

National awareness campaign ‘Stop undeclared work - Stop Moonlighting’, Croatia

Title of the policy or measure (in English)	National Awareness Campaign ‘Stop undeclared work – Stop Moonlighting’ (<i>Kampanja Stop radu na crno – stop neprijavljenom radu</i>)
• Country	Croatia
• Sectors	All
• What groups are targeted by the measure	- Employers - All citizens - Ministry of Labour and Pension System of the Republic of Croatia
• Purpose of measure	Changing attitudes: awareness raising
• Short sentence summarising the measure	‘Stop undeclared work - Stop Moonlighting’ was a multi-media national awareness raising campaign to improve public awareness of the negative consequences of undeclared work (UDW) and the underground economy while strengthening the administrative capacities of government in tackling these issues.
Background	
• Background context driving the implementation of the measure	<p>There have been several attempts to tackle the issue of undeclared work and the underground economy in Croatia but tended to be ‘narrow deterrence approaches’ which have not been successful in reducing the rate of undeclared employmentⁱ. The Ministry of Labour and Pension System recognised the need for better coordination efforts and effective data sharing, and more emphasis on improving the benefits and incentives for declared work or indirect preventive toolsⁱⁱ.</p> <p>The ‘Stop undeclared work - Stop Moonlighting’ campaign was organised as part of the EU-funded IPA 2012 Twinning Project, <i>Strengthening Policy and Capacities to Reduce Undeclared Work (CRO MOONLIGHTING)</i>. The IPA 2012 Twinning Project is ongoing and primarily aims to reduce the rate of undeclared work and increase social security contributions paid into the national budget, whilst also raising awareness for employers and the wider public about the negative consequences of undeclared workⁱⁱⁱ.</p> <p>The IPA 2012 project is financed as a joint project between Slovakia, Germany and Croatia, and involves the Ministry of Labour and Pension System in Croatia as the main beneficiary.</p>
• When was the measure implemented? (including start date and end date/ongoing)	March 2017 – March 2018
• Names(s) of authorities/bodies/organisations involved	Ministry of Labour and Pension System of the Republic of Croatia
• Scope of the measure (a pilot project, nationwide, regional wide)	Nationwide
• Type of (policy) measure	Tool If “other”, please specify:
• Key objectives of the measure	General objectives:

	<p>The main objective of the ‘Stop undeclared work - Stop Moonlighting’ campaign was to enhance social awareness about undeclared work and the underground economy through informing the public about the overall implications of undeclared work and its negative effects on the principles of solidarity and fairness in the application of social security rights^{iv}.</p>
<p>Specific measure</p>	
<ul style="list-style-type: none"> Description of how the measure operates in practice 	<p>The ‘Stop undeclared work - Stop Moonlighting’ public awareness campaign was Activity 4.2 in the IPA Twinning Project, and was informed by preceding activities which had been undertaken to: i) develop a comprehensive targeted strategy and action plan against undeclared work involving a policy mix; ii) improve the legal framework for prevention and suppression of undeclared work; and increase cooperation among institutions.^v</p> <p>A specific strategy and action plan to promote public awareness and communicate the benefits of declared work and the negative effects of undeclared work were developed, which were outlined in the multimedia strategy. The following activities were included:</p> <ul style="list-style-type: none"> A baseline survey was disseminated online in March 2017 to the public to measure social awareness of the issue of undeclared work and the underground economy and to determine the best tools to improve awareness among employed and unemployed citizens about the problems and negative consequences arising from undeclared work. Responses were aggregated and analysed (by Slovakian and German experts), and presented in a report by the Croatian Ministry of Labour and Pension System. TV and radio commercials were broadcasted on national networks. The 22-second TV commercial begins with a black screen, after which a ‘spotlight’ appears that shines on animated workers (a waiter, a construction worker, a coach driver, and a hairdresser) who are traditionally more likely to engage in undeclared work. The spotlight then shines on text which translates to: “If you are looking for a job, do not look for it in the dark”. The screen then transitions to show a light switch being turned on, with the slogan of the campaign which translates to “Stop working in the dark” (“Stop radu na crno”). Finally, the screen transitions to text which translates to: “Workers remain without rights, employers remain without 250 000 Kuna.”^{vi} Paper flyers were disseminated on public transport facilities. These provided information about the consequences of undeclared work, outlined the project and campaign purpose, and directed recipients to further information and contacts. The main focus was on raising awareness about the forms of undeclared work, on how workers can check their legal status with their employers, and on the benefits of reporting undeclared work (and declaring work) e.g. the worker has greater security, can earn a higher pension, and is entitled to benefits. A four-minute video feature was produced which was more comprehensive and detailed than the TV commercial (though of a similar style) and targeted a more specific audience. This was broadcast through the internet (on YouTube) and was used for the promotion of combating undeclared work.

	<ul style="list-style-type: none"> Finally, a follow-up survey was disseminated in February 2018 (closing on March 1 2018).
<ul style="list-style-type: none"> What resources and other relevant organisational aspects are involved? 	<p>The ‘Stop undeclared work - Stop Moonlighting’ campaign benefited from public sector expertise from the Ministry of Labour, Social Affairs and Family of the Slovak Republic, the Federal Ministry of Finance of the German Republic, and the Regional Development Agency of the Slovak Republic.</p> <p>The development and broadcasting of TV and radio commercials and the TV feature were financed through private sector input.</p>
<ul style="list-style-type: none"> What are the source(s) of funding? 	<p>The funding for the campaign was part of the “Strengthening Policy and Capacities to Reduce Undeclared Work” project which is financed by the European Union under the IPA 2012 programme for Croatia^{vii}. The total value of the contract is EUR 950 000 (over 18 months starting from October 2016), with an additional EUR 50 000 in national co-financing.</p> <p>Private sector input amounted to EUR 50 500 and related specifically to the implementation of the media campaign (development and broadcasting of the TV and radio spot, the TV feature, printing flyers/brochures and the development of a website for anonymous reporting of undeclared work).</p>
<p>Evaluation and outcome</p>	
<ul style="list-style-type: none"> Has the measure achieved its objectives? 	<p>The ‘Stop undeclared work - Stop Moonlighting’ campaign has currently not been evaluated. Informal feedback suggests that it contributed to achieving its objectives but was too short-term to achieve them fully. Continuing with the same or a similar campaign in the future would help to ensure that the public awareness strategy is fully effective.</p>
<ul style="list-style-type: none"> Assessment method (including indicators used to measure its impact), and the outputs and outcomes achieved 	<p>A baseline online questionnaire survey was launched at the start of the ‘Stop undeclared work - Stop Moonlighting’ campaign to assess the level of public awareness of UDW and to determine the best tools for improving awareness of it and its negative consequences. A follow-up survey was then made available to the public until 1 March 2018 to measure aspects such as knowledge concerning tax contributions, knowledge of risks and impacts of UDW, and the effectiveness of the media campaign in changing attitudes. The wider IPA 2012 Twinning Project will also include independent evaluation reports which will reference the extent to which the public awareness campaign has been successful.</p> <p>The main outputs of this campaign were:</p> <ol style="list-style-type: none"> 1. An online questionnaire survey at the start of the campaign 2. A follow-up online survey at the end of the campaign 3. A TV and radio commercial (providing information on the economic and social impacts of unregistered work and raising the tax morality of Croatian citizens) 4. Development of a TV feature about UDW and the expected impact of project activities 5. Flyers or brochures prepared and disseminated to target groups 6. Development of a website for anonymous reporting of undeclared work 7. A Ministry report analysing the responses to the baseline survey (as a part of the wider IPA Twinning project, forthcoming). <p>Some outcomes of this campaign include the following:</p> <ol style="list-style-type: none"> 1. Increased knowledge of the levels of public awareness of UDW;

	2. Increased knowledge of what type of content would contribute to making a similar campaign successful.
<ul style="list-style-type: none"> What are lessons learnt and the key conditions for success? 	<p>Lessons learnt and success factors include the following:</p> <ul style="list-style-type: none"> The campaign needs to be repeated or continued for a longer period to have the most impact. It was helpful to have a baseline survey which detailed what workers and employers knew about undeclared work and hence informed the design and content of the awareness raising campaign. In case the campaign is relaunched, more knowledge is now available on what information needs to be communicated and how to communicate it.
<ul style="list-style-type: none"> Level of transferability (e.g. other countries/groups/sectors) 	<p>Information provided by the baseline survey and follow-up survey (for example, the kind of content that needs to be included in a campaign of this nature to increase knowledge and awareness of UDW) can assist other interested Member States, groups or sectors in determining whether a similar campaign (and the approach to it) would be transferable to their own context.</p> <p>Furthermore, the baseline survey provides other countries and groups with useful information on the ways in which the public would like to receive information about the topic (e.g. by TV, radio, social media, leaflets/brochures, public events etc.) and this can be used to also help adapt the tool further to other contexts.</p>
Additional information	
<ul style="list-style-type: none"> Contacts 	<p>Tomislav Markota, Head of Service for Surveillance of Employment (Ministry of Labour and Pension System) Email Address: tomislav.markota@mrms.hr Telephone: +38513696487</p>
<ul style="list-style-type: none"> Sources 	<p>Campaign website (with TV commercial, video feature and leaflets) (in Croatian): http://www.mrms.hr/rad-na-crno/</p> <p>Website for reporting undeclared work (in Croatian): http://prijave.mrms.hr/prijava</p>
<ul style="list-style-type: none"> Metadata and key words for online search 	<p>Republic of Croatia; Stop undeclared work - Stop Moonlighting; Kampanja Stop radu na crno – stop neprijavljenom radu; awareness raising campaign; changing attitudes; preventative tools; undeclared work, CRO Moonlighting, IPA 2012; awareness raising campaign; online questionnaires; follow-up survey; administrative capacities; Germany; Slovakia</p>

ⁱ Williams, C.C, Bohne, C., Brunner, M., Denecke, J., Olle, M., Radvansky, M. and Stefanik, M. (2017) Preventative Policy Measures to Tackle Undeclared Work in Croatia. IPA 2012 Twinning Project HR 12 IB SO 01 Strengthening Policy and Capacities to Reduce Undeclared Work (CRO MOONLIGHTING). Available at SSRN: <https://ssrn.com/abstract=3003538>

ⁱⁱ Williams, C.C., Radvansky, M. and Stefanik, M. (2017) The Extent and Nature of Undeclared Work in Croatia. IPA 2012 Twinning Project HR 12 IB SO 01 Strengthening Policy and Capacities to Reduce Undeclared Work (CRO MOONLIGHTING). Available at <https://doi.org/10.2139/ssrn.2944950>

ⁱⁱⁱ Standard Twinning Project Fiche. EuropeAid/ 137-663/IH/ACT/HR. Available at <http://www.esteri.it/mae/resource/garegemellaggi/2015/11/hr-12-ib-so-01.pdf>

^{iv} Ibid.

^v Ibid.

^{vi} Circa EUR 34 000.

^{vii} Standard Twinning Project Fiche, (2015), op cit.