

European Crime Prevention Network

Good practice template

The European Crime Prevention Network (EUCPN) serves as a conduit for good practices in crime prevention. These good practices rely on current evidence and other quality criteria that assist the target groups in selecting effective preventive action to address their own crime problem in their own context. It simultaneously facilitates efforts at knowledge synthesis across projects.

This template serves as a formal framework for extracting information on the nature of potential good practices. All questions are to be completed in English.

With this completed template, the applicant aims to

Share good practice for inclusion on the EUCPN's channels (Knowledge centre, newsletter, publications, etc.)

Participate at the European Crime Prevention Award (ECPA)¹

The applicant gives permission to publish this information and her/his contact details on the EUCPN's website.

General information

1. What is the name of the intervention?

Together in the prevention of human trafficking

2. Country of application

CROATIA

3. Who is responsible for completing this template?

Organisation responsible for this application: Ministry of the Interior

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If different, please provide contact details to ask for additional information:

4. Timing

Start date of the intervention: Click or tap to enter a date.

Is the intervention still running: Yes No

If not, please provide the end date of the intervention: 13/08/2013

5. Where can we find more information about the intervention? Please provide links to the intervention's website or online reports or publications (preferably in English).

<https://mup.gov.hr/istaknute-teme/nacionalni-programi-i-projekti/nacionalni-programi-237/suzbijanje-trgovanja-ljudima/321>

<https://sib.net.hr/lifestyle/ostalo-lifestyle/4286918/projekt-stetnost-interneta-i-stop-trgovanju-ljudima/>

<https://www.zg-nadbiskupija.hr/dokumenti/aktualnosti/stop-trgovanju-ljudima>

<https://osjecko-baranjska-policija.gov.hr/vijesti/obiljezen-europski-dan-suzbijanja-trgovanja-ljudima/36178>

<https://m.facebook.com/p/STOP-Trgovanju-Ljudima-100070255024029/>

<https://radio.hrt.hr/radio-osijek/vijesti/projekti-stetnost-interneta-i-stop-trgovanju-ljudima-3691442>

<https://istarska-policija.gov.hr/print.aspx?id=28630&url=print>

<https://hrvatskazaukrajinu.gov.hr>

<https://istarska-policija.gov.hr/vijesti/vijestiiz-medulina-poslane-poruke-za-mir-i-sigurnost-sve-djece-svijeta/28630>

6. Please give a **short summary** of the intervention (**Max. 600 words**).

Human trafficking, especially its most common form, trafficking in women and children for the purpose of sexual exploitation, is a growing global problem. The roots of the phenomenon lie in the economic inequality of the countries, which becomes more and more accentuated with globalization, and the exploitation that such inequality implies. Poor, mostly transit societies and the widespread patriarchal structures of these societies discriminate against women, leading to the feminization of poverty and creating situations in which their freedom of choice becomes more than questionable. The area of Eastern Europe has become the main "supplier" of women for the needs of the sex industry of the rich countries of the West. Every year, terrifying numbers of people around the world are victims of inhumane and unimaginable human trafficking practices, enslaved, subjected to mental, physical and sexual abuse, labelled by the profits they can make and reduced to the level of products. Human trafficking is one of today's most serious forms of human rights violations, a problem of migration, globalization and organized crime that has long been recognized by the international community as an important and complex phenomenon with deep roots in the unequal economic situation of the world's countries. One of the modalities of exploitation is sexual exploitation, and recently frequent labor exploitation over the years, an increase in the number of labor exploitation of younger men, who were exploited on rural estates, in businesses owned by the perpetrators, etc. The total ratio of victims by gender is approximately 80 % of women and 20% of men, and the victims are 60% sexually exploited, while labor exploitation, which includes service, begging and pickpocketing, accounts for about 25%. Children, identified victims of human trafficking, total around 18%. In this sense, various activities are planned:

1. education of police officers, 2. education of employees of other state bodies, 3. education of citizens and local communities, 4. involvement of people from public life at public events and gatherings, 5. involvement of professionals, academics and scientists, 6. involvement of NGOs, and 7. work with particularly vulnerable groups. One of the particularly vulnerable groups is defined during the open aggression against Ukraine; the project was supplemented with a component that works with refugees and their inclusion in the community in order to prevent human trafficking, sexual exploitation and labour exploitation with special emphasis on women and children. In addition to the educational part, there are also the art workshop, which was led by police officers and members of the Medulin Art Art Association, the children made drawings and learned about their fundamental rights in accordance with the Convention on the Rights of the Child, with a special emphasis on promoting the right to life and security rights. Through the workshop, the children learned that police officers are their friends and helpers. In this way, at an early stage, the relationship of trust between the police and the youngest and most vulnerable is worked on. In conclusion, we state that the Ministry of Internal Affairs, in cooperation with the Met, launched the Amber Alert service in Croatia called NENO Alarm. In the promotion of the project's activities, a musical instrument was used, a bow made from voluntarily given weapons, which is played by the world-famous artist Ana Rucner.

Description of the crime problem(s) the activity wishes to address

7. What problem does the intervention wish to address? Please elaborate on its nature, scale, context, involved actors (offenders, victims, other involved parties), causes, risk and protective factors, etc. **(Max. 200 words)**

8.

The project focuses on potential and recorded perpetrators, victims and citizens. On perpetrators with greater supervision and punishment for doing illegal actions. The targeted group (possible victims) are informed about risk and protective behaviour through education and awareness:

- tempting business offers without references,
- well-paid jobs without prior discussion about qualifications, contract, work experience and the like,
- emphasizing urgency and excellent earnings during employment,
- unclear and unverifiable information about the "employer",
- big promises,

as a result of which they can be used for slave labor, begging, illegal adoption of children, entering into false or forced marriage and trafficking in human organs.

They are also additionally informed about institutions, organizations and associations and telephone numbers that provide or can provide assistance in cases of human trafficking.

Citizens are introduced to the elements of recognizing illegality so that they can help, report and react.

9. Was the problem and its context analysed before the intervention was initiated and in what way (How, and by whom? Which data were used?)? If so, in what way did this analysis inform the set-up and implementation of the intervention? **(Max. 150 words)**

The problem is analysed through a focus on international agreements and conventions that analyse the risks and issues of human trafficking, and labour exploitation is cited as one of the reasons (UN Convention against Transnational Organized Crime, Universal Declaration of Human Rights, The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, etc.). National documents dealing with the

issue of human trafficking and their exploitation are also defined in the form of strategies and national plans. Police analytical data on recorded cases of human trafficking, slavery, exploitation of foreign workers were used as well as reports from the labour inspection, occupational safety inspection, social services, occupational medicine, immigration services, national and international organizations that deal with the issue of exploitation of foreign workers, as well as immigration issues. The analytical team of the Ministry of the Interior in cooperation with independent experts and representatives of NGO's made the analysis. The conclusions about the need for the project are also derived from social deviations and fact that total ratio of victims by gender is approximately 80 % of women and 20% of men, and the victims are 60% sexually exploited, while labor exploitation, which includes service, begging and pickpocketing, accounts for about 25%. Children, identified victims of human trafficking, total around 18%.

10. What is/are the objective(s) of the intervention? Please, if applicable, distinguish between main and sub-objectives.¹ (**Max. 150 words**)

GENERAL OBJECTIVE:

1. Introducing and sensitizing the public about the problem of human trafficking when they suspect human trafficking and how to react when suspected of human trafficking.
2. Informing the public about institutions, organizations and associations that provide or can provide assistance in human trafficking cases.
3. Raising the level of education of employees of institutions and services dealing with the issue of prevention of human trafficking and criminal offenses related to labour law

SPECIFIC OBJECTIVES OF THE PROJECT:

1. Identification of victims of human trafficking and provision of assistance and protection to them.
2. Higher level of professionalism in identifying foreign workers who are victims of a criminal act or misdemeanour.
3. More affordable legal assistance to foreign workers who are victims of criminal acts or misdemeanours.
4. Identifying illegality with employers in the work of foreign workers and sanctioning of perpetrators.

¹ **Main objectives** define what changes you desire with respect to the previously defined problem and/or within the target group. In other words, if you achieve these strategic goals, then the project achieves its purpose of preventing and/or reducing crime or fear of crime.

Sub-objectives are more short-term and establish the objectives of specific actions. Achieving these goals is necessary to achieve the main objectives.

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Description of the way in which the intervention addresses the identified problem(s) and why it is expected to be effective

11. What is the target of the intervention? Please motivate your answer (**Max. 150 words**)

Universal prevention: Through media appearances, round tables, expert meetings, communication with the public, the level of awareness of citizens about foreign workers who are in their environment and who have the same rights as domiciled workers is raised. Citizens' awareness is also raised about the possibility of a criminal offense, that is, that foreign workers are victims of criminal act that they cannot talk about it and that they are victims of slavery or other forms of labour exploitation.

Selective prevention: Education and awareness of foreign workers about legal acts that protect their rights. Communication with minority associations that communicate with immigrants, especially with employee associations. Training of employees of inspection services and law enforcers for the supervision of employers, workers and the protection of workers' rights.

Indicated prevention: Increased supervision and control of employers who are recorded for committing offenses and criminal offenses related to the violation of workers' rights. Enforcement of repressive measures against perpetrators of illegal acts.

Motivation: through media appearances, we reach a large number of people and additionally draw their attention to the issue of human trafficking and the exploitation of people as labour, which violates a large number of legal regulations and which affects the economy and develops unfair competition on the labour market. In this way, we make them aware of the damage that such work has on them too. By additionally educating foreign workers, we achieve a higher level of knowledge about their own rights as well as the legal regulations of the country in which they work so that they recognize their own value and make independent decisions and their own choices. With the additional monitoring of employers who have been registered for violating labour rights, we are letting them know that they are under greater surveillance, that they are being watched, and that new illegalities will not be tolerated. In this way, we also send a message to other employers that we are watching them and monitoring their work, and that they will be punished if they commit illegal acts.

12. How is the intervention expected to achieve its goals on a practical level? In other words, what are the activities of the intervention, its outputs and its outcomes? If possible, you can describe the **Logic Model**² of the intervention here. (**Max. 200 words**)

Through educations, public appearances, round tables and other project activities, a higher level of knowledge about one's own rights and awareness of the functioning of the legal system in the Republic of Croatia will be achieved. In this way, a higher level of reporting for criminal offenses related to human trafficking with an emphasis on labour exploitation is achieved. In this way, the local population and foreigners understand the meaning of legal regulations and their applicability and become familiar with the possibilities and responsibilities of employers and the role of state institutions in protecting the rights of victims. In this way, greater disclosure of criminal acts, protection of victims' rights, and employers' responsibility are achieved.

13. How is the intervention expected to have an effect on the identified problem? In other words, is the intervention based on any particular **crime prevention/reduction mechanism(s)**³ or **principle(s)**? Please, also explain if and how the activation of this/these crime prevention mechanisms is dependent on the particular context of the intervention (**Max. 200 words**)

- **Establishing and maintaining normative barriers to committing criminal acts**

We achieve this mechanism through the supervision of employers who have so far been recorded for violating the law.

- **Reducing recruitment**

Through education and awareness, we prevent entry into the criminal sphere and prevention of victimization.

- **Deterring**

By monitoring employers regarding the protection of workers' rights and by punishing those

² A **Logic Model** represents the relationship between the project's key activities and the intended outcomes in a way that shows the underlying logic behind the project. It usually presents this relationship in a diagram that plots the resources that the intervention employs (i.e. inputs), the action designed to achieve the outcomes (i.e., activities), the expected and unexpected changes produced by the activities (i.e., outcomes), and the units of service or products (e.g., the number of workshops with young people to prevent juvenile delinquency, the number of talks with elderly people to prevent victimisation through fraud and theft, etc.) that the activities generate (i.e., outputs).

³ **Mechanisms** are how the intervention has its effects on a particular problem, within a specific context. For a list of potential mechanisms, see final page of this document.

who break the law, we let them know that they will be responsible for committing punishable acts.

- **Disrupting**

Increased surveillance of facilities where foreigners stay, including accommodation and working environment, which includes almost daily conversations with foreigners and employers

- **Incapacitating**

Arresting perpetrators of punishable acts and their legal prosecution

Description of outcome evaluation results or indications of theoretical plausibility

14. Has there been an outcome⁴ or impact⁵ evaluation? and what were the main results? Please, also describe which indicators were used to measure the effects of your intervention. (**Max. 300 words**)

An evaluation of the effectiveness of questionnaires was carried out, which confirmed that a higher level of knowledge about one's own rights had been achieved and that there was an increased number of reports on possible criminal offences. Some of the reports resulted in the filing of criminal charges for criminal offenses with elements of slave-owning relations and violation of labour rights to the detriment of foreigners. The indicators that were used were a greater number of reports to the police, associations, telephone lines for help to citizens, a greater number of posts on social networks regarding the project topic, a greater number of reports from state inspection bodies, and a greater number of criminal reports and convictions for criminal offenses related to human trafficking and by establishing slavery.

15. If applicable, please provide more information on the quality of the evaluation(s). For example: who conducted the evaluation (internally or externally?), what evaluation approach (pre-post-test design, randomised

⁴ **Outcome evaluation:** Measures the **direct effect** (i.e., extent of the changes) **of the intervention on the target group, population, or geographic area**. The information produced by the outcome evaluation determines at what level the **objectives were achieved**.

⁵ **Impact evaluation:** Measures **long-term effects** of the intervention on the target group, as well as **indirect effects** on the broader community. The information produced by the impact evaluation determines at what level the **ultimate goals** of the intervention were achieved.

controlled trial, theory-based evaluation,...) was selected, what data and data collection method(s) were used, etc. **(Max. 150 words)**

An independent evaluator carried out the efficiency evaluation externally, while the process evaluation was carried out internally. The effectiveness evaluation was carried out by testing before, during and after. In this way, it is determined what facts we have before conducting the evaluation, what results the activities give during the implementation of the project activities, and afterwards in order to get a direct insight into what has been done. The evaluation of the process was carried out with detailed recording of all project activities, when they were held, who carried out the activities, how many participants there were, and the connection with the planned activities in the design of the project was determined.

16. If no outcome or impact evaluation has been conducted, are there any theoretical indications that the intervention might be successful? If applicable, please motivate these indications. **(Max. 150 words)**

17. Has a cost-benefit analysis⁶ been carried out? If so, describe the results of this analysis, including how and by whom it was carried out. **(Max. 150 words)**

No cost benefit analysis was performed.

Description of the nature of the intervention, its original context, and its implementation

18. What are the costs of the intervention in terms of finances, material and human resources? If needed, please provide an adequate timeframe to contextualise the costs (e.g. cost per participant, cost per month of keeping the project running, cost including/excluding personnel costs) **(Max. 150 words)**

The exact price of the implementation of the activity has not been determined, since the

⁶ **Cost-benefit analysis:** A type of economic evaluation that compares the direct and indirect cost of the resources employed in the intervention, with the equivalent economic value of the benefits. If no outcome evaluation has been conducted, a cost-benefit analysis is simply not possible.

project is implemented during the working hours of all involved state institutions and volunteers from citizens' associations.

19. Were external reviewers, evaluators or researchers involved in the evaluation, and if so, what was their role in the evaluation? (**Max. 150 words**)

External evaluators are involved in the evaluation and their role is to make an independent conclusion about the quality of project activities.

20. Which partners or stakeholders are involved in the intervention and why? What is the level of their involvement? What was their role in the evaluation? How well does this partnership function in practice? (**Max. 200 words**)

Partners involved in the project are: State institutions carry out education, supervision and repressive activities and are the initiators of preventive activities. Schools and educational institutions encourage young people to participate, enable lectures and provide technical resources. The Red Cross with its professional team participate in the implementation of lectures and awareness-raising activities; the Crime Prevention Council in cooperation with the local community provides material resources for the implementation of activities, space, and transportation and material resources. The local community provides public space for holding activities and enables the participation of NGOs in its area. People from public life publicly promote the project with public appearances and posts on social networks. Politicians, through their work and appearances at activities, provide support from their perspective and encourage people to activism in the local community.

21. Describe the implementation of the intervention's activities and its outputs⁷. (**Max.200 words**)

During each year, it is planned to conduct a total of workshops for 700 people, to make at least 20 media appearances. All activities were carried out according to plan.

⁷ **Outputs** refer to the units of service or products (e.g., the number of workshops with young people to prevent juvenile delinquency, the number of talks with elderly people to prevent victimisation through fraud and theft, etc.)

22. Has there been a process evaluation⁸ and what were the main results? Please, also describe what indicators were used to measure the implementation of your intervention? **(Max. 300 words)**

Process evaluation was carried out. Ensure that all activities have been carried out as planned with a sufficient number of activities and according to the planned number of participants. The success indicators were: the number of conducted workshops, media appearances and the number of participants.

23. If applicable, please provide more information on the quality of the evaluation(s). E.g., what data and data collection method(s) were used, what research methodology, etc. **(Max. 150 words)**

Evaluations were carried out professionally and systematically by independent and internal evaluators and as such are relevant in interpreting the results of the project which was assessed as successful on several levels.

24. What, if any, contextual factors/circumstances may have caused this project succeed in your own country/region/locality that won't necessarily exist when practitioners in other places try to replicate it? If applicable, mention organisational, institutional, and socioeconomic contextual factors. **(Max. 150 words)**

The risks for project implementation are visible in the demanding communication between multiple partners at multiple levels. Partnerships as such are defined as challenging and require great effort and investment. Insufficient willingness to cooperate represents a great risk for the success of project activities.

Additional ECPA questions

⁸ **Process evaluation:** A process evaluation documents **how the activities were implemented** in order to determine any deviations from the original planning. It facilitates finding explanations for when the results of the intervention are not as expected.

25. How is the intervention innovative in its methods and/or approaches? (**Max. 150 words**)

The project is innovative in the fight against human trafficking, which partly refers to the violation of the rights of foreign workers who may be victims of human trafficking. An unusual segment of human trafficking that does not include sexual slaves in exploitation, but usual exploitation in the form of non-payment of wages, violation of labour protection, and lack of familiarity with other rights from various laws at the level of the European Union and the Republic of Croatia. In one part, it specifically focuses on refugees from Ukraine and undefined relationships and rights, because refugees also become employees in the territory of the Republic of Croatia and as such belong to vulnerable groups, especially women, children and the elderly.

26. How is the intervention relevant for other Member States? (**Max. 150 words**).

The project is significant at the level of the European Union for the reason that it applies the acquis of the European Union woven into the Croatian legislation. The Republic of Croatia has always been known as a country located on the Balkan route of smugglers and traffickers in people and other illegal goods, and as such is crucial in the timely detection and processing of such phenomena, both in transfer and execution on its territory. The Republic of Croatia is currently on the external border of the Schengen border zone and the detection and prevention of such phenomena on its borders and territory is crucial so that it does not become problematic in the internal territory of the European Union

List of potential crime prevention mechanisms⁹

- **Establishing and maintaining normative barriers to committing criminal acts**
 - e.g. 'Offenders, we are watching you' campaigns
- **Reducing recruitment** to criminal social environments and activities by eliminating or reducing the social and individual causes and processes that lead to criminality
 - e.g. social and financial support for disadvantaged families
- **Deterring** potential perpetrators from committing crimes through the threat of punishment
 - e.g. decreasing the time between arrest and punishment
- **Disrupting** criminal acts by stopping them before they are carried out
 - e.g. increasing police patrols in vulnerable areas
- **Protecting vulnerable targets** by reducing opportunities and make it more demanding to carry out criminal acts
 - e.g. placing locks and cameras
- **Reducing the harmful consequences** of criminal acts
 - e.g. initiatives to recover stolen goods
- **Reducing the rewards** from criminal acts
 - e.g. restorative justice programmes
- **Incapacitating** (or neutralising) perpetrators by denying them the ability (capacity) to carry out new criminal acts
 - e.g. imprisonment of key gang members
- **Encouraging** desistance from crime and rehabilitating former offenders so they are able to settle back into a normal life
 - e.g. prison rehabilitation programs



This tool was funded by the European Union's Internal Security Fund — Police.

⁹ T. Bjørgero, *Preventing Crime: A Holistic Approach*, Basingstoke: Palgrave Macmillan, 2016.