



European network of legal experts
in gender equality and non-discrimination

Non-discrimination country report 2025: highlights



Croatia





Legal Framework Broad but Under-Enforced:

Croatia's Anti-Discrimination Act (ADA) covers a wide range of grounds and sectors, but its practical enforcement remains limited and inconsistent.



Lack of Awareness and Access to Justice:

Public awareness of rights under the ADA is low, especially among vulnerable groups. Many victims of discrimination do not report or pursue complaints.



Discrimination Against Roma and Serb Minorities Persists:

Both groups face structural barriers in education, housing, employment, and political participation, despite some targeted policy efforts.



Rise in Hate Speech and Violence:

Ethnic hate speech, particularly against Serbs and migrants, is on the rise. Existing legislation is insufficiently applied, and prosecution is rare.



Under-Reporting of Discrimination:

Few discrimination cases reach court. When they do, court judgments often lack analysis of differential treatment or comparator reasoning.



Equality Body Active but Limited in Impact:

The Ombudswoman has a broad mandate and handles discrimination complaints, but its recommendations are not binding, and implementation is weak.



Wide Range of Forms of Discrimination Recognised in Law

The Anti-Discrimination Act defines and prohibits multiple discrimination as well as discrimination by assumption and by association, but does not recognise intersectional discrimination.



Inconsistent Judicial Interpretation:

Courts inconsistently apply concepts like the burden of proof and indirect discrimination, and remedies are limited in scope.



Limited Strategic Litigation and NGO Involvement:

NGOs play a key role in supporting victims but face legal and financial barriers. Strategic litigation on discrimination remains rare.



Lengthy Procedures Impeding Access to Justice:

Excessive length of court procedures prevents victims from effective access to justice and remedies.