

LEGISLATIVE DEFINITIONS AROUND LEARNERS VULNERABLE TO EXCLUSION

Country Report: Croatia



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See the [Legislative Definitions around Learners Vulnerable to Exclusion web area](#) for further information about this activity.



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INTRODUCTION

Since the foundation of the European Agency for Special Needs and Inclusive Education (the Agency) in 1996, there have been key conceptual changes in the thinking behind and policy priorities for developments on the journey towards inclusive education.

A first shift was from the concept of special educational needs (SEN) to special needs education (SNE). This represented a move away from focusing on the learner (special educational needs), towards a focus on the provision that learners who experience difficulties at school may need (special needs education). The term '**special needs education**' widened the focus beyond learners with disabilities to include learners who appeared to be failing in school for a wide variety of reasons – for example, children living in poverty or those from different linguistic or cultural backgrounds. Special needs education, however, continued the deficit or medical model that still saw the problems as being within the learner.

There has never been an agreed definition of SEN or SNE that could be used across countries. The groups of learners considered to have **special needs** requiring additional provision largely differ across countries.

Inclusion requires a move away from a concern with the categories a learner may or may not fall into, to focus on the barriers some learners experience that lead to marginalisation and exclusion. This leads to an overall focus on **learners vulnerable to exclusion** by the education system. Agency work focuses on supporting the development of **inclusive education** systems in its member countries to ensure every learner's right to inclusive and equitable educational opportunities. This aim is directed at **all learners**, while recognising the need to specifically address specific **learners vulnerable to exclusion**.

Agency work acknowledges that every learner has their own unique experiences of discrimination and/or barriers to learning. All aspects of Agency work aim to consider everything and anything that can marginalise learners and increase their chances of exclusion (European Agency, 2021¹). This requires a move away from a medical approach and labelling with separate provision for different groups, towards a rights-based approach that focuses on the barriers within the system ([European Agency, 2022a](#)).

Central to this commitment and understanding of inclusive education are the legal definitions or descriptions in policy that Agency member countries use to identify and potentially label learners to make additional provision and resources available for them based on their needs.

The Agency also acknowledges the growing need to take account of **intersectionality** – the interconnected nature of all social categorisations – when considering the needs of all learners. Intersectionality is the understanding that a person, group of people,

¹ European Agency for Special Needs and Inclusive Education, 2021. *Multi-Annual Work Programme 2021–2027 Parameters*. Odense, Denmark. Unpublished



organisation or social problem is affected and impacted upon by a number of pressures, forces, levers, discriminations and disadvantages. It considers everything and anything that can marginalise learners and increase their chances of exclusion. This includes, but is not limited to:

... gender, remoteness, wealth, disability, ethnicity, language, migration, displacement, incarceration, sexual orientation, gender identity and expression, religion and other beliefs and attitudes ([UNESCO, 2020](#), p. 4).

The Agency's current [Multi-Annual Work Programme](#) (2021–2027) highlights the concept of intersectionality.

The Legislative Definitions around Learners Vulnerable to Exclusion activity

[Legislative Definitions around Learners Vulnerable to Exclusion](#) aimed to collect information from Agency member countries focusing on legislative definitions around learners vulnerable to exclusion in education systems. It collected evidence to indicate where countries currently stand regarding the **definition of** and **approach to** learner groups and risk factors within inclusive education systems. There was a particular focus on legislative definitions and descriptions around a broad vision of inclusive education for **all learners**.

Specifically, the activity examined how Agency member countries legally define and describe learners' needs in terms of considering them as groups of **learners with special needs** or **learners vulnerable to exclusion**. It also considered how **anti-discrimination legislation** and **legislation for inclusive education** define and/or describe learners' needs, and explored the concept of **intersectionality**.

In the activity, the term '**learners' needs**' is understood as a way to highlight a requirement for educational provision and/or support without applying a label based on an external factor that in some way describes or impacts upon an individual or group of learners. Using the non-categorical term 'learners' needs' would be an **ideal** approach for countries to take and is in line with the Agency position on inclusive education systems ([European Agency, 2022b](#)).

The **reality** – as evidenced by analysing countries' legislative definitions or descriptions in policy around learners' needs – clearly indicates that legislation and policy documents describe learners' needs with less of a focus on learner requirements for provision and support, and more on externally generated labels that identify groups of learner characteristics.

The activity uses the terms '**categories of groups of learners**' and '**groups of learners**'. They refer to the groups of learners identified through the analysis conducted in this activity. However, it must be made clear that references to categories of groups of learners do not in any way endorse or promote the labelling of learners. The term 'groups of learners' has been applied as a way of investigating where and how country legislation and policy make distinctions between different groups of learners who may be vulnerable to exclusion.



As with the journey towards inclusive education, legal definitions may be developing towards **learners vulnerable to exclusion** and the consideration of **intersectionality**. Therefore, to respect the context of all countries, information on **special needs** categories is considered, as well as definitions considering **all learners**.

Please refer to the [Legislative Definitions around Learners' Needs – Policy Brief](#) for more information about the activity.

How the country reports were prepared

Agency team members compiled evidence from 35 Agency member countries.

Agency team members collected the information in this country report from Agency reports, the [country information pages](#) and [Eurydice](#) sources. The extracts focus on identifying **legal definitions** around learners vulnerable to exclusion. They do not cover the different forms of provision for these learners. However, it is recognised that in some cases there may be *operational* definitions rather than *legal* definitions.

The extracts are considered evidence of a *legal definition* and are included if they explain how a term is understood within legislation and policy. In some cases, there may not be an extract that provides this information; however, the legal documents provide indirect evidence that a legal definition may exist. Where this indirect evidence was found, it has been included.

It is to be expected that there may not be information available in response to every question, as country contexts differ and each country is at a different stage on the journey to develop inclusive education. Therefore, a wide range of questions was selected to allow evidence to be collected from every Agency member country.

Each of the first three sections begins by clarifying key terminology.

This report includes three sections with information that the Agency team compiled:

1. [Legal definitions of special needs](#)
2. [Legal definitions of learners vulnerable to exclusion](#)
3. [Legal definitions of inclusive education](#).

Section 4 contains [additional questions](#) that country representatives could choose to answer. Country representatives also had the option to review and amend sections 1–3.

The completed country reports served to identify trends within and across countries on legal definitions related to learners vulnerable to exclusion. The activity report, [Legislative Definitions around Learners' Needs: A snapshot of European country approaches](#), explains how the country reports were used for the analysis and presents the findings.



LEGISLATIVE DEFINITIONS AROUND LEARNERS' NEEDS IN CROATIA

1. Legal definition of special needs

A learner with special needs is understood as a learner who:

... for a wide variety of reasons, require[s] additional support and adaptive pedagogical methods in order to participate and meet learning objectives in an education programme. Reasons may include (but are not limited to) disadvantages in physical, behavioural, intellectual, emotional and social capacities ([UNESCO Institute for Statistics, 2012](#), p. 83).

1.1 There is a legal definition of special needs

Evidence

There is no legal definition of special needs, but legislation (Primary and Secondary School Education Act) defines the learner groups with special educational needs.

1.2 The legal definition of special needs is found in laws and policies

Evidence

No information.

1.3 The legal definition of special needs is found in strategies and programmes

Evidence

National Strategy for Education, Science and Technology, adopted in October 2014.

There is no legal definition of special needs but there is an education strategy for different learner groups with special educational needs (as given in Primary and Secondary School Education Act).

A new strategic document (National Education System Development Plan) is scheduled to take effect in June 2022, from which point the 2014 National Strategy will no longer be valid.

1.4a Does your country's legal definition of special needs specify particular groups of learners?

Yes.



1.4b Which specific learner groups does the legal definition of special needs address?

Specific learner groups	Evidence
<p>Learners with disabilities:</p> <ul style="list-style-type: none">• Learners with developmental disabilities• Learners with learning difficulties, behavioural problems and emotional problems• Learners with disabilities due to educational, social, economic, cultural and linguistic factors. <p>Gifted learners</p>	<p>National Strategy for Education, Science and Technology, adopted in October 2014, which will be superseded by the National Education System Development Plan in June 2022.</p> <p>Regulation on Primary and Secondary Education of Students with Developmental Difficulties (Official Gazette, No. 24/2015)</p> <p>Primary and Secondary School Education Act (Official Gazette, Nos. 87/08, 86/09, 92/10, 105/10, 90/11, 5/12, 16/12, 86/12, 126/12, 94/16, 154/14, 7/17)</p> <p>Agency Country information</p>
<p>Learners with developmental disabilities such as:</p> <ul style="list-style-type: none">• Visual impairment• Hearing impairment• Voice, speech and language communication disorders and specific learning disorders• Impairment of organs and organ systems• Intellectual disabilities• Behavioural disorders and mental health impairment• Presence of multiple psychophysical development issues.	<p>Orientation List of Types and Degrees of Developmental Disabilities, part of the Regulation on Primary and Secondary Education of Students with Developmental Disabilities.</p> <p>Changing Role of Specialist Provision, Croatia country report, p. 7</p>

2. Learners legally considered vulnerable to exclusion from education

Within this document, the term **learners vulnerable to exclusion** encompasses all learners whose educational experience is ‘impacted upon by a number of pressures, forces, levers, discriminations and disadvantages’ (European Agency, 2021, p. 6). These learners may or may not fall into categories of special needs and a special type of provision may or may not be available to support them.



Although there may not be an official definition of learners vulnerable to exclusion, learner groups which are addressed in different legal documents as receiving support and not identified as learners with special needs are listed here.

2.1 There is a legal definition of learners vulnerable to exclusion from education

Evidence

No information.

2.2 The legal definition of learners vulnerable to exclusion from education is found in laws and policies

Evidence

No information.

2.3 The legal definition of learners vulnerable to exclusion from education is found in strategies and programmes

Evidence

No information.

2.4a Do your country's legislation, policies or strategies specify particular groups of learners?

Yes.

2.4b Which specific learner groups are legally considered to be vulnerable to exclusion from education across legislation, policies or strategies?

Specific learner groups	Evidence
The right of learners who are non-native speakers (learners with insufficient knowledge of the Croatian language have the right to learn Croatian in order to start or continue education in Croatia).	Primary and Secondary Education Act (Official Gazette 87/08, 86/09, 92/10, 105/10, 90/11, 5/12, 16/12, 86/12, 126/12, 94/13, 152/14, 07/17, 03/18, 98/19, 64/20) GEM Background Paper, Croatia, p. 15.



Specific learner groups	Evidence
<p>National Plan for Improving the Social Dimension of Higher Education in the Republic of Croatia 2019–2021 identifies 18 categories.</p> <p>This document is preceded by: Underrepresented and vulnerable groups in higher education in the Republic of Croatia; Guidelines for improving the support system for students with disabilities in higher education in the Republic of Croatia. Both documents identify vulnerable groups of learners.</p>	<p>National Plan for Improving the Social Dimension of Higher Education in the Republic of Croatia 2019–2021, p. 4</p>
<p>One of the main goals is ensuring the rights for children in vulnerable groups (children with disabilities, Roma children and children living in poverty).</p>	<p>National strategy for children’s rights in the Republic of Croatia 2014–2020</p> <p>GEM Background Paper, Croatia, p. 22</p>
<p>The reason for creating the measures in this Action Plan is precisely the particular vulnerability of persons who have been granted international protection, and the aim is to provide assistance and protection so they can more easily overcome their difficult situation during the refugee, humanitarian crisis that has affected not only EU member states.</p>	<p>Action Plan for Integration (2017–2020)</p> <p>GEM Background Paper, Croatia, p. 23</p>



Specific learner groups	Evidence
<p>... identifies vulnerable or underrepresented groups in higher education:</p> <ol style="list-style-type: none"> 1) Students without higher education background 2) Students of lower socio-economic status 3) Students with disabilities or challenges 4) Students studying outside of their domicile region 5) Students from rural areas and islands 6) Part-time students 7) Students of professional studies 8) Graduates from vocational secondary education ... 11) Children of war veterans ... 13) Students with children 14) Students who work 15) Students from alternative care 16) Homeless students and those who are at risk of homelessness 17) Older students 18) Refugees and asylum seekers. 	<p>National plan for the enhancement of social dimension of higher education (2019–2021) adopted in 2019</p> <p>GEM Background Paper, Croatia, p. 25</p>
<p>Learners with disabilities are categorised in three main groups:</p> <ul style="list-style-type: none"> • Learners with developmental disabilities • Learners with learning difficulties, behavioural problems and emotional problems • Learners with disabilities due to educational, social, economic, cultural and linguistic factors. 	<p>Primary and Secondary Education Act (Official Gazette 87/08, 86/09, 92/10, 105/10, 90/11, 5/12, 16/12, 86/12, 126/12, 94/13, 152/14, 07/17, 03/18, 98/19, 64/20)</p>
<p>Similarly, any particularly gifted child, continuously achieving above-average results due to highly developed particular capabilities, personal motivation or external stimulation in one or more areas, is considered to be a pupil/student with special educational needs and thus requiring special educational support. A gifted child, i.e. pupil/student is a child with identified above-average capability in one or more areas, having above-average intellectual or academic or creative or psycho-motoric capabilities.</p>	<p>Primary and Secondary Education Act (Official Gazette 87/08, 86/09, 92/10, 105/10, 90/11, 5/12, 16/12, 86/12, 126/12, 94/13, 152/14, 07/17, 03/18, 98/19, 64/20)</p> <p>Regulation on primary school education of gifted students (Official Gazette 34/91)</p> <p>Regulation on secondary school education of gifted students (Official Gazette 90/93)</p>



2.5a Does anti-discrimination and equal rights legislation address different learner groups in the education system?

Yes.

2.5b Which specific learner groups are listed in anti-discrimination and equal rights legislation?

Specific learner groups	Evidence
... special care is given to the children belonging to national minorities, especially Roma children ... contents important for the identities of national minorities in Croatia are included in primary and secondary education programmes.	Constitutional Act on the rights of national minorities, as well as other relevant international legal acts GEM Background Paper, Croatia, p. 11
... general prohibition of discrimination on the grounds of sex, marital or family status and sexual orientation. The less favourable treatment of women on the grounds of pregnancy, parenthood, and any type of guardianship is also considered as discrimination.	Gender Equality Act GEM Background Paper, Croatia, p. 15
One of the main goals of the Strategy is to improve the access of Roma children to quality education. It includes early childhood education and care and primary, secondary and tertiary education. Particular emphasis is placed on the need to eliminate possible segregation in educational institutions and to prevent early school leaving of Roma students.	National strategy for inclusion of Roma (2013–2020) and Action plan for the implementation of the Strategy for inclusion of Roma GEM Background Paper, Croatia, p. 23
... identifies vulnerable or underrepresented groups in higher education: ... 9) LGBT+ students 10) Roma ethnic minority ... 12) Female students in technical field, male students in humanities	National plan for the enhancement of social dimension of higher education (2019–2021) adopted in 2019 GEM Background Paper, Croatia, p. 25

3. Legal definition of inclusive education

The Agency views **inclusive education** as:

... a systemic approach to providing high quality education in mainstream schools that effectively meets the academic and social learning needs of all the learners from the school's local community ([European Agency, 2015](#), p. 2).



In inclusive education:

Learners are placed at the centre of a system that needs to be able to recognise, accept and respond to learner diversity. Inclusive education aims to respond to the principles of efficiency, equality and equity, where diversity is perceived as an asset. Learners also need to be prepared to engage in society, to access meaningful citizenship and to acknowledge the values of human rights, freedom, tolerance and non-discrimination ([Soriano, Watkins and Ebersold, 2017](#), p. 6).

3.1 There is a legal definition of inclusive education

Evidence

There is no legal definition, but the Ministry of Science and Education published the Guidelines for working with learners with disabilities, which give instructions on inclusive education.

3.2 The legal definition of inclusive education is found in laws and policies

Evidence

No information.

3.3 The legal definition of inclusive education is found in strategies and programmes

Evidence

No information.

3.4 Do legal documents related to inclusive education refer to all learners, specific learner groups, or both all learners and specific learner groups?

Legal documents refer to specific learner groups.

4. Additional questions

4.1 Are there other specific learner groups that receive additional support within the education system that have not been accounted for in this document? If yes, which legal documents (legislation, policies or strategies) address them?

No information.

4.2a Is the term or concept of 'intersectionality' mentioned in legislation?

No information.

4.2b Share details on how the concept is mentioned in the legislation

No information.



4.3a Are there any proposals/plans for changes in legislation focused on learners vulnerable to exclusion?

No information.

4.3b What proposals or plans exist for changes in legislation focused on learners vulnerable to exclusion?

No information.

4.4 Do you have any further comments?

No information.