

# Croatia

## EXECUTION OF THE EUROPEAN COURT OF HUMAN RIGHTS' JUDGMENTS

### MAIN ACHIEVEMENTS IN MEMBER STATES

The present survey presents short summaries<sup>1</sup> of a selection of the main reforms and achievements reported in final resolutions since the Convention system was amended in 1998 by Protocol No. 11, with a clear focus on recent reforms referring, however, also to important earlier developments.

In view of the wealth of cases closed, the selection concentrates on those which have led to changes of legislation or government regulations or the adoption of new policies or general guidelines from superior courts. As a rule, the survey does not cover information on measures aiming at providing individual redress to applicants.

The presentation is organised country-by-country and reforms are, in principle, presented in the order corresponding to the thematic domains used in the Council of Europe's specialised database HUDOC EXEC and the Committee of Ministers' Annual Reports on the Supervision of the Execution of the European Court of Human Rights' judgments.

Many reforms address issues which appear to be on-going challenges in the member State. The effects of reforms adopted at one point in time may thus need to be monitored and possibly re-evaluated as conditions change.<sup>2</sup>

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<sup>1</sup> The summaries are the sole responsibility of the Department for the execution of the judgments of the European Court of Human Rights.

<sup>2</sup> The presentation is limited to the information provided at the time of the adoption of the final resolution. It is recalled in this context that the Committee of Ministers has issued [Recommendation \(2004\)5](#) on the verification of the compatibility of draft laws, existing laws and administrative practice with standards laid down in the European Convention on Human Rights.

## ➤ Right to life

### ▢ Protection against domestic violence

In 2019, a Government Protocol for Responding to Domestic Violence determined general principles for action of the police, judiciary, health practitioners, probation officers, social welfare centres and other competent authorities. Seven victim assistance offices were put in place. In 2011 and 2015, amendments to the Criminal Code introduced a definition of the offences of “domestic violence in a family” and “family-related crimes of particular gravity” as well as protective measures against perpetrators such as compulsory psychological and social treatment, restraining orders, removal from a household and protective supervision following to the release from prison. In 2020, a minimum prison sentence of one year was introduced for the crime of domestic violence.

*Branko Tomašić and Others*  
(46598/06)

Final Resolution  
CM/ResDH(2020)227

## ➤ Action of security forces and effective investigations

### ▢ Investigations into crimes committed during the Croatian Homeland War

New regulations ensure that war crimes are investigated by independent police units. The different proceedings stayed during the “Homeland War” were resumed by special legislation in 2003.

*Kutić (48778/99+)*

Final Resolution  
CM/ResDH(2006)3

### ▢ Investigations into alleged ill-treatment by the police

In 2011, the Code of Criminal Procedure introduced the principle of prosecutorial investigation. In 2013, amendments introduced strict time-limits, a new system of legal remedies and a higher level of victim participation. In 2014, the Constitutional Court changed the Constitutional Court Rules to be able to order the prosecuting authorities to carry out specific procedural steps aimed at identifying perpetrators and to award a victim compensation for damages.

*Durdevic (52442/09)*

Final Resolution  
CM/ResDH(2020)306

Amendments of 2014 to the Act on Police Work and Powers provided that, in case of suspicion of a criminal offence committed by a police officer, investigative steps are to be conducted by a different organisational unit. Amendments of 2015 strengthened disciplinary responsibility for police negligence. According to the 2019 amendment to the Police Act, the Complaints Board consists of nine members appointed by Parliament, representing civil society, public institutions and NGOs. In 2019, amendments to the Ministry of Interior's Internal Regulation ensured a higher degree of independence and impartiality of police officers working in internal control units.

Furthermore, an electronic custody records system for interrogations was introduced in 2011. In 2017, the Criminal Procedure Code was amended to prevent excessive use of force and to ensure independent oversight of investigations into allegations of police misconduct. These amendments also prohibit police officers to interrogate suspects through informal questioning. Suspects may exercise the right to a lawyer from the moment of acquiring the capacity of suspect. In addition, a suspect's interview must be recorded with an audio-visual device. Finally, according to the European Court's decision in *Kušić and Others* (71667/17), the possibility of a constitutional complaint provides for effective investigations into allegations under Articles 2 and 3.

*Mader (56185/07)*

Final Resolution  
CM/ResDH(2021)322

### ➤ Prison conditions

Several prisons were renovated between 2012 to 2014, including heating systems and sanitary facilities. As concerns medical treatment, additional medical staff was recruited. Finally, the 2013 Law on Compulsory Medical Insurance provided for compulsory medical insurance for all prisoners. Prisons were affiliated to the public IT health system in 2019.

To address the issue of overcrowding, the Probation Act 2010 introduced a probation service to advise domestic courts on appropriate sanctions. The 2011 Criminal Procedure Code, as amended in 2012 and 2013, introduced alternative sanctions such as community work.

*Cenbauer (73786/01)*  
Final Resolution  
CM/ResDH(2020)225

### ➤ Protection against ill-treatment in case of action by thirds parties

#### ▢ Physical restraints in psychiatric hospitals

The 2014 Protection of Individuals with Mental Disorders Act introduced a tight timeframe for psychiatric hospitals to examine allegations raised by persons with mental disorders subject to involuntary placement. In 2015, the Ministry of Health's regulation governing involuntary placement to psychiatric institutions codified the rules of conduct of medical staff when applying compulsory measures of restraint and introduced an obligation for psychiatric hospitals to issue internal guidelines governing the respective procedures.

*M.S. (No.2) (75450/12)*  
Final Resolution  
CM/ResDH(2020)310

### ➤ Functioning of justice

#### ▢ Fairness of proceedings / Criminal proceedings

The Code of Criminal Procedure, which entered into force in 2011, transferred the competence to conduct pre-trial criminal investigations from the Police to the State Attorneys. In 2014, the Ministry of Justice's Rules provided that State Attorneys have an obligation to keep detailed records of interrogations and to document procedures and decisions. Moreover, with regard to alleged breaches of defence rights in criminal proceedings, domestic courts, and in particular the Supreme Court and the Constitutional Court, aligned their case-law to the present judgment.

*Hodžić (28932/14)*  
Final Resolution  
CM/ResDH(2020)55

In July 2017, the Criminal Procedure Code was amended to clarify the reopening requirements for criminal proceedings conducted *in absentia*, ensuring that an accused may exercise the right to a retrial without first being obliged to surrender to the judicial authorities.

*Sanader (66408/12)*  
Final Resolution  
CM/ResDH(2020)224

#### ▢ Transparency of evidence collection

Mandatory procedures for establishing reports on samples taken and packed for forensic analysis were introduced. Domestic courts changed their case-law and henceforth take into account objections concerning evidence which allegedly has been tampered with by the police.

*Horvatić (36044/09)*  
Final Resolution  
CM/ResDH(2017)134

#### ▢ Expert evidence in criminal proceedings

Since 2015, the new Act on Protection of Individuals with Mental Disorders provides that the necessity of a defendant's psychiatric detention shall be assessed on the basis of an expert assessment, allowing a judge to order a less

*Hodžić (28932/14)*  
Final Resolution  
CM/ResDH(2020)55

intrusive measure. Earlier, in 2013, an amendment to the Criminal Procedure Code had introduced the possibility of a defendant's treatment outside psychiatric hospitals, abolishing mandatory internment.

The amended Criminal Procedure Code of 2013 also forbids the courts to base a conviction solely or decisively on a statement given by witnesses during criminal investigations, unless the defendants and/or their lawyers were given an opportunity to be present and examine the witnesses.

#### ➤ Access to a court

In 2013, the Constitutional Court declared the dismissal of claims due to the improper submission of rectification requests as overly formalistic; subsequently, the Constitutional Court and the Supreme Court changed their case-law, in 2014 and 2017, respectively.

#### ➤ Organisation of the judiciary

The administrative system of justice improved its efficiency by an overall reorganisation in 2012 introducing a two-tier system and a new High Court to deal with administrative disputes.

#### ➤ Disciplinary proceedings concerning judges

The procedures before the National Judicial Council when handling disciplinary cases against judges were reformed in 2011 to avoid any risk of lack of impartiality, secure the access of the public to hearings and the respect of the principle of equality of arms.

#### ➤ Remedies against excessive length of proceedings

A reform of land registry proceedings took place in 2006 which decreased the number of pending land registry cases, shortened overall duration of such proceedings and transferred all registry data on mortgage and ownership rights into electronic format.

With regard to acceleratory and compensatory remedies in civil proceedings, between 2002 and 2005, it was in the Constitutional Court's competence to set time-limits for the lower courts and to award compensation. In the 2005 Courts Act, this competence was restricted to cases pending before the Supreme Court as for other pending cases ordinary higher courts could decide. Subsequently, the amendments to the Civil Procedure Code of 2013 streamlined the procedure, fixed tight deadlines and addressed the issue of insufficient compensation. The Constitutional Court remains competent as a last resort.

In 2014 the Enforcement Act was amended and a dedicated authority, the Financial Agency, was set up to enforce writs of execution in a diligent manner. In 2015, IT solutions enabling the Agency to sell movable and immovable properties at electronic public auctions were introduced. Thus, excessive delays in enforcement proceedings with regard to all types of property (bank accounts, movable and immovable property) could be prevented. As regards immovable property, an amendment to the Enforcement Act of 2017

*Lučić (5699/11)*

Final Resolution  
CM/ResDH(2019)340

*Buvač (47685/13)*

Final Resolution  
CM/ResDH(2019)72

*Kardoš (25782/11)*

Final Resolution  
CM/ResDH(2017)186

*Olujić (22330/05)*

Final Resolution  
CM/ResDH(2011)194

*Buj (24661/02)*

Final Resolution  
CM/ResDH(2011)47

*Horvat and 9 other cases  
(51585/99+)*

Final Resolution  
CM/ResDH(2005)60

*Debelić and 8 other cases  
(5208/03+)*

Final Resolution  
CM/ResDH(2007)102

*Jakupović (28963/10)*

Final Resolution  
CM/ResDH(2018)409

*Raguz (55759/07+)*

Final Resolution,  
CM/ResDH(20018)408

*Kvartuc (4899/02+)*

Final Resolution  
CM/ResDH(2020)104

introduced safeguards for debtors preventing double payments, thereby eliminating a cause for delays in proceedings.

#### Legal costs

In 2019 the impugned provision related to the automatic application of the “loser pays” principle provision of the Civil Procedure Code was amended ensuring that, when evaluating parties' success and deciding upon the reimbursement of costs, the domestic courts take a qualitative approach and take into account only the final value of the claim whilst bearing in mind the success in proving the substance of the claim.

*Klauz (28963/10)*  
Final Resolution  
CM/ResDH(2019)296

#### Ne bis in idem

The Misdemeanour Act was amended in 2013 preventing misdemeanour prosecution in cases where prosecution is envisaged or already instituted under criminal law. Domestic courts aligned their case-law accordingly.

*Maresti (55759/07+)*  
Final Resolution  
CM/ResDH(2019)341

#### Protection of private and family life

##### Incapacitation proceedings

The new Family Act 2015 limited the possibilities of instituting proceedings to divest a person of legal capacity and subjected relevant decisions to a judicial review.

*M.S. (36337/10)*  
Final Resolution  
CM/ResDH(2018)81  
*X. and Y. and 2 other cases (5193/09)*  
Final Resolution  
CM/ResDH(2018)117

Parents divested of their capacity to act are informed about possible adoption proceedings related to their children beforehand and are able to participate in such proceedings.

*X. and 1 other case (11223/04+)*  
Final Resolution  
CM/ResDH(2018)82

##### Filiation / paternity proceedings

Since 2015, persons divested of legal capacity are authorised to acknowledge their paternity before the competent social welfare centre. This acknowledgment becomes effective with the consent of the child's mother. In cases where the mother refuses, court proceedings can be engaged.

*Krušković (46185/08)*  
Final resolution  
CM/ResDH(2017)338

##### Protection against eviction

In 2010, domestic courts changed their case-law and now apply the proportionality test in eviction proceedings.

*Ćosić (28261/06) and Paulić (3572/06)*  
Final Resolution  
CM/ResDH(2011)48

##### Protection against child abuse

In 2014, the Government's “National Strategy on Child Protection” was adopted, and its “Protocol on Conduct in Cases of Alleged Abuse and Neglect of Children” set out mandatory courses of action for prosecutors. In 2015, the Family Act tightened procedural deadlines in custody proceedings. The Constitutional Court's recent case-law ensured that children are heard in custody proceedings

*M. and M. (10161/13)*  
Final Resolution  
CM/ResDH(2020)228

➤ **Right to education**

▢ Schooling of Roma children

Adoption of a wide-range of measures, notably legislative, capacity building and awareness raising measures, to facilitate the enrolment of Roma children in the national education system and monitor their regular attendance. The measures included special instructions and training for teachers.

*Oršuš and Others*  
(15766/03+)

Final resolution  
[CM/ResDH\(2017\)385](#)