPF, CCTP, "La Strada" Center	5	5
9.	Meetings	<i>NCCTHB (2), TC-Briceni, CIN, OSCE, PS Coordinating Group</i>	6	-
10.	Documentation/consultation visits	<i>Briceni, Singerei</i>	2	-
TOTAL INSTITUTIONS AND EXPERTS/OFFICIALS			35	41
TOTAL MEETINGS			6	-
TOTAL VISITS IN THE TERRITORY			2	-

2.2. List of meetings, visits, and sessions for consultations

#	MEETINGS + VISITS	DATE	PLACE
1.	Meeting of the National Committee for Combating THB	08.06.12	Chisinau, Government
2.	Visit in the territory – Briceni Meeting of the Territorial Commission for Combating THB Briceni Meeting with the representative of the local newspaper "Meleag natal"	27.06.12	Briceni, Cons.raional
3.	Meeting of the Journalist Investigation Center for presenting the Quarterly Report No. 7 on media monitoring in relation to	28.06.12	Chisinau, CCTP

	THB, migration, and domestic violence		
4.	Technical coordination meeting with OSCE, Anti-trafficking and Gender	11.07.12	Chisinau, OSCE
5.	Meeting of the National Committee for Combating THB	27.07.12	Chisinau, CCTP
6.	Visit in the territory - Singerei Meetings with the Chair of the Territorial Commission, 2 newspapers + Radio, Labor Inspection, Territorial Employment Office	22.08.12	Singerei
7.	Meeting of the PA Anti-trafficking Coordination Group on the occasion of the National Anti-trafficking Week and European Anti-trafficking Day	18.10.22	OSCE

#	MEETINGS	DATE	PLACE
1.	Ala Vechiu , Permanent Secretariat	08.08.12	PS
2.	Eduard Bulat , Head of THB Combating Section, General Prosecutor Office	13.08.12	GPO
3.	Maria Vieru , Head of Press Service, General Prosecutor Office	13.08.12	PG
4.	Alina Radu , Ziarul de Garda	13.08.12	Editorial office, Press House
5.	Jana Costachi , Center for THB Prevention	13.08.12	Individually
6.	Daniela Terzi-Misail , “La Strada” Nicolae Misail , Communication Coordinator, “La Strada”	14.08.12	La Strada
7.	Tatiana Niculcea , Ministry of Education	16.08.12	MEd
8.	Radu Cucos , Head, Consular Division, MFAEI	17.08.12	MFAEI
9.	Nelea Motriuc , Andrei Lutenco , OIM	17.08.12	OIM
10.	Ludmila Avtutova , Legal and Political Assistant, US Embassy	21.08.12	PS
11.	Meetings in Singerei Vitalie Tabarcea – Chair of the Territorial Commission Ala Bezniciuc – Secretary of the Commission Maria Turcanu – Chief-Editor, “Ecoul nostru” newspaper Stefan Soltan – Chief-Editor, “Plai singerean” newspaper, director of the Local Radio Singerei “Plus FM” Vadim Crucieru – Labor Inspection Angela Popa – Territorial Employment Agency	22.08.12	Singerei
12.	Olesea Popa , First Secretary, Mass-media and Public relations Division, MFAEI		MFAEI
13.	Natalia Panzari , Head NCU/NRS	24.08.12	MLSPF
14.	Elena Capatina , Head Communication Unit, Ministry of Labor	24.08.12	MLSPF

15.	Efim Josanu , Interim Director of the National Television		TV-M1
16.	Petru Macovei , Executive Director, API	28.08.12	API
17.	Dumitru Racoviță , Analytical Division, CCTP	28.08.12	CCTP
18.	Aliona Stepan , CIDDC	29.08.12	CIDDC
19.	Alexandru Dorogan , Director Radio Moldova	30.08.12	Radio
20.	Constatntin Tricolici , Tourism Agency	03.09.12	TA
21.	Antoaneta Popescu , Medicins du Monde	03.09.12	PS
22.	Ion Bunduchi , Director APEL	05.09.12	APEL
23.	Ana Golubenco , Director AICI TV	11.09.12	AICI TV
24.	Ecaterina Berejan, Ala Vechiu, Valentin Sasu Permanent Secretariat Team	14.09.12	PS
25.	Eugenia Benigni , OSCE	17.09.12	OSCE
26.	Margareta Neamtu , Ministry of Culture	18.09.12	MC
27.	Daniela Simboteanu , CNPAC	24.09.12	CNPAC
28.	Cornelia Cozonac , Journalist Investigation Center	25.09.12	CIN
29.	Galina Morari , Ministry of Health	28.09.12	MH

3. Communication context

3.1. Specific problems for anti-trafficking area. The issues existing in the anti-trafficking area (preventing and combating THB) are different and complex. This matter has been elucidated and expressed in a number of relatively recent national and international reports and studies, being also presented in the NAP in special lines within those five structural compartments of the NAP. From the viewpoint of the Communication Strategy development, it is rather interesting to tackle, first of all, those problems which refer directly to communication, as well as the problems for which communication has an essential role so as to settle them.

The following problems may be pointed out from the first category: *insufficient activities to inform/raise awareness and educate the vulnerable categories of population (THB victims and potential victims, youth, children left behind, migrants in the countries of destination, and others), as well as the general public, regarding the risks and consequences of the THB phenomenon, its new trends and THB correlation with other social problems; drawbacks in informing the THB victims about the right to assistance and protection provided by the law; lack of adequate transparency and appropriate coverage in the media of the activities carried out by the state anti-trafficking stakeholders; insufficient information of LPA authorities and TC chairs and secretaries about the THB phenomenon, and other.*

The following problems may be outlined from the second category: *imperfection of coordination of the anti-trafficking activities at the national and local levels, drawbacks in collecting and analyzing the data on THB real cases/phenomenon; inexistence of official joint*

data at the national level, deficient and late communication for sending the information about the THB cases from the diplomatic missions of the Republic of Moldova abroad to the state authorities; inefficient cooperation between the MDTs and local NGOs for identifying the THB victims; underdeveloped cooperation among polices, prosecutors, border guards, and other relevant institutions and NGOs especially at the local level, etc. Other problems refer to the situation in relation to the need to reduce vulnerability, to enhance capacities of the anti-trafficking stakeholders, to deepen the cooperation with the competent institutions from the countries of destination.

3.2. Analysis of the communication situation. Analysis of the communication situation carried out in line with the methodology described in P.1 allowed revealing the current communication context of the PS and AC activity, being represented in Table 1 as a SWOT analysis²:

Table 1. SWOT analysis of the communication situation within the AC

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • Existence of a well-outlined anti-trafficking community with stable stakeholders and legislative framework enabling good communication. • PS has an official mandate and is perceived as having the role of a coordinating, monitoring and reporting entity for anti-trafficking activities, including for ensuring good communication within the AC. • PS has, in general, good collaboration with the main anti-trafficking stakeholders and has a number of well-established partnerships. • There are good practices in Moldova for information, raising awareness, and education in preventing and combating THB. 	<p><u>Weaknesses:</u></p> <ul style="list-style-type: none"> • Missing well-defined communication framework (<i>with strategy and communication action plan</i>) within the AC. • Missing modern and comprehensive tools of information and communication for the AC. • Insufficient collaboration with the press. • Insufficient involvement of the civil society, especially at the local level, in preventing and combating the THB phenomenon. • Missing communication skills of the specialists from different segments of the AC and insufficient materials for information and education in the THB area.
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • Commitment of the Government, all the central authorities as a whole, to support the anti-trafficking agenda coordinated by the NCCTHB/PS, including communication, raising awareness, and education. • Existence of some concrete communication tasks in the NAP and in the PS Plan, both approved at the highest level. • Important role of the national anti-trafficking agenda in the conditions Moldova has to meet to obtain the liberalized visa regime with the EU and to honor its commitments to the Council of Europe for passing to the post-monitoring stage. • Availability of development partners to support the institutionalization of the anti-trafficking communication. • National and local (rayon) press is opened for cooperation so as to inform and raise awareness 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Insufficient human and financial resources of the PS and a certain uncertainty in relation to obtaining such resources for carrying out the ambitious Communication Plan. • Risks for some institutions to not fulfill the communication tasks pointed out in the NAP for 2012-2013. • Over-estimation of the PS role in carrying out the communication activities within and beyond the AC. • Limited capacities and resources for partners to implement communication activities in the territory, at the level of LPA and territorial commissions. • Difficulties in setting partnerships with the press and civil society due to certain financial conditions, lack of capacities, and missing experience in the area.

² In English: S – strengths, W – weaknesses, O – opportunities, T – threats.

<p>of the public.</p> <ul style="list-style-type: none"> • Existence of some press and NGOs' networks, including in the investigation journalism area, which could be involved in enhancing the anti-trafficking communication, information and sensitization platform. 	<ul style="list-style-type: none"> • Underestimation of communication and awareness-raising activities by some anti-trafficking stakeholders.
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3.3. Official documents with reference to information and awareness-raising activities in the THB area

AT THE NATIONAL LEVEL

- **Law on preventing and combating trafficking in human beings no. 241-XVI dated 20.10.2005.** – Article 10/(2) sets forth that: “The central public administration authorities competent in preventing and combating trafficking in human beings, the local public administration authorities, and the territorial commissions for combating trafficking in human beings shall systematically organize informational awareness-raising campaigns for the population and shall develop and distribute publicity materials on the risks that potential victims of trafficking in human beings can be exposed to, in active collaboration with mass-media” (*Art.10 amended via the Law No. 137-XVI dated 21.06.2007*). As well, the article 12/(1) stipulates that international organizations represented in the Republic of Moldova and the nongovernmental organizations active in the area of preventing and combating trafficking in human beings “...may organize information campaigns on trafficking in human beings and the risks to which victims of such trafficking are exposed”.

- **Regulation of the NCCTHB and PS (GD - 472/26.03.2008, including the modifications introduced by the GD-900/02.12.2011).** – One of the stipulated functions of the NCCTHB is the following: “to organize campaigns to familiarize the population with the problems related to trafficking in human beings and the social danger of this phenomenon”; One of the PS duties is “to support national and international information and awareness-raising campaigns for the population about the trafficking in human beings and to collaborate with mass-media in this area”.

- **NRS Strategy for protecting and assisting THB victims and potential victims (Parliament Decision No. 257-XVI/05.12.2008).** – One of the specific objectives of the NRS Strategy is “awareness-raising of the population related to preventing and combating trafficking in human beings”.

- **National Report on preventing and combating THB for 2011.** – It contains two specific recommendations related to communication: a) “to continue the implementation of national awareness-raising campaigns for population”; and b) “to enhance the strategy of communication among the anti-trafficking stakeholders”.

- **National Plan to prevent and combat trafficking in human beings 2012–2013 (GD-559/31.07.2012).** – It contains a special sub-task dedicated to communication, “awareness-raising and education of the general public”, included in Annex 2, aiming to “educate the public opinion about the danger and consequences of the THB phenomenon and the related problems (exploitation of immigrants, commercial sexual exploitation of children etc.)”, and two specific objectives – 1) “to increase awareness-raising of the general public about the new THB trends”; and 2) “to develop mobile applications and to use social media to raise awareness, inform and educate the general public” – and which provides for a total of 13 communication activities. The implementation of the respective activities shall be carried out by 8 concrete central public institutions (ministries and agencies), local public administrations,

diplomatic missions and consular offices of the RM. The partners from the civil society are also indicated – 2 local NGOs and 2 international NGOs, and a number of specialized NGOs (active in the area) which should be identified.

- **Action Plan of the PS and NCCTHB for 2012.** – The V priority of the Plan is “Development of the collaboration of the Permanent Secretariat with the anti-trafficking stakeholders and mass-media”, aiming “to improve the communication of the Permanent Secretariat with the anti-trafficking stakeholders and mass-media so as to consolidate the collaboration mechanism”. To implement this priority, four activities were pointed out for 2012, including the development of the present Communication Strategy.

AT THE INTERNATIONAL LEVEL

- **Report of the US State Department on Combating Trafficking in Persons 2012 – Moldova (Tier 2).** – Several recommendations are formulated in relation to communication /awareness-raising: a) *to increase the awareness of the THB victims and their skills to request for compensations from people who have trafficked them;* b) *to improve communication/cooperation between the local law enforcement bodies and local civil society (local NGOs);* c) *to reduce the demand for sexual services through awareness-raising activities for the potential consumers of prostitution.*

- **GRETA Report on implementation in Moldova of the Council of Europe Convention on Action against Trafficking in Human Beings, 2012.** – It contains the following recommendation “*Moldovan authorities should continue their efforts of raising awareness among the general public about THB. In parallel, authorities should undertake steps to point out and implement some special preventive measures developed for the especially vulnerable groups to THB so as to inform them about trafficking dangers in a very convincing way. Awareness-raising and education campaigns in schools and training of appropriate professionals should be focused on promotion of gender equality, eradication of gender-based violence, and stigmatization of trafficking victims.*”

4. Findings and conclusions

Some major findings and conclusions are synthesized below with regards to the communication context of AC and PS positioning in this context, including the PS role in an institutionalized, relevant, and comprehensive communication.

The first set of findings has derived from the analysis of the considered documents (Annex 3) – *laws, government decisions, regulations, plans, strategies, national and international reports* – and it is presented as follows:

- The National legislative framework clearly stipulates the need and the binding nature of a constant communication activity in the area of preventing and combating THB (information, awareness-raising, education) and appoints this task to the competent CPA and LPA authorities.

- Communication functions are appointed via the operational regulations of the NCCTHB and PS. At the same time, the “NRS Strategy for protecting and assisting THB victims and potential victims” stipulates the specific objective of awareness-raising, as well as the development of a NRS communication strategy.

- The national legislative framework also provides possibilities to the international organizations operating in Moldova, as well as to the nongovernmental organizations active in the THB area, to carry out communication activities.

- The need to strengthen a communication strategy is revealed in the National Report 2011, which also recommends continuing the national awareness-raising campaigns.

- At the international level, two important international reports, “Tier 2” and “GRETA”, formulate a number of recommendations for Moldova related to communication. Besides the general recommendation to continue raising awareness of the general public related to the THB dangers, these recommendation refer especially to raising awareness among the THB vulnerable groups in relation to the THB victims’ rights, improvement of the communication/cooperation between the law enforcement bodies and local NGOs to prevent and assist THB victims, as well as the specific communication activities that would diminish the demand for prostitution services.

- NAP has taken into consideration to a certain extent the existing recommendations to prevent and combat THB and has included 13 communication activities for 8 ministries and agencies, as well as for LPA (which have to specify local communication plans). At its turn, the PS has committed, through its Action Plan for 2012, to carry out four activities meant to improve the PS communication with the anti-trafficking stakeholders and mass-media.

The second set of findings and conclusions is based on the consultations held with the representatives of the main stakeholders of the AC, including with mass-media outlets and NGOs:

- Need for institutionalized communication within the AC has become an imperative and this fact has been confirmed at the level of the entire anti-trafficking community, which feels the need of systemic and systematic communication. The traditional communication means within the AC (*letters, faxes, e-mails, web-pages focused strictly on the mission and objectives of one single institution, coordination meetings, etc.*) are not enough to ensure a comprehensive information/communication within the entire AC, which would contribute efficiently to the adequate implementation of the anti-trafficking agenda.

- An institutionalized platform of communication within the AC is necessary for the internal communication of the AC, including of the PS and AC stakeholders, as well as for the orientation towards the general public.

- There is no comprehensive source of systematized information and data related to THB (*databank*): *legislative acts, national and international reports, current statistics, calendar of the THB events, on-going projects, results of the implemented projects, information/awareness/raising campaigns, collection of publications, focused news from anti-trafficking stakeholders, including constant statements about the activity in the territory, at the level of the territorial commissions and MDTs, etc.*

- PS is perceived as having the central role to ensure the communication platform (with adequate tools) within the AC, as well as to create/maintain the anti-trafficking databank.

- A communication strategy of the PS should focus mainly on communication within AC and, within reasonable limits, on awareness-raising among the general public, especially in relation to the new THB trends.

- An informative and comprehensive internet page of the AC is considered to be the most appropriate tool of anti-trafficking communication/information. The administration of this page (*concept, development, design, content, and update*) should be ensured by the NCCTHB through the PS, also benefiting from constant contributions of the AC stakeholders.

- There is insufficient communication with press from many AC stakeholders and even some difficulties for the press to obtain information related to THB³.

- The press, in general, is available to cooperate closer within an efficient and open communication system, to be provided by the PS.

- There is a need for PS and other anti-trafficking stakeholders to collaborate with NCU/NRS to diversify and enhance the relation with the civil society and for its wider

³ Out of the total number of 1736 materials published within the last two years in the press, only 290, or 17%, were focused on THB, the majority being related to migration and domestic violence – according to the “Final Report on mass-media monitoring in relation to THB, migration and domestic violence (September 2010 – August 2012)”. – CIN, September 2012.

involvement, especially at the local level, in awareness-raising, prevention, combating, and THB victims' assistance activities, as well as collaboration with the law enforcement bodies, especially at the local level⁴.

- It is necessary to have an adequate/increased response of the anti-trafficking stakeholders to the newly registered trends in THB by organizing and/or encouraging information and awareness-raising campaigns for the respective trend, threats, and their effects.

The need for an institutional anti-trafficking communication also derives from the problems in the area, which were exposed at the beginning of this chapter.

As well, the above-presented SWOT analysis points out the need of a communication strategy for AC, as well as of an enabling environment for developing the respective strategy by harnessing the existing opportunities.

The general conclusion: the need to develop a communication strategy for the PS has become critical, and this fact is acknowledged practically at all the AC levels. The main aim of the respective strategy is to ensure an institutional communication within the AC through a set of communication tools, to consolidate the relation with the press, and to contribute to improving the information and awareness of the population about the THB phenomenon and its consequences.

The findings and conclusions expressed above have served as basis for the configuration of the Communication Strategy.

5. Final findings and recommendations

The final considerations and recommendations will tackle the partnerships and necessary human and financial resources to ensure the good implementation of the Strategy and Action Plan:

- The establishment of a communication framework institutionalized within the CA and managed by the PS is a critical need, which is validated through plan tasks, international recommendations, and acceptance of all anti-trafficking stakeholders.

- Based on this generally accepted critical need, it is imperative to ensure a good beginning of a strategic cooperation with the development partners so as to support the implementation of the Communication Strategy and Plan.

- The implementation success of the first Strategy and first Action Plan, the assurance of an efficient functionality of the main communication tools within the AC, especially of the web-page, secure the continuity and sustainability of the anti-trafficking communication process, as well as of the impact on the society, in general.

- Constant and relevant update of the web-page and of the “Anti-trafficking Courier” is essential, that is why, it is recommended to establish from the very beginning some principles of cooperation with the majority of AC partners for the periodical supply of news and statements about the undertaken activities, which are of interest for the entire anti-trafficking community, and beyond it.

- It is also important to promote the PS web-page and the accounts from the social media networks. The banner of the PS web-page should be posted on all the web-pages of the AC

⁴ The NRS has a specific objective to raise population awareness about preventing and combating trafficking in human beings, and one of its implementation measures refers to development of a communication strategy within the NRS (in line with the Parliament Decision No. 257-XVI/05.12.2008).

stakeholders, including on the web-pages of the LPA through the TC efforts. The NCU/NRS should ensure the promotion of the page in the MDTs' network, and should collaborate with the PS to subscribe the MDTs' members to the "Anti-trafficking Courier" in the context of the communication culture promotion via the Internet.

- From technical viewpoint, it is recommended to recruit a specialist with qualifications and experience to finalize, at a first stage, collecting/selecting, synthesizing, coordinating, and posting massively the information on the web-page, so as to launch it (either on volunteer basis, or by an internship student, or through a special contract). It is also recommended for the respective employee to become the administrator of the web-page content and to be directly responsible for all other communication activities. Other necessary skills are: writing of news, releases, articles for the web-page and posting them together with the afferent photos.

- The proposed strategy will be implemented for a period of 3 years, 2013-2015, and the action plan for a period of one year – 2013.