



# JEER system

## Transparency and undeclared work in the platform economy

Croatia

	<b>Summary</b> <p>The JEER system (<i>Jedinstvena elektronička evidencija rada</i>), also known as the Unified Electronic Labour Records, addresses undeclared work in the digital platform economy by requiring digital labour platforms and aggregators (i.e. intermediaries) to report detailed work information. This information is integrated with other databases (e.g. the Croatian Pension Insurance Institute, the Ministry of the Interior), enabling real-time monitoring of work performance, including time and locations of work, as well as verification of foreign workers' legal statuses.<sup>i,ii</sup> The JEER system helps to ensure digital labour platforms and aggregators work transparently and legally.</p>
<b>Title of the practice in original language</b>	<i>Jedinstvena elektronička evidencija rada</i>
<b>Name(s) of authorities/bodies/organisations involved</b>	<ul style="list-style-type: none"> <li>► Ministry of Labour, Pension System, Family and Social Policy (<i>Ministarstvo rada, mirovinskoga sustava, obitelji i socijalne politike</i>);</li> <li>► The State Inspectorate (<i>Državni inspektorat</i>).</li> </ul>
<b>Sectors</b>	Professional services
<b>Target groups</b>	<ul style="list-style-type: none"> <li>► Digital labour platforms (directly targeted);</li> <li>► Intermediaries/aggregators (directly targeted);</li> <li>► Digital platform workers (indirectly targeted).</li> </ul>
<b>Purpose of measure</b>	Deterrence: improve detection

	<b>Aims and objectives</b> <p>The JEER system was introduced to provide a structured way to document and monitor work conducted through digital labour platforms (DLPs). This helps in preventing exploitation and ensuring fair working conditions.</p>
<b>Background context</b>	<ul style="list-style-type: none"> <li>► The past decade has seen a fivefold increase in the number of digital labour platforms, which are concentrated in a few countries.<sup>iii</sup> Due to digitalisation and the COVID-19 pandemic, platform work grew significantly during 2020 and 2021. A significant portion of work</li> </ul>

	<p>conducted through digital platforms was undeclared, contributing to the shadow economy;<sup>iv</sup></p> <ul style="list-style-type: none"> <li>▶ The working conditions of platform workers frequently raised concerns about their rights and protections;</li> <li>▶ The role of aggregators (intermediaries) in the market was unclear, leading to potential issues with transparency and accountability;</li> <li>▶ The preparation of the National Resilience and Recovery Plan 2021-2026 provided an opportunity to address these challenges and establish a commitment to improving the situation;</li> <li>▶ The JEER system in Croatia was established as part of the regulatory framework and introduced to manage digital labour platforms. The specific regulations and amendments to the Croatian Labour Act that regulated work through digital labour platforms came into effect on 1 January 2024. The new Croatian Act on suppression of undeclared work that included the JEER system came into force 1 January 2023.</li> </ul>
<b>Key objectives of the measure</b>	<p><b>General objective:</b></p> <ul style="list-style-type: none"> <li>▶ To provide a structured framework for regulating digital labour platforms, ensuring they operate legally and transparently.<sup>v</sup></li> </ul> <p><b>Specific objectives:</b></p> <ul style="list-style-type: none"> <li>▶ To establish a register of digital labour platforms and aggregators that operate in Croatian labour market</li> <li>▶ To safeguard the rights of workers by maintaining detailed records of their work, thus preventing exploitation and ensuring fair working conditions;</li> <li>▶ To reduce the prevalence of undeclared work by ensuring all work conducted through digital platforms is properly documented and taxed;</li> <li>▶ To collect comprehensive data on the nature and scope of work conducted through digital platforms, aiding in informed policy-making and regulatory decisions.</li> </ul>
<b>Main activities</b>	<p>The main actions that comprise the practice of the JEER system include the following:<sup>vi</sup></p> <ul style="list-style-type: none"> <li>▶ <b>Registration:</b> Digital labour platforms and aggregators must register in the Register of Digital Labour Platforms and Aggregators (<i>Registar digitalnih radnih platformi i agregatora</i>), maintained by the Ministry of Labour. This ensures that all platforms operating in Croatia are recognised and regulated;</li> </ul>

	<ul style="list-style-type: none"> <li>► <b>Reporting detailed information:</b> Digital labour platforms and aggregators are required to report to the JEER system detailed information about ongoing work. This includes unique personal identification numbers (OIBs) for platforms, aggregators, and workers, details on contractual relationships, and specifics about the work being performed, including time, location, and type of work, as well as platform payments to their aggregators;;</li> <li>► <b>Integration with databases and data sharing across authorities:</b> JEER integrates with other social databases, for example, the tax authorities, the Croatian Pension Insurance Institute etc. This enables JEER to offer real-time monitoring of work performance, including time and locations of work, and verification of foreign workers' legal statuses. JEER facilitates data sharing across enforcement authorities, such as the labour inspectorate, tax administration, and social security authorities;</li> <li>► <b>Targeted inspections:</b> The State Inspectorate uses JEER data to conduct targeted inspections. When discrepancies or suspicious activities are identified, inspectors can swiftly detect cases of potential undeclared work and respond by inspecting the relevant digital labour platforms. If platforms are found to be underreporting worker activities or allowing workers to perform undeclared work, inspectors require platforms to suspend worker accounts until compliance is established;</li> <li>► <b>Deterring undeclared activities:</b> The close monitoring of all work and transactions within JEER serves as a deterrent to undeclared or under-declared activities by digital labour platforms, aggregators, and platform workers.</li> </ul>
<b>Funding/organisational resources</b>	<ul style="list-style-type: none"> <li>► The JEER system is primarily funded by the Ministry of Labour, Pension System, Family and Social Policy. The initial set up and development costs of EUR 2.55 million were covered under the European Social Fund Plus;<sup>vii</sup></li> <li>► Since its establishment, ongoing support and maintenance are financed by the Ministry's budget allocations within the Croatian state budget.<sup>viii</sup></li> </ul>



## Outcomes

The JEER system, launched in January 2024, enhances the regulation of digital labour platforms in Croatia. It integrates with various databases for real-time monitoring and supports targeted inspections to ensure fair working conditions. It is expected to improve the working conditions for Croatian platform workers while simultaneously supporting the sustainable growth of digital work platforms. The system is transferable to other EU Member States.

<b>Achievement of objectives</b>	<ul style="list-style-type: none"> <li>▶ The JEER system was launched in January 2024, and first annual report of platform work in Croatia was launched in January 2025. ix</li> <li>▶ According to the Ministry of Labour, the introduction of the JEER system, as part of the regulatory framework to manage and monitor digital labour platform work, is expected to ensure dignified working conditions for Croatian platform workers while simultaneously supporting the sustainable growth of digital work platforms.x</li> </ul>
<b>Lessons learnt and success factors</b>	<ul style="list-style-type: none"> <li>▶ A key success factor is the integration of JEER with various Croatian databases, including those from the tax authorities, the Croatian Pension Insurance Institute, and the Ministry of the Interior. This allows for real-time monitoring of work performance, which include information about the types of contractual relations, types of work performed, time and locations of work, and verification of foreign workers' legal statuses;</li> <li>▶ Another success factor is the State Inspectorate's use of JEER data for targeted inspections. Discrepancies or suspicious activities can be identified, with inspectors able to detect potential undeclared work and respond by inspecting the relevant digital labour platform. This strengthens enforcement and encourages transparency within the platform economy;</li> <li>▶ The close monitoring of all work and transactions within JEER could serve as a deterrent to undeclared or under-declared activities by digital labour platform, intermediaries, and platform workers.</li> </ul>
<b>Transferability</b>	<p>The JEER system is transferable to other EU Member States (or to other groups of workers or other sectors). To successfully implement a similar system, another Member State would, for example, need to define roles and responsibilities for digital labour platforms, intermediaries, and workers, including joint liability for transparency and worker protection; create a secure and efficient digital platform for data collection, monitoring, and reporting; involve digital labour platforms, intermediaries if they exists, workers and other natural persons, and social partners to ensure effective implementation and acceptance.</p>

## Further information

### Contact

Croatian Ministry of Labour, Pension System, Family and Social Policy  
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### Useful sources and resources

Ordinance on the Single Electronic Labour Record - OG 8/2024-148  
(*Pravilnik o Jedinstvenoj elektroničkoj evidenciji rada*):

[https://narodne-novine.nn.hr/clanci/sluzbeni/2024\\_01\\_8\\_148.html](https://narodne-novine.nn.hr/clanci/sluzbeni/2024_01_8_148.html)

Ordinance on recording of labour performed using Digital Labour Platforms  
(*Pravilnik o evidenciji rada korištenjem digitalnih radnih platformi*)

[https://narodne-novine.nn.hr/clanci/sluzbeni/2023\\_12\\_150\\_2166.html](https://narodne-novine.nn.hr/clanci/sluzbeni/2023_12_150_2166.html)

Register of Digital Labour Platforms and Aggregators website:

<https://mrosp.gov.hr/istaknute-teme/rad-putem-digitalnih-radnih-platformi/registar-digitalnih-radnih-platformi-i-agregatora/13271>

<sup>ii</sup> European Labour Authority, 'Challenges and Approaches for detecting undeclared work on digital labour platforms', Learning resource paper from thematic review workshop, European Platform Tackling Undeclared Work, 8-9 October 2024. Available at: [https://www.ela.europa.eu/sites/default/files/2025-02/250128\\_LRP\\_UDW\\_Digital%20Labour\\_Platforms.pdf](https://www.ela.europa.eu/sites/default/files/2025-02/250128_LRP_UDW_Digital%20Labour_Platforms.pdf)

<sup>iii</sup> Ministry of Labour, Pension System, Family and Social Policy, Work through digital labour platforms, featured topic. Available at: <https://mrosp.gov.hr/istaknute-teme/rad-putem-digitalnih-radnih-platformi/13269>

<sup>iv</sup> ILO, (2021), World Employment and Social Outlook 2021: The Role of digital labour platforms in transforming the world of work: Executive Summary. Available at: [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms\\_771672.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_771672.pdf)

<sup>v</sup> Fu, X., Avenyo, E., & Ghauri, P., (2021), Digital platforms and development: a survey of the literature, in Innovation and Development, 11(2–3), 303–321. See also Matcu, M., Zait, A., Ianole-Călin, R., and Horodnic, I.A., (2023), "Undeclared activities on digital labour platforms: an exploratory study", International Journal of Sociology and Social Policy, Vol. 43 No. 7/8, pp. 740-755.

<sup>vi</sup> Information for this section was found in 'Croatian Government to Place Tighter Controls on Digital Platforms', Lauren Simmonds, Total Croatia, 28 November 2023. Available at: <https://total-croatia-news.com/news/croatian-government-33/>

<sup>vii</sup> New digital labour platform (DLP) regulation in Croatia, Vukmir and Associates, 4 January 2024. Available at: <https://www.vukmir.net/2024/01/04/new-digital-labor-platform-dlp-regulation-in-croatia/>

<sup>viii</sup> Government of the Republic of Croatia, Decision NN 135/2023-1839, Decision on the Establishment of the Single Electronic Labour Record Information System via Digital Labour Platforms. Available at: [https://narodne-novine.nn.hr/clanci/sluzbeni/2023\\_11\\_135\\_1839.html](https://narodne-novine.nn.hr/clanci/sluzbeni/2023_11_135_1839.html)

<sup>ix</sup> Government of the Republic of Croatia, Decision NN 135/2023-1839.

<sup>x</sup> Ministry of Labour, Pension System, Family and Social Policy, Report on platform work in Croatia for 2024. Available at: <https://mrosp.gov.hr/UserDocsImages/dokumenti/Uprava%20za%20rad/Izvje%C5%A1%C4%87e%20o%20platformskom%20radu%20za%202024.pdf>

<sup>x</sup> Ibid.