

Press release

IMM publishes its 2025 Annual Report: a strong evidence base, a positive overall picture, and targeted recommendations for further improvements

The Independent Monitoring Mechanism (IMM) has published its [2025 Annual Report](#). The IMM is a national, impartial, independent and expert mechanism that monitors police officers' actions in the area of border protection, irregular migration and international protection. The IMM is neither a complaints body nor an investigative body, but an independent monitoring mechanism that establishes findings, issues evidence-based recommendations and, where necessary, refers detected irregularities to the competent authorities for further action.

The Report sets out what the IMM established during 2025 in the context of its monitoring of police officers' actions. The key overall message of the 2025 Report is clear: in the monitored instances, a positive overall picture emerges regarding police officers' actions towards migrants. At the same time, the Report does not gloss over the challenges, but identifies and analyses them precisely. Its findings are based on methodologically robust and, as a rule, unannounced monitoring carried out at locations selected on the basis of a careful risk assessment.

The assessment presented in the Report rests on the strongest evidence base in the IMM's practice so far. During 2025, the IMM conducted 53 monitoring missions and 204 monitoring operations, including 49 green-border monitorings and 52 interviews with migrants. IMM monitors were present in the field on average every week and, as a rule, visited three locations within a single monitoring mission: reception centres, border police stations and the green border. For the first time in the IMM's mandate, which began in 2021, monitors also visited airport and maritime police stations. Compared to the previous reporting period, the IMM's field presence was 3.8 times greater.

The findings do not rest on a single data source or a single type of observation, but on a combination of field monitoring, interviews with migrants and police officers, inspections of locations and facilities, analysis of documentation and case files, data from the Ministry of the Interior's information system, additional checks, and multilayer internal quality control.

Although the IMM Report is not a representative overview of all police actions in Croatia during 2025, but rather a risk-based report on police conduct at monitored locations, its value lies in a balanced, data-grounded assessment that presents neither a picture of general non-compliance nor one of full compliance, but a disciplined and differentiated evaluation of what was actually monitored and verified.

The Report also clearly shows that numerous best practices were recorded in the monitored instances during 2025. In the large majority of monitored cases, police officers' actions were assessed as proper, practical safeguards and key procedural protection were largely ensured, access to international protection was communicated and operationally enabled in most relevant cases, and monitoring of locations and facilities confirmed broad access, functioning safeguards and predominantly adequate accommodation conditions. This positive overall picture was further



reinforced by the “Letter of Rights and Complaints” pilot procedure, which added an additional, early and documented protective dimension to the monitoring.

At the same time, the Report does not present a picture of full compliance. It also identifies remaining challenges: uneven procedural and practical safeguards, particularly in the areas of information on rights, access to interpretation, temporary accommodation conditions, and full adaptation for vulnerable migrant groups, while police officers and monitors most frequently identified language and cultural barriers and insufficient staffing as the main operational pressures. The Report also records several detected irregularities in individual cases, as well as a very limited but substantively important qualitative pattern related to timely access to international protection at certain border crossing points. This finding does not indicate a generally negative practice regarding access to international protection, but it does show that delays were identified in several monitored cases that require attention and further follow-up.

Within the framework of its Report, the IMM also issued targeted and evidence-based recommendations to the Ministry of Interior, structured into six clearly defined recommendation clusters: access to international protection and immediate procedural safeguards; temporary accommodation and protection-sensitive conditions; health care, emergency medical services and psychosocial support; operational support conditions for rights-compliant practice; accountability, complaints, notification channels and follow-up obligations; and the continuation and further consolidation of independent monitoring.

The 2025 Annual Report also shows something broader: over the past year, the IMM became methodologically more coherent, operationally more stable and analytically stronger than before. More stable funding, better administrative and logistical support, standardised tools, multilayer verification and more regular communication of recommendations to the Ministry of Interior made it possible for monitoring in 2025 to be not only more intensive in implementation, but also more substantively robust. This is precisely why 2025 matters not only as a year of greater volume of work, but as a year in which the IMM demonstrated what independent, expert and evidence-based monitoring can deliver when it is backed by methodology, continuity and a serious field presence.

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