

TERMS OF REFERENCE

Communication campaign with a focus on combating undeclared work and OSH

Lead Office: ILO DWT/CO-Budapest
Duration: August – October 2025
Target County: Republic of Moldova
Project: MDA/23/01/EUR (109316)

1. JUSTIFICATION AND BACKGROUND

Undeclared work remains a widespread issue in the Republic of Moldova, with approximately one in four workers engaged without a formal employment contract. This contributes to estimated annual losses of around 15 billion MDL to the state budget. According to data from the National Bureau of Statistics (NBS) and the International Labour Organization (ILO), the rate of undeclared employment among salaried workers reached 8.2% in the third quarter of 2023, up from 6.8% in Q3 2022, thus reversing the downward trend observed in recent years. The issue is particularly acute in the agricultural sector, where the incidence of undeclared work is estimated at up to 74%.

In response, the State Labour Inspectorate (SLI) has significantly intensified its inspection and enforcement activities. Between March and June 2025, the SLI conducted 2,299 inspections, identifying cases of undeclared work in 15.3% of instances. Notably, over 80% of the workers identified were subsequently formalized. In total, more than 3,000 cases of undeclared employment were identified in 2023, a significant increase from an annual average of just 80 cases prior to recent reforms. In the first half of 2025 alone, an additional 1,700 cases were reported.

To enhance detection and facilitate reporting, a new digital platform www.lucrezlegal.md was launched in March 2025 in collaboration with the ILO. The platform enables workers to report cases of undeclared work online, supplementing existing complaint mechanisms. By ensuring confidentiality and user accessibility, the platform addresses key barriers such as fear of retaliation and income loss, ultimately contributing to an increase in reported cases and improved enforcement outcomes.

This ToR incorporates the key outcomes of the workshop held on 28 May 2025 in Chişinău, which brought together tripartite stakeholders. The event featured a detailed presentation of strategic compliance activities, based on the

[ILO Approach to Strategic Compliance Planning for Labour Inspectorates](#). The initiative aims to strengthen the capacities of the Ministry of Labour and Social Protection (MLSP) and the State Labour Inspectorate (SLI) in reducing undeclared and under-declared work, particularly in high-risk sectors such as agriculture, construction, and trade, supported by the both social partners (National Confederation of Trade Unions of Moldova (CNSM) and the National Confederation of

Employers (CNPM) in the Republic of Moldova in strengthening their mandate in the area of undeclared work prevention and promoting economic growth through labour formalization.

The main Outcomes outlined from Tripartite Working Groups:

Working Group 1: "For Safe Work" – Awareness and Information Campaign in the Agricultural Sector

| Component | Details |
|----------------------------|---|
| Stakeholders | SLI, CNSM, CNPM |
| Target Sector | Agriculture |
| Proposed Title | <i>For Safe Work – Awareness and Information Campaign in the Agricultural Sector</i> |
| Objectives | <ul style="list-style-type: none"> -Promote legal forms of employment - Reduce undeclared and under-declared work |
| Key Messages | <ul style="list-style-type: none"> -"Undeclared work is unprotected work." - "Formal employment means safe employment." |
| Key Stakeholders and Roles | <p>SLI: Identify agricultural employers and employees; direct outreach</p> <p>CNPM: Engage employers via “Decent Work Contact Points”</p> <p>CNSM: Disseminate messages through trade union network</p> |
| Proposed Timeline | <ul style="list-style-type: none"> - Phase I – Awareness Raising: February–March - Phase II – Monitoring & Outreach: August–September - Dissemination through partner networks |
| Tools and Methods | <ul style="list-style-type: none"> - Distribution of leaflets and posters - Public visibility events (e.g., flash mobs) |

Working Group 2: "Confederations on the Move" – Awareness and Information Campaign in the Construction Sector

| Component | Details |
|----------------------------|--|
| Stakeholders | MLSP, CNSM, CNPM |
| Target Sector | Construction |
| Proposed Title | <i>Prevention Saves Lives – Awareness and Information Campaign in the Construction Sector</i> |
| Objectives | <ul style="list-style-type: none"> - Promote legal forms of employment - Reduce undeclared and under-declared work |
| Key Stakeholders and Roles | <p>MLSP: Strategic oversight and coordination</p> <p>CNPM & CNSM: Campaign implementation through employer and worker networks</p> |
| Proposed Timeline | May–October |
| Tools and Methods | <ul style="list-style-type: none"> - Community-level information dissemination - Production and broadcasting of a video spot |

Component

Details

- Distribution of posters and leaflets

Objective of the Assignment

At the request of the Ministry of Labour and Social Protection (MLSP) and the State Labour Inspectorate (SLI), and in collaboration with the National Confederation of Trade Unions of Moldova (CNSM) and the National Confederation of Employers (CNPM), the ILO is seeking to contract a local communication company (hereinafter referred to as "the Supplier").

The Supplier will be responsible for designing and supporting the implementation of a comprehensive and targeted communication campaign on undeclared work, with a focus on the most affected sectors: agriculture, construction, and trade. The campaign will contribute to raising awareness, changing behaviours, and promoting formal employment relationships, in line with national efforts to reduce informal work and ensure decent working conditions.

2. OBJECTIVE

1. Design and propose **at least three tailored communication campaign scenarios**, each focused on one of the sectors: agriculture, construction, and trade.
2. Raise awareness on the **risks and consequences of undeclared work**, including loss of rights, unstable income, and lack of social protection.
3. Encourage undeclared workers to submit **petitions and complaints**, particularly via the new digital platform www.lucrezlegal.md.
4. Engage and reflect the roles of **key actors** in each campaign scenario: MLSP, SLI, employers' organizations, and trade unions.

The Supplier is supposed to draft a comprehensive concept note for the campaign, outlining communication activities, specifying means and tools, and identifying channels and formats best suited to reach the target audience effectively.

3. Scope of Work and Deliverables

The Supplier shall perform the following:

3.1 Research and Conceptualization

- Conduct a rapid stakeholder and audience analysis to understand barriers and motivations in the three sectors.
- Develop **at least three creative campaign scenarios**, considering the ideas provided above, each addressing:
 - Key informal behaviours in the targeted sectors.

- Messaging adapted to the sector's audience (workers, employers).
- The roles and coordinated actions of SLI, MLSP, trade unions, and employers' organizations.
- Each scenario must include:
 - Key messages and call to action.
 - Proposed slogans, visual identity or style direction.
 - Suggested mix of communication channels and formats (e.g., TV, social media, radio, field materials).
 - A plan to involve MLSP, SLI and social partners.

3.2 Content Development

- Based on the selected scenario(s), develop the following:
 - **Short video/audio spots** for social media, radio or TV.
 - Posters, infographics or leaflets (digital & print).
 - Sector-specific storytelling or testimonials, highlighting success cases of formalization.
 - Suggested scripts for press releases or institutional social media posts.

3.3 Campaign Roll-Out Plan

- Present a **realistic implementation plan**, including:
 - Timeline for content production and dissemination.
 - Sector-specific media and outreach strategies.
 - Monitoring and evaluation approach (e.g., KPIs such as views, shares, user engagement)

4. TARGET GROUPS

The primary target audience of the campaign consists of workers engaged in undeclared and under-declared work, particularly in sectors with the highest incidence of informality: agriculture, construction, and trade.

To maximize relevance and impact, communication efforts must be sector-specific, addressing the unique vulnerabilities and risks in each of the following sectors:

- **Agriculture:** Targeting seasonal and informal rural workers, often unregistered and paid in cash, with limited access to social protection, healthcare, and decent working conditions.

- **Construction:** Addressing workers exposed to hazardous environments without insurance, contracts, or access to compensation in case of accidents or injuries, a sector where informality often persists through daily or undocumented arrangements.
- **Trade (Retail & Wholesale):** Engaging sales workers, cashiers, warehouse personnel, and delivery workers in small or unregistered businesses who may be under-declared or working entirely informally, without minimum wage guarantees or paid leave.

Across all groups, the campaign must highlight the direct consequences of undeclared work, such as lack of pensions, healthcare, legal protections, and job security, while promoting the available reporting mechanisms, including the lucrezlegal.md platform.

To ensure credibility and effectiveness, messages must be culturally adapted and delivered through trusted intermediaries, such as trade unions, employers' associations, and labour inspectors, as well as through peer testimonials and community-based outreach.

5. Stakeholder Involvement

The campaign should be designed in full coordination with:

- **State Labour Inspectorate (SLI)** – for messaging validation and case data.
- **Ministry of Labour and Social Protection (MLSP)** – as strategic partner and policy communicator.
- **Trade unions (e.g. CNSM)** – to reflect worker protection and support messaging.
- **Employers' organizations (e.g. CNPM)** – to include employer-side awareness and engagement.

The Supplier is expected to conduct at least two coordination meetings/workshops with SLI, MLSP, and both social partners during the scenario development phase, as well as during the validation phase of the campaign design.

6. CHANNELS

To effectively reach and engage workers in undeclared and under-declared employment, particularly in agriculture, construction, and trade, a multi-channel strategy, with a mix of:

- Traditional media: TV, radio, outdoor.
- Digital: social media, websites.
- Community based: events, leaflets, info- points via unions and employers' networks.

7. Timeline and Deliverables

| Deliverable | Deadline |
|--|----------|
| Kick-off meeting and stakeholder briefing | Week 1 |
| Research brief and initial sector analysis | Week 2 |

| | |
|--|--------------------------|
| Submission of 3 scenarios | Week 3 |
| Feedback & scenario selection | Week 4 |
| Content development (scripts, visuals, spots) | Week 5, 6 |
| Campaign launch and media dissemination plan | Week 7-11 |
| Final report with metrics and lessons learned | End of assignment |

8. Required Qualifications of the Supplier

1. Proven experience in communication campaign development, including the social or labour rights sector.
2. Experience in labour rights, public awareness or anti-informality topics is a strong asset.
3. Demonstrated capacity to produce creative, audience-tailored communication tools.
4. Strong visual design, multimedia production, and digital media strategy capabilities.
5. Proven experience working with government institutions and/or international organizations.

9. Submission Requirements

Interested companies are requested to submit the following:

1. Company profile and portfolio of similar campaigns.
2. A proposed technical approach for the assignment (max. 4 pages);
3. A proposed financial offer (in MDL, excluding VAT);
4. CVs of key team members.
5. Timeline and availability (campaign planning should have a very detailed weekly plan of activities included).

10. TECHNICAL PROPOSAL

Technical Proposal for the Communication Campaign should conceptually detail the associated planning of communication activities, particular means, tools, as well as specific channels and formats in reaching out to the target audience of informal workers, given the proposed objective. At the same time, technical concept must include the design and planning of campaign message(s), included in the Communication Action Plan, detailing the activities to be implemented and deadlines to be reached. Last, but not least, the proposal should contain an elucidation on how you will evaluate your plan, based on the proposed indicators, as well as adjust it, depending on the achieved results and using various methods to collect the data on communication performance, such as web analytics, social media analytics, e-mail analytics, and surveys or feed-back forms.

Please also include a brief description on how you plan to tackle any **potential obstacles and emergencies** during the campaign, since informal workers represent target group difficult to grasp and reach by employing only conventional means and channels of communication.

11. FINANCIAL PROPOSAL

Financial Proposal for the Communication Campaign should describe necessary resources allocated to implement the activities included in the Communication Action Plan, based on the evaluation of proposed the most effective means, tools, as well as specific channels and formats in reaching out aforementioned objective of the campaign. Propose feasible resources based on realistic communication plan, which is also flexible and adaptable to the specific of informal character of economic activities performed by workers to be reached.

12. ASSIGNMENT COORDINATION

In terms of logistical, administrative, but also substantive aspects of the assignment the Supplier will work under the supervision of the ILO Labour Inspection and OSH Specialist, ILO Senior Specialist, Social Dialogue and Labour Law of the DWT/CO-Budapest and in close coordination with the ILO EU Project Coordinator.

Whereas implementation of Communication Campaign, as well as the finalization of Communication Campaign Plan, including specific deliverables and targets, will be made in close coordination with the relevant stakeholders, such as the MLSP, SLI, National Trade Union Confederation of Moldova and National Confederation of Employers of Moldova, other organizations of civil society and employers having informal workers, based on the tripartite coordination principle, as well as any other relevant stakeholders, such as media companies.

13. TIMEFRAME

The activities will comprise the period between **August –October 2025**.

Please send all proposals by **31st of July 2025** to moga@ilo.org and juncu@ilo.org with the subject line: **Proposal – National Campaign on Undeclared Work in Agriculture, Construction, and Trade and OSH**