

Terms of Reference

Production and dissemination of immersive employer-migrant domestic worker experience in Hong Kong for the ILO Integrated Programme of Fair Recruitment (FAIR II)

1. Objective

The ILO's [Integrated Programme of Fair Recruitment, phase II](#) (FAIR II) works with workers' organisations, national authorities and employers' organisations across selected migration corridors to promote fair recruitment practices, protect fundamental rights and principles at work and reduce the incidence of forced labour and human trafficking. In Hong Kong (China)¹, FAIR II draws on behavioural insight approaches to develop impactful messages targeting employers of domestic workers. The end-goal of this strategy is to influence the market in Hong Kong by creating a new social norm of respect for domestic work that would in turn drive employers to expect and demand fair recruitment services. ILO is looking for a partner to produce a set of compelling and immersive products that will reach and inform the target audience at scale and trigger behaviour change.

2. Background and rationale

Every year, millions of women and men leave their homes in search of better livelihood opportunities. Of the 258 million migrants worldwide, an estimated 164 million are workers, including 68.1 million women. Many of those who leave their homes to seek better livelihood opportunities are prey to deceptive and coercive recruitment practices – these typically include the charging of high recruitment fees to workers, putting them at risk of debt bondage. Domestic work represents the largest share (24 per cent) of the 16 million people estimated to be in forced labour in the private economy.² Of the 67 million domestic workers over the age of 15 worldwide, 11 million find this work abroad, and in doing so, many fall prey to intermediaries who charge them high fees for recruitment and placement. The debts they incur to pay these fees often trap them in situations of trafficking and forced labour, enduring sometimes highly abusive living and working conditions just to ensure they earn enough to repay their debt and send money home.

In response to these challenges, the International Labour Organisation (ILO) launched a global initiative to protect the rights of workers from abusive and fraudulent recruitment and

¹ Thereafter “Hong Kong”

² ILO (2017) Global estimates of modern slavery: forced labour and forced marriage.
http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_575479.pdf

placement processes, and prevent human trafficking and forced labour. As part of this mandate, the ILO implements an Integrated Programme on Fair Recruitment (FAIR) funded by the Swiss Development Cooperation. The project works in partnership with governments, trade unions, employers' organisations, businesses, civil society, and the media, **to increase access to fair recruitment practices for migrant workers, and preserve their Fundamental Principles and Rights at Work and other human rights.**

A key strategy towards achieving this is to promote fair recruitment principles amongst recruitment agencies, workers and employers.³ Where these initiatives address domestic work as a sector, they are implemented in articulation with the ILO Office-wide "*Strategy for action towards making decent work a reality for domestic workers worldwide*". This global strategy was adopted in 2011 as a means of implementing the principles of ILO Convention 189 on decent work for domestic workers, and serves as a unifying framework for ILO actions at country, regional and global levels concerned with domestic workers.

Local Context in Hong Kong

Foreign domestic workers in Hong Kong make up 10% of the workforce (385,000 in 2018), and contribute about 3.5% of overall GDP. Up to 15% of Hong Kong's households have a live-in domestic worker. Childcare is the primary need for hiring along with housekeeping and cooking, and demand for elderly care provision is expected to increase drastically due to the aging population and lack of care alternatives.⁴

Foreign domestic workers are legally required, by their respective consulates, to use a Private Employment Agency (PrEA) when initially taking up employment in Hong Kong. Although these agencies permitted by law to charge up to 10% of the domestic worker's first month's salary or HK\$431 (US\$56), research by the Progressive Labour Union of Domestic Workers - Hong Kong (PLUDWHK) and Hong Kong Federation of Asian Domestic Workers Union (FADWU) found that 56% of FDWs interviewed were excessively charged illegal fees by PrEAs. Interviewees testified that, on average, they paid more than 20 times the maximum chargeable agency fee, over 4.5 months. One third of respondents said they were charged prior to receiving their first months' salary, which further contravenes the current code of practice.⁵ Excessive recruitment fees can contribute to creating situations of debt bondage, and, in combination with other abuses, such as illegal wage deductions for example, can amount to human trafficking and forced labour.⁶

Employer engagement strategy

Through FAIR II, in 2019 the ILO engaged a consultant to conduct a broad consultation with 67 stakeholders engaged on FDW issues, to develop a strategy for engaging employers of domestic workers and increasing their awareness of recruitment-related abuses and of the role played by unethical recruitment agencies. The process was further informed by a design-thinking workshop in which participants, ILO partners and collaborators, identified approaches and prototype interventions to reach and influence the behaviour of employers

³ [The ILO General Principles and Operational Guidelines on Fair Recruitment](#) identify 13 principles and 31 guidelines for governments, public and private employment services, and employers.

⁴ The value of care report, Enrich, 2019, Source accessed: 26/11/2019

⁵ Agents of Change, Assessing Hong Kong employment agencies' compliance with the code of practice, FADWU, 2018

⁶ ILO, Source accessed: 26/11/2019 https://www.ilo.org/global/topics/fair-recruitment/WCMS_320405/lang-en/index.htm

of domestic workers in Hong Kong in order to create greater demand for fair and ethical agencies. An important take-away of the consultative process was the observation that “fair” and “ethical” frames may not actually be so appealing to employers, and that a different set of messages would need to be used in order to motivate employers to look for an agency with good or better practices.

In 2020, and in close collaboration with the Federation of Asian Domestic Workers Union (FADWU), the Hong Kong University Social Sciences Research Centre (HKUSSRC) and with the University of Geneva (UNIGE), the ILO initiated a behavioural science approach, which, through the use of a randomised control trial (RCT), sets out to test what message frame can best influence employers of domestic workers in their choice of an agency. Once tested, this set of behavioural levers will form part of the content that the ILO will draw upon in developing a set of communication products targeting employers of domestic workers.

Employer engagement strategy – key objectives

As part of its strategy to engage employers of foreign domestic workers, the ILO intends to leverage immersive engagement methods, to trigger greater empathy in employers, as a motivator for them to reconsider their recruitment options. To this effect, the ILO will develop a **set of related products** (campaign materials) aimed at informing and engaging both employers and domestic workers in their choices. This set of products will include:

- an interactive or gamified multimedia product, as a centrepiece of the awareness raising and communication campaign;
- a short “teaser” video, aimed at triggering interest to view other products;
- an infographic (digital flyer) depicting the hidden cost of recruitment for employers and FDWs when they are party to unethical recruitment practices;
- a presentation deck aimed at employees within Multinationals based in Hong Kong (presenting the “business case” for promoting ethical recruitment amongst employees of Multinationals).

The ILO will also develop a **dissemination plan** to ensure the set of communications products reaches its audience. This plan will include a social-media campaign and a webpage (campaign landing-page) to host campaign materials, targeting the defined audience.

Target audience

The audience profile is low- to middle-income local households with caring responsibilities for children and/or elderly. The products are intended to reach people before they decide to hire a domestic worker, i.e. a common point in time would be expecting parents. The decision makers for hiring MDWs are likely to be middle-aged, Chinese, female, and employed. The communication products will also target employees of multinational corporations based in Hong Kong, who, as individuals, are also typically employers of foreign domestic workers.

Within this broad typology, three sub-groups are distinguished:

1. Supporters of the issue of “fair recruitment” because they are aware of the issues and have the resources (time and money) to engage with it.
2. Neutral mind-set group: people who are either unaware of the issue and how it affects them and domestic workers or not having a firm opinion on it yet.
3. Detractor mind-set group: people who are aware that there are issues with helper employment and recruitment practices but perceive anything that is in the interest of helpers to be to their detriment. They expect hiring of MDWs to be a zero sum game.

The communication challenge is how to turn as many neutral people into supporters as possible, without turning them into detractors by presenting seemingly judgmental or simplistic messages that focus on supporting domestic workers only.

3. Partner deliverables and Specifications

The ILO is looking for a partner/supplier to both develop and disseminate an immersive experience product and a set of supporting communications products aimed at triggering behavior change in employers of migrant domestic workers in Hong Kong. The partner will be requested to co-develop the concept, produce the immersive experience and related products, and implement dissemination in Hong Kong, with a focus on social media channels. As part of dissemination the partner will engage with key collaborators including selected Multinational corporations in Hong Kong, identified in the ILO's employer engagement strategy.

Important: Please prepare a presentation deck (power point format) which includes the proposed work plan and all deliverables as follows:

Deliverable 1: Key Product - Multi-media immersive experience

Objective: Provide an immersive experience for the viewers, introducing two points of view represented in narrative journeys of employers and of foreign domestic workers.

The product is expected to drive an empathetic response by the audience to employers as well as MDWs. As such the content should depict the onerous recruitment process and the significant financial, time, social (and other) pressures employers are under as part of this process and inform employers about the hidden charges of common agency practices. The content will empathetically demonstrate the importance, for employers, of finding a suitable domestic worker for complex demands and household dynamics while being under intense time and cost pressure in an opaque recruitment landscape.

The experience should also show [the reality that domestic workers have to contend with](#) and the considerable consequences, including debt bondage, that can follow from employer decisions and giving business to criminal recruitment agents. The product will empathetically demonstrate the pressure, vulnerability and disadvantage many MDWs find themselves in upon arrival in HK and trying to find employment in an opaque recruitment landscape.

Format:

Interactive or gamified multi-media experience, delivered through a web platform using a combination of:

- First person/third person Point of View.
- Choose your own Adventure (branching storylines)
- Multi-media content (videos/photos/infographics)
- Virtual reality

Content elements:

Employer hiring journey narrative

- Design tailored messaging for families, multi-generational households and low-income groups

- Research the pain points of employers, (e.g. being time poor and needing reliable care services in order to continue their employment)
- Outline of benefits of ‘fair’ recruitment and provide good practice examples of PrEA
- Depict common complaints of employers about PrEAs

MDW recruitment journey narrative

- Develop story telling approach for ‘humanized’ examples of MDWs journeys to increase empathy with all parties
- Introduce MDWs as people, as employees with similar concerns and stresses to their employers, in addition to serious legal and visa limitations

Call-to-action

- The narrative ends with a call-to-action, through links to the campaign landing page, from where the viewer can access campaign products such as a “due diligence guide” for employers of domestic workers (developed by the ILO).

Deliverable 2: Short “teaser” video to support Key Product launch and dissemination

Objective: Trigger interest from the viewer, to engage in the immersive experience and other campaign products.

Format: Short “elevator pitch” video for social media. 20-30 second duration.

Content elements:

Draws on the content of Key product 1, and includes web link to the Call-to-action landing page.

Deliverable 3: Infographic / digital flyer on Hidden Costs of Recruitment

Objective: Provide a simple and clear visual depiction of the hidden costs of unfair recruitment for both employers and FDWs, and the common violations by PrEAs of the [Code of Practices for Private Employment Agencies in Hong Kong](#)⁷.

Format: Infographic, shareable as a digital flyer.

Content elements:

- Show where are Red Flags (hidden costs and ethical violations) in the employer recruitment journey, when dealing with unethical PrEAs
- Refer to [common complaints](#) against PrEAs violating the Code of Practice⁸ <https://www2.psenq.labour.gov.hk/ps/ea/en/note.xhtml>
- Additional content elements to be provide by the ILO.

Deliverable 4: Business case for Multi-National Enterprises (MNEs) – draft available

Objective: Provide a clear outline of reasons for businesses and business leaders to take action by sharing information with their staff and encouraging them to support ILO’s call-for-action.

⁷ https://www.labour.gov.hk/eng/public/CoP_Eng.pdf

⁸ <https://www2.psenq.labour.gov.hk/ps/ea/en/note.xhtml>

Format: Short slide show / presentation deck aimed business leaders and Human Resource managers of Multinational Corporations based in Hong Kong.

Content elements:

The ILO will provide draft content for the product, in power point format, and connect the partner with organisations in Hong Kong who agreed to share materials for its production.

Deliverable 5: Dissemination plan

Objective: Set out by what means the set of products will reach the target audience, within defined objectives (time-frame and number of individuals reached, both employers and FDWs), and including a prototype visual identity

Format: Word document, no longer than 5 pages, with annexed slides as relevant.

Content elements:

- Overview of social media tools and activities to launch the campaign products (immersive multimedia experience, campaign landing-page, infographic / digital flyer, business case for MNEs)
- Recommended localised activities to complement social media launch
- Prototype visual identity for the campaign
- Recommendations towards the content and visual layout of the campaign landing-page. Note: the landing-page will be designed, developed and hosted by the ILO, in line with ILO templates for web-design.
- Proposed metrics to track campaign results
- The plan will include actions to be undertaken with and/or by collaborating stakeholders including participating MNEs.

Deliverable 6: Dissemination activities and reporting

Objective: Undertake dissemination activities as agreed with the ILO based on the approved dissemination plan and report on activities.

Format:

- Collaboration with stakeholders (selected Multinational Corporations, Civil Society Organisations, Trade Union partners) to maximise the reach of the campaign.
- Social media campaign development and activities.
- Localised campaign launch events.
- The launch of activities will aim to coincide with 16 June 2021 (International Domestic Worker’s Day)

Content elements (reporting):

Photo-documentation of events and activities.

Report of results against proposed metrics (the ILO will report on landing-page metrics).

4. Timeline

Deliverable	Content	Target date
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1.1	Immersive experience production plan for review and refinement by ILO and expert peer review	March 2021
1.2	Fully developed immersive experience ready	10 June 2021
2.1	Teaser / elevator pitch video for review by ILO	June 2021
2.2	Final teaser / elevator pitch video	
3.1, 4.1	Draft design and layout i) Business case for Multi-National Enterprises; and ii) Digital flyer on Hidden Costs of Recruitment, for review by ILO	April
3.2, 4.2	Final i) Business case for Multi-National Enterprises; and ii) Digital flyer on Hidden Costs of Recruitment, for review by ILO	May
5	Dissemination plan	May 2021
6.1	Launch of dissemination activities and stakeholder collaboration (MNEs, CSOs, Trade Unions)	by 16 June 2021 (International Domestic Worker's Day)
6.2	Dissemination and stakeholder collaboration, and reporting	Maximum of 10 person-days spread between June – end September 2021 ⁹

5. Required competencies and experience

The ILO is seeking for a company with the following required and desirable qualifications:

Required qualifications

- Demonstrated experience in producing high-quality multi-media visual content;
- Demonstrated understanding of and familiarity with immersive experience technology;
- Demonstrated capacity to develop innovative campaign materials and to successfully engage in social media;
- Demonstrated experience in strategic communications design and implementation;
- Substantial experience in engaging with and collaborating with relevant stakeholders including trade unions and civil society organisations on social justice issues in Hong Kong (China);
- Based in Hong Kong (China).

Desirable qualifications

- Experience in engaging with private sector companies on corporate social responsibility;
- Sound understanding of labour migration issues, in particular in the domestic work sector in Hong Kong (China) and/or SE Asia;
- Familiarity with the work of the ILO.

⁹ ILO FAIR Project phase 2 is expected to end on 31 October 2021. All deliverables and activities should be completed by end of September 2021 the latest.