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Evaluation of the campaign *Know Your Rights*

Report 27-2021

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Preface

This report is made by Samfunnsøkonomisk analyse AS (SØA) for the Norwegian Labour Inspection Authority. The report is an evaluation of the communication campaign *Know your rights*. The campaign, and this evaluation, was developed in cooperation between the labour inspectorates in Norway, Estonia Lithuania, Bulgaria, Romania, and is funded by EEA/Norway Grants.

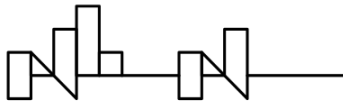
The evaluation is based on publicly accessible statistics, statistics about the campaigns, surveys and interviews with individuals who have seen the campaign.

We want to thank our informants for taking the time to share useful information with us through interviews and surveys. Furthermore, we would like to thank our interpreters, making both the survey and interviews possible. In addition we want to thank the Norwegian Labour Inspection Authority for an interesting assignment, good cooperation, and useful feedback.

SØA is responsible for the reports' content.

Oslo, 1. December 2021
Fernanda Winger Eggen

Project manager
SØA



Iceland
Liechtenstein
Norway grants
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REPUBLIC OF ESTONIA
LABOUR INSPECTORATE



VALSTYBINĖ DARBO
INSPEKCIJA

PRIE LR SOCIALINĖS APSAUGOS IR DARBO MINISTERIJOS



INSPECȚIA MUNCII



Norwegian Labour
Inspection Authority

Summary

Know your rights is a communication campaign targeted at foreign workers in Norway. The campaign is part of a bilateral agreement between the labour inspection authorities in Norway, Estonia, Lithuania, Bulgaria and Romania. The target group include workers from these countries, in addition to Poland and Latvia. The purpose of the campaign is to enable the target group to make better decisions when working in Norway, and in that way contribute to the authorities' effort to prevent and reduce work-related crime.

The objective of this report has been to evaluate campaign's impact. In particular, analysing how and to what extent the campaign reached the target group, and whether the campaign affected the target group's ability to attain knowledge about their rights and fulfil their obligations. To evaluate the campaign's impact, we use literature, statistics from Statistics Norway (SSB), the webpage and promotions on Facebook and relevant webpages, and a survey and in-depth interviews with the target group.

The campaign has enabled the target group to know about their rights and obligations

Foreign workers need information to comply with rules and regulations in the labour market. Most foreign workers prefer to get information about rights and obligations from official sources. However, many have difficulties accessing and understanding information that is mostly available in Norwegian. Reading, understanding and acting on descriptions of rules and regulations is challenging for anyone, and especially in foreign languages. Workers that have been in Norway for a shorter time period are especially exposed to these challenges. *Know your rights* address both challenges.

The campaign's result indicators reflect whether the campaign has succeeded in reaching the target group and conveying relevant information. Effect in-

dicators are meant to reflect whether the visits have contributed to the target group being better informed about their rights and able to fulfil their obligations. Only then can the societal effect of reduced work-related crime be achieved.

Based on the information gathered, we conclude that it has been successful in enabling the target group to know about their rights and fulfil their obligations related to employment in Norway.

Know your rights consist of two elements. A webpage with information targeted at foreign workers, designed to be understandable, relevant and easy to use. In addition, promotions on Facebook and webpages relevant for the target group used to promote the campaign to the target group. Designing and promoting the campaign are independent activities, but the success of the campaign is reliant on both.

The promotions in social and traditional media attained a high reach compared to the size of the target group. Furthermore, the campaign performed significantly better, in terms of Click-through-rate (CTR), than relevant benchmarks. These results indicate that the promotional activities were successful. The distribution of people reached through Facebook, the webpage and the survey are similar to the distribution of the target population in terms of nationality and industry of employment.

Most of the respondents from the survey answered that the webpage was easy to use, that the content was presented in an understandable way and that the information presented was relevant for their situation. This indicate that the activities related to designing the campaign was also successful, including the use of plain language. The webpage is perceived as significantly easier to use and the information more understandable than other official webpages.

Both the survey and interviews indicate that the information is significantly more accessible when it is available in their own language. Interviewees say that language was the most important reason they clicked on the campaign. In addition, the attractive design was important.

The campaign's content corresponded well to the overall informational needs of the target group. This is a clear indication that the campaign's message and information were communicated in an appropriate way, and that the content was relevant to the target group. Some respondents say that the information they got through *Know your rights*, was the very first information received about rules and regulations in Norway.

Survey respondents and interviewees were asked whether they discovered any violations in their current employment relationship, based on the campaign's information. 30 per cent of respondents answered that they discovered violations of some of the rights and obligations they read about on the campaign's webpage in their current employment relationship. This indicates that the campaign succeeded in enabling them to know about their rights and fulfil their obligations, by acquiring information about rules and regulations in the Norwegian labour market.

The societal effect of reduced work-related crime can be achieved when labour market conditions for exposed workers are improved. 66 per cent of those that discovered violations answered that they had made or planned to make changes in their employment relationship or at their workplace. Thus, the campaign seems to have had a positive impact on the target group's ability to improve their situation. Whether the respondents successfully changed their situation, is outside the scope of this evaluation. However, interviews indicate that several have

tipped the Norwegian Labour Inspection Authority about discovered violations.

There are also several who state that they have chosen to terminate their employment relationship after the campaign, because they did not get to change or did not want to change this relationship. There can be several reasons why a person fails to change their situation, even after learning about rights and obligations. For example, a lack of alternative work opportunities can lock the person into their existing employment relationship.

The campaign is cost-effective

The campaign performed well in all languages, with a high reach and a CTR above relevant benchmarks. For potential future campaigns, the cost-effectiveness related to the different designs and promotional methods are relevant.

Different sizes of the target groups and exposures resulted in differences in Cost-per-click (CPC) across the languages. Overall, the tactical pictures performed better than the film, in terms of both CTR and CPC. This was the case for both the Facebook and banner promotions. Because the tactical promotions have proven to be more cost-effective, we recommend prioritising these in future campaigns.

Furthermore, the results of the banner promotion clearly show that the small formats performed worse than the larger (especially when used on desktops). Thus, a future campaign should prioritise the larger formats.

The total price of the campaign was about 2.5 million NOK. This price included identifying relevant target groups, designing and promoting the campaign, and evaluating it. Given the reach, CTR and CPC, the campaign is overall considered as cost-efficient.

More information, but also other methods is needed

Based on the findings from this evaluation, *Know your rights* has succeeded in reaching out to the target group of foreign workers. It is viewed as likely that a significant share of these would not have accessed the information in absence of the campaign. Furthermore, the campaign has successfully enabled the target group to know about their rights and obligations. The findings also indicate that the campaign has had a positive impact on the target group's ability to improve their labour market situation, attaining the objective of less work-related crime. Nevertheless, the evaluation does find some room of improvements regarding the design and promotion of the campaign.

Firstly, although the campaign is designed in different languages, the pages that it links to for more information are typically only available in Norwegian or English. Thus, the information available to those with little understanding of Norwegian and English is relatively limited. It is likely not cost-efficient to translate all pages in all languages, but prioritising usage of plain language in Norwegian is recommended, as it will improve the quality of automatic translators.

In addition, pages viewed as particularly important to the target group should be translated into their respective languages. Alternatively, into a language that is common for a large share of the target group, namely Russian.

For example, a page describing a step-by-step guide of what the employees can do when they detect violations, should be available in more languages.

We consider it especially important that the interactive form to notify the Labour Inspection Authority is made available in more languages. Having this form available in more languages is viewed as crucial to enable those that have knowledge of violations report it, and thus reduce the occurrence of work-related crime. The target group does not only need knowledge, but also tools to improve their situation.

For those that experienced being in a situation characterized by more serious work-related crime, for example coercive conditions, providing information might not be the most efficient public intervention. This will also be the case for those willingly participating in work-related crime. More efficient interventions for these cases might include increasing random inspections, stricter follow-up in the event of revealed violations and better collaboration between Norwegian and foreign authorities. It is, however, important to point out that providing employees with relevant information about rights and obligations, and relevant authorities to contact when needed, will make it more challenging to exploit them.



"The objective of this report has been to evaluate the impact of the campaign Know Your Rights."

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1 Introduction

Know your rights is a communication campaign targeted at foreign workers in Norway. The campaign is part of a bilateral agreement between the labour inspection authorities in Norway, Estonia, Lithuania, Bulgaria and Romania. The campaign's target group include workers from these countries, in addition to Poland and Latvia. By providing information about rights and obligations related to the Norwegian labour market, the purpose of the campaign is to enable the target group to make better decisions when working in Norway. The overall objective is to prevent and reduce work-related crime.

The objective of this report has been to evaluate the impact of the campaign. This chapter includes a description of the evaluation's objective, the methods used and this report's disposition.

1.1 The evaluation's objective

The Norwegian Labor Inspection Authority has bilateral agreements with the authorities in Estonia, Lithuania, Bulgaria and Romania in order to reduce the extent of work-related crime. The campaign *Know your rights* is part of these agreements and the objective is to enable employees from these countries to know about their rights and obligations related to their employment in Norway.

As part of the Tripartite sector programmes for the cleaning and hotel, restaurant and catering (HORECA) industries, foreign workers from Poland and Latvia were also added to the target group.¹

The objective of this evaluation was to obtain relevant knowledge and insight into the impact of the campaign. In particular, how and to what extent the campaign reached the target group, and whether the campaign affected the target group's ability to

attain knowledge about their rights and fulfil their obligations when working in Norway.

The evaluation forms a basis for how the Norwegian Labor Inspection Authority can further develop the campaign, and how to develop their efforts to provide targeted information to foreign employees more generally.

1.2 Methods used in the evaluation

Know your rights consist of two elements. Firstly, a webpage with information targeted at foreign workers, designed to be understandable, relevant and easy to use. Secondly, promotions on Facebook and webpages relevant for the target group. Designing and promoting the campaign are independent activities, but the success of the campaign is reliant on both.

To evaluate the impact of the campaign, we utilise literature, statistics from Statistics Norway (SSB), the webpage and the promotions on Facebook and relevant webpages, and a survey and in-depth interviews with the target group. Quantitative information about the number of views, the number of clicks on the campaign's different promotions, the webpage and the links on the webpage, and how many unique users have seen the information, provide information about the reach of the campaign.

Utilising information about characteristics of the target group, Facebook-accounts and visitors, enabled us to assess the extent to which the campaign reached the target group and which channels were best suited to reach these groups. The quantitative statistics is supplement with information from a survey which provide information about the gender, age, educational level and work situation of those who clicked on the campaign.

¹ Click [here](#) to read more about the Tripartite sector programmes.

To evaluate whether the content of the campaign has enabled the target group to learn about their rights and obligations related to their employment relationship, we have collected information from those reached by the campaign. This is done by combining a survey and interviews with visitors on the webpage. The combination provided an opportunity to gain deeper insight into the campaign's impact on individuals, meanwhile comparing this insight with more general findings for a larger number of respondents in the survey.

In total, we conducted interviews with four people from each of the six countries. The interviews have been conducted with interpreters to ensure full understanding for the interviewees.

A total of 2 384 responded to the survey. Table 1.1 shows the number of answers distributed in the nine languages in which the survey was prepared.

Table 1.1 The respondents answer to the question: What is your nationality? N = 2 384

Nationality	Number of respondents
Latvian	44
Lithuanian	496
Estonian	56
Bulgarian	124
Romanian	213
Polish	831
Russian	5
Other	615
Total	2 384

Source: SØA Note: Other consist of respondents selecting other countries and respondents who did not answer the question about nationality.

1.3 The report's disposition

Chapter 2 introduces the importance of foreign workers as a target group in the authorities' efforts against work-related crime. Then important characteristics of foreign workers in Norway are presented, with attention to workers from Estonia, Lithuania, Bulgaria, Romania, Poland and Latvia. The chapter end with a description of the issues related to lack

of information and the challenges related to reaching out to foreign workers with information about their rights and obligations.

The campaign's objectives and intervention logic is described in chapter 3. The intervention logic creates a framework for evaluating the campaign's results and effects. Chapter 3 also contain a description of the *activities* related to designing and promoting the campaign.

Chapter 4 describes the campaign's results and effects using quantitative and qualitative indicators of achievement. *Result* indicators are linked to the extent in which the target group has received information through the campaign, whether it is understandable and to what extent the information is relevant to them. *Effect* indicators are constructed to identify whether the campaign has increased the target groups' knowledge about their rights and obligations related to their employment in Norway, and their ability to use this knowledge. Through these effects, the social objective of reduced work-related crime be achieved.

The result indicators in chapter 4 related to the promotion of the campaign are based on quantitative statistics about the campaign's reach and clicks. The result indicators related to the design of the campaign and the effect indicators are based on information from the survey and interviews.

Based on the findings from previous chapters, a recommendation for how the Labour Inspection Authority can continue its work with targeted information of foreign workers is provided in chapter 5. The recommendations contain information on how content should be designed, and which channels should be used to reach the target group. Chapter 5 also includes a discussion of the campaign's cost effectiveness.



"Social media is an important source of information for foreign workers in Norway."

2 In the battle against work-related crime, foreign workers are central but hard to reach

Foreign workers are an important target group in the work against work-related crime. The objective is to enable foreign workers to know about their rights and fulfil their obligations, and the main intervention used by the authorities are information and guidance activities.

This chapter start by introducing the importance of foreign workers in the work against work-related crime. Then important characteristics of foreign workers in Norway are presented, with attention to workers from Estonia, Lithuania, Bulgaria, Romania, Poland and Latvia.

The chapter ends with a description of the issues related to lack of information and the challenges related to reaching out to foreign workers with information about their rights and obligations.

2.1 Foreign workers are important in the efforts against work-related crime

The Norwegian labour market is characterized by good working conditions and terms of employment. Still, different surveys show a significant level of work-related crime. This especially accounts for sectors that have a high degree of foreign workers. Work-related crimes are related to serious consequences not only for the affected employee, but also the sectors labour market and the entire society.

Work-related crimes are actions that violate Norwegian laws concerning wage and employment, benefits and taxes. The crimes are often organised, exploiting employees, distort competition and undermine the societal structure.

Source: Revidert strategi mot arbeidslivskriminalitet 2021.

One of the three objectives formulated as part of the collaboration against work-related crimes between the Labour Inspectorate, Norwegian Labour and Welfare Administration, the police and the Tax Administration, is that foreign workers are enabled to

know about their rights and fulfill their obligations. Information and guidance to both employees and employers is one of the main components in the strategy to prevent work-related crime, and especially towards the target group of foreign workers.

To succeed with information and guidance activities toward foreign workers, it is important to have insight into characteristics of foreign workers.

2.2 Foreign workers in Norway are heterogenous, but with similarities

In 2019, 530 000 foreign workers were registered in Norway. This equals approximately 20 per cent of all employed workers in Norway. Statistics show that foreign workers are a heterogenous group consisting of individuals with different backgrounds and prerequisites regarding participation in the Norwegian labour market. Still, there are certain characteristics that are common, and thus necessary for creating a communication campaign targeting foreign workers.

Over one third of the foreign workers are from EU countries in Eastern Europe. This is also the group that represents the biggest fraction of the workers that are not registered as residents in Norway. Workers from Asia and Western Europe make out over 20 per cent of the non-residents.

Below is a description of characteristics of foreign workers from countries targeted in the communication campaign. The target group included employees from Estonia, Lithuania, Bulgaria, Romania, Poland and Latvia.

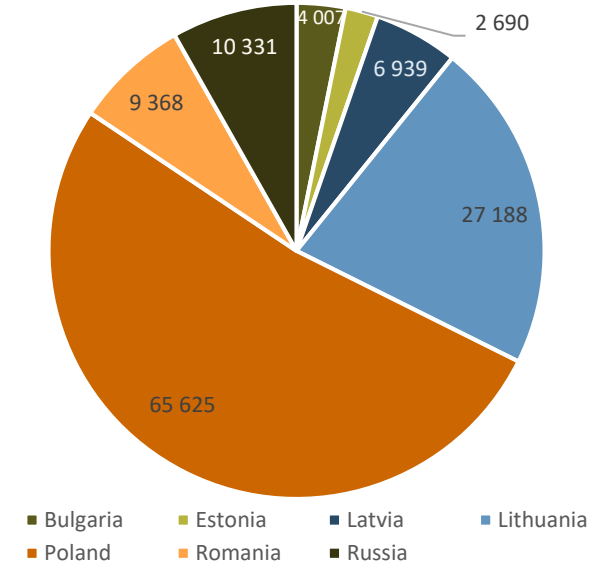
Poles working in Norway is the largest group of immigrants, cf. figure 2.1. Almost 66 000 foreign workers in Norway was from Poland. Lithuania is the country in the target group with the second highest number of foreign workers in Norway, followed by Romania. The countries in the target group repre-

sents a total of 27 per cent of all foreign workers in Norway. This corresponds to a total of 116 000 employees in 2020.

Most foreign workers from Eastern Europe work within building and construction. Followed by administrative and support service activities follows, manufacturing and health and social services. When it comes to occupation, most of the foreign workers from Eastern Europe work as building and related trades workers, followed by domestic, hotel and office cleaners and helpers, personal care workers in health services, food and related products machine operators, shop salespersons and drivers.²

Regarding the level of education, it is most common for foreign workers to have upper secondary as their highest level of finished education, cf. figure 2.2.

Figure 2.1 Foreign workers, by country of origin. 2020.³



Source: SSB, table 12692

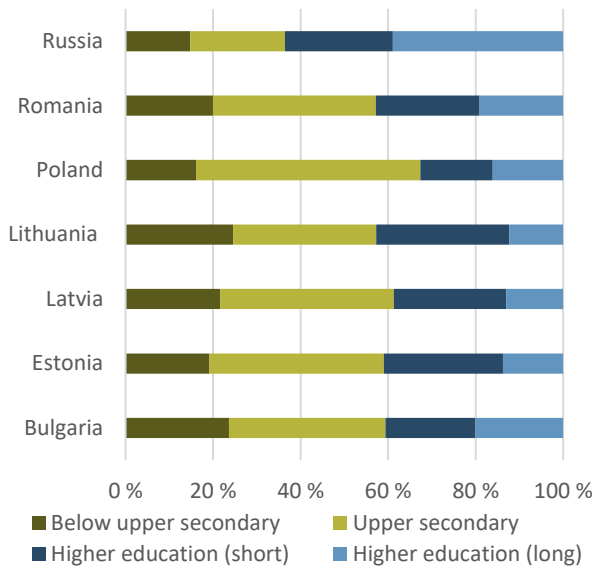
² This includes workers from EU and non-EU countries in Eastern Europe, and the statistics are from SSB, table 12554.

³ In the statistics, immigrants are defined as persons born abroad by two foreign-born parents and four foreign-born grandparents. Note that the

The most common educational level for Norwegian workers is also upper secondary. However, there are large variations in the level of education between immigrants from different countries. As an example, the highest fraction of workers with a short university or college degree comes from Lithuania. At the same time the fraction of workers from Lithuania with longer degrees is small relative to the other countries. Lithuania is also the country with the highest fraction of workers with primary school as highest level of education.

The industries most exposed to involvement in work-related crime, are those with a high fraction of labour with a low level of formal education (SØA, 2020). This may be due to less educated workers having a weaker attachment to the labour market and fewer options to choose from, and therefore less opportunity to stand up for their rights.

Figure 2.2 Educational level of foreign workers by country. 2020.



Source: SSB, table 12692

persons included in the statistics have a Norwegian personal identity number. This means that the target group consists of more individuals, for example those who work in Norway temporarily. The statistics consist mainly of employees and the self-employed.

Except for Poland at 70 per cent, 60 per cent of the workers from the countries in the target group have primary school or high school as their highest level of education, cf. figure 2.2. Viewed in isolation this may indicate that there is a higher risk of Polish workers being involved in work-related crime. However, Poland has the lowest fraction with primary school as the highest level of education, which is considered the group with the highest risk.

In addition to level of education, the working conditions and number of years living in Norway can be indicators on level of risk of being involved in work-related crime. Over 90 000 of the foreign workers are in Norway short-term.⁴ Between 70 and 80 per cent of all immigrants from the countries in the target group work fulltime. The share is highest for those from Poland, and lowest for those from Bulgaria. In total, the share is on par with the share for the total Norwegian work force, were 75 per cent work fulltime.

2.3 Information is needed, but foreign workers can be hard to reach

Overall, foreign workers can be separated into three main groups when it comes to the risk of being involved in work-related crime:⁵

1. Employees with the will but missing ability to live by Norwegian rules and regulations
2. Employees that are being exploited by their employer
3. Employees that voluntarily take part in work-related crime

Most workers are assumed to arrive in Norway with the intent to live by Norwegian laws, both for themselves and society. At the same time there can be

underlying reasons causing foreign workers to get involved in work-related crime.

Limited options in the labour market can reduce foreign workers willingness and ability to get out of illegal work conditions. This can also be the case for workers that know about their rights as employees. Ødegård and Nergaard (2020) find that a significant fraction of foreign workers has low trust in the government, little knowledge of labour unions and little interest in information about rights and obligations.

Foreign workers, on average, has lower attachment to the labour market than Norwegian workers. For example, a relatively higher share of foreign workers is temporarily employed and/or employed by staffing agencies. Within certain groups of foreign workers, there is also a high share of self-employed workers, not necessarily knowing the obligations this involves.

NTAES (2017) describe several instances of workers that should have been registered as employed but were registered as independent contractors. This has also been shown in later reports by NTAES and in controls conducted by the a-krim centres. This is typically done as a way for the employer to avoid legal obligations that follows normal employment.

Different interventions are relevant in contributing to each of these groups living by their rights and obligations as employees. It is likely that intervention in the form of information and guidance, such as this campaign, will have the largest effect on the first group. However, the other groups may be influenced as well.

⁴ In general, workers that plan to stay in Norway for less than six months are not required to register relocation to Norway.

⁵ These three are based on the groups presented in a common report made by the Labour Inspectorate, Norwegian Labour and Welfare Admin-

istration, the police and the Tax Administration in 2019 (Arbeidstilsynet, NAV, politiet og Skatteetaten, 2020).

A significant challenge when trying to make sure foreign workers live by their rights and obligations, is a lack of knowledge about rules and regulations regarding the Norwegian labour market. According to Fafos survey about employees and firms from Bulgaria, Estonia, Lithuania and Romania, there are significant knowledge gaps regarding rules and regulations about wages, taxes and contracts. There are also gaps regarding general information about moving to Norway (Ødegård & Nergaard, 2020).⁶ Furthermore, these are the topics most people ask about at the Service Centre for Foreign Workers(SUA). In an analysis by the Norwegian Labour Inspection Authority about the information offered to foreign workers, it was established that there are several cases of employees getting wrongful information for their employer (Arbeidstilsynet, 2015).

Both Fafos analysis of target groups for the *Know your rights*-campaign and the report made by the multi-agency cooperation against work-related crime, found that social media was an important source of information for foreign workers in Norway. Both when searching for new information and sharing of information between workers. As an example, there exists several private Facebook-groups for foreign workers in Norway from different countries.

However, sharing of wrongful information on social media is a problem. There are for example cases of private groups containing misinformation that seemingly represent official authorities. Official agencies appearance on social media platforms might contribute to the decrease of this misinformation.

Thus, social media is viewed as a suitable channel for the authorities to reach the target group.

The language in which information is available can be crucial for the target group's absorption ability. The Norwegian authorities' webpages are mainly available in Norwegian or English. However, a large fraction of the foreign workers has a low degree of understanding in both these languages (Ødegård & Nergaard, 2020). Available resources and the trade-off between costs and benefits are deciding factors when choosing what languages to use. The use of plain language is, however, a remedy to make it easier for the target group to read and comprehend information that is typically difficult to understand, such as information about rules and regulations.

The abovementioned challenges are important when public interventions are to be developed.

⁶ Ødegård and Nergaard (2020) formed the basis for the campaign *Know your rights*.



“Reading, understanding and acting on descriptions of rules and regulations is challenging for anyone, and especially in foreign languages.”

3 Know your rights address several challenges

Know your rights is a communication campaign targeted at foreign workers in Norway. The campaign is part of a bilateral agreement between the labour inspection authorities in Norway, Estonia, Lithuania, Bulgaria and Romania. The target group include workers from these countries, in addition to Poland and Latvia. The purpose of the campaign is to enable the target group to make better decisions when working in Norway, and in that way contribute in the efforts against work-related crimes.

This chapter describes the objectives of the communication campaign, the activities related to designing and promoting the campaign, and its expected results and effects.

3.1 *Know your rights* is a targeted communication campaign.

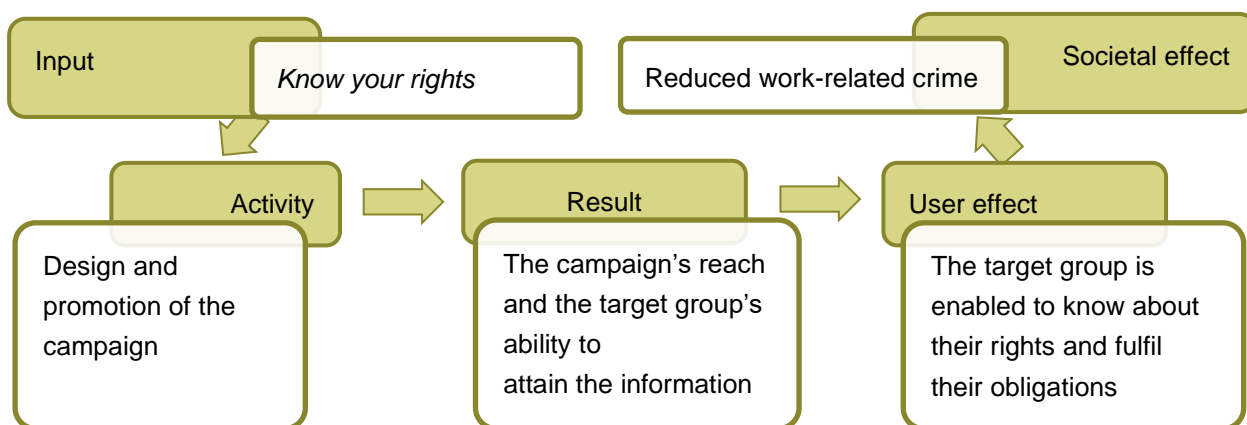
The Norwegian authorities experiences foreign workers from several countries getting exploited in the Norwegian labour market because they do not know about their rights. In addition, there are pro-

fessionals without adequate knowledge about their obligations as employers of foreign workers in Norway. The main objective of *Know your rights* is to prevent work-related crime by increasing the knowledge of the target group regarding their rights and obligations in the labour market.

The effects of the campaign can be analysed using the campaign's intervention logic.⁷ The intervention logic is a framework used to systemise and clarify expected results and effects of a public intervention (Austrian Development Agency, 2009; European Commission, 2017).

The intervention logic separates the steps of an intervention into three; activities, results and effects. Figure 3.1 illustrate the intervention logic associated with the campaign *Know your rights*. Using the intervention logic as a framework for the evaluation, enables us to identify qualitative and quantitative indicators related to achievement of the intervention's objectives.

Figure 3.1 The intervention logic for the campaign *Know your rights*



Source: SØA

⁷ This approach is internationally recognized as a framework for evaluations, as is for example used by OECD and the Labour Inspectorate, Nor-

wegian Labour and Welfare Administration, the police and the Tax Administration in their collaboration against work-related crime.

After an intervention, it is necessary to start some activities related to implementation. The *activities* related to *Know your rights* is the resources used in designing the content of the campaign and promoting it to the target group. Designing and promoting the campaign are independent activities, but the success of the campaign is reliant on both. The campaign's design and promotional strategy is based on knowledge about the target groups' characteristics, relevant information channels and challenges in the Norwegian labour market.

The main element of the campaign is a webpage with information about rights and obligations in the Norwegian labour market. The information is located at the Norwegian Labour Inspection Authority's webpage. In addition to the webpage there has been made a film, pictures, postcards, posters with motives and messages from the campaign.

To make the information more accessible the campaign is made available in the target groups' languages. The purpose is to make the information both relevant for the target group's work situation and understandable.

Knowledge about social medias importance as a source of information has affected the promotional strategy. The campaign has been promoted both using traditional and social media.

Results are achieved when the campaign reaches the target group with both relevant and understandable information. The result indicators are meant to capture the immediate impact of the activities both related to designing and promoting the campaign. It can for example be the case that the information is designed in an appropriate way, but that the target group did not access the information, or the other way around. Using result indications for both activi-

ties, enables us to identify where in the intervention logic the effect may be limited.

It is important to have information about how the target group gathers information about the labour market, to evaluate whether the communication channels chosen for the campaign is appropriate when trying to reach as many as possible of the target group.

High achievement of the campaigns' result objectives is necessary, but not sufficient, to attain the wanted *user effects*. The user effect is tied to whether the campaign has contributed to the target group being enabled to know about their rights and fulfil their obligations. It is when the target group is enabled, that the overall societal objective of reduced work-related crime can be attained.

Table 3.1 summarises relevant indicators to measure achievements of objectives related to the different steps of the intervention logic.

Table 3.1 Relevant indicators to measure achievement of objectives.

Step	Indicator
Activity	Activities related to designing and promoting the campaign.
Result	The campaign's reach and clicks and the target group's perception of the campaign, including understanding and relevance of content.
User effect	The target group's ability to know about their rights and obligations, and to change their situation if necessary.
Societal effect	Improvements in the target group's situation (i.e. reduced work-related crime).

Source: SØA

3.2 Activities related to design and promotion

The *activities* related to *Know your rights* is content design and promotion of the campaign. The activities related to designing and promoting of the campaign are described below. The total price of the campaign was about 2.5 million NOK. This price includes identifying relevant target groups, designing and promoting the campaign, and evaluating it.

3.2.1 The campaign's design

First and foremost, the campaign consisted of a webpage⁸ with information about rights and obligations in the labour market aimed at foreign workers from the countries in the target group. Secondly, the campaign used videos and pictures to promote the webpage, using Facebook and other relevant webpages.⁹

The Norwegian Labour Inspection Authority experiences that language is a central barrier to informing and guiding foreign workers. The *Know your rights* campaign's webpage was made available in eight languages:

- Norwegian
- English
- Bulgarian
- Estonian
- Lithuanian
- Romanian
- Polish
- Russian

Furthermore, reading, understanding and acting on descriptions of rules and regulations is challenging for anyone, and especially in foreign languages. Therefore, all information is communicated in plain language, adapted to the target group. Plain language is a clear, concise, well-organised form of

communication, based on best-practices appropriate for communicating with the intended audience (Plainlanguage.gov, 2021). The campaign's information is presented in line with several principles for plain language, for example the use of "you" and short sentences and paragraphs.

The campaign communicates information about four major topics related to working in Norway:

- Payment
- Working hours
- Contracts
- Working environment

Under each topic short summaries highlight the most important rules and regulations foreign workers should know about. The major topics reflect the most common inquiries at the Labour Inspection's desk at SUA, in addition to knowledge from inspections and other sources (SUA, 2021).

For in-depth information, the campaign webpage links to other webpages on the Norwegian Labour Inspection Authority's webpage. Note that further information is not provided in all languages (mainly in Norwegian and English).

The webpage *Know your rights* links to and from several other webpages. The webpage is linked to on the front page of the Norwegian Labour Inspection Authority's English and Polish webpage and SUA's webpage. The webpage also provides information on how the user can get in touch with the Norwegian Labour Inspection Authority, send anonymous tips and links to the agencies' joint webpages SUA.no and Workinnorway.no.

The campaign on Facebook in 2020 was in the form of four films in each language; one main film and

⁸ Click [here](#) to see the webpage.

⁹ The promotion strategy is described in 3.2.2.

three tactical films.¹⁰ The campaign on Facebook in 2021 included the same main film, but four tactical pictures, instead of films. The four photos were taken from the main video. There was also made two new tactical pictures in 2021. These were of cleaners for a cleaning campaign targeted at Poles and Latvians.¹¹ The main message of the overall campaign was that the viewer might be entitled to twice as much as he/she receives today.

The four pictures that were part of the main campaign of 2021 were used in all five languages. They are referred to as tactical pictures and depicted:

- A man drinking two cups of coffee at the same time
- A man wearing two jackets
- A man talking in two cell phones
- A woman using two pair of glasses and two watches

For the cleaning campaign there was two pictures of cleaners; a woman with two phones and a man with two headsets.

Posters, brochures and other printed material for the campaign have also been produced. The posters contain, for example, a collection of useful concepts to know in various industries and a link to the campaign's webpage.¹²

3.2.2 Promotion of the campaign

In addition to designing the content, promoting the campaign was an important activity. For the campaign to succeed, the information must reach the

target group. The campaign was promoted in September and October of both 2020 and 2021.

The campaign used communication platforms that have previously been found to be important sources of information about working in Norway, for the target group. Both traditional and social media, such as Facebook and YouTube, was used to promote the campaign.¹³ Traditional media included banner promotion on relevant webpages for the target group, typically newspapers and other popular webpages in the different countries.¹⁴

Targeted promotion on Facebook was used to reach the target group specifically, during the promotion period. The target group was defined as those who live in Norway and have chosen one of the campaign's languages as their Facebook-language. Foreign workers from the selected countries that live in Norway but have chosen Norwegian or English as the language on their Facebook profile was not included in the target group for the Facebook campaign.

The estimated size of target group on Facebook can be viewed as a minimum. Table 3.2 summarises the number of Facebook-accounts in the target group of 2021 by chosen language.¹⁵ Table 3.2 also includes the number of employed immigrants from the different countries, which represent the size of the campaign's theoretical target group.

Note that that the campaign was not intended to be a recruitment campaign, but rather reached out to foreign workers that were already employed in Norway. Therefore, the targeted Facebook-accounts was limited to those living in Norway.

¹⁰ The tactical films were 15 second clips of the main film.

¹¹ This extension was initiated by the Tripartite sector program for the cleaning industry.

¹² In 2021 the printed material also included a QR-code.

¹³ YouTube was only used in 2020. The reason YouTube was not used in 2021, was due to a relatively low response and high costs.

¹⁴ The webpages were selected based on relevant pages for each country recommended by the collaborating partners, and a list of the busiest and most popular pages for each country.

¹⁵ The number is based on real-time estimates from Facebook insights.

The limitations imposed on the Facebook target group assumed that workers choosing to have Norwegian or English in their language settings are more integrated, and thus in less need for the information provided by the campaign. That they had their native language selected is also viewed as an indicator that they have not been in Norway for an extended period. Therefore, the limitations are not a major drawback for the campaign's reach.

More specified target groups were added to the campaign in 2021.¹⁶ This led to a promotion of the campaign directed specifically at Facebook-accounts with languages typically used in the hotel, restaurant and catering industry (horeca).

Table 3.2 The estimated number of Facebook-accounts by language and employed immigrants by nationality.¹⁷ 2021.

Language/nationality	Facebook-accounts	Employed immigrants ¹⁸
Bulgarian	4 500	4 579
Estonian	1 600	3 852
Lithuanian	33 200	39 271
Romanian	13 000	12 520
Polish	74 700	88 914
Latvian	5 700	9 929

Source: Geelmuyden Kiese 2021 and SSB (table 12551 and 08069) 2020.

The campaign targeting workers in the hotel, restaurant and catering industry also included the main film and four pictures, but only in English. The promotion was also targeted at relevant age groups of workers in the hotel, restaurant and catering industry.¹⁹ It was not possible to target the campaign directly to workers of this industry, which is why typical characteristics of these workers are used instead. The evaluation will not focus on the results of this campaign.

In the analysis of the campaigns results and effects, cf. chapter 4, we have mainly analysed the impact of the 2021 campaign.

¹⁶ It was also an objective to promote the campaign targeted at workers in the cleaning industry, but in practice this part of the campaign did not differ from the main campaign, except for the fact that this was the argument for including Facebook accounts in Latvian and tactical pictures of cleaners.
¹⁷ Note that discrepancies between the number of Facebook-accounts and immigrants for example can be due to individuals not having a Facebook-

account or non-employed immigrants have a Facebook-account in one of the languages.
¹⁸ Includes employed immigrants (wage earners) living in Norway, and those employed in Norway short term (not registered as residents).
¹⁹ The selected age group was 18 to 45 and the target group's languages was Arabic, Thai, Turkish, Urdu, Vietnamese, Greek and Chinese.



“30 per cent of the respondents said that they discovered violations of some of the rights and obligations they read about on the campaign’s webpage in their current employment relationship”

4 The campaign has enabled the target group to know about their rights and obligations

This chapter describes the results and effects of *Know your rights*. Several quantitative data have been collected in relation to the campaigns launched in September and October 2020 and 2021. In addition, we have conducted a survey and interviewed individuals that visited the webpage in September and October 2021. We focus the evaluation of the campaign on the impact's in 2021. The findings are presented according to the intervention logic described in chapter 3.

If the campaign is designed appropriately and the right channel to reach the target group is chosen, these *activities* can *result* in better informed foreign workers. Result indicators are therefore linked to the extent in which the target group has received information through the campaign, whether it is understandable and to what extent the information is relevant to them.

Effect indicators are constructed to identify whether the campaign has increased the target groups' knowledge about their rights and obligations related to their employment in Norway. Through these effects, the social goal of reduced work-related crime can be achieved.

Overall, the data shows that the campaign has succeed in attaining its objectives. Statistics, the survey and interviews indicate that the target group has been reached and that the information provided was relevant for enabling knowledge about their rights and obligations related to their employment.

4.1 The campaign reached three quarters of the target group

The campaign can have a significant impact on the individual user. However, broad reach is a prerequisite for achieving significant effects on the cam-

aign's social goals. Below we summarise information on how many people the campaign has reached, in addition to engagement indicators.

4.1.1 The campaign outperformed benchmarks

Table 4.1 illustrate that the campaign's main movie reached a total of 145 000 unique Facebook-accounts in 2021, compared to 78 000 in 2020. Combined, the promotion on Facebook generated about 16 000 ad-clicks in 2021, and to 11 000 in 2020.

For the target group to attain new information, it is important that they click on the campaign to access the information on the webpage. The Click-through-rate (CTR) measures the number of clicks, as a share of all impressions. Table 4.1 shows that the CTR of the main film and tactical pictures on Facebook was 1.23 per cent and 2.28 per cent, respectively. Both are significantly higher than the average CTR for all Facebook promotions of 0.89 per cent.²⁰

The tactical pictures generated the highest CTR in both 2020 and 2021. Interviews indicate that promotional pictures are viewed as more attractive than films, because the information is distributed faster.

The campaign had a CTR of 0.17 per cent on banner promotions across all selected webpages. The banner promotions also outperformed their benchmark, which is 0.1 per cent. This indicate that the selected webpages were relevant to reach the target group.

The webpage had a total of 41 500 visits during the campaign period in 2021, cf. table 4.2. The number of visits corresponds to about half of the total estimated target group, cf. figure 4.1. Two thirds of the visits originated from social media.

²⁰ According to a study done by the advertisement company WordStream in 2019.

Table 4.1 Overview of the Facebook-campaign's reach.

Indicator	Main film		Tactical films/ pictures	
	2020	2021	2020	2021
Total number of impressions	370 125	528 887	196 659	410 240
Unique users	77 992	144 846	36 184	77 191
Clicks	7 237	6 498	3 694	9 393
Reactions	793	666	550	939
CTR	1,96%	1,23%	1,88%	2,28%

Source: Geelmuyden Kiese, 2020 and 2021

Table 4.2 Overview of visits on the webpage.

Indicator	2020 ²¹	2021
Total number of visits	30 000	41 523
Share from social media	49%	68%
Share from external pages	33%	4%
Direct traffic	14%	7%
Other ²²	18%	21%

Source: The Labour Inspection Authority, 2020 and 2021

4.1.2 Successful reach and CTR for all countries

The size of the estimated target group varies widely between the different countries, from 1 600 Estonians to 74 700 Poles. Figure 4.1 show that the reach relative to the estimated size of the target group has been high for all languages.

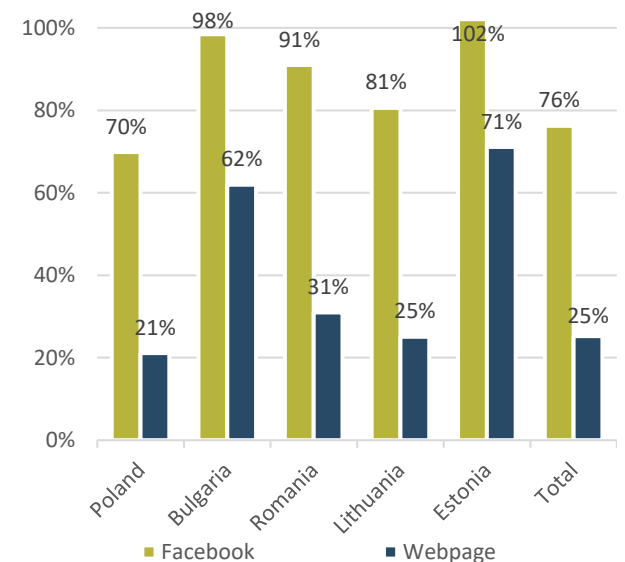
The campaign included several designs and promotional methods, including a main film and tactical pictures and promotion on Facebook and on relevant webpages. In terms of reach and Click-through-rate (CTR) they were successful, compared to set benchmarks. However, some did better than others.

The main film reached the highest number in all languages. Overall, it performed well in all languages, and the CTR was above the benchmark. The main film targeted at Polish workers, reached the highest share of the target group. The Poles was also the

largest target group. Thus, the video in Polish generated the most clicks, but it had the lowest CTR of all the languages. Still, a CTR of 1.02 per cent is higher than the benchmark of 0.89 per cent, cf. figure 4.2.

The promotion to Estonians reached all the accounts in the estimated target group, cf. figure 4.1. The CTR was also very high, with 2.97 per cent for the main film. The film performed well in both Lithuanian and the Romanian, with CTRs at approximately 1.5 per cent. In absolute numbers, the Lithuanian film reached out to the second most of all the languages. However, relative to the size of the target group it still did second worst, reaching 81 per cent. In general, the campaign's reaching the highest number of individuals, reached the lowest share of the target group.

Figure 4.1 Share of the *estimated* target group reached with the campaign.²³



Source: Geelmuyden Kiese and the Labour Inspection Authority, 2021

²¹ Note that the traffic data was collected between 01.09.20 and 30.05.21 even though the communication campaigns' advertisements ended at 16.10.20.

²² "Other" is mostly internal traffic that for example can stem from people changing from one language to another on the Know Your Rights page.
²³ The (estimated) target group refers to the number of Facebook accounts from table 3.1.

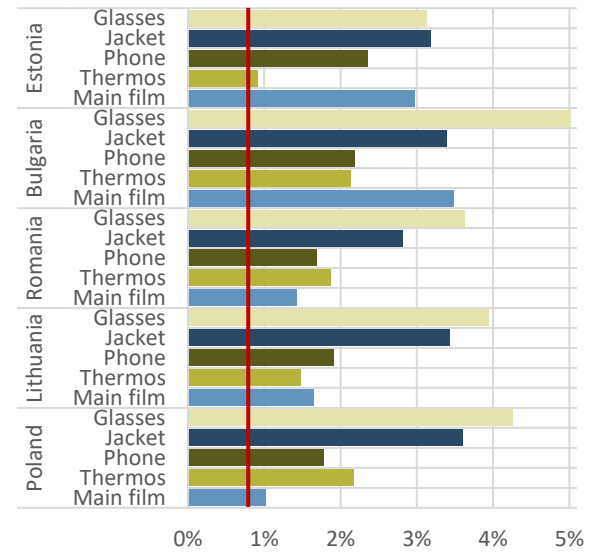
In the 2021 campaign used four different tactical pictures in targeted promotion on Facebook. Figure 4.2 summarises the CTR for the different designs and promotional methods. The film had the largest reach on Facebook, but the tactical pictures had the highest CTRs. The average CTR for all countries were between 2 and 3 per cent. However, the pictures reached half as many people as the film. The tactical pictures on Facebook also had a lower Cost-Per-Click (CPC) than the film, making them more cost-effective.²⁴

The tactical pictures that on average led to the highest CTR was the picture of a woman wearing two glasses, followed by a man wearing two jackets. Overall, the oldest age groups had the highest CTR. Men also had a higher CTR than women, for all pictures. This was also the case for the campaign in 2020.

The tactical pictures have different results across the target group’s languages. The tactical pictures targeted at Bulgarians had the highest average CTR, of 2.94 per cent, cf. figure 4.2. This is about three times as high as the benchmark CTR. The main film in Bulgarian was also the one with the highest CTR, with 3.48 per cent. The Facebook promotion targeted at Bulgarians, also reached almost everyone in the target group, cf. figure 4.1.

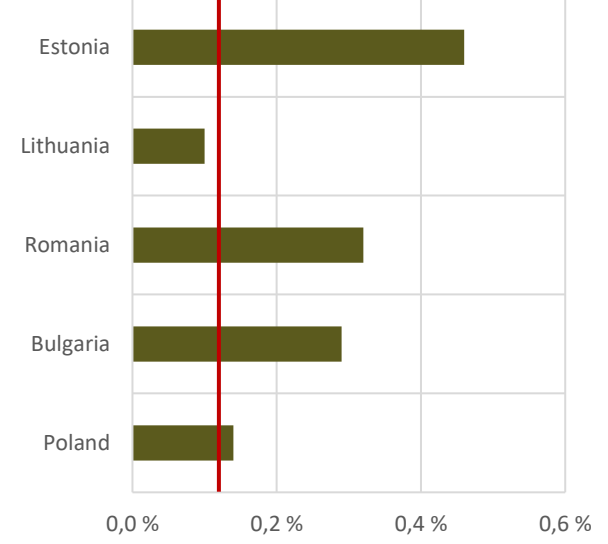
The banner promotion’s CTR was highest in Estonia with 0.46 per cent and lowest in Lithuania with 0.1 per cent, cf. figure 4.3. The different banner pictures were shown in a variety of formats, and the different banner sizes seem to have had an impact on the CTR. In general, the smaller banner sizes got the lowest CTR.

Figure 4.2 CTR for the Facebook promotion, by country and tactical pictures. The red line represents the benchmark.



Source: Geelmuyden Kiese, 2021

Figure 4.3 CTR for Banner promotion, by country. The red line represents the benchmark.



Source: Geelmuyden Kiese, 2021

²⁴ The cost of the different campaigns is presented in chapter 5.

4.2 The activities have resulted in the campaign's target group being reached

To evaluate whether the activities related to distributing the campaign have been successful, it is also necessary to analyse whether they resulted in reaching the target group. Below is information on the characteristics of the target group and those reached by the campaign.

4.2.1 Those reached by the campaign are similar to the relevant population

Foreign workers in Norway from Estonia, Lithuania, Bulgaria, Romania, Poland and Latvia were the target group for the campaign in 2021. The campaign succeeds in reaching individuals of all nationalities.

For the information to be representative, the sample targeted and reached through Facebook, the webpage and the survey must reflect the distribution of the relevant population. If the sample distribution reflects the population, it is not an issue that there is a significant difference in the absolute number of targeted and reached individuals from the different countries.

Figure 4.4 illustrates the share of accounts on Facebook, visitors on the webpage, respondents in the survey, target group and population, by nationality. The bars indicate that the distribution of people targeted and reached through Facebook, the webpage and the survey is similar to the population's distributions across nationalities.

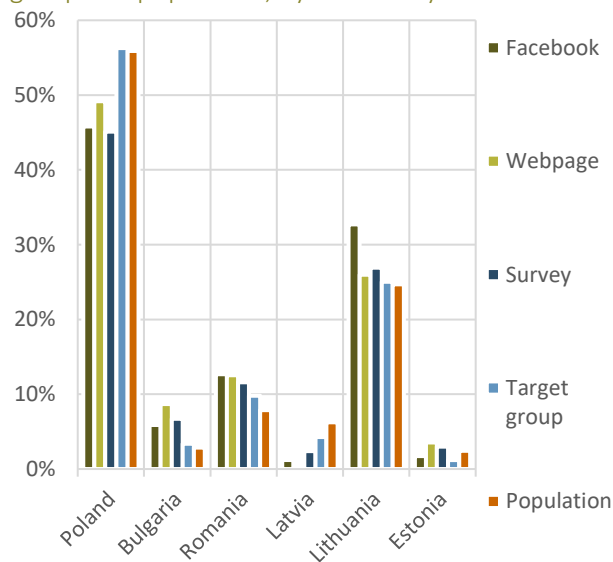
The majority of the webpage visits was from Norway (had a Norwegian IP-address). This is the case for all languages, with a share of visits from Norway between 59 per cent of the visitors on the Estonian

page and 87 per cent on the Lithuanian page in 2021.²⁵

Of the respondents in the survey, about 85 per cent answer that they both work and live in Norway, while about 13 per cent work in Norway without being resident. Less than 2 per cent do not work in Norway. This is a further indicator that the target group for the campaign is reached.

In addition to nationality and physical location, other characteristics of the individuals reached by the campaign seem to represent the population well. From the survey we have additional information about the respondents, including employment by industry and formal educational background. Below we compare these characteristics between the surveyed sample and the relevant population of foreign workers in Norway.

Figure 4.4 Share of impressions on Facebook, visitors on the webpage, survey respondents, target group and population, by nationality. 2021.



Source: SØA, Geelmuyden Kiese and SSB table 11609

²⁵ Note that the share can be impacted by visitors using VPN, which may change which country their IP-address is registered in.

The survey's respondents are employed in a large variety of industries. Almost a third of the respondents are employed in construction, while 11 per cent are employed in cleaning services. These are industries characterised by a relatively large share of foreign workers.

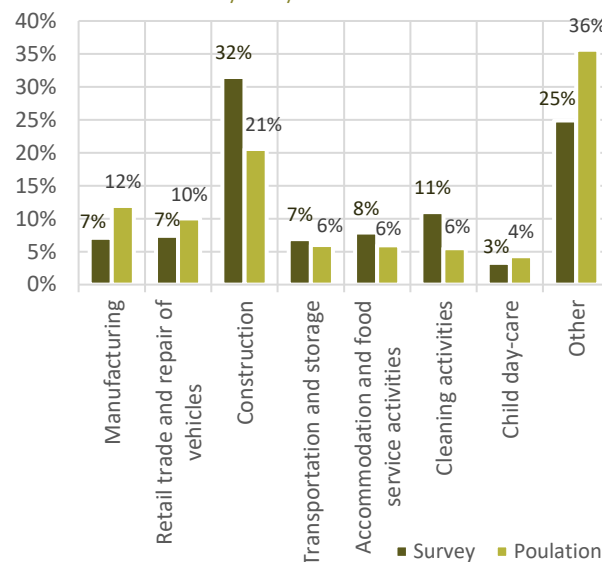
Figure 4.5 presents the distribution of survey respondents and the relevant population of foreign workers across industries.²⁶

Figure 4.6 compare the formal educational level of the survey respondents and the population of foreign workers.²⁷ The respondents have a slightly higher average educational level than the population. Foreign workers with the lowest educational level are underrepresented in the survey. This could indicate that the campaign has not been able to reach this group of workers. This could be a challenge for the campaign's reach, as this is group may have the largest need for information and guidance.

There are two sources of error that should be mentioned. The first is that it is possible that those with less than upper secondary education for some reason to a larger degree chooses not to participate in the survey, compared to those with higher levels of education. In this case visitors with below upper secondary education make up a larger part of all webpage visits than survey respondents.

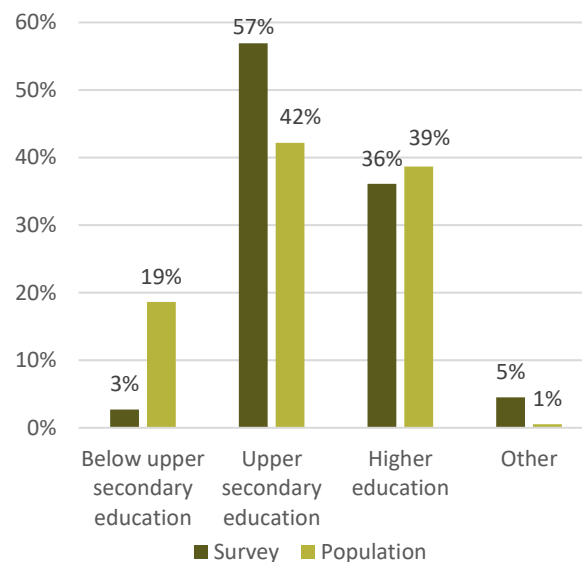
The second source of error is that foreign workers may have completed upper secondary education in their home country, that is not recognised by Norwegian authorities. We do not have any information to correct for these possible sources of error.

Figure 4.5 The industrial distribution of foreign workers and the respondents answer to the question: What industry do you work in? N=1 829.²⁸



Source: SSB table 13215 and SØA, 2021

Figure 4.6 The educational distribution of foreign workers and the respondents answer to the question: What level of education do you have? N=1 826.



Source: SSB table 12692 and SØA, 2021

²⁶ The population is the total number of immigrants from Eastern Europe (both EU and non-EU countries).

²⁷ The population is the total number of employed immigrants from Bulgaria, Estonia, Latvia, Lithuania, Poland, Romania and Russia.

²⁸ For the population the industry child day-care is represented by the industrial group called social work activities without accommodation (which includes child day-care).

4.2.2 Facebook seems to be a relevant channel for reaching the target group

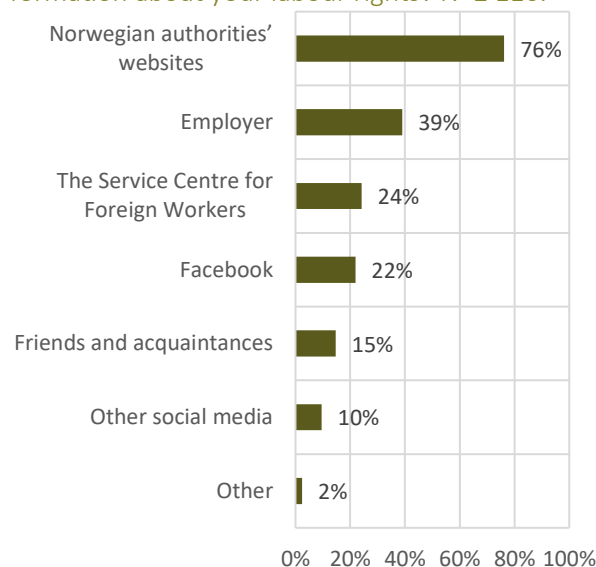
In our survey, the majority (76 per cent) answered that they preferred to receive information about rights and obligations through public authorities' webpages. Such as the Norwegian Labour Inspection Authority, the Tax Administration and Norwegian Labour and Welfare Administration. 24 per cent answered that they preferred to receive information from the Service Centre for Foreign Workers (SUA).

However, several interviewees experienced it as challenging to acquire relevant information from public authorities' webpages. The information is typically not offered in their own language, and the wording was perceived as complicated. Thus, the respondents did prefer to obtain information from public authorities, but found it challenging to understand it and did therefore not use these pages. Based on this information, Facebook and other social media are considered well suited to get the information out because it enables targeted information.

One third of the respondents preferred to find information through social media. Bulgarian, Latvian and Lithuanian respondents preferred social media to a relatively large extent, while respondents from Estonia and Romania to a greater extent prefer to receive information from employers or acquaintances. A total of 39 per cent answer that they preferred to receive information from their employer and 15 per cent from acquaintances, cf. figure 4.7.

Some interviews revealed variation, both in scope and quality, of the information provided by employers. One interviewee tells us that two different employers, gave conflicting information about rights and obligations. Several interviewees pointed out that it was challenging to find reliable information, when public authorities do not offer information in their language.

Figure 4.7 The respondents answer to the question: Where or from whom do you prefer to get information about your labour rights? N=2 116.



Source: SØA, 2021

80 per cent of the respondents found the *Know your rights*-webpage through Facebook. This corresponds to the information from statistics about the campaign. The webpage's statistics show that 68 per cent of visits came from social media in 2021.

The Polish had the largest share of visitors in 2021 of almost 29 per cent. This is a massive increase from only 6 per cent in 2020. The increase might be due of the increased promotion towards Polish workers that stems from the campaign directed at cleaners.

The Lithuanian webpage had the second largest total share of visits, with almost 25 per cent in 2021. Of these, more than 70 per cent came from social media, cf. table 4.3.

Several interviewees claimed that they would not have found the information if Facebook had not been used as a communication channel. Several of the interviewees say that they rarely, or never, go to the authorities' webpages. An interviewee from Ro-

mania was unaware that the authorities had webpages providing information about rights and obligations. An interviewee from Bulgaria explained that he did not know the names of the relevant authorities or how to find their webpages. This indicates that the campaign has reached out to individuals that otherwise would not have found the information. For example, if the campaign was solely published on the Labour Inspection Authority's webpage.

Interviewees say that the most important reason they clicked on the campaign, was that the information was available in their own language. In addition, the attractive design with video and pictures, was important. Some also point out that they have a large general interest in learning about rights and obligations, and the campaign provided them with the opportunity to learn more.

Table 4.3 Share of visitors on the *Know your rights* webpage that come from social media.

Language	2020	2021
Norwegian	0,3%	0,7%
English	14%	68%
Bulgarian	63%	72%
Estonian	64%	61%
Lithuanian	71%	82%
Romanian	69%	63%
Polish	30%	75%
Russian	33%	2,1%

Source: The Norwegian Labor Inspection Authority, 2020 og 2021

4.3 The webpage is perceived as easy to use and the content as understandable

As mentioned, the campaign is designed in eight languages and the webpage is set up to be easy to use. Figure 4.8 summarizes the respondents' answers to questions related to the campaign's design.

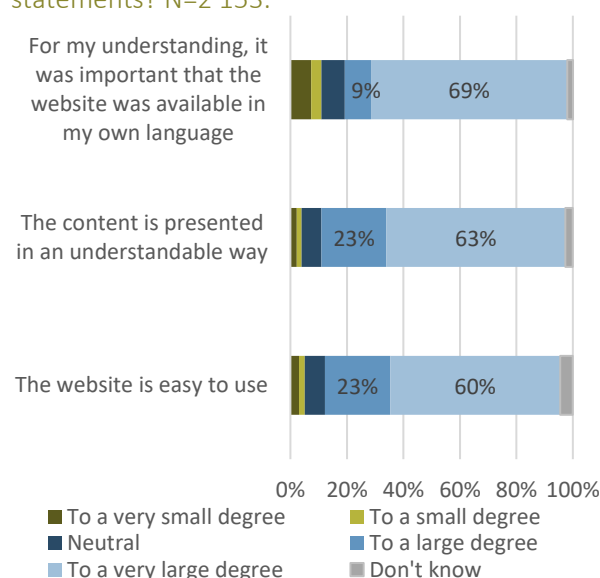
83 per cent of the respondents agreed that the webpage was easy to use. 86 per cent agreed that

the content was presented in an understandable way. The fact that the clear majority perceived the campaign as understandable and easy to use, indicates that the design activities that have been carried out have been successful.

In the interviews, it is emphasized as particularly positive that important information was highlighted, so that the information became even more accessible and the reader avoided dealing with too much dense text.

In addition to ease of use and understandable communication, it seems to be very important for the respondents that the webpage was available in their own language. About 80 per cent agreed that it was important for their understanding of the information that the page was available in their language. This applied to respondents from all nationalities, but especially those from Poland and Estonia. Almost 90 per cent from these countries answered that they to a large or very large extent agreed that it was important to receive information in their own language.

Figure 4.8 The respondents answer to the question: To what extent do you agree with the following statements? N=2 153.



Source: SØA, 2021

The importance of language also becomes clear in interviews. Several interviewees point out that they chose to click on the campaign because it was in their language. It is further pointed out that this greatly increased their ability to understand the information about their rights and obligations related to work in Norway. This was particularly pointed out by interviewees from Estonia, Romania og Bulgaria, who to a small extent experienced that the Norwegian authorities otherwise offer information in their language.

Interviewees from both Bulgaria and Romania, with no knowledge about Norwegian, explained that they signed contracts without understanding the content. The information they got though *Know your rights*, was the very first information received about rights and obligations in Norway. Several interviewees explain that they have read everything on the webpage, some even more than once.

The interviewees from Poland also highlighted information in Polish as important for their understanding. However, they experienced less challenges related to acquiring information in advance of the campaign, because the Norwegian Labor Inspection Authority already offered (some) information in Polish. It was pointed out as negative that other relevant authorities, such as the Labor and Welfare Service and the Tax Administration, do not offer information in Polish.

In addition, several interviewees pointed out that the design of the Norwegian Labor Inspection Authority's webpage generally appeared to be easier to use than other authorities' webpages. One individual also experienced that using the translation option on the Labor Inspection Authority's webpage gave information of relatively high quality, compared to

other authorities' sites. This can be due to efforts put into writing the information in plain language, which makes automatic translations easier.

Respondents who had lived in Norway for a long time, and with a relatively good understanding of both Norwegian and English, also highlighted the importance of obtaining information about rights and obligations in their own language. It was pointed out that some of the terms used by public authorities in Norwegian can be difficult to understand, even if the person in everyday life can communicate well in Norwegian.

Interviewees from Latvia and Lithuania pointed out that providing information in Russian, would make it significantly easier to obtain information for workers from eastern Europe, compared to having information only in English or Norwegian. Especially for workers over the age of 40.²⁹ In addition to not being as resource demanding as translating into each language. They did, however, still prefer information in their native language.

Note that the promotion targeting Latvians were limited to the cleaning campaign, and Latvians were the only part of the target group not experiencing receiving information form the webpage in their own language. Of the survey respondents, the Latvian respondents had the lowest share agreeing that it was important that the information was provided in their language. In interviews it became clear that most of them understood Russian very well.

That the success of the campaign relied on it providing information in the target group's languages is further supported by the fact that the campaign targeting individuals in the hotel, restaurant and catering industry performed much worse than the main

²⁹ The majority of those growing up before the fall of the Soviet Union knows Russian.

campaign, for all nationalities. This campaign was only in English, and the target group consisted of Arabic, Thai, Turkish, Urdu, Vietnamese, Greek and Chinese. The average CTR for this campaign was less than 0.3 per cent. In comparison, the CTR for the tactical pictures of the main campaign was almost 3 per cent.

To summarise, findings from the campaign's statistics, interviews and the survey, indicate that the activities related to designing the campaign have resulted in a webpage that is easy to use with understandable content. This also implies that the activities done to ensure usage of plain language has been successful. The webpage is perceived as significantly easier to use and the information more understandable than other official webpages.

4.4 The campaign resulted in promotion of relevant information

In addition to being accessible and understandable, the campaign's information must be relevant to the target group. In the survey we asked respondents what information they were seeking when they visited the webpage and whether the information was relevant for them.

Figure 4.9 show that almost one third of respondents sought information about wages when they visited the webpage. This may be affected by the content of both the film and pictures used to promote the campaign in social media. Working environment and employment contracts were the second and third most common topics, with 23 and 18 per cent respectively. Overall, these are the topics raised as most important for the interviewees as well.

Using heatmaps, we have analysed what page visitors clicked on during their visits. The heatmaps support wages being the most popular topic across all languages. Furthermore, it is the page about *minimum* wages that are clicked on the most.³⁰

The second most popular option to click on was working hours. This was also the case for all languages. However, this is not corresponding to the answers from the survey where working hours were the fourth most answered topic. One interviewee pointed out that they could not find the information sought, because it was only provided in Norwegian. This might be a reason for the discrepancy between what respondents claimed to be seeking information about, and what is actually clicked on.

Overall the webpage's heatmaps support the survey respondents' reported pattern of interests. For example, the heatmap for the Romanian webpage has less clicks on wages relative to the other topics. On the Bulgarian webpage a clearly higher share clicked wages, and Bulgarians was most interested in wage information according to the survey.

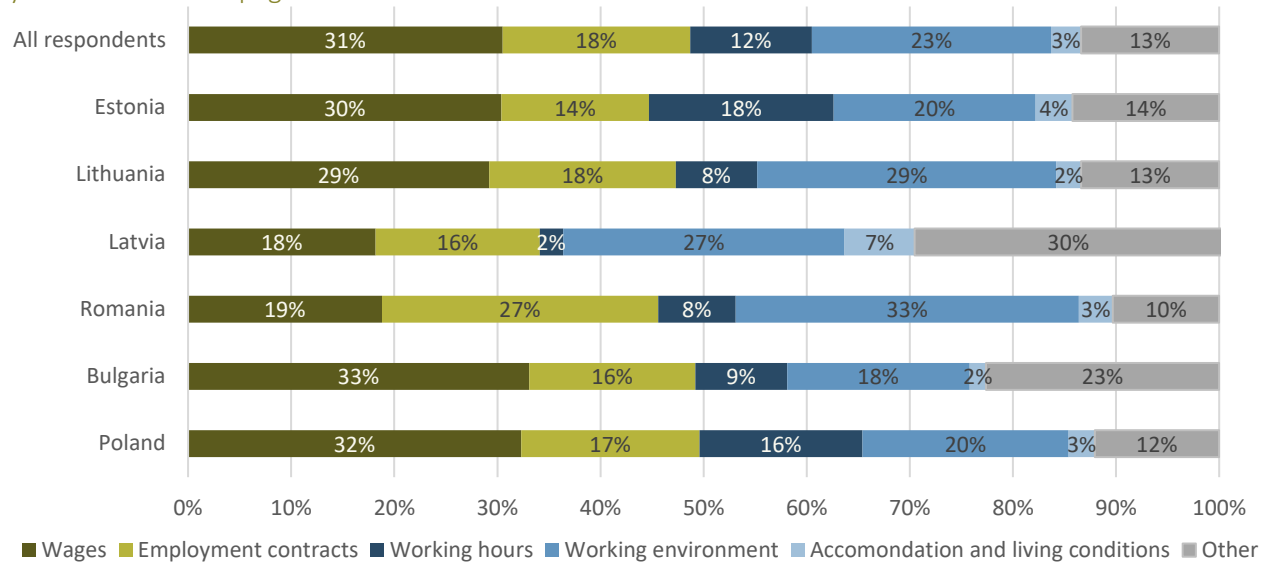
That the respondents' overall needs corresponded to the campaign's message is a clear indication that the campaign's message and information were communicated in a good way and that the content of the campaign was relevant to the target group.

Figure 4.10 shows that more than 70 per cent of respondents agreed that to a large or very large extent found the information they were looking for, and that the information was relevant to their situation and needs. The vast majority from Romania and Lithuania answered that they to a very large extent found the information they were looking for.

³⁰ The options under wages include minimum wages, pay slip, salary deductions, holidays and holiday pay and "did you not receive your wages,

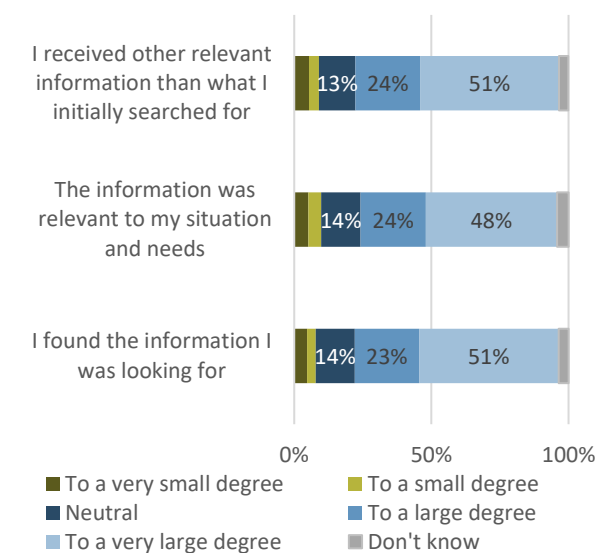
holiday pay or overtime supplement". Note that wage was on the top of the page, and it is therefore likely that this option has more clicks.

Figure 4.9 The respondents answer to the question: On what topic were you seeking information when you visited the webpage. N=2 077.



Source: SØA, 2021

Figure 4.10 The respondents answer to the question: To what extent do you agree with the following statements? N=1 972.



Source: SØA, 2021

Furthermore, about 75 per cent answered that they received other relevant information than what they initially searched for through the campaign. The highest share of respondents agreeing that they found other information than they initially searched

for are from Romania and Lithuania. This indicates that the webpage piqued the visitors' interest to read about other topics as well.

The survey also asked whether the respondents had talked to someone they knew about the campaign. About 25 per cent answered that they had talked to someone about the information, and another 25 per cent answered that they had showed the webpage to someone.

That half of the respondents have chosen to share information about the campaign with others, is a further indication that the information is perceived as relevant. It is also an indication that some of the clicks on the webpage are due sharing across users, rather than the targeted promotion on Facebook.

Several interviewees say that they had many acquaintances needing the campaign's information. Most said that they had shared the information with acquaintances. Some had also chosen to share information about the campaign on public Facebook

groups, typically for people in a similar situation as themselves. In the survey, about 10 per cent answered that they had accessed the webpage directly or had it forwarded from a friend.

In addition to the respondents' answer about the campaign's relevance, the bounce rate is a relevant indicator of how much of the webpage information is seen by the visitors. The bounce rate is important as it shows how many of the visitors that first enters the Labour Inspection Authority's webpages, but then leave before clicking on anything. With most of the information on the page being accessible only by clicking on a drop-down menu, the bounce rate tells us how many people that do not read the information. Either because they leave the page immediately or because they just read the headlines.

The bounce rate differs between the promotional methods. Thus, even though some attract more clicks, they might not spread the information as well as others if the bounce rate is high. In all languages, except Lithuanian, the banner promotion had a higher bounce rate than the Facebook promotion. The general bounce rate was highest for the Lithuanian promotion, also when looking at the Facebook and banner promotion combined, cf. table 4.4.

Through open survey answers and interviews, respondents have communicated that some relevant information was missing on the webpage. These topics include information about occupational injury insurance and pension rights. It is also pointed out that the information on health, environment and safety could have been more comprehensive, especially when it comes to work with hazardous materials. However, the majority are very happy with the information provided on the webpage.

Table 4.4 Average bounce rates on the *Know your rights* webpages.

Languages	2021
English	54%
Bulgarian	65%
Estonian	60%
Lithuanian	74%
Romanian	70%
Polish	65%

Source: The Norwegian Labor Inspection Authority, 2021

4.5 One third wished to change their employment relationship after seeing the campaign

Result indicators reflect whether the campaign has succeeded in reaching the target group and conveying relevant information. Effect indicators are meant to reflect whether the visits have contributed to the target group being better informed about their rights and able to fulfil their obligations. That is, whether the desired *user effect* has been achieved. Only then can the *societal effect* of reduced work-related crime be achieved.

The survey and interviews are primarily about the user's visit to the webpage. Therefore, it is difficult to identify any real changes in their labour market conditions. To measure possible effects of the campaign, the survey asked whether the respondents have discovered violations of rules and regulations in their current employment relationship, and whether they plan to act to change their situation.

Figure 4.11 show that 30 per cent of the respondents said that they discovered violations of some of the rights and obligations they read about on the campaign's webpage in their current employment relationship.³¹

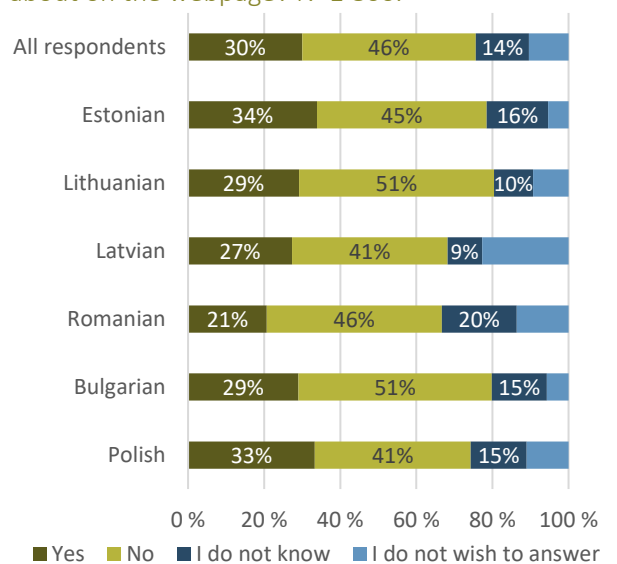
Discovering violations was most common among respondents from Poland and Estonia. The highest

³¹ It is important to note that this is the respondents' perception and understanding of their own employment conditions. It is not based on inspections from the Labour Inspection Authority.

shares of the respondents having discovered violations worked in accommodation and food service activities, transportation and storage or cleaning services. In number of respondents, most worked within construction.

The survey indicates that a relatively high share of respondents with lower levels of formal education discovered violations. 35 and 33 per cent of respondents with below upper or upper secondary education discovered violations, compared to 26 per cent among those with higher education. The results are in line with the assumed risk of being exploited in the labour market. The risk is assumed to be higher because those with less formal education are less likely to know about their rights and obligations, and because they have fewer alternative opportunities in the labour market.

Figure 4.11 The respondents answer to the question: Did you find that your current employment violates any of the rights and obligations you read about on the webpage? N=1 860.



Source: SØA, 2021

³² Note that discovered violations is defined by the respondent, thus we cannot know to what extent the assumed violations correspond to actual violations.

These hypotheses are supported by several of the interviewees.

The fact that respondents have discovered violations, is an indication that the campaign has succeeded in enabling them to know about their rights and fulfil their obligations by acquiring information about the Norwegian labour market.

A large proportion of interviewees, and some who have used the free text function in the survey, describe a great need for information among foreign workers in Norway. Several explain that they have experienced it as challenging to know where to find information, and to understand the information they find. Especially those that have been in Norway for a shorter time period, lack information about their rights and obligations and how to handle the situation. The *Know your rights*-campaign has contributed to address both challenges.

Interviewees were asked what kind of violation they had discovered. Most pointed out violations related to pay (below the minimum wage), overtime pay, time sheets and working environment conditions.³²

Figure 4.12 show that 34 per cent of all respondents answered that they either have or plan to make changes in their employment relationship or in their workplace after seeing the campaign. Again, a relatively high share of the Polish respondents, but also the Bulgarian, answer that they want to do something about their situation.

That respondents have either done or are planning to do something about the violations they have discovered is a stronger indication of achieved user, effect because it reflects the workers' willingness and ability to change their situation. Whether the re-

spondents are able to actually change their working conditions is uncertain.

Note that as a proportion of the respondents who answer that they have discovered violations at their current employment relationship (30 per cent), as many as 66 per cent answered that they had made or planned to make changes in their employment relationship or at their workplace. Only 7 per cent answered that they would not make changes, while the remaining 27 per cent answer that they do not know or do not want to answer.

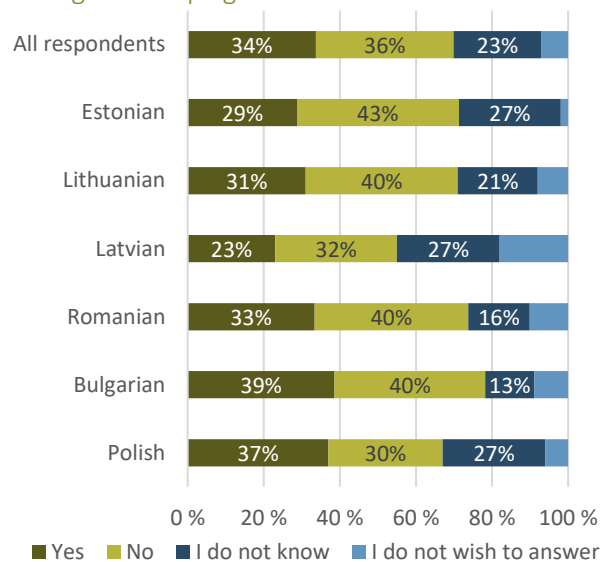
There may be several reasons for the discrepancies between the proportion who discovered violations and the proportion who want to do something about the situation. Some of the interviews was with respondents who had answered no to the question of discovery of violations, but yes to the question about whether they wanted to make changes. One of them said that the person was already aware of the violations, but that the campaign inspired them to do something about the situation.

Another interviewee was unsure whether they had discovered a violation but had contacted a relevant union to find out and make the necessary changes in their working conditions.

A couple of interviewees discovered violations by viewing the campaign and were able to solve the situation. For example, by requiring to be paid the minimum wage or receiving the correct equipment to work with dangerous chemicals.

The campaign's potential societal effect on work-related crime is achieved if and when foreign workers' conditions are changed for the better. There can be several reasons why an employee does not succeed in changing their situation, even after learning about rights and obligations.

Figure 4.12 The respondents answer to the question: Have you made or do you plan to make changes in your employment or workplace after seeing the campaign? N=1 860.



Source: SØA, 2021

For example, lack of alternative work opportunities can lock employees into their current employment relationship. In the free text opportunity of the survey and in interviews, there are some who describe this as their situation.

Interviews reveal several examples of situations where employees know that they are being exploited but feel that they are forced to stay in the situation. Typically, because of a risk of becoming unemployed, but in more extreme cases because they are afraid that they or individuals close to them can be hurt if they leave or report their employer.

Whether the respondents have succeeded in actually changing their situation, is outside the scope of this project, as it will take some time to achieve. However, answers from interviews indicate that several have tipped the Norwegian Labour Inspection Authority about discovered violations to improve their situation.

There are also several who state that they have chosen to terminate their employment after the campaign, because they did not get to change or did not want to change their situation.

From all countries, there are at least one interviewee that are aware of violations but chose not to do anything about it because they do not believe informing their employer about their rights will change their situation. Rather, they point out that there is a risk of worsening the situation by trying to change their employment relationship.

One of the interviewees point out that it would be useful to have more information about what to do if you are in a work situation that violates Norwegian laws. A step-by-step overview of what the employees can do with their situation would make it easier to change it. In this context, it is also pointed out that the form that must be filled in to tip the Norwegian Labour Inspection Authority is only available in Norwegian and English.

The form is perceived as challenging to use (both as a result of language and layout).³³

For those that experienced being in a situation characterized by more serious work-related crime, for example coercive conditions, providing information might not be the most efficient public intervention.

One interviewee suggested that more efficient intervention might include an increase in random inspections, stricter follow-up in the event of revealed violations and better collaboration between Norwegian and foreign authorities. It is, however, important to point out that providing employees with relevant information about rights and obligations, and relevant authorities to contact when needed, will make it more challenging to exploit them.

³³ Click [here](#) to see the form interviewees were referring to.



"Overall, data shows that the campaign has succeed in attaining its objectives."

5 Concluding remarks and recommendations

The objective of this project was to obtain relevant knowledge and insight into the impact of the campaign. In particular, the project analysed how and to what extent the campaign reached the target groups, and the effects of the campaign on target groups (including whether the target groups have received information that enabled them to know about their rights and obligations related to their employment relationship). This chapter summarises the findings, including the campaign's more and less successful traits. It also discusses the campaign's cost efficiency.

Insight from the campaign can be used for further development of this campaign, or more generally for future targeted communication campaigns targeted at foreign workers. Thus, at the end of this chapter, recommendations are presented.

5.1 The campaign was successful in reaching its objectives

Most foreign workers want information from the authorities about their rights and obligations. However, most of the information provided today is not accessible enough for them. There is a great need for information among foreign workers in Norway. Several find it challenging to know where to find information, and to understand the information they find. Especially those that have been in Norway for a shorter time period. The *Know your rights*-campaign has contributed to address both challenges.

Based on the information gathered about the impact of the campaign, presented in chapter 4, we conclude that it has been successful in enabling the target group to know about their rights and fulfil their obligations related to employment in Norway.

Facebook and the webpages selected for banner promotion both seem to be channels that are well suited at reaching the target groups. Both outperformed their benchmarks with high Click-through-Rates (CTR).

The Facebook promotion was highly effective in reaching the estimated target groups. The lowest reach was found with the promotion in Polish, reaching 70 per cent of the estimated target group, but for the other languages almost their entire target group were reached.

Overall, both the tactical pictures and the main film performed above benchmark in terms of CTR. The tactical pictures resulted in the highest CTR. Of the tactical pictures, the picture of glasses yielded the highest CTR.

The promotions in Polish and Lithuanian got the highest clicks in numbers, due to larger target groups and the retargeting of Polish workers through the cleaning campaign. However, the Bulgarian promotion resulted in the highest CTR. Both the main film and the tactical pictures had a higher CTR in Bulgarian than in any other language. The Bulgarian promotions also achieved the lowest Cost-per-click (CPC). The main film in Polish and the tactical thermos pictures in Estonian, were the worst performing promotions. However, still above benchmark.

Furthermore, the campaign has received five prizes, the CMA's reward for the best business-to-business campaign and best video individual, IN2 Sabre awards for best persuasive content and best viral campaign, and a gold award for Sabre awards multi-country programme.³⁴

³⁴ The awards are international marketing rewards. The International Content Marketing Awards about content marketing, where agencies from across the world show their greatest work from the previous year for judgement. The Sabre Awards is the world's biggest PR awards program, ded-

icated to benchmarking the best PR work. The SABRE Awards recognize campaigns that demonstrate the highest levels of strategic planning, cre-

The high reach, CTR and prizes indicate that the activities related to promoting the campaign was successful. Furthermore, most of the respondents from the survey answered that the webpage was easy to use, that the content was presented in an understandable way and that the information presented was relevant for their situation. Both the survey and interviews give a clear conclusion that it was important that the language was targeted at them. This indicates that the activities related to designing the campaign was successful.

While the result indicators reflect whether the campaign has succeeded in reaching the target group and promoting the information, the effect indicators reflect whether the visits have contributed to the target group becoming better suited to know about their rights and fulfil their obligations. Only then can the *societal effect* of reduced work-related crime be achieved.

The survey and interviews reflect whether the respondents have learned about violations and wish to change their situation. 30 per cent of the respondents in the survey answered that they discovered violations of some of the rights and obligations they read about on the campaign's webpage in their current employment relationship. The fact that respondents have discovered violations, is an indication that the campaign has succeeded in enabling them to know about their rights and fulfil their obligations by acquiring information about the Norwegian labour market.

66 per cent of those that discovered violations answered that they had made or planned to make changes in their employment relationship or at their workplace. It is only when something is done with discovered violations that the campaign can poten-

tially achieve the societal effect of reduced work-related crime.

There can be several reasons why a person fails in changing their situation, even after learning about rights and obligations. For example, it may be related to a lack of alternative work opportunities, which locks the person into the employment relationship.

Interviews reveal several examples of situations where employees know that they are being exploited but feel that they are forced to stay in the situation. Typically, because of a risk of becoming unemployed, but in more extreme cases because they are afraid that they or individuals close to them can be hurt if they leave or report their employer.

Whether the respondents have succeeded in actually changing their situation, is outside the scope of this project. However, answers from interviews indicate that several have tipped the Norwegian Labor Inspection Authority about discovered violations to improve their situation. There are also several who state that they have chosen to terminate their employment after the campaign, because they did not get to change or did not want to change their situation.

5.2 The campaign is cost-effective

For potential future campaigns, it is relevant to evaluate which designs and promotional methods got the most people to the Labour Inspection Authority's webpage (CTR). It is also relevant to compare the cost related to the different designs and promotional methods.

Overall, the campaign performed well in all languages, and the CTR was above the benchmark.

activity and results. The in2 Sabre Awards was created because communication and marketing are expected to deliver more channels, more con-

tent, more creativity and more measurement. In2 means Innovation and Insight, two key factors to deliver on these new demands.

However, the different size of the target groups and exposures, led to differences in Cost-per-click (CPC) across the languages. Figure 5.1 summarise the CPC for the different promotions.

Tactical pictures were more cost-efficient than the film, in terms of a lower CPC. It is hard to say whether the lower CPC for tactical pictures is due to the film being promoted more, or that the target group prefer pictures to films.

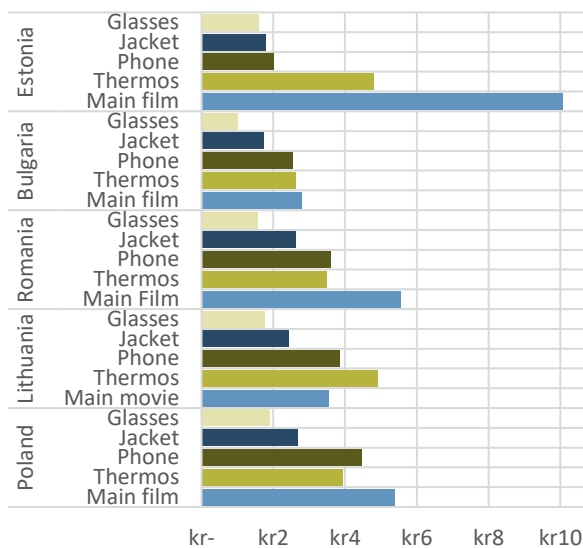
The most cost-effective tactical picture, for all languages, was the picture with glasses. It had an overall average CPC of 1.72 NOK, with the lowest CPC in Bulgaria and the highest in Poland (respectively 1.01 NOK and 1.90 NOK). The most expensive was the picture with thermoses, averaging at a CPC of above 4 NOK, and a CPC close to 5 NOK for both Lithuania and Estonia, cf. figure 5.1.

The promotion of the main film to Estonians reached all the accounts in the estimated target group. But the small target group still made it the most expensive video measured CPC. It had almost twice the CPC compared to Poland, surpassing 10 NOK per click. Note that it still outperformed the benchmark at approximately 15 NOK for similar promotions.³⁵

Overall, the banner promotion also showed good results, regarding both CTR and CPC, compared to relevant benchmarks. With banners there was also a variation in the cost between different countries. The CPC was highest for the Polish campaign with 35.6 NOK. By comparison the other banners had an average CPC between 13.7 NOK and 16.5 NOK.

That the banner promotions were shown in a variety of sizes likely impacted the CTR, and thus the CPC.

Figure 5.1 Cost-per-click (CPC) for the Facebook promotion, by country and tactical pictures.



Source: Geelmuyden Kiese, 2021

This is especially visible in Poland, where the smaller banner sizes got the lowest CTR, and most banners were of the small format. The low CTR led to a very high CPC and made the Polish promotion the most expensive, and thus least cost-effective, banner promotion.

The total price of the campaign was about 2.5 million NOK. This price includes identifying relevant target groups, designing and promoting the campaign, and evaluating it. Given the reach, CTR and CPC, the campaign is overall viewed as cost efficient.

5.3 More information, but also other methods is needed

Based on the findings from this evaluation, the campaign *Know your rights* has succeeded in reaching out to the target group of foreign workers from Romania, Bulgaria, Estonia, Lithuania, Poland and Latvia. It is viewed as likely that a significant share of

³⁵ The average CPC for all Facebook promotions is in 2021 1.72 USD according to research done by the marketing agency [Wordstream](#)

these would not have accessed the information in absence of the campaign.

Furthermore, the campaign has succeeded in enabling them to know about their rights and obligations. The findings also indicate that the campaign has had a positive impact on the target group's ability to improve their situation, reaching the objective of less work-related crime.

Nevertheless, the evaluation does find some room of improvements regarding the design and promotion of the campaign. These are explained below.

Design recommendations

A clear majority of our informants' experience that the webpage is easy to use and that the content is understandable and relevant. However, there are some factors that could be improved.

Firstly, although the campaign is designed in different languages, the pages that it links to for more information are typically only available in Norwegian or English. Thus, the information available to those with little understanding of Norwegian and English is relatively brief.

It is likely not cost efficient to translate all pages in all languages, but prioritising usage of plain language in Norwegian will improve the possibility of automatic translators. Thus, this is recommended.

In addition, pages viewed as particularly important to the target group should be translated into their languages. Alternatively, into the language that is common for a large share of the target group, namely Russian.

One of the interviewees point out that it would be useful to have more information about what to do if you are in a work situation that violates Norwegian laws. A step-by-step overview of what the employees can do with the situation would make it easier

to change the situation. In this context, it is also pointed out that the form that must be filled in to tip the Norwegian Labor Inspection Authority is only available in Norwegian and English and is perceived as challenging to use (both as a result of language and layout).

It is therefore viewed as particularly important that the interactive form where webpage visitors can report their situation to the Labour Inspection Authority is made available in more languages. Having this scheme available in more languages is viewed as crucial to enable those that have knowledge of violations report it, and thus reduce the occurrence of work-related crime. The target group does not only need knowledge, but also tools to improve the situation.

Some of the pages linked through in the campaign, are administered by other authorities, such as the Norwegian Labour and Welfare Administration, the police and the Tax Administration. A collaboration between these is necessary to ensure that the target group has access to the information needed about rights and obligations in the labour market.

Three interviewees also suggested a closer collaboration between the Labour Inspection Authority and the Tax Administration, regarding promoting general information about rights and obligations. The reason was that most foreign workers are in contact with the Tax Administration to receive their ID-information (D-number). Thus, this would make sure that the target group is reached.

For those that experienced being in a situation characterized by more serious work-related crime, for example coercive conditions, providing information might not be the most efficient public intervention. This will also be the case for those willingly participating in work-related crime, cf. chapter 2.2.

One interviewee suggested that more efficient intervention might include an increase in random inspections, stricter follow-up in the event of revealed violations and better collaboration between Norwegian and foreign authorities.

It is, however, important to point out that providing employees with relevant information about rights and obligations, and relevant authorities to contact when needed, will make it more challenging to exploit them.

Promotional recommendations

Overall, the tactical pictures performed significantly better than the film, in terms of both CTR and CPC. This was the case for both the Facebook and banner promotions. Therefore, we recommend prioritising tactical promotions in future campaigns. This is expected to result in a more cost-effective campaign.

Furthermore, the results of the banner promotion clearly show that the small formats performed worse than the larger (especially when used on desktops). Thus, a future campaign should prioritise the larger formats.

In interviews, there are also some who point out that Instagram could be a relevant channel for reaching out to foreign workers, and especially the younger and female ones. One interviewee also pointed out that Snapchat could be a more relevant channel, than Facebook, for younger workers in the food and beverage industry.

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