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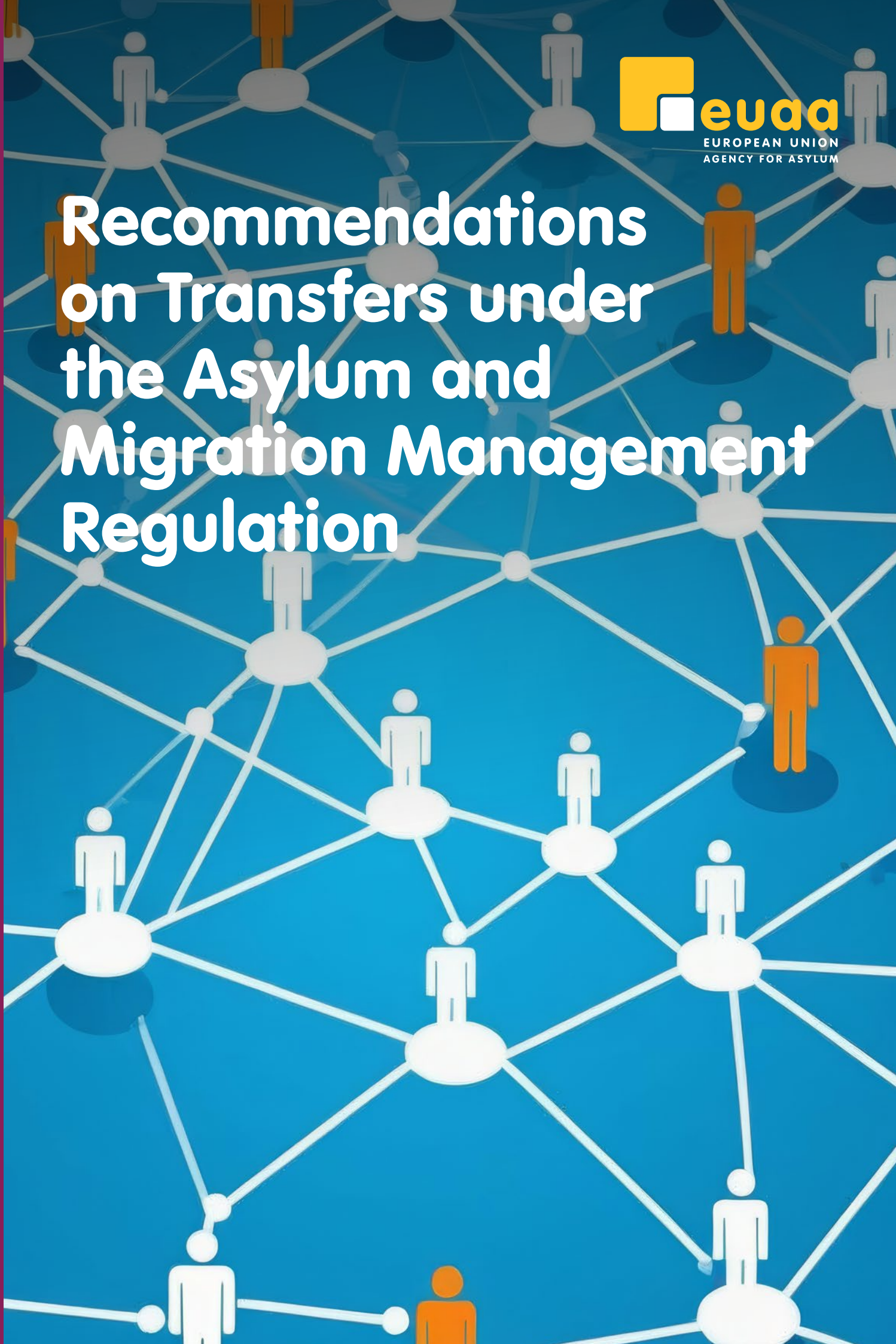
Recommendations on Transfers under the Asylum and Migration Management Regulation



October 2026

EUROPEAN UNION AGENCY FOR ASYLUM

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On 19 January 2022 the European Asylum Support Office (EASO) became the European Union Agency for Asylum (EUAA). All references to EASO, EASO products and bodies should be understood as references to the EUAA.

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About the guide

Why were these recommendations produced? The mission of the European Union Agency for Asylum (EUAA) is to facilitate and support the activities of European Union Member States and the Schengen associated countries (EU+ countries (1)) in the implementation of the Common European Asylum System (CEAS). According to its overall aim to promote a correct and effective implementation of the CEAS and to enable convergence, the EUAA develops common operational standards and indicators, guidelines and practical tools.

How were these recommendations developed? These recommendations were developed in 2026 and contain a thorough revision of the pre-existing recommendations on Dublin transfers. The latter were developed under the previous legal framework and were adopted by the EUAA Management Board in March 2023. Where necessary, this publication provides additional recommendations to cover the new obligations arising from the entry into application of the Asylum and Migration Management Regulation (AMMR).

These recommendations were drafted by the EUAA and a reviewing working group of Member State experts. The EUAA would like to extend its thanks to the members of the working group who contributed to the development of this guide: Rebekka Bergan Fossum, Vassilis Chronopoulos, Lorraine Delayney, Andrea Gerischer, Bob Gruber, Laura Jesaulkova, Cristina Marugan Guemez, Magdalena Nordén, Iris Reinmann, Rughea Shambo, Janet Sritharan and Lucie Vecková. Valuable input was provided by the European Commission and UNHCR. Before the finalisation of these recommendations, a consultation was carried out with all members of the EUAA Asylum and Migration Management Network. The recommendations have been approved by the EUAA Management Board in September 2026.

Who should use these recommendations? These recommendations are intended for all staff categories that are involved in the planning, organisation and execution of AMMR transfers. They provide practical guidance to support the consistent application of the AMMR transfer procedure.

How should I use these recommendations? This guide is structured into chapters covering the procedural steps required to organise transfers under the AMMR. The chapters contain recommendations and examples of good practices along with additional notes and references to other guidance and tools developed by the EUAA.

How do these recommendations relate to national legislation and practice? This is a soft convergence tool to promote the further harmonisation of the practices of the Member States and to support the cooperation between Member States to carry out AMMR transfers. It is not legally binding. The recommendations reflect commonly agreed best practices.

(1) The 27 Member States of the European Union and Iceland, Liechtenstein, Norway and Switzerland.

How do these recommendations relate to other EUAA tools? The recommendations on AMMR transfers should be used in conjunction with other available practical guides and tools. All EUAA practical tools are publicly available online on the EUAA website: https://euaa.europa.eu/practical-tools-and-guides

Disclaimer

Following an initial period of implementation of the Pact on Migration and Asylum, this document may require updating, as needed.

These recommendations were prepared without prejudice to the principle that only the Court of Justice of the European Union can give an authoritative interpretation of EU law.

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List of terms and abbreviations

Abbreviation	Definition
AMMNet	EUAA Asylum and Migration Management Network
AMMR	**Asylum and Migration Management Regulation** — Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013.
AMMR Implementing Regulation	Commission Implementing Regulation (EU) 2025/2055 of 2 October 2025 laying down rules for the application of Regulation (EU) 2024/1351 of the European Parliament and of the Council, as regards asylum and migration management and repealing Commission Regulation (EC) No 1560/2003
DubliNet	Secure electronic network of transmission channels between the national authorities dealing with asylum applications
EU+ countries	Member States of the European Union and Iceland, Liechtenstein, Norway and Switzerland
EUAA	European Union Agency for Asylum
Eurodac Regulation	Regulation (EU) 2024/1358 of the European Parliament and of the Council of 14 May 2024 on the establishment of 'Eurodac' for the comparison of biometric data in order to effectively apply Regulations (EU) 2024/1351 and (EU) 2024/1350 of the European Parliament and of the Council and Council Directive 2001/55/EC and to identify illegally staying third-country nationals and stateless persons and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, amending Regulations (EU) 2018/1240 and (EU) 2019/818 of the European Parliament and of the Council and repealing Regulation (EU) No 603/2013 of the European Parliament and of the Council
GDPR	**General Data Protection Regulation** – Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data
Member States	Member States of the European Union
RCD (2024)	**Reception Conditions Directive** — Directive (EU) 2024/1346 of the European Parliament and of the Council of 14 May 2024 laying down standards for the reception of applicants for international protection
Screening Regulation	Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14 May 2024 introducing the screening of third-country nationals at the external borders and amending Regulations (EC) No 767/2008, (EU) 2017/2226, (EU) 2018/1240 and (EU) 2019/817.

Introduction

Boxes used throughout the guide

The guide uses a number of visual aids to draw the attention of the reader to key content.

Remember

This box appears at the end of a chapter or section and draws the reader's attention to key points from that part of the guide.

Note

This box highlights a particularly important concept, practice or element.

Good practice

This box draws attention to a specific practice that can help Member State authorities to effectively implement a specific part of a procedure. Given differences in how Member States authorities are organised, or the specific conditions in different Member States, all good practices may not be applicable to all Member States. As such, the suitability of implementing good practices will depend on individual circumstances in each Member State.

AMMR
Article x
AMMR Implementing Regulation
Article x

The legal reference box as exemplified above provides a reference to a legal provision that is important for that section of the guide but without including the text of that provision.

Related publication ...

This box introduces an existing publication, practical tool or training module provided by the EUAA that is particularly relevant for that section of the guide.

Key terminology and concepts

The legal definitions of terms are provided in Article 2 AMMR ([2]). This section clarifies certain concepts of practical importance for practitioners to better understand this guide.

In this guide, the following general terms are used.

- **AMMR transfers** refers to transfers ([3]) carried out under the framework of the AMMR, including transfers to the Member State responsible for examining an application for international protection and relocation transfers carried out in the context of the solidarity mechanism.
- **Member State authority** refers to the national units or authorities designated or responsible at Member State level for coordinating the practical implementation of procedures under the AMMR, including communication between Member States and the organisation of transfers.
- **Member State** refers, unless otherwise specified, to Member States bound by the AMMR and its Implementing Regulation ([4]). In this guide, references to Member States also includes '[t]hird countries that have concluded with the Union an agreement on the criteria and mechanisms for establishing the State responsible for examining an application for international protection lodged in a Member State or in that third country' ([5]), where applicable.

Regarding the roles of Member States in the transfer procedure, different terms are used to denote their different roles, as follows.

- **Transferring Member State** refers to the Member State from which the person is transferred. The term is used to describe the Member State responsible for initiating or organising the transfer, including the necessary communication with the receiving Member State, where applicable.
- **Receiving Member State** refers to the Member State to which the person is transferred. The term is used to describe the Member State expected to receive the person following the transfer and to take any follow-up steps required under the applicable procedure.
- ' "**[B]enefitting Member State**" means a Member State benefitting from solidarity contributions as set out in Part IV of [the AMMR]' ([6]).

([2]) Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013 (OJ L, 2024/1351, 22.5.2024), http://data.europa.eu/eli/reg/2024/1351/oj.
([3]) Article 2(21) AMMR.
([4]) Commission Implementing Regulation (EU) 2025/2055 of 2 October 2025 laying down rules for the application of Regulation (EU) 2024/1351 of the European Parliament and of the Council, as regards asylum and migration management and repealing Commission Regulation (EC) No 1560/2003 (OJ L, 2025/2055, 12.11.2025), http://data.europa.eu/eli/reg_impl/2025/2055/oj.
([5]) Article 13(1), second subparagraph AMMR.
([6]) Article 2(19) AMMR.

- ‘ “**[C]ontributing Member State**” means a Member State that provides or is obliged to provide solidarity contributions to a benefitting Member State as set out in Part IV of [the AMMR]’ ([7]).
- **Member State of relocation** ,means a contributing Member State that contributes through relocation under the Council implementing act adopted in accordance with Article 57 AMMR.

This guide refers to different modalities of transfers. Unless otherwise stated, the following is meant.

- **Voluntary transfer** (Article 24 Implementing Regulation) refers to a transfer carried out on a voluntary basis in compliance with a transfer decision, where the person travels without supervision or escort by the competent authorities for the duration of the journey. The practical modalities of the journey may be arranged by the person themselves, by non-governmental organisations where applicable, or by the transferring Member State. The person concerned is required to appear before the authority indicated by the receiving Member State, at the location and by the date and time specified in the transfer notification. The transferring Member State remains responsible for notifying the receiving Member State and for providing the person with the necessary information and instructions.
- **Transfer carried out by supervised departure (Article 25 Implementing Regulation)** refers to a transfer carried out in compliance with a transfer decision, in which the transferring Member State organises the practical modalities of the journey and ensures that the person departs under the supervision of the competent authorities, although without escorts accompanying the person during the travel from one Member State to another. Transfers carried out by supervised departure may take one of the following forms:

  i. **Type A – appearance before an authority (Article 25(1)(a) Implementing Regulation)** refers to a transfer carried out by supervised departure where the person is accompanied to the point of departure but is required to appear before a designated authority of the receiving Member State upon arrival, on a specified date and at a specified time.

  ii. **Type B – reception by authorities** (Article 25(1)(b) Implementing Regulation) refers to a transfer carried out by supervised departure where the person is accompanied to the point of departure and is received by the authorities of the receiving Member State at a designated location upon arrival.

- **Transfer under escort (Article 26 Implementing Regulation)** refers to a transfer carried out in compliance with a transfer decision, in which the transferring Member State organises the practical modalities of the journey and ensures that the person is accompanied by escorts during travel until the arrival in the receiving Member State,

([7]) Article 2(20) AMMR.

where continuous supervision is required. This can be, for example, due to security or medical reasons or there is a guardian or other care professional accompanying a child. Transfers under escort are distinguished as follows:

i. **Type A – simultaneous transfers under escort of ten persons or more (Article 26(1)(a) Implementing Regulation)** refers to transfers under escort where ten or more persons are transferred at the same time.

ii. **Type B – other transfers under escort (Article 26(1)(b) Implementing Regulation)** refers to all other transfers under escort involving between one to **nine** persons.

- **Relocation transfer** (Article 27 Implementing Regulation) refers to the transfer of an applicant for international protection or a beneficiary of international protection from a benefitting Member State to a Member State of relocation in the context of the AMMR solidarity mechanism. Relocation transfers follow the general rules on transfers but are subject to shorter timeframes of four weeks from the moment of confirmation by the Member State of relocation or of the final decision on an appeal or review of a transfer decision with suspensive effect in accordance with Article 43(3) AMMR. They may be carried out using the same transfer modalities as other AMMR transfers.

Key principles for AMMR transfers

Conducting AMMR transfers requires sustained efforts and close coordination between the transferring and the receiving Member State, as well as other involved supporting stakeholders. These transfers must be organised within the strict procedural time limits. The following general key principles underpin the successful execution of AMMR transfers.

Mutual trust, cooperation and flexibility

The principle of mutual trust underpins the premise that, within the EU, a single Member State is responsible for examining an application for international protection. Mutual trust equally operates at the operational level when implementing the AMMR. The starting point in interactions with another Member State is that every Member State respects and implements the relevant provisions of the CEAS in an equivalent manner. Accordingly, where a Member State is responsible for examining an application for international protection, the transfer to that Member State should not be refused or unilaterally suspended outside the framework provided by the AMMR and the Implementing Regulation. For example, where another Member State has verified elements relating to the identity of an applicant, it should be presumed that this verification was carried out through sound and compliant methods, in full respect of the guarantees afforded to the applicant, unless there are substantial indications to the contrary.

Arranging AMMR transfers can involve many different stakeholders within both the transferring and receiving Member States. The exact organisational setup will depend on the Member State, whether the transfer involves a child, a family or an applicant with special needs, whether the applicant is housed in a reception facility or not, etc. In the spirit of sincere cooperation, Article 4(3) Treaty on European Union ([8]), all stakeholders involved should view the success of the AMMR transfer as the fruit of a mutual effort, and act accordingly at all stages of the procedure.

The organisation of AMMR transfers includes many variables. Although procedures that are well thought through with careful planning can help mitigate some of the issues that may arise, there will always be a risk of unforeseen developments. All involved parties should take a flexible approach that seeks practical solutions with minimum impact on others when dealing with such unexpected events.

Within this cooperative framework, Member States should remain as flexible as possible in organising the transfer, in particular as regards the choice of transfer modality, the use of direct and non-direct flights and the practical arrangements, while always complying with the applicable obligations, notice periods and time limits and making use of the standard forms.

([8]) Consolidated Version of the Treaty on European Union (OJ C 202 7.6.2016), http://data.europa.eu/eli/treaty/teu_2016/2025-03-15.

Where certain information is not yet fully available at the time of notification, Member States should provide as much relevant information as possible and complete or update it as soon as further information becomes available. The receiving Member State should show flexibility and should not reject or delay the notification solely because some information is still missing, provided that this does not prevent the necessary operational coordination or the safeguarding of the rights and immediate special needs of the person concerned.

Timely and efficient implementation

The responsibility determination procedure seeks to ensure that applicants for international protection have swift access to the asylum procedure. Developing swift and efficient procedures for AMMR transfers is in the interest of the applicant as well as both the transferring and the receiving Member States. All procedural steps related to transfers should therefore be carried out as soon as possible and within the applicable time limits, with particular attention paid to cases involving detention or a risk of absconding. Timely communication between all actors is essential to avoid last-minute obstacles, ensure that transfers are deemed to have been carried out in accordance with the regulation and prevent responsibility from shifting because of missed time limits.

Prioritisation of family cases, minors and dependent persons

Member States are required to give priority to preserving or restoring family unity, in particular in cases involving children and dependent persons. Responsibility determination procedure and subsequent transfers should therefore systematically identify and prioritise these cases when handling take charge requests, take back notifications and relocation transfers, and organise the transfer without undue delay. Taking into account the best interests of the child, transfers should be planned in a way that avoids or minimises family separation in line with the specific provisions on family members, siblings and dependent persons.

Sufficient resources

Competent authorities should have an adequate number of trained staff and necessary ICT systems dedicated to the responsibility determination and transfer procedures. Robust case management and other ICT systems are needed to allow for secure electronic communication, the use of standard forms and the systematic monitoring of all applicable deadlines for requests, replies, notifications and other types of requests. It can also help with clear internal procedures and management oversight for tracking caseloads and throughput times to meet the stricter timelines.

Open, clear and secure communication

It is important for the success of AMMR transfers that the Member States are open and clear with each other in their communication. It is also important that they share all the relevant information in a timely fashion, as soon as possible and within the applicable time limits, without overburdening the other Member State with information that is not relevant. Information relevant to transfers should be exchanged as early as possible. This includes general information at the stage of acceptance or confirmation of a take charge, take back or relocation request and targeted information at the stage of submitting the transfer form. Member States should also proactively inform each other, via DubliNet (and when permissible through other means) of any new elements that may affect the transfer, such as health or security information, changes in family composition, the detection of vulnerabilities or obstacles that may prevent the transfer from being carried out as planned.

All exchanges of information relating to responsibility determination and transfer procedures should as a rule take place via DubliNet and in every case which involves the exchange of personal information. This is without prejudice to the fact that urgent and practical arrangements for transfers (e.g. time and place of arrival, particularly where the person to be transferred is under escort) may be transmitted by other means if necessary. Member States should transmit requests, notifications, replies, information prior to a transfer, the common health certificate and other case-related communications using the prescribed standard forms and reference numbers. Consistent use of DubliNet helps to ensure secure and reliable transmission, proof of sending and receipt and effective monitoring of the applicable time limits. For details see Recommendation 52.

The screening form completed under the Screening Regulation ([9]) can be transmitted, where available and applicable, as part of the information exchanged before a transfer is carried out. This form may contain information that is relevant for assessing vulnerabilities and special procedural or reception needs, as well as indications of possible security risks. Competent authorities should use it to decide on the appropriate transfer modality, to plan any necessary safeguards or support measures. Where page four of the form contains security-related information, any such information should not be transmitted via DubliNet but should be exchanged through the relevant law enforcement channels.

Full participation of the person subject to transfer

Competent authorities should provide targeted, accessible and age-appropriate information on the responsibility determination and transfer procedures and on the asylum and reception system in the receiving Member State. This should include what is expected from the person on arrival. To support compliance with transfers, authorities should make use of the standardised information templates developed by the EUAA which should be regularly

([9]) Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14 May 2024 introducing the screening of third-country nationals at the external borders and amending Regulations (EC) No 767/2008, (EU) 2017/2226, (EU) 2018/1240 and (EU) 2019/817 (OJ L, 2024/1356, 22.5.2024), http://data.europa.eu/eli/reg/2024/1356/oj.

reviewed and, where appropriate, differentiated by transfer type so that the information given reflects the specific steps, timelines and expectations linked to each modality. In particular, under voluntary transfers and transfers carried out by supervised departure, the information provided must be sufficiently concrete and practical. This will enable the person to present themselves at the established location and at the specified date and time.

The AMMR also explicitly regulates the obligations of the person subject to a transfer decision to cooperate with the competent authorities and to comply with the transfer decision. These obligations also include the consequences of non-compliance, in particular as regards entitlement to material reception conditions under Article 21 RCD (2024) ([10]). Providing the person with clear information on these obligations and on the consequences of non-compliance is a precondition for the application of those consequences.

Respect for fundamental rights and human dignity

In line with recital 68 AMMR, Member States should ensure that transfers carried out by supervised departure or transfers under escort are undertaken in a humane manner, in full compliance with fundamental rights and respect for human dignity, as well as the best interests of the child. A respectful and transparent approach helps to build trust and increases the likelihood that transfers, in particular transfers carried out by supervised departure and transfers under escort, can be carried out safely and without incident.

([10]) Directive (EU) 2024/1346 of the European Parliament and of the Council of 14 May 2024 laying down standards for the reception of applicants for international protection (OJ L, 2024/1346, 22.5.2024), http://data.europa.eu/eli/dir/2024/1346/oj.

1. Organisation and co-operation

	AMMR
	Articles 46, 53 and 55
	Implementing Regulation
	Article 23
	Treaty on European Union
	Article 4(3)

The organisation of AMMR transfers requires clear internal procedures, effective cooperation between national stakeholders, reliable cooperation between Member States and predictable operational arrangements for the practical implementation of transfers. These arrangements should be in place before a transfer is planned, so that competent authorities can act quickly, consistently and within the applicable time limits. This chapter sets out recommendations on internal coordination, cooperation between Member States, operational conditions for default transfer locations and designated arrival and reporting locations and the use of the conciliation mechanism where recurring cooperation difficulties arise.

Recommendation 1. Set out the tasks and lines of communication between national stakeholders in writing

When the modalities for the cooperation between stakeholders within a Member State are agreed and formalised, it is easier to ensure the continuity of good practices and cooperation, for instance following staff changes in either of the cooperating organisations.

When such procedures are formalised in writing, it is also easier for all parties to suggest improvements, assuming that there is a framework to do so. Member State authorities should conduct periodic reviews of such modalities between the stakeholders concerned. Such reviews and joint activities, such as regular coordination meetings and joint training sessions, can offer a possibility to discuss operational challenges and ways to improve cooperation regarding multi-agency roles and routines.

AMMR transfers can involve many different stakeholders. There can be extensive cooperation between some while others are only involved in limited parts of the procedure. It is beneficial for staff working on AMMR transfers to have access to consolidated information on the tasks and lines of communication between the various stakeholders involved in the different stages of an AMMR transfer. This includes a clear list of stakeholders and contact points in one operational document.

In particular, coordination with reception authorities relating to the withdrawal of reception conditions following the issuance of a transfer decision will require close coordination.

Ensure that tasks and lines of communication that have been formally agreed between stakeholders are available in a single operational document. This can greatly facilitate the task of providing such a consolidated overview to staff involved in AMMR transfers.

The same operational document, or a related contingency plan, should also support the continuity of AMMR transfer procedures in exceptional situations. Such arrangements should enable Member State authorities to assess the possible impact of an exceptional situation on ongoing and planned transfers, maintain essential workflows and continue monitoring the applicable transfer time limits and the limited grounds for their extension.

Contingency arrangements should also address temporary changes in staffing needs, including procedures for briefing or training additional staff and for retaining key skills, institutional knowledge and stakeholder contacts where staff numbers are reduced. Where compatible with national security and data-protection requirements, they should also provide for remote access to the key systems and databases needed to perform essential transfer-related tasks, including the timely preparation and transmission of standard forms and other required communications through DubliNet.

Good practice: information leaflets for stakeholders

Member States authorities may prepare short information leaflets intended for the other stakeholders involved in the organisation of AMMR transfers, explaining how their contributions in the procedure help to achieve a successful AMMR transfer. Ensuring that stakeholders understand not only that they should perform certain tasks but how these tasks contribute to the successful organisation of an AMMR transfer can contribute to strengthening the overall cooperation between the stakeholders. Such leaflets should be adapted to the needs of the different stakeholders. For example, some Member States provide leaflets with information about the responsibility determination procedure to the local authorities responsible for various tasks related to AMMR transfers.

Recommendation 2. Ensure that case management systems allow for prioritisation of cases

AMMR transfers are conducted under strict deadlines and often significant time pressure. As such, ensuring that the case management system used allows for the proper prioritisation of cases can help to ensure that resources are allocated effectively and that actions are taken in a timely manner.

Family cases, applicants with a vulnerability or special procedural needs or persons in detention should always be prioritised. If an applicant is assessed as presenting a higher risk of absconding, prioritising their transfer can also contribute to a successful transfer. Member States must ensure that adequate resources are dedicated to the organisation of transfers. Nonetheless, if a transfer is identified for which only a limited time remains before the expiry of the applicable time limit, such a case should be prioritised. Member States should also monitor average timeframes for the organisation and implementation of transfers, in order to identify delays and support the efficient allocation of resources.

Good practice: registering and processing applicants close to the locations from which transfers are expected to be carried out when a quick responsibility determination procedure is expected

A good practice in some Member States is to screen and categorise applications for international protection according to how quickly it is deemed the case can be resolved so as to determine where the person is offered accommodation. This allows the authorities to place applicants who have been pre-screened and for whom there are reasons to believe the responsibility determination procedure can be resolved quickly in accommodation close to an airport to facilitate a quick transfer.

Good practice: accommodating applicants in the AMMR responsibility determination procedure in a dedicated centre

A good practice in some Member States is to host selected applicants in the responsibility determination procedure in one location. This enables a targeted, consistent service model and one coherent narrative for information provision reducing misinformation and supporting realistic expectations about the next steps. Individual coaches accompany applicants from intake to outtake, combining practical reception with AMMR-specific counselling.

Recommendation 3. Strengthen cooperation between Member States on AMMR transfers

The organisation of AMMR transfers requires a considerable amount of practical cooperation between the Member States conducting the transfer. To streamline practical cooperation, Member States may establish different forms of practical arrangements between them.

Cooperation agreements between Member States can be in the form of formal bilateral arrangements, as stipulated in Article 53 AMMR. Such arrangements can include mutually agreed shortening of time limits or other such arrangements that can lead to a more efficient procedure. Such arrangements should remain within the framework of the AMMR and its Implementing Regulation and should not derogate from mandatory obligations, procedural safeguards or other requirements established therein.

Member States should endeavour to continuously develop and improve on their existing arrangements relating to AMMR transfers with other Member States. By conducting regular meetings between the partners that have signed such a cooperation arrangement, it is possible to ensure that the cooperation is continuously strengthened and that common issues between partners can be addressed.

Existing bilateral, multilateral and EUAA-facilitated cooperation forums should also be used to discuss practical obstacles affecting AMMR transfers, including in exceptional situations. Even where transfers become more complex, such exchanges can help Member States identify

whether some transfers may continue and under which practical conditions, in accordance with the AMMR and its Implementing Regulation.

AMMNet can provide a forum for managers and senior staff to exchange on recurring or exceptional operational challenges, identify possible solutions and, where appropriate, contribute to the development of joint guidelines, recommendations or other practical tools. AMMNet may also support the collection of information on challenges and possible ways to address them, including through expert input from relevant European and international stakeholders.

Good practice: bilateral cooperation arrangements on AMMR transfers

Having bilateral cooperation arrangements between key partner countries on AMMR transfers offers a possibility to agree on such practical modalities and procedures that will benefit the authorities of both Member States and facilitate the organisation of AMMR transfers. Such modalities can include, for example, convenient transfer dates for both the receiving and sending transferring Member States, increased availabilities and contact information for different cases.

Recommendation 4. Ensure clear operational arrangements for default transfer locations

Default transfer locations should normally be used within the standard availability window, between 09:00 and 16:00 local time, during which airport personnel and the competent receiving authority are expected to be available and informed of incoming transfers.

Member States should ensure that the availability hours and contact arrangements for default locations indicated in the AMMR Transfer Table remain accurate and up to date. Where default locations are also available outside the standard 09:00–16:00 window, this should be clearly indicated in the AMMR Transfer Table.

Note: Temporary closure of arrival locations

The default airport indicated by the receiving Member State should remain available for transfers in accordance with Article 23(1) Implementing Regulation. Other designated arrival locations may be temporarily unavailable for operational reasons. Where this occurs, the receiving Member State should specify the reason for the temporary closure and, where possible, indicate the expected timeframe for reopening or the alternative arrival location to be used. If, for exceptional reasons, the default airport is temporarily unavailable, the receiving Member State should indicate another airport as the default airport for the relevant period.

Recommendation 5. Ensure clear operational arrangements for designated arrival and reporting locations

Designated arrival and reporting locations should be available for transfers on working days between 09:00 and 16:00 local time, during which the competent receiving authority and, where applicable, airport, seaport or border personnel are expected to be available and informed of incoming transfers or expected appearances.

Member States should ensure that availability hours and contact arrangements for designated arrival and reporting locations indicated in the AMMR Transfer Table remain accurate and up to date. Where such locations are also available outside the standard 09:00–16:00 window, this should be clearly indicated in the AMMR Transfer Table.

Recommendation 6. Make use of the conciliation mechanism to address recurring cooperation difficulties

In some cases, difficulties may arise between Member States in the practical organisation of AMMR transfers ([11]). These may include, for example, repeated challenges in confirming transfer details or proposing workable alternatives, persistent disagreements on practical arrangements for transfers or recurring operational obstacles that cannot be resolved through normal communication between the Member States authorities involved. In such circumstances, the following steps should be followed.

1. The Member States concerned should, firstly, hold consultations without delay whenever this is requested by one of them. The consultations are held with a view to finding appropriate solutions within a reasonable time, in accordance with the principle of sincere cooperation.
2. If no solution is found through bilateral discussions, information about the difficulty encountered may be shared at the forum of the Steering Group meeting of the EUAA Asylum and Migration Management Network (AMMNet). Where no solution is found through these consultations, or where the difficulties persist, Member States may consider engaging the formal conciliation procedure as laid out in Article 55 AMMR. When engaging the conciliation procedure, the steps outlined below should be followed.

    a. A formal request on the basis of Article 55(1) AMMR should be sent by the Member State requiring the engagement of the concerned Member State. This request should include evidence demonstrating the non-cooperation or non-engagement of the Member State concerned. The concerned Member State has no possibility to reject such a request. If further consultations are required, more than one meeting between the Member States should take place before proceeding to step two. ‘Where appropriate, information about the difficulties encountered and the solution

([11]) This recommendation is without prejudice to the specific arrangements applicable to the associated countries under the relevant association agreements, including rules on dispute resolution.

found may be shared with the Commission and with the other Member States within the committee referred to in Article 77 [AMMR]' ([12]).

b. If following the above consultations no solution can be found, a formal request should be made on the basis of Article 55(2) AMMR which triggers the formal involvement of the European Commission. The Member States concerned should actively participate in such consultations, with a view to finding appropriate solutions, and should take all appropriate measures to promptly resolve the matter. Where relevant, '[t]he Commission may adopt recommendations addressed to the Member States concerned, indicating the measures to be taken and the appropriate deadlines' ([13]).

Recourse to conciliation does not affect the time limits set out in the AMMR in individual cases. Member States should therefore continue to organise and carry out transfers in accordance with the applicable legal time limits while any conciliation process is ongoing.

([12]) Article 55(1), second subparagraph AMMR.
([13]) Article 55(2) AMMR.

2. Individual circumstances and safeguards

	AMMR
	Articles 23, 25, 26, 27, 28, 34, 48 and 50
	Implementing Regulation
	Articles 25 and 29
	RCD (2024)
	Articles 22, 24, 26 and 27
	GDPR ([14])
	Recital 54
	Article 9

AMMR transfers should be planned with due regard to the individual circumstances of the person to be transferred and, where applicable, their family members. Some cases may require additional safeguards, specific coordination between Member States or adapted practical arrangements to ensure that the transfer is carried out safely, lawfully and without unnecessary delay.

This chapter sets out recommendations relating to unaccompanied minors, family unity, the best interests of the child, dependency, safeguarding concerns and health-related needs, including the exchange of health-related information where necessary, which may affect the planning and implementation of a transfer.

Recommendation 7. Ensure that all relevant information is obtained, assessed and shared before transferring an unaccompanied minor

Before transferring an unaccompanied minor, the transferring Member State should ensure that all relevant information has been obtained, assessed and, where necessary, shared with the receiving Member State in sufficient time before the transfer. This should include information relevant to the best interests of the child, family links, relatives or other persons relevant to the child's care, vulnerabilities, special procedural or reception needs, health-related needs, education, identity and travel documents, safeguarding concerns, and any arrangements needed to ensure appropriate reception and continuity of care upon arrival.

The transferring Member State should ensure that information is shared using the applicable standard forms and secure communication channels. The information shared should be

([14]) Regulation (EU) 2016/679 of the European Parliament and of the Council of 27 April 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data, and repealing Directive 95/46/EC (General Data Protection Regulation) (Text with EEA relevance) (OJ L 119, 4.5.2016), http://data.europa.eu/eli/reg/2016/679/oj.

limited to what is necessary for the lawful and safe organisation of the transfer and should be transmitted within the applicable notification periods where specific arrangements are required.

Recommendation 8. Organise the transfer of an unaccompanied minor in line with the best interests of the child

Transfers of unaccompanied minors should be organised in a manner that safeguards the best interests of the child and avoids unnecessary delay. The information obtained and assessed before the transfer should inform the practical arrangements, including the choice of transfer modality, the timing of the transfer, reception arrangements upon arrival and any support needed during the journey.

The transferring Member State should ensure that the child's representative and, where applicable, child-protection, reception, health or other competent authorities are involved in the preparation of the transfer in accordance with national law and practice. The child should also receive age-appropriate information on the transfer, the practical arrangements, the role of the authorities involved and what will happen on arrival. The child's views should also be sought and taken into account, in accordance with the child's age and maturity, when assessing the best interests of the child and preparing the transfer.

Unaccompanied minors are not eligible for voluntary transfer. The transfer modality should be selected on the basis of an individual assessment of the child's circumstances and should ensure, when needed, that the child is appropriately accompanied, received and supported throughout the transfer procedure.

Recommendation 9. Inform the receiving Member State of the birth of a child through the standard form and relevant official documents

If it does not come to the attention of the transferring Member State until after the acceptance of a take charge request or confirmation of a take back notification that a child has been born, there is no need to send a new request or notification for the child. The transferring Member State should, however, provide the receiving Member State with information about the birth. They should do so by adding the child to the existing case through the standard transfer form set out in Annex V to the Implementing Regulation, using the relevant section of the form, and by transmitting the birth certificate or, where this is not yet available, any other available official document providing information about the birth as soon as possible. This must be done in line with the principles of family unity and the best interests of the child under the AMMR. No separate communication outside DubliNet is required where the information can be provided through Annex V and the relevant DubliNet transmission. Newborn babies should have a fit-to-travel medical clearance to be transferred.

The newborn should follow the same procedural and transfer timelines as the family. It would therefore not be appropriate to separate the child's case from that of the family by initiating a new request or notification with different timelines. This follows from Article 36(2) AMMR, under which the situation of a minor accompanying the applicant and meeting the

definition of family member is not to be separated from that of the family member, unless this is demonstrated not to be in the best interests of the child, read together with Article 22(1) Implementing Regulation.

If the birth certificate or other official document is not directly available to the competent authority in the transferring Member State, it must nonetheless notify the other Member State of the birth without delay through Annex V. They must ensure that all relevant documents are communicated as soon as possible to the receiving Member State.

Birth certificates issued by another Member State are subject to mutual recognition. The receiving Member State should therefore not refuse the transfer on the basis of its own assessment of the legality of a birth certificate issued by another Member State. Where a birth certificate is not yet available, the Member States concerned should discuss bilaterally the practical arrangements and the documentation to be provided.

The transfer may proceed on the basis of the notification of the birth accompanied by any other available official documents, provided that the transfer can be carried out in line with the best interests of the child and any necessary practical and medical safeguards.

Good practice: international birth certificates

To support the full understanding of the information contained therein, some Member States choose to enclose an international birth certificate with their form, if feasible.

Recommendation 10. Preserve family unity where the time limit needs to be extended

The members of a family should, as a general rule, be transferred together according to the principles of family unity and the best interests of the child. Where a family transfer cannot be carried out as planned because one of the circumstances referred to in Article 46(2) AMMR applies, the transferring Member State should carry out a case-by-case assessment of whether the transfer of the remaining family members should still go ahead or whether the transfer of the family should be postponed in order to preserve family unity. These circumstances include 'the imprisonment of the person concerned', or situations where 'the person concerned, or a family member to be transferred together with the person concerned, has absconded, is physically resisting the transfer, is intentionally making himself or herself unfit for the transfer, or is not complying with medical requirements for the transfer' ([15]), or is otherwise obstructing the transfer.

This assessment should be conducted by the transferring Member State, taking into account relevant case-law and guidance on the application of the AMMR, with particular attention to the best interests of the child and to the aim of preserving family unity. The transferring Member State should document the circumstances, apply the relevant rules on extension of

([15]) Article 46(2) AMMR.

the transfer time limit where the conditions under Article 46(2) AMMR are met, and inform the receiving Member State without delay of the relevant circumstances and of the outcome of the assessment. Where necessary and feasible, the transferring Member State should coordinate with the receiving Member State on any practical arrangements required for the transfer.

The separate transfer of the remaining family members should only be considered exceptionally, where this is justified by the individual circumstances of the case. This can include where one family member has deliberately abandoned the family unit or where safeguarding considerations support proceeding with the transfer of the remaining family members. In such cases, the transferring Member State should inform the receiving Member State, and where necessary, coordinate on the practical arrangements before proceeding.

Where the family member who cannot be transferred as planned is a child, the transfer of the remaining family members should only go ahead where this is compatible with the best interests of the child and the principle of family unity and where postponement of the family transfer would not be the more appropriate option.

Where there are credible indications of domestic violence or abuse by one parent or partner, the transferring Member State should ensure that any transfer arrangements do not expose the child or the family member to harm or undermine child-protection measures, including safeguarding plans or separation measures. In such cases, the transferring Member State should coordinate, where necessary, with the receiving Member State and relevant child-protection actors before proceeding.

In cases involving adult couples, the transfer of the remaining spouse or partner may exceptionally go ahead where this is justified following a case-by-case assessment. This applies without prejudice to the principle of family unity, the need to avoid an unjustified separation of family members and any safeguarding considerations.

Recommendation 11. Share health-related information only with consent and the applicable AMMR exceptions

As a general rule, health-related information should only be transmitted to the receiving Member State after the explicit consent of the applicant has been obtained, in accordance with the AMMR. Where the person has health issues and has given consent for the exchange of this information, Annex VIII to the Implementing Regulation should be used to provide the receiving Member State with the information needed to prepare for the person's arrival and any necessary medical treatment or support.

Annex VIII should be transmitted in a way that allows the receiving Member State to clearly identify the transfer to which the health information relates. This may be done by transmitting Annex VIII together with Annex V through DubliNet, where possible, and by using the relevant case reference number. Where Annex VIII is transmitted separately, the Annex V notification should, where appropriate, indicate that the common health certificate has been or will be transmitted separately as a type 10 transmission.

Remember: processing of health-related information

Article 50(3) AMMR sets out the following.

'The processing of personal health data referred to in paragraph 1 shall be carried out only by a health professional who is subject, under national law, to the obligation of professional secrecy or by another person subject to an equivalent obligation of professional secrecy.'

As such, it is important to remember that, depending on the national organisational setup, the bodies that may access health-related information may vary between the Member States.

The transferring Member State should always record whether the applicant, or in the case of a minor, their representative, has given consent to the exchange of health-related information. Where the applicant or, where applicable, the representative does not give consent, health information should be transmitted only where one of the exceptions in Article 50(2) AMMR applies, namely: when such 'transmission is necessary to protect public health or public security, or, where the person concerned is physically or legally incapable of giving his or her consent or to protect the vital interests of the person concerned or of another person.' ([16]) In such cases, the transferring Member State should record the applicable ground and justification in Annex VIII and transmit only the information and supporting documents necessary for the safe organisation of the transfer and initial reception.

Where the applicant has not given consent and one of these grounds applies, only the essential measures needed to safely receive the applicant should be shared. This may include, for example, the need for wheelchair assistance, specific transport arrangements, medical support during travel or immediate reception arrangements, indicated in Annex V to the Implementing Regulation, Part III, under 'information that is essential to safeguard the rights and any immediate special needs', without indicating the diagnosis or the underlying medical condition.

In cases where the applicant does not give consent for the exchange of medical information, and none of the exceptions in Article 50(2) AMMR apply, the transferring Member State may not share health-related information between Member States, including the essential measures needed to safely receive the applicant.

Note: data protection when sharing health data without the explicit consent of the applicant

The concept of public health under the AMMR aligns with Article 9(2)(i) GDPR and recital 54 GDPR, which permit the processing of health data without consent when necessary for important public health objectives, protecting against serious cross-border threats to health, ensuring high standards of quality and safety of healthcare and of medicinal products or medical devices or responding to serious cross-border health threats.

([16]) Article 50(2) AMMR.

In this context, the sharing of health information may be justified where it is necessary to ensure continuity of care and adequate allocation of health resources. The vital interests ground may also apply, although only in limited circumstances where processing is essential to protect the life or physical integrity of the individual or another person, particularly in humanitarian emergencies or comparable situations. Member States should consider reflecting this possibility in the relevant data protection notice provided to applicants, subject to confirmation by their Data Protection Officer or other competent data protection authority.

Recommendation 12. Ensure that all necessary medical information is included in Annex VIII

In accordance with Article 50(1) and (4) AMMR, Article 29 Implementing Regulation and the common health certificate set out in Annex VIII to the Implementing Regulation, the transferring Member State should ensure that the receiving Member State is given all the necessary information on the medical care (diagnosis, treatment, etc.) needed by the applicant so that all appropriate measures can be taken by the receiving Member State. This information should be provided in sufficient time in advance.

Although the main intention of Annex VIII is to ensure that the healthcare needs of the person to be transferred are met during the transfer and on arrival in the receiving Member State. The inclusion also of medical information with a longer-term perspective can help the authorities in the receiving Member State to plan accordingly, especially in cases of severe illness.

If the receiving Member State has any questions regarding the medical care needed by the applicant, such information should be provided by the transferring Member State as soon as possible.

Member States should ensure that when required Annex VIII is always filled out and transmitted, in a timely manner, to the receiving Member State. Sending the medical information in Annex VIII always (unless exceptions under Article 50(2) AMMR apply) requires the consent of the applicant.

Annex 3. Minimum information for Annex VIII of these recommendations provides further details on the minimum information that should be provided in the form.

Recommendation 13. Flag serious medical conditions in the body of the DubliNet message and Annex V

Member States should ensure that information on the key modalities necessary to respond to the medical needs of the applicant and, which are essential for the transfer and initial reception of the person, are summarised in English in the standard transfer form (Annex V). This ensures that the correct information can be forwarded to all relevant stakeholders involved in the transfer.

When the person to be transferred has a serious medical condition which would, for instance, require support during the transfer or special arrangements in the receiving Member State, this should also be flagged in the subject line of the DubliNet message and in Annex V to the Implementing Regulation, Part III.

This communication should be limited to a short message. It should not provide any specific details on the medical condition but instead draw the attention of the receiving Member State to the fact that the applicant suffers from a serious medical condition. For example, such a message could be: 'NOTE: Serious medical condition – see further information in Annex VIII'.

In accordance with Article 25(3) Implementing Regulation, if the receiving Member State is required to take immediate measures to adequately address the person's special needs under Article 48(2)(a) AMMR, or if the person is an unaccompanied minor, the form must be transmitted at least 21 days before the indicated date of arrival.

Article 48(2)(a) AMMR does not apply to a predefined category of applicants. It covers any person with special needs whose transfer requires pre-arrival preparations by the receiving Member State, based on an individual assessment of the person's circumstances and of whether immediate measures are needed to ensure that their special needs are adequately addressed upon transfer. The list of special reception needs under Article 24 RCD (2024) is non-exhaustive and may serve as a point of reference for this assessment. Examples of situations requiring the 21-day notification include a person with a disability requiring specific housing accommodation, cases requiring immediate specialist or hospital arrangements or specific essential treatment on arrival, or specific rehabilitation services for children

Note: Special reception needs not known at the time of transfer

The flagging of medical conditions and special needs under this recommendation depends on the information available to the transferring Member State and, for health data, on the applicable consent requirements (see Recommendation 11). Where special reception needs are not identified before the transfer, including where the person does not disclose or intentionally conceals a condition, such as a pregnancy, this does not relieve the receiving Member State of its own obligations under the RCD (2024).

Under Article 25 RCD (2024), Member States must assess special reception needs as early as possible after an application is made and this assessment is continuous. Where needs become apparent at a later stage, including after a transfer, they must be assessed and addressed, with appropriate monitoring throughout the procedure.

Recommendation 14. Ensure that medical documents are as up to date as possible

Member States should ensure that any medical documents that are sent are as recent and as up to date as possible. How close to the transfer the documents may need to be updated will depend on the medical condition of the person to be transferred. While an update may not be needed for chronic illnesses, for other types of acute illnesses a more recent update may be

needed. If Member States provide the relevant medical information exclusively through Annex VIII to the Implementing Regulation, they should also ensure that the information is as recent and up to date as possible. To this end, if further medical information comes to light, Annex VIII can be sent again with relevant updates.

Remember: prioritising medical cases

Prioritising medical cases, thereby speeding up their processing, can allow Member States to avoid having to resort to additional medical examinations in order to provide up-to-date medical documents.

Recommendation 15. Conduct a medical examination when needed to ensure that the person is fit to travel

In cases where there are indicators in the file that the person might have serious health problems or medical issues that may affect their fitness to travel, a medical examination should take place close to the travel date in order to confirm that the person is fit to travel. This may include cases where the person requires continuous treatment, monitoring, medical assistance during the journey, or where there are doubts as to whether the transfer can be carried out safely. In cases involving serious health conditions, the declaration that the applicant is fit to travel should be made by medical staff.

All applicants must be fit to travel before the transfer. Adding fit-to-travel confirmation documents in all files can be good practice but is not a requirement as such. The standard transfer form (Annex V) also includes fields in which the transferring Member State can indicate that the person is fit to travel and whether any special arrangements are required.

Remember: airline fit-to-travel requirements

Some airlines require a fit-to-travel confirmation in the form of a MEDA-form for applicants to be transferred. You can consult this and other airline requirements in the AMMR Transfer Table.

Recommendation 16. Ensure that necessary medical care is available during the transfer

For urgent medical needs, such as cases where immediate treatment or continuous monitoring is needed, the transferring Member State should ensure that the applicant has access to the medication and/or medical advice and support, including medical escorts, that is needed during the travel and handover to the receiving Member State. These needs should be clearly reflected in the standard transfer form (Annex V to the Implementing Regulation) and, where applicable, the common health certificate (Annex VIII).

Good practice: use of language in Annex VIII and medical certificates

As a matter of good practice, Annex VIII should be completed in the language or languages agreed between the Member States concerned. However, to support timely medical follow-up and avoid misunderstandings, Member States are encouraged to use English. Medical certificates or supporting medical documents should, where necessary, be accompanied by a summary in the agreed language.

Recommendation 17. Ensure cooperation when a transfer cannot be carried out due to temporary medical issues

The time limit to transfer an applicant to the responsible Member State is not suspended if the applicant is temporarily unable to travel for medical reasons, for example if they are receiving critical medical care in a hospital. It is thus possible, in exceptional cases, that the deadlines to conduct the transfer would lapse before the transfer can be conducted.

In such cases, the transferring Member State should provide the receiving Member State with all the relevant information before the lapsing of the transfer time limits, explaining the situation and when they expect that the applicant will be physically able to travel.

The transferring and receiving Member States should consult each other on how to best manage the individual case. The receiving Member State should, within the legal possibilities of the AMMR, show a large degree of flexibility in dealing with such cases and strive to ensure in particular that both the principle of family unity and the protection of the best interests of the child can be maintained. Such flexibility does not affect the calculation of the transfer time limit and does not allow the transfer to be carried out after the time limit has expired, unless a legal basis for extension under the AMMR applies.

This recommendation concerns temporary medical situations that do not fall within Article 46(2) AMMR and does not imply any suspension or extension of the transfer time limit.

3. Preventing absconding

	AMMR
	Articles 17, 18, 19, 20, 44 and 46
	RCD (2024)
	Articles 9,10 and 21

Applicants that abscond during the responsibility determination procedure are one of the main challenges for conducting AMMR transfers. There are many different reasons that an applicant may choose to abscond, as well as several possible ways to mitigate this risk.

Ensuring that the applicant is provided with relevant information throughout the procedure is a crucial element for building trust and understanding between the authorities and the applicant. Depending on the national context, civil society organisations may provide a significant amount of assistance in this context.

Regular coordination is key to ensure that all partners consistently share the same message with the applicants. Applicants have the right to receive information regarding the responsibility determination procedure as soon as the application is registered, including information on their rights and obligations and the consequences of non-compliance. It is therefore important not to wait to provide information on the responsibility determination procedure until the transfer phase of the procedure. The sooner in the procedure, and the more frequently adequate information provision measures are put in place, the better the chances will be to address the many misconceptions about the responsibility determination procedure.

EUAA Practical guide on information provision in the responsibility determination procedure under the AMMR

The update of this guide is forthcoming. Once available, it should be used as the main practical reference for information provision under the AMMR.

Pending publication, some of the guidance in the existing practical guide ([17]) remains relevant, in particular on communication methods, addressing common questions and misconceptions and explaining the procedure to applicants in a clear and accessible manner.

([17]) EASO, Practical Guide on Information Provision in the Dublin Procedure, December 2021, https://www.euaa.europa.eu/publications/practical-guide-information-provision-dublin-procedure.

Recommendation 18. Provide information proactively and throughout the procedure

It is important that applicants who find themselves in the responsibility determination procedure understand why they are in the procedure and how this will affect which Member State will be responsible for examining their application for international protection. Articles 19 and 20 AMMR set out the detailed requirements on Member States with regards to information provision to applicants. With regards to the transfer procedure, Member States should proactively provide information to the applicant at several points during the transfer procedure.

- Notifying the transfer decision to the applicant

The notification of the transfer decision should, as a rule, be done in person so that the applicant can ask questions. The applicant may be assisted or accompanied by a legal representative, where applicable. Where the applicant cannot attend in person, notification may be made through the legal representative, in accordance with national law. The formal decision should be provided in writing.

Member States should also provide a detailed explanation of the reasons underlying the transfer decision, including the applicable time limits for carrying out the transfer, the obligation to comply, the consequences of non-compliance and information on available legal remedies, including the right to apply for suspensive effect. The explanation should clearly underline what is expected from the applicant during the transfer procedure, including any obligation to remain available to the authorities, to appear at a specified place and time or to cooperate with the practical arrangements for the transfer.

The possible consequences of non-compliance, including the risk that the person may be considered to have absconded or to have obstructed the transfer, should be explained in clear and accessible language. They should also ensure that the applicant receives information on the material conditions applicable pending the transfer and that all information is communicated in a manner that the applicant can understand. In particular, applicants should be informed that, from the moment of notification of the transfer decision, they are not entitled to the reception conditions set out in Articles 17 to 20 RCD (2024) in any Member State other than the one in which they are required to be present under the AMMR.

Pending the execution of the transfer, they should also be informed of the conditions and assistance available to them in the transferring Member State in accordance with Article 21 RCD (2024). Where the person concerned is required to travel to the Member State responsible by their own means, such as in cases of voluntary transfers or transfers carried out by supervised departure Type A, the transfer decision includes, where applicable, information on the place where and the date on which the person concerned is required to appear.

- Additional information once the transfer decision can be carried out

Once a transfer decision is enforceable, Member States should consider organising a meeting to explain some additional elements of the transfer procedure. During this meeting, the Member State can provide information about rights and obligations, conditions on arrival in

the responsible Member State, identify any health issues, sign consent forms and notices on rights and obligations. Any updates to personal/contact details can also be collected. This meeting can be particularly useful if a long time has elapsed since the initial transfer decision, for instance if there was a lengthy appeals procedure and suspensive effect was granted.

- Final meeting in close connection with the departure

Finally, a meeting could also be organised in close connection with the departure to address any of the applicant's last-minute questions and to provide information and to finalise practical arrangements depending on the transfer modality.

Remember: providing concrete information on the transfer modalities

Ensuring that the applicant receives concrete information about the transfer can be a good way to reduce stress and build confidence ahead of the transfer. If, for practical reasons, a family has to travel on two different flights, it could be useful to explain to the applicants why this is necessary.

During the meetings following the notification of the transfer decisions, Member States should repeat the key information provided at the time of notification of the transfer decision, in particular the person's obligations, the practical steps to be followed, the consequences of non-compliance, the conditions pending transfer and, where relevant, the arrangements on arrival in the responsible Member State. This is particularly important where the person may not have fully understood or retained the information provided at the time of notification or when there was a lengthy appeals procedure.

Recommendation 19. Provide information on what to expect in the responsible Member State

A common question from applicants that are due to be transferred to another Member State is what will happen to them in that Member State. Such questions are difficult to answer for the transferring Member State since it may not have such information and cannot provide guarantees about procedures in another country.

To mitigate this issue, a short template to support the provision of oral information before an AMMR transfer has been developed by the EUAA Network of Member State authorities. Each Member State will provide the information on their Member State using this template. The EUAA will make all completed templates available to Member States so that they can be used to provide oral information to the applicants about what to expect generally in the receiving Member State ahead of the transfer.

The templates for oral information provision are intended to be used by staff as a means to support oral information provision to applicants. As it is important to explain and contextualise the information contained in the templates, and as the templates will not themselves be translated, they are not intended to be provided in writing to applicants.

The template for oral information provision is complemented by a short, one-page leaflet containing important contact details for both the authorities as well as civil society organisations in the receiving Member State that may assist the applicants during their asylum procedure. A template for this leaflet has been developed by the EUAA Network of Member State authorities. This leaflet should be provided in writing to the applicants.

The templates are stored on the online platform of the EUAA Network of Member State authorities. Member States should keep the information on their Member State in the oral information template as well as the basic information leaflet up to date.

Recommendation 20. Use restrictions of freedom of movement only where necessary and proportionate

In the context of AMMR transfers, applicants are required to cooperate with the competent authorities and to remain present in the Member State concerned during the responsibility determination procedure and, where applicable, during the implementation of the transfer procedure, in accordance with Article 17(4) AMMR.

To ensure that applicants remain reachable and that the responsibility determination procedure can be effectively carried out, Member States may, where necessary, impose restrictions on freedom of movement in line with Article 9 RCD (2024). Member States may require applicants to reside in a specific place adapted for housing applicants and/or require them to report to the competent authorities at specified times and reasonable intervals. Such measures may be used, for example, where there is a risk that the applicant may abscond, including in situations where the applicant is required to be present in another Member State under the AMMR or where the applicant has previously absconded.

Any decision imposing such restrictions must be based on an individual assessment and comply with the principles of necessity and proportionality based on the actual risk of absconding. Member States must take into account the applicant's personal circumstances, including any identified special reception needs, and must provide the applicant with a reasoned written decision explaining the measure, the procedures for challenging it and the consequences of non-compliance. Applicants should be informed in a language that they understand. Such decisions must be subject to judicial review or be open to appeal by the applicant in accordance with the applicable legal framework. Member States may also provide for *ex officio* judicial review where such measures have been applied for more than two months.

These restrictions of freedom of movement are reception-related measures used to manage the reception system and ensure the proper functioning of the responsibility determination procedure; they are distinct from detention and do not constitute on their own alternatives to detention. Accordingly, the nature, duration and cumulative impact of such measures must not amount, in law or in practice, to a deprivation of liberty. Where the restrictions imposed — whether individually or in combination — result in a situation comparable to deprivation of liberty, they cannot be considered restrictions of freedom of movement under the RCD (2024) but would instead constitute de facto detention, which may only be applied where the

specific legal grounds and safeguards laid down in the applicable EU legislation, including Article 44 AMMR and Article 10 RCD (2024), are met.

Recommendation 21. Use detention as a last resort and consider alternatives to detention where a detention ground exists

Detention should only be used as a measure of last resort and must not be imposed for the sole reason that a person is subject to the procedure established under the AMMR. In accordance with Article 10(4) RCD (2024) and Article 44(2) AMMR, Member States can detain a person for the purpose of transfer to the responsible Member State in case of:

- a risk of absconding; or
- protection of national security or public order ([18]).

Any decision to detain must be based on an individual assessment of the applicant's circumstances and may only be applied where detention is necessary and proportionate and where less coercive measures cannot be applied effectively.

Where a ground for detention exists, Member States should first consider the use of alternatives to detention before resorting to detention These measures aim to ensure that the authorities can maintain effective contact with the applicant and facilitate the organisation of the transfer while avoiding deprivation of liberty.

Examples may include the temporary holding of identity or travel documents by the authorities, obligations to reside at a designated place, or regular reporting requirements. Such measures may be applied individually or in combination, provided that they remain less restrictive than detention. If the restrictions imposed, either individually or cumulatively, result in a situation comparable to deprivation of liberty, they cannot be considered alternatives to detention but would instead constitute *de facto* detention, which may only be applied in compliance with the legal grounds, safeguards and procedural guarantees laid down in Article 44 AMMR and RCD (2024).

The detention order / alternative to detention decision must be ordered in writing by an administrative or judicial authority and must clearly state the reasons in fact and in law on which it is based. Applicants must be informed of the reasons for detention and of the procedures available to challenge the decision, in a language that they understand or are reasonably supposed to understand. The lawfulness of the detention must be subject to judicial review, either *ex officio* or at the request of the applicant.

([18]) Article 45 AMMR further establishes that the requests concerning a person detained in accordance with the AMMR provisions should be sent within two weeks of the registration of the application or reception of the Eurodac hit. The receiving Member State should reply within one week. The transfer should then be carried out as soon as possible and, in any case, within five weeks of the date the request was accepted or when the appeal or review no longer has suspensive effect.

Remember: children and families in transfer procedures

Children should, as a rule, not be detained. In accordance with the RCD (2024) and the principle of the best interests of the child, detention of children must be a measure of last resort and used only in exceptional circumstances.

When authorities consider detention in the context of transfers under the AMMR, they must first assess and apply appropriate alternatives to detention. This obligation applies both to unaccompanied minors and to families with children. Before ordering detention in a transfer case involving children or families, AMMR authorities should verify that all viable alternatives to detention have been assessed and prioritised, in accordance with the best interests of the child. If detention is used as a measure of last resort, all applicable safeguards for children and families must be fully ensured. Where such safeguards cannot be guaranteed, the authorities should immediately release them and apply appropriate alternatives to detention.

EUAA Guidelines on Alternatives to Detention ([19])

The guide contains guidelines on defining, establishing, deciding, implementing, reviewing and ending alternatives to detention.

European Commission Guidance on the use of Detention, Alternatives to Detention and Restrictions of Freedom of Movement under the 2024 Recast Reception Conditions Directive ([20])

The European Commission guidance concerns the use of detention, alternatives to detention and restrictions of freedom of movement under the RCD (2024). It may be consulted as a complementary reference when assessing measures that affect an applicant's liberty or freedom of movement, including in the context of ensuring the applicant's availability during the responsibility determination or transfer procedure.

([19]) EUAA, *Guidelines on Alternatives to Detention*, December 2024, https://www.euaa.europa.eu/publications/guidelines-alternatives-detention.
([20]) European Commission, *Guidance on the use of Detention, Alternatives to Detention and Restrictions of Freedom of Movement under the 2024 Recast Reception Conditions Directive*, 30 June 2026, https://home-affairs.ec.europa.eu/document/8f7ce248-fba0-4534-8665-31522a0452da_en.

4. Determining the appropriate transfer modality

Before organising a transfer, the transferring Member State should assess which transfer modality is the most appropriate in the individual case. This assessment should be based on all relevant information, including information collected in accordance with Article 48 AMMR and, where available, information contained in the screening form completed pursuant to Article 17 Screening Regulation.

Relevant elements may include the applicant's circumstances, any previous transfer attempts, indications of vulnerability or special needs, the risk of absconding, any relevant security or behavioural considerations, medical or operational needs, available identity or travel documents and the procedural status of the person in the responsible Member State for example, whether a final rejection decision has been issued.

The decision should ensure that the chosen modality allows the transfer to be carried out safely, efficiently and within the applicable time limits and that any information necessary for preparing the transfer is identified at an early stage.

In line with the AMMR and the Implementing Regulation, the selection of the transfer modality should follow a stepwise assessment. First, the transferring Member State should verify whether all conditions for a voluntary transfer are met, including that the person is not an unaccompanied minor, that there is no risk of absconding, no threat to internal security, and no immediate special needs measures requiring assistance during travel. Where these conditions are met, a voluntary transfer may be appropriate.

Where a voluntary transfer is not appropriate, the transferring Member State should assess whether physical escort is necessary, taking into account security considerations, the risk of non-compliance or absconding, and operational constraints requiring continuous supervision. Where such factors are present, a transfer under escort should be used. Where physical escort is not necessary, a transfer carried out by supervised departure should be selected.

Several transfer modalities may be used under the AMMR, including voluntary transfers, transfers carried out by supervised departure and transfers under escort. Each modality has specific procedural requirements and notification obligations. The choice of transfer modality should be consistent with the ground on which responsibility has been accepted. The following sections set out tailored recommendations for each of these transfer modalities.

Note: transfer modality preference

The receiving Member State may indicate a preference or suggest a specific transfer modality, provided that it gives an explanation and records this in Part II of Annexes II and III to the Implementing Regulation. However, the choice of transfer modality remains the responsibility of the transferring Member State.

Note: transfers of unaccompanied minors

Transfers of unaccompanied minors require specific safeguards and should be prepared in close coordination with the competent authorities involved in the child's care and protection. Before the transfer is organised, the transferring Member State should ensure that all information necessary for the safe transfer and appropriate reception of the child has been obtained and, where necessary, shared with the receiving Member State.

Unaccompanied minors are not eligible for voluntary transfers. Where the person to be transferred is an unaccompanied minor, or where specific arrangements are required due to special needs, the relevant transfer notification should be transmitted within the longer notification period provided for in the Implementing Regulation. Detailed considerations on safeguards for unaccompanied minors are set out in Recommendation 8.

Good practice: ensure appropriate accompaniment and support for unaccompanied minors during transfer

As a matter of good practice, Member States should consider transfer arrangements that ensure appropriate accompaniment, reception and support for unaccompanied minors throughout the transfer procedure. Although the use of escorts is not a legal requirement in all cases involving unaccompanied minors, continuous accompaniment by child-protection, guardianship or other competent services may be necessary to safeguard the best interests of the child. Where the child requires accompaniment during the journey or support upon arrival, transfers under escort or transfers carried out by supervised departure Type B are generally more appropriate.

Good practice: considering costs when choosing the appropriate transfer category

When deciding on the appropriate category of transfer, Member States may take into account the practical and financial implications of the different transfer modalities, while ensuring full compliance with the applicable legal requirements and safeguards. Where several transfer categories are legally and practically suitable, considering the overall cost of the transfer may support efficient use of resources. This assessment should not undermine the individual assessment of the case, including any vulnerabilities, special procedural needs, risk of absconding, security considerations or previous unsuccessful transfer attempts.

EUAA Operational Standards and Indicators on Reception including Vulnerability-related aspects ([21])

The operational standards and indicators serve as a complementary reference when assessing reception-related vulnerabilities and special needs that may affect the practical organisation of a transfer.

In particular, the tool may support Member States in identifying whether the person's individual circumstances require specific arrangements, assistance during travel, coordination with reception authorities or follow-up measures upon arrival. The choice of transfer modality should remain based on an individual assessment under the AMMR and its Implementing Regulation, taking into account all relevant information available in the case.

The following tables provide an overview of the main practical differences between the transfer modalities and may support the transferring Member State in identifying the appropriate modality in an individual case.

([21]) EUAA, *Operational Standards and Indicators on Reception including Vulnerability-related Aspects*, April 2026, https://www.euaa.europa.eu/publications/operational-standards-indicators-reception-including-vulnerability-aspects.

4.1. Reference tools for selecting transfer modality

Table 1. How to select the appropriate modality

How to select the transfer modalities

Step 1: Check eligibility for voluntary transfer	Step 2: Consider transfer carried out by supervised departure	Step 3: Is physical escort necessary?
Are ALL conditions met? 1. Person is not an unaccompanied minor 2. No risk of absconding 3. No threat to internal security 4. No immediate special-needs measures required ➞ **YES** ➞ Voluntary transfer ➞ **NO** ➞ choose another type	Choose format: 1. Person appears independently before authority ➞ Article 25(1)(a) Implementing Regulation where an absconding risk can be sufficiently mitigated without escort 2. Authorities receive person at border/location ➞ Article 25(1)(b) **Implementing Regulation** where an absconding risk can be sufficiently mitigated without escort ➞ **YES** ➞ Transfer carried out by supervised departure ➞ **NO** ➞ Transfer under escort	What to consider. 1. Security risk 2. Risk of non-compliance/ absconding that cannot be sufficiently mitigated without escort 3. Detention status and applicable national rules 4. Operational constraints (e.g. forced compliance needed) ➞ **YES** ➞ Transfer under escort ➞ **NO** ➞ choose another type

A risk of absconding excludes voluntary transfer but does not automatically require a transfer under escort. The transferring Member State should assess whether supervised departure, in particular Type B, is sufficient, or whether continuous official supervision during the journey is necessary. National law or operational rules may require escort in specific cases, including where the person is detained.

Table 2. Overview of transfer modalities and key procedural requirements

Aspect	Voluntary transfer	Transfer carried out by supervised departure	Transfer under escort
When used	Only if all conditions are met: not an unaccompanied minor; no risk of absconding; no threat to internal security; no immediate special-needs measures required.	When voluntary transfer is not appropriate but physical escort is not necessary.	When security considerations, a concrete risk of non-compliance or absconding during transfer or operational reasons require continuous official supervision during the journey and cannot be sufficiently managed through supervised departures.
Person's role	Travels independently and must appear before the designated authority.	Must appear before the authority or is received by authorities at a designated location.	Accompanied by escorts throughout the transfer.
Annex V timing	Sent 7–14 days before the deadline to appear.	Sent 7–14 days before arrival/appearance. At least 21 days if concerns an unaccompanied minor or immediate special needs.	Sent 7–14 days before transfer. At least 21 days if concerns an unaccompanied minor, immediate special needs, a security threat or simultaneous transfer of 10 persons or more.
Receiving Member State reply	Not required.	Required only for reception-at-location cases (Article 25(1)(b) Implementing Regulation); reply within 5 days.	Required, especially where Annex VI is used.
Fallback if no reply	Not applicable.	Transfer proceeds to default location only for transfers carried out by supervised departure Type B.	Transfer proceeds to default location, except for the simultaneous transfers of 10 persons or more where no reply prevents the transfer.
Arrival presumption	If no information on safe arrival or non-appearance within 7 days after the deadline, transfer is considered carried out.	Same rule for appearance-based cases, namely voluntary transfers and transfers carried out by supervised departure Type A.	Not applicable (handover occurs under authority control).
Standard form(s)	Annex V to the Implementing Regulation only	Annex V to the Implementing Regulation only	Annex V to the Implementing Regulation and where relevant, Annex VI

4.2. Voluntary transfers

AMMR
Recital 68
Articles 46 and 48
Implementing Regulation
Article 24

For voluntary transfers, the standard transfer notification form (Annex V to the Implementing Regulation) should be used to confirm that the person to be transferred does not fall within the categories excluding voluntary transfer. It is also used to indicate the name and address of the authority where the person will appear upon arrival, as well as the date by which the person will arrive. The transferring Member State remains responsible for notifying the receiving Member State, for covering the cost of transfer and for ensuring that the applicant is provided with the necessary information and instructions, in line with the applicable procedural requirements.

In voluntary transfers, the applicant is responsible for carrying out the journey independently and appearing before the competent authority in the responsible Member State within the deadline indicated in the transfer notification. The transferring Member State should cover the necessary costs of the transfer, including the costs necessary for the person to reach the authority where they are required to appear. The transferring Member State remains responsible for ensuring that the conditions for a voluntary transfer are fulfilled and that the practical arrangements are clearly communicated to the applicant and the receiving Member State.

Recommendation 22. Assess whether the conditions for voluntary transfer are met

Before deciding to proceed with a voluntary transfer, the transferring Member State should assess whether this modality is appropriate in the individual case. The decision on whether to proceed with a voluntary transfer lies with the transferring Member State.

As part of this assessment, the authorities should consult Eurodac and other available information sources to identify any factors that may affect the feasibility of a voluntary transfer. This includes previous transfer attempts that could not be carried out due to non-compliance, absconding, obstruction or resistance, indications of absconding risk or relevant procedural information in the receiving Member State.

Voluntary transfers should be excluded where the person concerned is an unaccompanied minor, where there is a risk of absconding during the transfer, where the person poses a threat to internal security, or where the applicant has medical or other special needs requiring assistance during travel. Voluntary transfers may also be unsuitable where the personal

circumstances of the applicant or family situation require coordinated transfer arrangements. Where the voluntary modality is not appropriate, another transfer modality should be selected.

Where the receiving Member State has relevant information that may affect the feasibility of a voluntary transfer, it may inform the transferring Member State that the voluntary transfer modality may not be appropriate. Such information may support the transferring Member State in assessing whether another transfer modality would be suitable in the individual case.

Recommendation 23. Notify the receiving Member State of the voluntary transfer

The Member State authority should notify the receiving Member State of the voluntary transfer, along with the practical modalities. The standard transfer notification form (Annex V to the Implementing Regulation) should be used to communicate details about the transfer.

In accordance with Annex V to the Implementing Regulation, the form should confirm that the voluntary transfer modality applies and that the person concerned fulfils the required conditions for a voluntary transfer (no identified risk of absconding during the transfer, not an unaccompanied minor, no threat to internal security, and no special needs requiring assistance during travel). The form should also include the identity of the person concerned, the name and address of the authority before which the person is to appear upon arrival and the date by which the person is required to appear.

The standard form must be sent to the receiving Member State no more than fourteen and no less than seven days before the date by which the person concerned is to appear before the indicated authority, in accordance with the Implementing Regulation. The information provided should be sufficient to allow the receiving Member State to make the necessary arrangements for the voluntary transfer.

Recommendation 24. Provide clear instructions to applicants subject to voluntary transfer

Applicants subject to a voluntary transfer should receive clear and accessible information from the Member State authority in the transferring Member State about the agreed practical arrangements of the transfer, including the authority before which they are required to appear upon arrival and the date by which they must appear. The information should also include the address of the reporting location and any practical instructions needed to enable the applicant to reach it, such as the expected place of arrival, available transport arrangements and the importance of appearing within the indicated time limit.

While the transferring Member State should cover the cost of the transfer, including any onward travel necessary for the applicant to reach the authority before which they are required to appear, travel arrangements for voluntary transfers may be organised in different ways, provided that they remain within the framework of the AMMR and its Implementing

Regulation. The transferring Member State may organise the travel itself or allow the applicant, or an organisation assisting the applicant, to arrange the journey.

Where the transferring Member State supports the organisation of travel, this may include purchasing tickets after considering certain elements such as the risk of absconding and the feasibility of the itinerary. It may provide travel vouchers or other practical means that allow the applicant to obtain a ticket for a specified route and date.

Applicants should be informed of any travel arrangements provided, such as tickets or vouchers, and of any conditions attached to their use. They should also be informed of the importance of completing the journey as planned and appearing before the designated authority in the responsible Member State.

Where the applicant or an organisation assisting the applicant arranges the travel, the transferring Member State may request information on the planned travel itinerary, such as departure and arrival times and the place of arrival. This is done to communicate the relevant details to the receiving Member State and facilitate the applicant's arrival.

Good practice: coordination for voluntary transfers carried out by land

For voluntary transfers carried out by land, coordination between the Member State authority and the relevant border authorities in the receiving Member State can help ensure that the person concerned is able to cross the border and reach the designated authority without practical difficulties.

To facilitate this coordination, Member States may consider providing advance information to their relevant border authorities or using simple coordination tools. For example, a short checklist could include the expected border crossing point, the indicative time frame of arrival, the authority before which the person must appear after entry and relevant contact points in the transferring and receiving Member States.

Recommendation 25. Provide travel documents after the voluntary transfer has been agreed

If applicable, the transferring Member State provides the applicant with travel documents, such as the laissez-passer only after the transfer has been agreed and the travel arrangements have been made. To minimise the risk that documents are lost, they should ideally be provided to the applicant on the day of departure or be provided to ground staff of the air carrier so that they can be handed to the applicant at check-in on the day of travel.

Good practice: practical travel arrangements in voluntary transfers

When organising voluntary transfers, Member States may facilitate the journey by supporting practical travel arrangements, such as purchasing travel tickets for the applicant or providing travel vouchers for a specified route and date. The choice of arrangements remains at the discretion of the transferring Member State.

When planning the journey, it may be useful to select travel itineraries that limit transit through other Member States and minimise intermediate stops. Clear information on the agreed travel route and arrival location may help applicants complete the journey and appear before the designated authority as required.

4.3. Transfers carried out by supervised departure

AMMR

Recital 68

Articles 46 and 48

Implementing Regulation

Article 25

In practice, transfers carried out by supervised departure are used where the transferring Member State organises the practical arrangements of the journey and ensures that the person departs under supervision, without escorts accompanying the person for the duration of the travel. This modality may be used where the person is able to travel independently but a structured departure and arrival arrangement is required to ensure that the transfer is carried out as planned.

Transfers carried out by supervised departure may take two operational forms. One where the person is required to appear before a designated authority of the receiving Member State upon arrival (Type A) and the other where the person is received by the authorities of the receiving Member State at a specified location upon arrival (Type B). For transfers carried out by supervised departure Type A, the transferring Member State should cover the necessary costs of the transfer, including the costs necessary for the person to reach the authority where they are required to appear.

Recommendation 26. Notify the receiving Member State of transfers carried out by supervised departure Type A

The Member State authority should notify the receiving Member State of transfers carried out by supervised departure Type A using the standard transfer notification form (Annex V to the Implementing Regulation). The notification must indicate that the person concerned is required to appear before a designated authority of the responsible Member State following arrival, including the relevant authority, location, date and time.

In accordance with Article 25(4) Implementing Regulation, the transfer must be organised and financed by covering the costs in a manner that enables the person to appear before the designated authority by the date and time specified in the transfer notification.

The standard form must be transmitted no more than fourteen and no less than seven days before the indicated date of arrival. Where the person concerned is an unaccompanied minor or has special needs requiring specific arrangements, the form must be transmitted at least twenty-one days before the indicated date of arrival, in line with the Implementing Regulation.

Recommendation 27. Notify the receiving Member State of transfers carried out by supervised departure Type B

The Member State authority should notify the receiving Member State of transfers carried out by supervised departure Type B using the standard transfer notification form (Annex V to the Implementing Regulation). The notification must indicate that the person concerned will be received by the authorities of the receiving Member State at the designated arrival location, including the relevant location, date and time.

The standard form must be transmitted no more than fourteen and no less than seven days before the indicated date of arrival. Where the person concerned is an unaccompanied minor or has special needs requiring specific arrangements, the form must be transmitted at least twenty-one days before the indicated date of arrival, in line with the Implementing Regulation.

Recommendation 28. Provide clear information to applicants subject to transfer carried out by supervised departure Type A

Applicants subject to a transfer carried out by supervised departure Type A should receive clear and accessible information from the Member State authority in the transferring Member State on the practical arrangements of the transfer and on what is expected from them after arrival. This should include the destination Member State and, in accordance with Article 25(4) Implementing Regulation, the name and address of the authority before which the person is to appear upon arrival, as well as the date and time indicated to them to appear before that authority.

Applicants should also be informed of the planned departure arrangements, including the date and time of departure, the means of transport, the travel route and the expected point of arrival. The information should include practical instructions on how to reach the designated authority from the point of arrival, including available transport arrangements where known, so that the applicant can appear as required. The information should be provided in a manner adapted to the applicant's circumstances and sufficiently in advance to allow any questions to be addressed. Where onward travel is needed for the applicant to reach the designated authority, the transferring Member State should also ensure that the necessary tickets, vouchers or funds are provided, as appropriate.

Recommendation 29. Provide clear information to applicants subject to transfer carried out by supervised departure Type B

Applicants subject to a transfer carried out by supervised departure Type B should receive clear and accessible information from the Member State authority in the transferring Member State regarding the practical arrangements of the transfer. This should include the destination Member State, the arrival location where they will be received by the competent authorities of the receiving Member State and the planned date and time of arrival.

Applicants should also be informed of the planned date and time of departure, the means of transport and the expected handover arrangements upon arrival. The information should be provided in a manner adapted to the applicant's circumstances and sufficiently in advance to allow any questions to be addressed.

Good practice: support to reach the point of departure for transfers carried out by supervised departure

Where appropriate, the transferring Member State may facilitate the person's journey to the point of departure, for example by arranging transport or accompaniment by reception, social or other competent services. This may help reassure the person concerned, reduce practical difficulties and support compliance with the transfer arrangements.

4.4. Transfers under escort

AMMR
Recital 68
Articles 46, 48 and 50
Implementing Regulation
Article 26

Transfers under escort represent the most structured transfer modality and are generally used where voluntary transfers or transfers carried out by supervised departure are not appropriate due to operational, security, medical or protection-related considerations. It is also used where the transfer is organised as a group transfer involving several persons transferred simultaneously. In this modality, the transferring Member State ensures that the person concerned is accompanied and supervised throughout the journey until arrival in the receiving Member State.

Transfers under escort may be necessary to ensure compliance with the transfer, to address identified security or safety risks, or where the person cannot travel independently. This may include cases involving previous behaviour that could affect the safe completion of the transfer, severe medical conditions requiring close monitoring, or situations where the person concerned is an unaccompanied minor requiring continuous assistance.

The choice of transfer modality remains the responsibility of the transferring Member State, which should assess in each individual case whether a transfer under escort is necessary and proportionate in light of the circumstances of the person concerned. Transfers under escort must be carried out in full respect of the dignity and fundamental rights of the person concerned, including the best interests of the child where applicable, in accordance with EU law.

Transfers under escort may concern either the simultaneous transfer of ten or more persons (Type A) or transfers involving fewer than ten persons (Type B). Where several persons are transferred together, the applicable modality is determined by the total number of persons included in the transfer, in line with the Implementing Regulation.

Recommendation 30. Take practical measures to support the successful organisation of transfers under escort Type A

When organising transfer under escort Type A, Member States should take practical measures to support the smooth implementation of the transfer and reduce the risk of last-minute cancellations or operational difficulties.

Such measures may include the following.

- Taking into account any known risk of absconding when selecting applicants for a group transfer. Where such a risk is identified, Member States should assess whether the person can be included in the group transfer with appropriate measures in place or whether another transfer modality or timing would be more suitable.
- Ensuring that the selected applicants remain available to the authorities prior to departure in order to reduce the risk of absconding.
- Carrying out final pre-departure checks shortly before the transfer, including verifying the presence of the applicants, confirming travel documents and assessing fitness to travel, to reduce the risk of last-minute cancellations.
- Using charter flights, where feasible, to facilitate the simultaneous transfer of a larger number of applicants and to provide greater flexibility in planning, particularly where scheduled flights do not offer sufficient capacity.
- Ensuring appropriate coordination and communication tools, such as structured passenger lists or shared templates, which can support efficient planning and clear exchanges between Member States. Some Member States also organise coordination meetings or use shared preparation tools to ensure that applicants are assembled, supported and informed ahead of departure.
- Designating operational contact points for the transfer in both Member States to facilitate real-time coordination and allow practical issues arising shortly before departure or upon arrival to be addressed quickly. Where appropriate, Member States may also agree on specific contact arrangements for urgent operational issues, such as a functional mailbox or emergency phone number, provided that any exchange of information complies with the applicable communication channels and data protection requirements.

Good practice: conducting transfers under escort Type A, especially between key partners

Transfers under escort Type A can be an effective way to organise the transfer of a higher number of persons, particularly between Member States that regularly conduct transfers with one another. Such transfers can be conducted either over land or by air and offer a greater planning flexibility compared to regular scheduled flights.

Good practice: structured preparation and coordinated arrangements

A good practice in several Member States is the use of structured preparation and coordinated arrangements to support the smooth organisation of transfers under escort Type A. This may include the use of shared passenger lists or standardised templates, early coordination meetings between the authorities involved, and the availability of interpreters or support staff where required.

For recurring transfers, regular meetings or continuous operational exchanges between the Member States authorities, liaison officers or other relevant contact points may also support planning and help address practical issues at an early stage.

When preparing and exchanging such information, Member States should ensure that the processing of personal data is carried out in accordance with the applicable data protection framework, including the GDPR. These measures can help ensure that applicants are assembled, supported and informed ahead of departure, thereby contributing to a more efficient and orderly transfer process.

Good practice: bilateral practical arrangements for recurring transfers

As a good practice, Member States may agree on bilateral ad-hoc or structural practical arrangements for repeated air, land or sea transfers, such as designated border crossing points, airports or seaports, as well as recurring time slots. This increases predictability and reduces administrative workload. Such arrangements may include, for example, agreeing on a regular day of the week for transfers under escort Type A, so that the relevant reception services, police authorities and other stakeholders can plan and allocate resources in advance.

Recommendation 31. Notify the receiving Member State of transfers under escort Type A

The Member State authority should notify the receiving Member State of transfers under escort Type A (simultaneous transfer of ten or more persons) in two stages, in accordance with the Implementing Regulation.

The transferring Member State should firstly inform the receiving Member State of its intention to carry out the transfer as soon as possible and at the latest twenty-one days

before the intended date of transfer. It should use the standard form set out in Annex VI to the Implementing Regulation, which serves to notify the receiving Member State of a planned group transfer and facilitate the necessary operational coordination between the Member States.

The Annex VI notification should include any relevant information concerning special needs requiring specific arrangements during the transfer, where applicable. At this stage, Member States should show flexibility, as regards the completeness of the information provided, recognising that the standard form should include the information available at the time it is completed and that some information may not yet be fully available. The transferring Member State should provide as much relevant information as possible and complete or update it as soon as further information becomes available. The receiving Member State should accept the notification where some information is still missing, provided that this does not prevent the necessary operational coordination.

Following the transmission of the Annex VI notification and the necessary operational coordination between the Member States, the transferring Member State must submit the individual standard transfer notification form (Annex V to the Implementing Regulation) for each person individually no more than fourteen and no less than seven days prior to the transfer.

The Annex V notification should include the planned date and time of arrival at the designated location, the intended means of transport, the names and contact details of the escorts and any special needs of the person concerned requiring specific arrangements during transfer, as indicated in the Annex V fields.

Where the transfer concerns persons with special needs, persons posing a threat to internal security or unaccompanied minors, the relevant information should be included, where available and appropriate, in the Annex VI notification submitted at least twenty-one days before the intended transfer. This information should be, completed or updated, where necessary, in the individual Annex V forms transmitted no more than fourteen and no less than seven days prior to the transfer.

Where several members of the same family are transferred together as part of the same transfer under escort, the Annex V notification may be completed per family unit in accordance with the operational practice agreed between Member States.

Note: information on special needs in transfer under escort Type A

The standard forms should include the information available at the time they are completed. Initial vulnerability checks may already identify certain special needs during the screening phase, while the assessment of special needs may continue during the asylum procedure and up to the organisation of the transfer.

Where additional special needs become apparent after Annex VI or Annex V has been transmitted, the transferring Member State should update or supplement the information through the applicable standard form and secure communication channel. The receiving Member State should also continue to monitor and address any special needs that become apparent after arrival.

Note: security cases in transfer under escort Type A

Persons representing a threat to internal security must be transferred under escort. The legal framework does not exclude their inclusion in a simultaneous transfer under escort of ten or more persons; however, this should not be treated as an automatic option.

Where the transferring Member State intends to include a security case in transfer under escort Type A, it should first consult the receiving Member State and, where appropriate, exchange relevant security information through the appropriate channels. Since Annex VI does not identify which persons represent a threat to internal security, this information should be formally indicated in the individual Annex V form.

If, upon receipt of the relevant individual Annex V form, the receiving Member State considers that a specific person should not be included in the simultaneous transfer, it should inform the transferring Member State as soon as possible. It should propose that the person be transferred separately under an individual transfer under escort or other agreed arrangement. This should not affect the implementation of the simultaneous transfer as such.

Where, as a result of removing a person from the simultaneous transfer, fewer than ten persons would remain, the transfer would no longer fall within Article 26(1)(a) Implementing Regulation and should be organised under the appropriate transfer modality.

Good practice: managing complex cases in simultaneous transfers under escort

The transferring Member State should take early preparatory measures to avoid last-minute cancellations. Such measures include the early identification of security cases and persons with special needs or other complex cases, timely consultation with the receiving Member State, and the exchange of relevant information through the appropriate channels, before the final list of persons is confirmed.

Recommendation 32. Notify the receiving Member State of transfers under escort Type B

The Member State authority should notify the receiving Member State of transfers under escort Type B (fewer than ten persons) using the standard transfer notification form (Annex V of the Implementing Regulation).

The Annex V notification must be transmitted for each person individually no more than fourteen and no less than seven days prior to the planned transfer. The form should include the planned date and time of arrival at the designated location, the intended means of transport, the names and contact details of the escorts and any special needs of the person concerned requiring specific arrangements during transfer, as indicated in Annex V.

Where specific arrangements are required due to special needs, security risks or where the person concerned is an unaccompanied minor, the Annex V form should be transmitted at least twenty-one days before the transfer, in line with the Implementing Regulation.

Good practice: coordination in short-notice transfers under escort

In situations where an applicant is apprehended shortly before a transfer opportunity and a transfer under escort needs to be organised within a limited timeframe, early operational coordination between the transferring and receiving Member States can facilitate timely arrangements.

While the notification requirements laid down in the Implementing Regulation should be respected, prompt informal contact in parallel with the formal transmission of the Annex V (and, where applicable, Annex VI) forms may support the organisation of the transfer and ensure that the receiving authorities are prepared for the arrival.

Operational coordination may also need to take into account practical constraints related to transport arrangements, including airline or carrier regulations that may affect the organisation of transfers under escort.

Recommendation 33. Provide clear information to applicants subject to transfer under escort

Applicants who are to be transferred under escort should receive clear and accessible information about the practical arrangements of the transfer. The Member State authority in the transferring Member State, or other competent authorities involved in the organisation of the transfer, should ensure that the applicant understands the key elements of the journey and what will happen upon arrival in the responsible Member State.

Applicants should be informed of the planned date and time of departure, the intended means of transport and that they will be transferred under escort to the territory of the receiving Member State. This will be either as part of a group transfer or individually to a designated authority or location upon arrival.

The information should be communicated in a manner adapted to the applicant's circumstances and provided sufficiently in advance to allow questions to be addressed. The details communicated to the applicant should reflect the information included in the standard form transmitted to the receiving Member State in accordance with the Implementing Regulation.

Remember: respect for dignity and fundamental rights

Throughout the organisation and implementation of transfers, Member States should ensure respect for the dignity and fundamental rights of the person concerned, including the best interests of the child where applicable.

4.5. Relocation transfers

	AMMR
	Articles 67 and 68
	Implementing Regulation
	Article 27

Relocation transfers are carried out within the framework of the AMMR solidarity mechanism. The general transfer rules also apply to them, but they are subject to specific procedural requirements. In practice, this means that the standard form (Annex V) should be submitted as early as possible after the decision has been notified, allowing enough time for relocation transfer to be carried out within the four-week deadline.

Prior to a relocation transfer, the benefitting Member State should ensure that there are no reasonable grounds to consider that the person concerned poses a threat to internal security. During the identification and matching phase, the person concerned should be given the opportunity to indicate any meaningful links that may support the matching process, without this creating a right to choose a specific contributing Member State. Where the person to be relocated is a beneficiary of international protection, the benefitting Member State should obtain the person's written consent prior to the relocation.

Recommendation 34. Prioritise relocation transfers and ensure timely organisation

Relocation transfers operate under significantly shorter timeframes than other transfer modalities. The benefitting Member State must therefore prioritise these cases to ensure that transfers can be carried out within the four-week deadline set out in the AMMR. Before organising a transfer, the benefitting Member State should verify that there are no reasonable grounds to consider that the person poses a threat to internal security. Where such concerns arise, the procedure for relocation should not be applied or should be immediately terminated, in line with the AMMR and the benefitting Member State must exclude the person concerned from any future relocation or transfer to any Member State, in line with the AMMR.

The identification and matching of persons for relocation should, where applicable, take into account any meaningful links the applicant may have in the territory or with the Member State of relocation, such as family, social or cultural connections, as well as possible reasonable preferences, while ensuring that the shorter transfer deadlines can be respected.

The benefitting Member State must allow persons to be relocated to provide information and relevant documentation on any meaningful links with specific Member States. Member States must ensure that family members are relocated to the territory of the same Member State. Member States must give primary consideration to the relocation of vulnerable persons.

Benefitting Member States may make use of tools developed by the EU Solidarity Coordinator or support provided by the EUAA to facilitate identification and matching.

Clear internal coordination, exchanges between benefitting and contributing Member States and early preparation can help ensure that relocation transfers proceed efficiently and within the applicable deadlines. To this end, benefitting and contributing Member States should 'provide the EU Solidarity Coordinator with the necessary data and information for the EU Solidarity Coordinator' ([22]) to coordinate and support communication and planning between the Member States involved in the implementation of relocations and the EUAA. These considerations should be taken into account when organising the transfer.

Recommendation 35. Notify the contributing Member State of the relocation transfer

The standard form (Annex V) should be used to communicate the necessary information for relocation transfers, in accordance with the Implementing Regulation. This includes the practical modalities of the transfer, such as the planned date and time of arrival, the location communicated in accordance with the AMMR and the intended means of transport. The information provided should be sufficient to allow the contributing Member State to make the necessary arrangements upon arrival.

The standard form must be submitted as soon as possible after the notification of the transfer decision. While the usual notification periods set out for other transfer modalities should be observed to the greatest extent possible, Member States should take into account the shorter relocation timeframes and ensure that the form is sent early enough to allow compliance with the four-week deadline for carrying out the transfer.

The contributing Member State should be informed of any elements relevant to the organisation of the transfer, including whether the person has any special needs or circumstances that may require specific arrangements. Communication through the standard form helps ensure that the arrangements between Member States are aligned and that the relocation transfer can proceed in an orderly manner.

([22]) Article 15(5) AMMR.

5. Organising transfers

Organising transfers requires timely coordination, clear communication and full respect for the obligations established in the AMMR and its Implementing Regulation. Transfers may take place as voluntary transfers, transfers carried out by supervised departure or transfers under escort and may be carried out by air, sea or land. In accordance with the AMMR, transfers must be carried out as soon as practically possible and, as a general rule, within six months of the acceptance of responsibility or of the final decision on an appeal or review with suspensive effect.

In accordance with Article 46(2) AMMR, where the transfer does not take place within this time limit, responsibility shifts to the transferring Member State. That time limit may be extended up to a maximum of one year where

> *the transfer could not be carried out due to the imprisonment of the person concerned or up to a maximum of three years from when the requesting Member State informed the Member State responsible that the person concerned, or a family member to be transferred together with the person concerned, has absconded, is physically resisting the transfer, is intentionally making himself or herself unfit for the transfer, or is not complying with medical requirements for the transfer*. ([23])

Although each transfer modality has distinct operational characteristics, certain procedural steps and safeguards apply to all transfers, including timely notifications, accurate exchange of information and ensuring that the person concerned receives clear and comprehensible information about the transfer procedure, their rights and obligations and the practical arrangements.

This chapter first outlines the general considerations that apply to all types of transfer. For clarity, these general recommendations are grouped according to the main role of the Member State in the transfer procedure. Recommendations addressed to the transferring Member State concern the planning and practical implementation of the transfer, including prioritisation, notification, transmission of information and preparation of travel documents. Recommendations addressed to the receiving Member State concern preparation for arrival, confirmation of transfer arrangements where required and the necessary follow-up steps. Recommendations relevant to both Member States are addressed separately.

The chapter also addresses related procedural and operational aspects that may arise during the organisation and implementation of transfers, including re-scheduling, erroneous transfers, confirmation of arrival and the point at which the transfer is legally deemed to have been carried out.

([23]) Article 46(2) AMMR.

Note: responsibility for costs related to transfers

As a general principle, the transferring Member State should bear the costs related to the organisation and implementation of the transfer. This includes the travel costs necessary for carrying out the transfer to the responsible Member State. Once the person has arrived in the responsible Member State, any travel costs necessary for the person to appear before the competent authority within that Member State should be covered by the transferring Member State. Member States should ensure that practical arrangements for covering such costs are clear, timely and do not create obstacles to the effective completion of the transfer procedure.

In accordance with Article 20(2) of Regulation (EU) 2021/1147 ([24]), as amended by Article 81(3) AMMR, '[t]he Member State covering the cost of transfers referred to in paragraph 1 shall receive a contribution of EUR 500 for each applicant for international protection or beneficiary of international protection transferred to another Member State.'([25])

In accordance with Article 20(3) of Regulation (EU) 2021/1147, as amended by Article 81(3) AMMR, '[t]he Member State covering the costs of transfers referred to in point (a), (b) or (c) of Article 36(1)…and carried out in accordance with Article 46…shall receive a contribution of EUR 500 for each applicant for international protection transferred to another Member State.' ([26])

These contributions do not affect the obligation to organise and carry out the transfer in accordance with the applicable requirements of the AMMR and its Implementing Regulation.

5.1. Organising transfers: transferring Member State

	AMMR
	Recital 68
	Articles 46, 47, 48, 49, 75 and 81
	Implementing Regulation
	Articles 22, 23, 24, 25, 26 and 27

The recommendations in this chapter concern the Member State organising and carrying out the transfer. They address the prioritisation of cases, the calculation of notification periods, the preparation and transmission of documents, the communication of relevant information, arrangements concerning transit and the use of default transfer locations, where applicable. These steps should support the timely, safe and effective implementation of the transfer within the applicable time limits.

([24]) Regulation (EU) 2021/1147 of the European Parliament and of the Council of 7 July 2021 establishing the Asylum, Migration and Integration Fund (OJ L 251, 15.7.2021), http://data.europa.eu/eli/reg/2021/1147/oj.
([25]) Article 81(2) AMMR.
([26]) Article 81(3) AMMR.

Recommendation 36. Calculate the notification period

The Implementing Regulation sets out specific time limits for notifying the receiving Member State of a transfer, depending on the transfer category and the individual circumstances of the person concerned. These time limits are expressed in calendar days, unless the relevant provision refers to working days. They should be calculated in accordance with Article 75 AMMR, including the rule that Saturdays, Sundays and official holidays are included in the calculation. Where a time limit ends on a Saturday, Sunday or official holiday, the next working day is counted as the last day of the time limit.

When planning a transfer, the transferring Member State should take into account any operational constraints communicated by the receiving Member State, including the availability of arrival locations or proposed alternative arrangements.

Where a designated arrival location is temporarily closed, the transferring Member State should, where feasible, coordinate with the receiving Member State to use an alternative designated arrival location (e.g. another airport). Public holidays affecting administrative availability should also be taken into account at the planning stage. Such practical planning considerations do not affect the calculation of the applicable legal notification time limits.

Good practice: sending transfer notifications before midday

To support predictability and transparency, transfer notifications are, where possible, sent before 12:00 (midday) in the time zone of the receiving Member State. This can help the receiving Member State process the notification on the same day and prepare any necessary operational arrangements, without affecting the calculation of the applicable legal notification time limits.

Note: transfer where no suitable flight connection is available within the standard arrival window

Where no direct or otherwise reasonable flight connection allows arrival within the applicable or indicated arrival window, the transferring Member State should check whether a reasonable connecting flight is available. If neither a direct nor a reasonable connecting flight allows arrival within that window, the transferring Member State should contact the receiving Member State through the appropriate communication channels and propose the closest feasible arrival time.

The transfer should only proceed outside the applicable or indicated arrival window where alternative practical arrangements have been agreed with the receiving Member State. The absence of a suitable flight connection should therefore not, in itself, prevent the transfer from being carried out, provided that both Member States agree on the practical arrangements needed for the transfer to take place.

Recommendation 37. Ensure that all personal documents are transferred to the receiving Member State

The transferring Member State should check whether the person being transferred has personal documents in their possession. It is important for the efficiency of the procedure that all of these documents are transferred by the transferring Member State to the receiving Member State at the time of transfer.

In line with Article 22(4) Implementing Regulation, the transferring Member State must ensure that the applicant's documents are either 'returned to [the person] before departure, given into the safe keeping of members of the escort to be handed to the competent authorities of the [receiving] Member State…or sent by other appropriate means.' ([27])

The practical handling of documents may differ depending on the transfer modality. In voluntary transfers and transfers carried out by supervised departure Type A, the travel and identity documents may be returned to the person before departure, where they are necessary for travel or for appearing before the designated authority. However, where appropriate, documents may also be sent to the competent authorities of the receiving Member State by other appropriate means.

In transfers carried out by supervised departure Type B, documents may be entrusted to the carrier, for example the flight crew, to be handed to the receiving authorities upon arrival where this is necessary for the proper implementation of the transfer. In transfers under escort, documents should normally be kept by the escorting officers and handed over directly to the receiving authorities. In situations involving transit without escort, the flight crew of the first flight should hand the documents to the authorities in the transit Member State, which should in turn hand them to the crew of the onward flight.

In practice, several Member States do not hand documents directly to the applicant and instead provide them to the flight crew or escorts, or use an alternative secure channel, depending on national procedures. This may be the case particularly in take back procedures where a final rejection has been issued or in other situations where there is a risk that the applicant may not comply with the transfer or where there are indications of previous absconding or non-compliance. In such cases, documents should not be handed to the person concerned and should instead be transferred directly to the relevant authorities through secure channels.

While the receiving Member State may suggest practical arrangements for the handling of documents, the transferring Member State retains responsibility for, and control over, the chosen method. Further information on practices relating specifically to voluntary transfers is provided in the relevant section below.

If there are documents that have not been sent at the time of transfer, the sending of documents in each individual case should be agreed between the two Member States before the documents are sent. It is advisable to send these documents using recorded delivery, after consultation with the receiving Member State to ensure that the documents are sent to the competent authority using a valid and up-to-date address.

([27]) Article 22(4) Implementing Regulation.

Good practice: transmission of copies of identity documents prior to transfer

A recommended practice is to transmit copies of key identity or travel documents to the receiving Member State in advance of the transfer via DubliNet where such copies are not available to the receiving Member State through Eurodac, including in cases based on older Eurodac hits. This can allow the receiving authorities to prepare identification and reception arrangements in advance. It may reduce the risk of loss or delay if original documents cannot be handed over immediately at arrival.

Where copies of the relevant documents are available to the receiving Member State through Eurodac, Member States should avoid unnecessary duplication, unless transmission via DubliNet is needed for the practical organisation of the transfer or to ensure that the receiving authority has all necessary information.

Recommendation 38. Ensure that the laissez-passer includes all relevant elements

The laissez-passer is a crucial travel document for most applicants. Airlines require information on the person to be transferred through the responsibility determination procedure. The laissez-passer, being issued by a Member State authority, is one of the documents an applicant can show to any entity or stakeholder in the procedure. It attests that they are travelling in the framework of the transfer procedure.

The transferring Member State should issue a laissez-passer to the person to be transferred. A uniform format for the laissez-passer is set out in Annex IX to the Implementing Regulation.

With regards to the laissez-passer, Member States should:

- ensure that recent and clear photographs of a suitable size are used in order to avoid identification issues at border control;
- ensure that any authorisation stamp or seal on the document matches the date that the document was issued, where possible, but in no instance predates the document;
- include all necessary information for each accompanied child listed in the laissez-passer together with the parent, where applicable.

Good practice: include photographs of children in the laissez-passer

Where children are included in a laissez-passer, Member States should ensure that a recent and clear photograph is included for each child. This can help avoid identification issues during travel and upon arrival in the responsible Member State.

This is particularly important for voluntary transfers and transfers carried out by supervised departure Type A, where the persons concerned may be expected to travel without escorts and to appear before the competent authority after arrival.

Recommendation 39. Provide information about persons who may cause disruptions during the transfers

If the person to be transferred has a history of aggressive behaviour, including if previous transfer attempts were unsuccessful due to the applicant's aggressive or disruptive behaviour, the transferring Member State should provide this information to the receiving Member State so that it can make the necessary preparations. In such cases, the person should be transferred under escort.

Good practice: communication of issues at the departure

If the applicant displays aggressive behaviour during the departure of the transfer, but the transfer can nonetheless go ahead, it can be a good practice to provide this information to the receiving Member State. As such information is time-critical, Member States are encouraged to make use of the alternative Member State authority contact email for urgent messages, without including any personal data. Such contact information may be found in the AMMR Transfer Table.

Recommendation 40. Provide information about persons who may pose threat to a danger to national security or public order

There might be cases 'where the transferring Member State is in possession of information that indicates that there are reasonable grounds to consider' ([28]) the person to be transferred may pose 'a danger to national security or public order' ([29]). In accordance with Article 49 AMMR, 'the existence of such information' ([30]) should be indicated to the receiving Member State, and the exchange of the underlying security information should take place through appropriate channels and in accordance with the applicable legal framework.

In take back procedures, the standard form for take back notifications includes a mandatory field for indicating whether one or more persons covered by the form have been flagged in Eurodac in accordance with Article 17(2)(i) Eurodac Regulation ([31]). The transferring Member State should ensure that this field is completed accurately, where relevant, and that any underlying security-related information is exchanged only through the appropriate channels.

Where such a threat is identified, the transfer should be carried out under escort.

([28]) Article 49 AMMR.
([29]) Article 49 AMMR.
([30]) Article 49 AMMR.
([31]) Regulation (EU) 2024/1358 of the European Parliament and of the Council of 14 May 2024 on the establishment of 'Eurodac' for the comparison of biometric data in order to effectively apply Regulations (EU) 2024/1351 and (EU) 2024/1350 of the European Parliament and of the Council and Council Directive 2001/55/EC and to identify illegally staying third-country nationals and stateless persons and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, amending Regulations (EU) 2018/1240 and (EU) 2019/818 of the European Parliament and of the Council and repealing Regulation (EU) No 603/2013 of the European Parliament and of the Council (OJ L, 2024/1358, 22.5.2024), http://data.europa.eu/eli/reg/2024/1358/oj.

Recommendation 41. Inform transit countries of the travel route

When a transfer involves transit through the territory of another Member State, the transferring Member State should inform the authorities of the transiting country of the intended travel route and any relevant logistical arrangements. Sharing this information in advance can help prevent delays or complications during the journey and contributes to the smooth implementation of the transfer. The information provided should be limited to what is necessary to facilitate the transit, such as the intended route, dates and times, transport details, transit airport, number of persons and any relevant escort or special arrangements. It should be communicated in advance through the appropriate channels.

Where required, the transferring Member State should obtain the consent of the transiting country before the transfer takes place, ensuring that the notification and any supporting information respect the same principles of necessity and appropriate communication.

Details regarding the accepted modalities for specific transit airports can be found in the relevant tab of the AMMR transfer platform. In the spirit of sincere cooperation, Member States should ensure that this information remains relevant and up to date.

Note: use of the Laissez-passer in cases involving transit through another country

Under Article 46 AMMR and the Implementing Regulation, the laissez-passer is an administrative document issued for the purpose of facilitating a transfer and evidencing that the movement takes place within the AMMR framework. Its function is evidentiary and operational; it is not equivalent to a visa, residence permit or travel document conferring an autonomous right to enter or remain in another Member State beyond what is necessary for implementing the transfer to the territory of the responsible Member State.

Where the journey takes place within the Schengen area, transit normally occurs without internal border checks and the laissez-passer should be accepted as proof that the person is lawfully en route to the responsible Member State.

In that context, a transit Member State(s) would be expected, in line with the principles of sincere cooperation (Article 4(3) Treaty on European Union) and the effectiveness of the AMMR transfer system, to not obstruct the transit when it is directly and solely for the purpose of the transfer to the responsible Member State.

However, the Member State(s) of transit may intervene and act within its general powers under EU and national law if there are independent legal grounds. For example, if there are security, public order or public health concerns; the travel is not consistent with a direct and continuous transfer (e.g. risk of absconding or intention to remain in the Member State(s) of transit), etc.

Recommendation 42. Use the default location where no response or confirmation is received for transfers carried out by supervised departure Type B or transfers under escort Type B

In accordance with Article 23(1) Implementing Regulation, each Member State must indicate at least one airport to which transfers are to be carried out when the receiving Member State fails to confirm receipt of the standard forms, confirm its availability to receive the transfer or propose alternative locations or times within the applicable time limits. In such cases, the transferring Member State should make use of the default arrival location indicated by the receiving Member State. Each Member State should also provide information pertaining to the authority that is competent to receive the person at that airport.

The use of the default location applies to transfers carried out by supervised departure Type B and transfers under escort Type B. It should not be used as a fallback mechanism due to lack of response or confirmation for voluntary transfers, transfers carried out by supervised departure Type A or transfers under escort Type A, as these transfer modalities are subject to different notification, appearance or coordination requirements. This does not prevent the same physical location from being used for those transfer modalities, where it has been indicated or agreed through the applicable notification or coordination arrangements. Similarly, it should not be used in cases involving security threats, where prior coordination with the receiving Member State is necessary to allow appropriate preparations.

This helps to avoid delays and supports the implementation of transfers within the time limits laid down in the AMMR.

Note: use of the default location where the transfer cannot take place on the originally notified date

Article 23(1) Implementing Regulation does not remove the need to coordinate the practical arrangements for the transfer. Where the transfer cannot take place on the originally notified date, for example because no suitable flight is available, the transferring Member State should notify a new proposed transfer date to the receiving Member State. If the receiving Member State again fails to respond within the applicable time limit, the transferring Member State may proceed on the newly proposed date to the default arrival location.

To minimise the need for further notifications, the transferring Member State should verify flight availability in advance, identify possible alternative travel options and, where feasible, use flexible booking arrangements.

5.2. Organising transfers: receiving Member State

AMMR
Recital 68
Articles 46, 48 and 49
Implementing Regulation
Articles 23, 24, 25, 26 and 27
Eurodac Regulation
Articles 16(2), 25(1) and 25(2)

The recommendations in this chapter concern the Member State receiving the person following the acceptance of responsibility or another obligation under the AMMR. They focus on reviewing the transfer notification and information provided, preparing the competent authorities for the person's arrival, ensuring availability at the designated arrival location and confirming or proposing alternative transfer arrangements where required.

Recommendation 43. Prepare for receiving the transfer

The receiving Member State should ensure that all the competent authorities are prepared to receive persons transferred under the AMMR. This includes reviewing the transfer notification and the information provided by the transferring Member State, verifying the transfer modality and arrival arrangements and coordinating the authorities responsible for receiving the person.

Appropriate preparation should ensure that the competent authorities are available at the designated arrival location or that arrangements are in place for the person to appear before the designated authority where required. Where relevant, reception arrangements should also take into account any special needs, vulnerabilities or security considerations communicated in advance.

Preparing in advance helps ensure that transfers are received smoothly and that the necessary follow-up actions, including the recording of the transfer and the updating of Eurodac, where required, can be carried out without delay.

Recommendation 44. Indicate a suitable reporting location for voluntary transfers and transfers carried out by supervised departure Type A

For voluntary transfers and transfers carried out by supervised departure Type A, the receiving Member State should indicate the authority before which the person is required to appear following arrival, together with the relevant address, date and time. The reporting location should, as far as possible, be accessible, clearly identifiable and suitable for the practical follow-up of the transfer.

When indicating the reporting location, the receiving Member State should take into account the person's expected point of arrival, available transport connections, the opening hours of the relevant authority and any special needs or vulnerabilities communicated in advance.

Recommendation 45. Confirm transfer details or propose alternative arrangements for transfers carried out by supervised departure Type B and transfers under escort Type B

This recommendation applies to transfers where confirmation is required following the transmission of the standard transfer form referred to in Article 22(1) Implementing Regulation (and provided in Annex V), namely transfers carried out by supervised departure Type B and transfers under escort Type B. For voluntary, transfers carried out by supervised departure Type A and transfers under escort Type A, formal confirmation of transfer details is not required once the transfer has been notified although Member States may still confirm the details as a matter of good practice.

To facilitate timely and orderly transfers, the receiving Member State should confirm the proposed transfer details for transfers carried out by supervised departure Type B and transfers under escort Type B within the applicable time limits or, where this is not possible, propose alternative arrangements. Such alternative arrangements may include a different arrival time, date, or location, provided together with the reasons the original proposal could not be accepted.

Where the receiving Member State proposes an alternative arrangement, but the proposed date falls outside the applicable notification time limits, the receiving Member State can propose up to two alternative dates that fall within the required timeframe.

Where alternative arrangements are proposed within the applicable time limit, this does not reset or extend the original legal time limits for carrying out the transfer. The transferring Member State should take these proposals into account when finalising the transfer arrangements. Where the receiving Member State does not provide a confirmation or propose alternative arrangements within this time frame, the transferring Member State may proceed with carrying out the transfer to the default arrival location indicated by the receiving Member State in accordance with Article 23(1) Implementing Regulation.

If the transfer is carried out to the default location, no further confirmation from the receiving Member State is required. However, in the spirit of sincere cooperation, the transferring Member State should share the transfer details in advance where feasible.

Where repeated difficulties arise in confirming transfer details or proposing workable alternatives, Member States should make use of the conciliation mechanisms available under the AMMR cooperation framework.

Ensuring timely confirmation or, where necessary, the proposal of alternatives, supports the smooth organisation of transfers.

Good practice: avoid non-response where confirmation or alternatives are required

Where confirmation of transfer details or alternative arrangements are required, the receiving Member State should respond to the transfer notification within the applicable time limit and as soon as it is able to do so. Receiving Member States should avoid treating non-response as a standard practice, as repeated reliance on the default location may create operational pressure on one arrival location and complicate planning for the receiving Member State.

Where no response is received, the transferring Member State sends a reminder through the appropriate communication channel. Such a reminder does not affect the applicable time limits.

Where the receiving Member State cannot confirm the proposed transfer details, it should, where possible, propose workable alternative arrangements as soon as possible. This should take into account the remaining time available for the transfer and the operational consequences for the transferring Member State, including possible rebooking, escort arrangements or other linked procedures.

Recommendation 46. Provide notification of arrival to the transferring or benefitting Member State

The receiving Member State must ensure that the outcome of the transfer is communicated to the transferring Member State, as appropriate, in accordance with Article 46(1), sixth subparagraph AMMR and the applicable provisions of the Implementing Regulation. Where the Implementing Regulation requires an update of the standard transfer form (Annex V), the relevant fields must be completed accordingly. The scope of the notification obligation depends on the transfer modality.

For voluntary transfers and transfers carried out by supervised departure Type A, the receiving Member State must always inform the transferring Member State of the outcome of the transfer, by updating Annex V to indicate whether the person arrived safely or failed to appear within the time limit indicated. In accordance with Articles 24(4) and 25(6) Implementing Regulation, 'where no information on the safe arrival of the person concerned or of the fact that he or she did not appear by the indicated date is received within seven days from that date, the transferring [or benefitting] Member State shall consider that the transfer has been carried out.' ([32])

For transfers carried out by supervised departure Type B and transfers under escort, the Implementing Regulation does not provide for a confirmation of the successful arrival by the receiving Member State. In transfers under escort, confirmation of safe arrival is obtained through the escorting personnel accompanying the person throughout the journey.

([32]) Article 25(6) Implementing Regulation.

In the case of relocation transfers, the contributing Member State informs the benefitting Member State, the EUAA and the EU Solidarity Coordinator of 'the safe arrival of the person concerned or of the fact that he or she did not appear' ([33]) within the set time limit.

In situations where a person arrives spontaneously in the responsible Member State or in the Member State of relocation before the transfer has been organised or carried out, the Member State in which the person is present should inform the transferring or benefitting Member State without delay. This should be done using the relevant standard form according to the procedure concerned.

In take charge cases, Part IV of Annex II should be used; in take back cases, Part IV of Annex III should be used; and in relocation cases, Part V of Annex IV should be used to indicate that the transfer is no longer necessary because the person has been identified on its territory.

Once this has been acknowledged, any transfer arrangements already initiated should be cancelled. Where the person arrived before a transfer decision was issued, the transferring Member State may close the case administratively without issuing and notifying a transfer decision, as there is no longer a transfer to be carried out. Where relevant, the necessary update should also be made in Eurodac.

Ensuring that these notifications are provided in accordance with the applicable rules supports the accuracy of transfer records, facilitates the timely updating of Eurodac where required. It also helps both Member States fulfil their respective responsibilities under the AMMR framework.

Good practice: organise timely follow-up on arrival for voluntary transfers and transfers carried out by supervised departure Type A

For voluntary transfers and transfers carried out by supervised departure Type A, the receiving Member State should have internal arrangements in place to verify whether the person arrived or appeared within the indicated time limit and to update Annex V accordingly. This helps ensure that the transferring or benefitting Member State receives timely information on the outcome of the transfer and avoids uncertainty where no information is received within the seven-day period after the indicated date.

Good practice: prompt communication in cases of spontaneous arrival

Where a person arrives spontaneously in the responsible Member State or in the Member State of relocation before the transfer has been organised or carried out, that Member State should inform the transferring or benefitting Member State, as applicable, without delay through the relevant standard form and, where necessary, provide additional information in the appropriate field. This supports the cancellation of unnecessary transfer arrangements, accurate transfer records, timely follow-up between the Member States concerned and, where relevant, the updating of Eurodac.

([33]) Article 25(6) Implementing Regulation.

Good practice: Communication in transfers carried out by supervised departure Type B

In transfers carried out by supervised departure Type B, where reception of the person could not be completed as planned or other operational issues arise affecting the implementation of the transfer, the receiving Member State could inform the transferring Member State in the spirit of sincere cooperation.

Recommendation 47. Ensure that arrival is recorded in Eurodac without delay

In accordance with Article 16(2) Eurodac Regulation, the Member State responsible must ensure that the relevant Eurodac dataset is sent or updated, as applicable, without delay. This includes, where applicable under points (a) and (b), by adding the date of arrival of the person concerned following a successful transfer. In relocation cases, the Member State of relocation must send the relevant dataset and include the date of arrival in accordance with Article 25(2) Eurodac Regulation.

Prompt and accurate updating of Eurodac is essential to ensure legal certainty, proper allocation of responsibility and the consistency of the person's file. The relevant obligation to update the Eurodac dataset applies to all transfer modalities, in accordance with the applicable Eurodac provisions.

Once the relocation has been confirmed, in cases of relocation transfers, the benefitting Member State must update its existing Eurodac dataset to indicate the Member State of relocation, in accordance with Article 25(1) Eurodac Regulation, before the physical transfer of the person takes place.

Upon arrival in the contributing Member State, that Member State must ensure that the relevant Eurodac dataset includes the date of arrival, in accordance with Article 25(2) Eurodac Regulation. Ensuring that these updates are made accurately and in a timely manner supports the correct determination of responsibility, including in situations where the person subsequently absconds.

5.3. Organising transfers: joint coordination and completion

	AMMR
	Recital 68
	Articles 46, 47, and 75
	Implementing Regulation
	Articles 24, 25, 26, 27 and 28

The recommendations in this chapter concern aspects of transfer organisation that require coordination and monitoring by both the transferring and the receiving Member State. In particular, both Member States should ensure that the point at which the transfer is legally deemed to have been carried out is correctly identified and recorded, as this determines the practical and legal consequences of the transfer, including the shift of responsibility between the Member States concerned.

Recommendation 48. Show flexibility in cases of re-scheduled transfers

The receiving Member State should show flexibility, for example by applying a shorter minimum notification period compared with the original transfer if a transfer needs to be re-scheduled. The receiving Member State could also show flexibility, as far as their national procedures allow, for instance by accepting that the transfer be carried out to a different arrival location if this could help to facilitate the transfer.

Good practice: communication of cancelled or delayed transfers

When a transfer needs to be cancelled or delayed at short notice, the transferring Member State should inform the receiving Member State as soon as possible. As the standard transfer notification form does not include a specific option for cancellations or delays, such information should be communicated via DubliNet.

Where necessary, the receiving Member State may also be alerted through other appropriate communication channel, such as email, to the relevant contact point to ensure that the receiving Member State is informed without delay. Where email or other informal channels are used, Member States should ensure that no personal data or sensitive information is shared outside secure channels.

Once the new transfer arrangements have been agreed, the transferring Member State should transmit an updated transfer notification form reflecting the revised date, time or other practical arrangements for the transfer.

Recommendation 49. Ensure prompt cooperation in cases of erroneous transfers

Where a transfer has taken place but it subsequently appears that the person should not have been transferred, the Member State that becomes aware of the situation should inform the other Member State in writing without delay and should exchange all the information necessary to organise the transfer back. This includes cases of an erroneous transfer or where the transfer decision is overturned on appeal or review after the transfer has already been carried out.

The Member States concerned should cooperate to arrange the transfer back as soon as possible, in accordance with the outcome of the appeal or review where applicable, taking into account any operational constraints. The person concerned should also be provided with information on the reasons for the transfer back.

In accordance with the AMMR, the Member State that initially carried out the transfer remains responsible for organising and covering the costs of transferring the person concerned back to its territory. The Member States should ensure that the necessary arrangements are made promptly to avoid unnecessary delays and to ensure legal certainty regarding responsibility.

Recommendation 50. Monitor when the transfer is legally deemed to have been carried out

Both the transferring and the responsible Member State should carefully monitor when a transfer is legally deemed to have been carried out, as this determines when responsibility shifts between the Member States concerned. The applicable provisions depend on the modality of the transfer and are set out in the Implementing Regulation.

Member States should ensure that the responsible authority records the relevant dates accurately and applies the correct legal provision when determining whether the transfer has been completed. This is particularly important in situations where no confirmation of arrival is received or where the person does not report at the designated location within the applicable time limit.

6. Communication channels and operational information tools

Effective organisation of AMMR transfers requires secure, timely and structured communication between Member States, as well as accurate and accessible operational information. DubliNet should remain the primary channel for case-related exchanges, in particular where personal data is transmitted. Additional communication channels may be used where appropriate for urgent or practical coordination, provided that the applicable rules on secure communication and data protection are respected. The following chapters set out recommendations on the use of DubliNet, additional communication channels, security-related information exchange and the AMMR Transfer Table.

6.1. Communication using DubliNet

AMMR
Article 52(4)
Implementing Regulation
Articles 1, 3,5 and 6

All the information related to the AMMR case should be communicated between the transferring and the receiving Member State through DubliNet using the forms provided in the Implementing Regulation.

The information that is shared through DubliNet should only be shared between the national access points of the respective national Member States authorities. It should not be shared between other organisations involved in the transfer procedure.

Member States exchange large numbers of messages over DubliNet. To ensure an efficient management of the system, especially regarding time-sensitive requests, it is important to ensure that the subject line of the DubliNet message allows the receiving Member State to easily identify which case the message concerns and the key information contained within the message.

By the time a transfer is being organised, many messages will already have been exchanged over DubliNet. By this stage, both Member States should have records of information such as the reference numbers used in both Member States to identify the case. This allows for more detailed subject lines compared with the first exchanges of messages.

In accordance with the Implementing Regulation, Member States must ensure that their National Access Points operate technically 24/7 without interruption. Where the operation of a National Access Point is interrupted for more than seven working hours, the Member State concerned must notify the competent authorities designated pursuant to Article 52(1) AMMR

and the European Commission and ensure that normal operation is resumed as soon as possible.

Even in the case of unplanned downtime, no alternative means of communication in the cases mentioned above may be used. Where necessary, Member States should record and send any such communications via DubliNet as soon as the service is restored.

Where a National Access Point has sent data to another National Access Point that has experienced an interruption in its operation, the log of transmission at the level of the central communication infrastructure should be used as proof of the date and time of transmission. Deadlines for sending take charge request, a take back notification, a reply to a request or confirmation of a take back notification are also not suspended during any interruption of service in accordance with Article 6(3) Implementing Regulation.

EUAA Recommendations on the operational and technical use of DubliNet

The EUAA recommendations on the operational and technical use of DubliNet under the AMMR are forthcoming. Once available, they should be used as the main practical reference for AMMR practitioners working with DubliNet.

Pending their publication, some of the guidance in the existing recommendations ([34]) remains relevant, in particular on efficient, secure and consistent communication through DubliNet, while taking into account the changes introduced by the AMMR.

Recommendation 51. Use reference numbers in DubliNet messages to support easy identification

The reference number of the email sent through DubliNet should, when it concerns a transfer, be made up of the following:

- the letters used to identify the transferring Member State (AT, BE, etc.);
- the code corresponding to the DubliNet message type used for information prior to a transfer (type 09);
- the letter P in parentheses to indicate the application of the family related criteria or cases involving minors (P);
- the national case reference number of the sending Member State

If the reference number has changed during the course of the responsibility determination procedure, any previous reference numbers should be included in the body of the message.

Article 5(2) Implementing Regulation stipulates that any type of transmission referred to in paragraph one must be followed by the letter 'P' to indicate priority when the case involves minors, or when the request is made on the basis of Articles 25 to 28 and 34 AMMR.

([34]) EASO, Recommendations on the Operational and Technical Use of DubliNet, December 2021, https://www.euaa.europa.eu/publications/recommendations-operational-and-technical-use-dublinet.

Article 5(4) Implementing Regulation stipulates that, for transmissions of the standard form set out in Annex VI, the reference number must include the Member State country code, the type of transmission, the letter 'G', the number of persons suggested to be transferred and the intended date of the transfer (e.g. FR09G01025/05/2026).

It is worth considering that, for those Member States who strictly implement the rules described in eu-LISA Exchange Infrastructure Document (EID), any change or addition to the structure of the reference number in the subject line might result in the rejection of the email by the system ([35]).

Remember: examples of DubliNet reference number

In a case where Germany is the transferring Member State the reference number should be the following.

Exchange with priority

<Member State country code> <transmission type> <P><national case reference number>

E.g.: DE09P123456789

Exchange for a transfer under escort Type A

<Member State country code><09><G><total number of persons to be transferred simultaneously>< intended date of the transfer>

E.g.: DE09G01025/05/2026

6.2. Additional communication channels beside the use of DubliNet

AMMR

Article 49 and 52(4)

Implementing Regulation

Articles 3 and 6

The AMMR as well as the Implementing Regulation establish clear obligations on the Member States to use DubliNet**,** for any communications regarding the individual cases of applicants. Throughout the years, the use of DubliNet has gradually expanded to also include other types of communications of a more organisational nature between Member States authorities.

([35]) For detailed guidance on DubliNet reference numbers, refer to eu-LISA Exchange Infrastructure Document (EID), where accessible to the relevant authorities.

Recommendation 52. Ensure all AMMR transfer-related communication uses appropriate channels

All requests, replies and written correspondence pertaining to individual cases in the responsibility determination procedure, as well as any communication containing personal data, must only be exchanged over DubliNet. This is without prejudice to the limited possibility under Article 3(2) Implementing Regulation to use other means of communication for urgent and purely practical arrangements that do not involve the exchange of personal data. The sharing of personal data must be subject to national data protection law and practices. Security-related information should not be exchanged through DubliNet but through the dedicated law enforcement communication channels.

Member States are allowed to use alternatives to DubliNet when communicating urgent information or information that is purely related to practical arrangements that do not involve the exchange of personal data. This can include, for instance, information about the opening hours of border crossing points, or other types of organisational information related to the Member State authority or partner authorities.

To make it easier for Member States to manage the large amount of information sent over DubliNet that relates to the processing of individual AMMR cases, Member States should not send information of a more general or organisational nature over DubliNet. Such communications should instead be sent through the additional AMMR contact email set out in Recommendation 53. Designate an additional AMMR contact email. Separating these communications into an ordinary email account will also allow Member States a larger degree of flexibility in disseminating information received through this channel.

In cases where there is a need to receive a particularly urgent reply from the partner Member State involved in a transfer, Member States may also use the additional AMMR contact email to flag that a message has been sent over DubliNet which urgently needs the attention of the other Member State. This can also be done to remind the Member State if it did not get a reply despite multiple attempts over DubliNet. Such messages may not include any personal data of the applicant but should include the reference numbers of the case to allow the partner Member State to identify the corresponding case. The additional AMMR contact email should only be used for this purpose in exceptional circumstances.

The following table indicates which communication channel should be used for different types of exchanges between Member States. DubliNet remains the default and preferred channel for any communication containing personal data and for formal procedural communications related to transfers.

Additional communication channels may be used only for urgent and practical arrangements, where appropriate, and should not be used to transmit personal data unless specifically allowed by the applicable rules. Where DubliNet is not operational, Member States should follow the relevant incident/notification procedure and ensure that any required communication is recorded and transmitted through DubliNet as soon as possible once the system is restored.

Table 3. Appropriate use of communication channels

Type of communication	DubliNet	Additional
Any communication including personal data of the applicant	●	⛔
Transfer notification and Annexes V, VI and VIII	●	⛔
Communicating that the transfer is cancelled/postponed	●	⛔
Communicating that the applicant has absconded	●	⛔
Notification of appeal with suspensive effect	●	⛔
Notification of final decision on appeal or review with suspensive effect / end of suspensive effect	●	⛔
Modalities of the transfer	●	⛔
Reminder after multiple attempts through DubliNet (no personal data)	●	⚠
Flagging of a DubliNet message requiring the urgent attention of the partner Member State (no personal data)	●	⚠
Information about general restrictions on transfers	●	⚠
Information about arrival times or public holidays	●	⚠
Information about temporary issues with individual border crossing points	●	⚠
General questions on practical modalities such as available capacity, required escorts or similar	●	⚠
General modalities for group transfers (no personal data)	●	⚠
Information that DubliNet is not operational in your Member State		●

Legend	
Preferred channel for this purpose	●
DubliNet is the default. Other means may be used only for urgent and purely for practical arrangements for transfers	⚠
This channel not to be used for this purpose	⛔

Recommendation 53. Designate an additional AMMR contact email

Member States should designate a functional mailbox to receive the types of non-case-related or purely practical organisational information described in Recommendation 52. The AMMR Transfer Table provides a section where this email account may be provided.

In addition to the functional mailbox, Member States may also provide an optional phone number that can be used for bilateral contact when needed for the types of non-case-related or purely practical organisational information described in Recommendation 52, and without exchanging any personal data. Member States can also indicate in the table which types of requests they are open to receiving phone calls about.

Member States may also indicate the standard opening hours of their offices to give an idea of their normal working hours to other Member States.

Recommendation 54. Use the same structure for written communication regardless of the channel

When writing messages using the additional AMMR contact email account to flag a message that was sent over DubliNet, it is important to make use of the same overall structure for the subject line and content as for regular DubliNet messages (removing any personal data). The reference number of both Member State and the phase of the procedure that the case is in should be included to help the partner Member State to identify the corresponding case. No personal details of the applicant(s) may be included in any message that is not sent over DubliNet. The additional AMMR contact email should only be used for this purpose in exceptional circumstances and does not replace the use of DubliNet for case-related communications.

Recommendation 55. Exchange security-related information through appropriate communication channels

Where the transferring Member State has information indicating reasonable grounds to consider that the person to be transferred may pose a danger to national security or public order in a Member State, the Member State authority should coordinate closely with the competent security and border police authorities to decide whether security-relevant information needs to be shared with the receiving Member State under Article 49 AMMR.

Only information that is strictly necessary, adequate and relevant to enable the receiving Member State to assess and manage the specific security risk (e.g. measures at arrival, escort or hand-over arrangements) should be transmitted via the dedicated law enforcement communication channels and not through DubliNet. Competent security and border police authorities in the transferring and receiving Member States should communicate effectively, through the appropriate dedicated law enforcement channels, to ensure that the receiving Member State can put in place proportionate and necessary measures upon arrival (e.g. controlled reception, escort or hand-over arrangements and any immediate risk-mitigation measures).

A brief flag may be included in the DubliNet transmission (e.g. in the reference number type/ priority marker and, where relevant, in the 'other relevant information' field of the standard form), indicating that security authorities have been involved and that details will be shared via dedicated law-enforcement channels. Such a flag should not include security-sensitive details.

6.3. AMMR Transfer Table

Although the receiving Member State has a duty to cooperate in facilitating the transfer, all Member States have some practical limitations regarding the modalities for receiving incoming transfers. Limitations may regard, for example, the arrival times and places (airports, land border crossing points, etc.) as well as special dates on which transfers cannot take place, meaning public holidays. Member States should keep such limitations to a minimum and ensure that information on such modalities is kept up-to-date and communicated in the most efficient way to all Member States.

The AMMR Transfer Table has been created to gather key information on the specific modalities that apply in the Member States to facilitate the organisation of AMMR transfers. The table is intended to contain information that does not change very often in order to limit the need for updates, even if updates to specific arrival locations or other modalities can occur.

Member States should consult the AMMR Transfer Table before planning a transfer or requesting ad hoc information from another Member State. Information of a more ad hoc or temporary nature can be transmitted using the additional AMMR contact email set out in Recommendation 53, in line with Recommendation 52. Such information must be limited to urgent, purely practical arrangements that does not contain personal data, while ensuring that all AMMR transfer-related communication uses appropriate channels.

The table can be found on the AMMR Platform of the EUAA. (https://euaa.europa.eu/member-area).

The main transfer table is an Excel file where the information is stored on Member State specific tabs. Each Member State is responsible for keeping its own information up to date so that it can be accessed and used by the other Member States.

The country-specific tabs include information on the arrival locations in the Member State in question. When another Member State is planning a transfer, the information in the table can be used to facilitate the considerable logistical tasks involved.

Apart from the Member State specific tabs, the AMMR Transfer Table contains nine additional tabs:

- Instructions
  Guidance notes for Member State focal points on how to populate each table
- Intro
  Navigation index and overview of the workbook structure

- Dashboard
  Live cross-reference of key transfer parameters for all Member States
- Airline Information Table
  Carrier-specific requirements for transfers by air, including requirements applied by carriers to persons travelling with or without escorts, referred to by carriers as DEPA and DEPU respectively ([36]).
- Transit Information Table
  Modalities for transit airports used in indirect transfers by air
- Sample
  Provides an example of a fully completed Member State tab
- Transfer Modality Selector
  Interactive tool for determining the applicable modality under Article 25 Implementing Regulation
- Comparative Overview
  Reference table comparing the three transfer modalities side by side
- Quick Reference Card Condensed decision logic for transfer modality selection

Several airlines impose their own security and practical requirements when organising AMMR transfers. Understanding which airlines have which requirements can be a complex endeavour. This table provides information on the requirements for AMMR transfers for the airlines most commonly used for AMMR transfers. The information about all airlines is contained in one consolidated worksheet within the AMMR Transfer Table. All Member States should update this section of the table with information on their main airline partners used for AMMR transfers.

Given the limitations in the availability of commercial flights, it may not always be possible to organise an AMMR transfer through a direct flight between two Member States. In such cases, it may be necessary to make use of a transit airport to change between flights. Using transit airports for AMMR transfers often involves practical considerations and modalities specific to the transit airport.

The Transit Information Table gathers these modalities for the most common transit airports. It also contains the contact information of the respective authorities responsible for transit authorisations to reduce the workload when conducting AMMR transfers using transit airports. Member States should update this section of the table with information on the main airports used for transiting AMMR transfers within their Member State. The information about all transit airports is contained in one consolidated worksheet within the AMMR Transfer Table.

([36]) DEPA stands for Deportee Accompanied and DEPU stands for Deportee Unaccompanied. These are carrier/airline terms used to distinguish persons travelling with escorts from persons travelling without escorts.

Recommendation 56. Ensure the continuous update of the AMMR Transfer Table

The AMMR Transfer Table is updated by Member States directly on the EUAA AMMR Platform. Member States validate the information at a minimum on a quarterly basis in order to ensure that the information is up to date. Between these periods, Member States can update the AMMR Transfer Table whenever there are changes to any of the information contained within the table for their Member State. Member States should designate a person within their organisation as responsible for conducting these updates.

Given the operational information contained within it, access to the AMMR Transfer Table is restricted to Member States authorities. It can be accessed on the restricted area of the EUAA website in the EUAA Network of Member State authorities Member Area. Staff in Member State authorities may request access through their National Contact Points of the EUAA Network of Member State authorities.

Regarding the AMMR information referred to in Article 23 Implementing Regulation, 'by 20 December of each year at the latest, the Member States shall communicate to the other Member States and the Asylum Agency' ([37]) the relevant information for the following year by updating the relevant table in the Member States tab of the AMMR Transfer Table. Where there is recent or last-minute update that may affect a planned transfer, Member States may also alert the other Member States through DubliNet.

Recommendation 57. Ensure that all relevant staff have access to the AMMR Transfer Table

Member States should ensure that all relevant staff have access to the AMMR Transfer Table, which is stored on the EUAA AMMR Platform. Where access to the EUAA AMMR Platform or AMMR Transfer Platform is needed, the National Contact Point may request access by contacting AMMnet@euaa.europa.eu and providing the names and work email addresses of the persons concerned. Member States should also ensure that the relevant names and access details are included and kept up to date in the relevant fields of the Network Contact Table.

Recommendation 58. Communicate arrival-location information through the AMMR Transfer Table

To facilitate the organisation of AMMR transfers and to support the exchange of general information on transfer modalities, Member States should use the AMMR Transfer Table to communicate and keep the information up-to-date that must be made available to other Member States and to the EUAA pursuant to Article 23 AMMR Implementing Regulation.

([37]) Article 23(4), second subparagraph Implementing Regulation.

In particular, each Member State should ensure that its tab in the AMMR Transfer Table includes the following points, as a minimum.

- The list of 'all airports having direct regular scheduled flight connections between Member States and of all seaports with regular scheduled passenger ferry connections between Member States. The Member States may indicate the airports to which they prefer to receive transfers.' ([38])
- '[A]t least one airport to which transfers are to be carried out' in cases where 'the receiving Member State fails to confirm the reception of the standard form' or 'its availability…or fails to propose alternative locations or times' ([39]), together with the authority competent to receive persons at that airport (the default airport). Besides the default airport, other default options can be listed.
- '[T]he authorities and their address before which persons subject to voluntary transfers and transfers carried out by supervised departures [Type A]…are to appear upon arrival' ([40]). These location(s) should be ideally multiple and easily accessible to the applicant.
- '[T]he authorities and their address at the border or within the territory to which transfers carried out by land' ([41]) are to take place for transfers carried out by supervised departure Type B and transfers under escort.
- An indication, for each listed location, of whether it is available for transfers outside the standard 09:00–16:00 window during working days, and, optionally, further details in the comments column, such as the earliest and/or latest possible arrival time.
- Information on preferred arrival location for escorted medial cases.
- Information on whether a particular location is preferred for transfers involving the simultaneous transfer of several persons, organised and coordinated by the transferring Member State carried out as Type A and Type B transfers under escort:
- An indication, for each listed location, of dates of regional holidays that are not working days only.
- '[T]he dates of the national holidays of the following year.' ([42])

There is no need to specify which flight connections are available for each airport beyond the obligation to list airports with direct regular scheduled flight connections between Member States, nor to specify which particular Member States are connected to a given airport.

Member States should update this information without delay whenever changes occur, so that the EUAA consolidated list remains accurate and can be used efficiently by all Member States.

([38]) Article 23(1) Implementing Regulation.
([39]) Article 23(1), second subparagraph Implementing Regulation.
([40]) Article 23(2) Implementing Regulation.
([41]) Article 23(3) Implementing Regulation.
([42]) Article 23(5) Implementing Regulation.

7. Conducting transfers during crisis situations

Under the Dublin III Regulation ([43]) transfers were one of the aspects of the procedure that proved most susceptible to impact from external circumstances and crises. Multiple exceptional situations arose in the limited time since the creation in 2016 of the former EUAA Network of Dublin Units. The Syrian civil war, the COVID-19 pandemic and the large influx of Ukrainians following the Russian invasion of Ukraine are some of the main examples.

Although different crises can affect the organisation of transfers in different ways, they also have some common characteristics. At the beginning of the COVID-19 pandemic, the EUAA drafted an additional set of recommendations for transfers during the pandemic.

Lessons learned from the COVID-19 pandemic

No prior crisis has had such a fundamental impact on transfers as the COVID-19 pandemic. During the peak of the pandemic, transfers ceased almost entirely as Member States imposed strict travel restrictions (on all forms of travel) in an attempt to contain the pandemic.

The COVID-19 pandemic affected virtually every aspect of life in Europe, including the work and life of the staff of national authorities responsible for the organisation of transfers. Below is a list of key lessons regarding transfers learned from the pandemic.

Organisational aspects

- The pandemic had a significant impact on the number of available staff members as staff members also risked becoming infected and having to quarantine. In this respect, it is important to be prepared for staff shortages and limitations in the ability of staff to carry out tasks as efficiently as usual.
- When faced with high staff turnover, it is important to have a flexible training organisation that can quickly train new staff members as well as provide the necessary training sessions to enable existing staff members to carry out new tasks.
- If a considerable number of staff members are working remotely, the use of alternative modes of internal communication such as chat-apps or similar may facilitate internal communications.
- Allowing staff to borrow some of the technical equipment from the offices can help to ensure an efficient work environment during long, unanticipated periods of working from home.

([43]) Regulation (EU) 604/2013 of the European Parliament and of the Council of 26 June 2013 stablishing the criteria and mechanisms for determining the Member State responsible for examining an application for international protection lodged in one of the Member States by a third-country national or a stateless person (recast), (OJ L, 180/31, 29.6.2013), https://eur-lex.europa.eu/eli/reg/2013/604/oj/eng.

- Having in place provisions that allow staff to work from home some of the time makes a transition from partial work from home to full-time work from home much easier.
- Establishing clear workflows with all stakeholders that are normally involved with AMMR transfers, as well as new stakeholders, notably within the health sector, that need to be involved because of the pandemic can contribute to quick upscaling and maintaining efficiency.
- Providing regular updates to stakeholders on how the situation is evolving and its impact on AMMR transfers can help to strengthen internal cooperation. For instance, providing a table of COVID-19 transfer requirements in other Member States to the authorities in charge of conducting AMMR transfers can greatly facilitate their work.
- Ensuring that the information from the EUAA Network of Member State authorities and/or bilateral information from Member States or stakeholders is disseminated through the organisation to those that need it is particularly important in exceptional situations.
- To avoid becoming dependent on external service providers, it can be beneficial to set up a dedicated internal provision of key medical services such as testing.
- Ensure business continuity for DubliNet, including for remote working arrangements, as it must operate 24/7 and interruptions do not suspend deadlines.

Operational aspects

- Acquiring the consent from applicants to share medical data at an early stage can contribute to smoother procedures.
- Having sufficient stocks of medical supplies required for the participants in an AMMR transfer (masks, sanitiser, etc.) is essential for the safe organisation of transfers.
- Information provision measures should be devised to provide accurate and up-to-date information to applicants on the health regulations to follow.
- Ways should be devised to ensure that applicants to be transferred are exposed to a minimum number of contacts to minimise the risks of contagion during transfers.
- Maintaining centralised and up-to-date information on transfer restrictions and rules in the different Member States, transit airport and airlines is important to ensure efficiency.
- Conducting group transfers using charters can be an efficient way in conducting AMMR transfers even when faced with limited availability of regular flights.
- Even in crisis situations, contingency planning and early consultation should take into account that the transfer time limit is not automatically extended. Extension is only possible on the grounds exhaustively listed in Article 46(2) AMMR.
- Where public-health related exchange of health information is necessary for the transfer and reception, use the common health certificate (Annex VIII).
- In case of voluntary transfer and supervised Type A, ensure that the transfer decision (and the information exchanged prior to the transfer) clearly indicates the place where, and the date on which, the person is required to appear and monitor/report if the person did not appear within the set time limit.

- Ensure that a laissez-passer is issued where necessary, using the standard design established by the Implementing Regulation (Annex IX), and that any practical crisis-related constraints (e.g. reduced issuing capacity or travel restrictions) are anticipated early.
- Where crisis-related constraints make the planned transfer modality impracticable (e.g. flight cancellations), use early consultation to switch to another transfer modality and/or accept alternative modalities proposed by the receiving Member State in the standard transfer form (Annex V) to maintain compliance with the applicable time limits.
- Maintain up-to-date operational information on transfer locations and any crisis-related restrictions (including the 'default' location under Article 23(1), second subparagraph Implementing Regulation).

Where a situation of crisis or force majeure is formally addressed under the Crisis Regulation ([44]) and the Member State is authorised to apply the relevant measures, Member States should verify whether Article 12 Crisis Regulation applies. This article allows derogations from the AMMR time limits set out in Articles 39, 40, 41 and 46 (including the transfer time limit in Article 46(1)).

In addition, the Member States should verify, where relevant in a situation of extraordinary mass arrivals, whether Article 13 Crisis Regulation applies, which allows derogations affecting take back obligations under Article 36(1)(b) and Article 38(4) AMMR. If so, they should adapt transfer planning accordingly; otherwise, the standard AMMR/Implementing Regulation rules continue to apply.

([44]) Regulation (EU) 2024/1359 of the European Parliament and of the Council of 14 May 2024 addressing situations of crisis and force majeure in the field of migration and asylum and amending Regulation (EU) 2021/1147 (OJ L, 2024/1359, 22.5.2024), http://data.europa.eu/eli/reg/2024/1359/oj.

Annex 1. Minimum information in Annex V

Minimum information to be filled in the Annex V form
Part I
General information about the transfer ▪ Total number of persons covered by the current form ▪ Link with other cases (YES/NO) ▪ Transferring Member State (auto-generated) ▪ Reference number in the transferring Member State ▪ Eurodac number in the transferring Member State ▪ Receiving Member State (drop-down menu) ▪ Eurodac number in the receiving Member State (in case of take back) ▪ Transfer is organised based on (take charge / take back / relocation) ▪ Whether the person concerned is detained under Article 44(2) AMMR (YES/NO)
Part II
Detailed information about the modalities of the transfer ▪ Type of transfer ▪ Means/mode of transportation ▪ Location of arrival ▪ Date of transfer / arrival (as applicable) ▪ Estimated/planned time of arrival ▪ Authority where the person will appear upon arrival (where applicable) ▪ Confirmation of the modalities by the receiving Member State ▪ Alternative transfer option(s) proposed by the receiving Member State (where applicable) ▪ Decision by the transferring Member State to accept an alternative or proceed to the location in Article 23(1), second subparagraph AMMR (where applicable) ▪ Confirmation that the person arrived safely
Part III
Personal information about the person subject to transfer ▪ The person to be transferred will be in possession of (laissez-passer / other travel or ID document ▪ ID documents and/or other travel documents were handed back to the person concerned ▪ Assistance needed upon arrival (YES/NO) ▪ Information that is essential to safeguard the rights and any immediate special needs (YES/NO) ▪ Other relevant information for the person subject to transfer (YES/NO) ▪ Whether applicant has family member(s) who is/are also subject to this transfer YES/NO) ▪ Family member(s) under 6 years (YES/NO)
Part IV
Information in case of lack of response by the receiving Member State ▪ Date on which the transferring Member State will implement the transfer (calendar) ▪ Location to which the transfer will be implemented (selected from the list in Article 23(1), second subparagraph Implementing Regulation) ▪ Flight number or other identifiable reference for transfers not by airplane ▪ Time of arrival ▪ Details of the itinerary

Annex 2. Minimum information in Annex VI

Minimum information to be filled in the Annex VI form
Part I
I. Request of a transfer under Article 26(1)(a) ▪ Total number of persons to be transferred simultaneously (drop-down menu) ▪ Whether the persons to be transferred have special needs (YES/NO) ▪ If yes, description of the number of persons with special needs and the nature and character of those special needs (free text) ▪ Intended date for the transfer (to be selected from a calendar) ▪ Intended form of transportation (to be typed in: air, sea or land, and, if already known, the location of arrival) ▪ Reference number of the request (created by transferring Member State)
Part II
II. Reply to the request of a transfer under Article 26(1)(a) ▪ Confirmation / confirmation for a reduced number of persons / non-confirmation ▪ If confirmation: preferred location, preferred date(s) of arrival (if different from the one suggested by the transferring Member State) ▪ If confirmation for a reduced number of persons: number of persons to be included in the transfer (number cannot be below 10) ▪ If non-confirmation: indicate alternative type of transfer, including the necessary practical arrangements, such as location and date of the transfer(s) (free text)
Part III
▪ Total number of persons to be transferred simultaneously (drop-down menu) ▪ Date of transfer (to be selected from a calendar) ▪ Mode of transportation (to be selected) ▪ If plane: flight number and other relevant information about the itinerary, including whether a charter flight is used (free text) ▪ If train: relevant information about the itinerary (free text) ▪ If bus: relevant information about the itinerary, including whether a charter bus is used (free text) ▪ If boat/ferry: relevant information about the itinerary (free text) ▪ If other: relevant information about the itinerary (free text) ▪ Location of arrival ▪ Estimated time of arrival at destination (calendar + clock) ▪ Details of the escort (optional): name, surname, service, contact details ▪ Persons subject to the transfer (one line per person with information on): ▪ reference number of the transmission of the individual transfer standard form as set out in Annex V ▪ date of birth ▪ nationality ▪ gender ▪ travel requirements ▪ other relevant information.

Annex 3. Minimum information for Annex VIII

Minimum information to be filled in the Annex VIII form
Administrative details
▪ Date of issue (auto-generated) ▪ Transferring Member State (auto-generated) ▪ Reference number in the transferring Member State (auto-generated) ▪ Receiving/responsible Member State (drop-down menu) ▪ Reference number in the receiving/responsible Member State ▪ Eurodac number in the receiving/responsible Member State
Data identifying the person transferred
Data identifying the person transferred ▪ Family name (auto-generated) ▪ First name (auto-generated) ▪ Date and place of birth (auto-generated) ▪ Nationality(-ies) (auto-generated) ▪ Sex (drop-down menu) **Information regarding the transfer** ▪ Type of transfer (drop-down menu) ▪ Means of transfer (drop-down menu)
Part I
I. Information provided by the transferring Member State ▪ General evaluation of the person's health (drop-down menu) ▪ Whether the evaluation was provided by medical staff ▪ Medical diagnosis, ▪ Treatment (if applicable) ▪ Medication used (if applicable) ▪ Duration of treatment (if known) ▪ Whether treatment needs to continue upon arrival and until when ▪ Type of medical follow-up needed in the future (if known/necessary)
Part II
Information relevant during the transfer ▪ Whether the person is accompanied/assisted during the transfer and by whom (drop-down menu) ▪ Details on accompanying staff (if accompanied) ▪ Medical intervention/assistance required during the transfer (YES/NO) ▪ Whether the person is subject to medication that might influence/alter their state during transfer (YES/NO) ▪ Which medication (if applicable) ▪ Special needs during the transfer (if applicable)
Part III
Considerations to be taken into account upon arrival ▪ Medical assistance for special needs upon arrival (YES/NO)
Part IV
Consent of the person ▪ Consent of the person concerned ▪ If no consent, the applicable ground and justification
Any other comments:

Annex 4. Table on deadlines

Deadlines before the transfer

Transfer modality	Required action	Time limit
All transfer modalities	Prioritisation and preparation of cases	As early as possible
Voluntary transfers	Transmission of standard form	No more than 14 and no less than 7 days before the date by which the person is to appear
Transfers carried out by supervised departure – Type A (appearance before authority)	Transmission of standard form	No more than 14 and no less than 7 days before the indicated date
Transfers carried out by supervised departure – Type A (special needs or unaccompanied minors)	Transmission of standard form	At least 21 days before the indicated date
Transfers carried out by supervised departure – Type B (received by authorities)	Transmission of standard form	No more than 14 and no less than 7 days before the planned arrival
Transfers carried out by supervised departure – Type B (special needs or unaccompanied minors)	Transmission of standard form	At least 21 days before the planned arrival
Transfers carried out by supervised departure – Type B	Confirmation of availability or proposal of alternatives by receiving Member State	Within 5 days of receipt of the standard form
Transfers under escort – individual cases (special needs, security threat or unaccompanied minors)	Transmission of standard form	At least 21 days prior to the transfer
Transfers under escort – individual cases	Confirmation of availability or proposal of alternatives by receiving Member State	Within 5 days of receipt of the standard form
Transfers under escort – simultaneous transfer of 10 persons or more	Notification of intention	As soon as possible and at latest 21 days before the intended transfer date
Transfers under escort – simultaneous transfer of 10 persons or more	Transmission of individual standard forms	No more than 14 and no less than 7 days prior to the transfer

Transfer modality	Required action	Time limit
Transfers involving detained persons	Carrying out the transfer	As soon as practically possible and within 5 weeks of the acceptance of the take charge request or confirmation of the take back notification, or from the date when an appeal or review no longer has suspensive effect
Relocation transfers	Transmission of standard form	As soon as possible after notification of the transfer decision
Relocation transfers	Carrying out the transfer	Within 4 weeks of the confirmation by the contributing Member State or of the final decision on an appeal or review of a transfer decision with suspensive effect

Deadlines after the transfer

Transfer modality	Required action	Time limit
Voluntary transfers	Notification of arrival or non-appearance by receiving Member State	Within 7 days after expiry of the time limit for appearance
Transfers carried out by supervised departure – Type A	Notification of non-appearance	Within 7 days from the indicated date
Voluntary transfers and transfers carried out by supervised departure	Transfer deemed to have been carried out where no information is received	After 7 days
All applicable cases	Entry of arrival date in Eurodac	As soon as possible after actual arrival

Annex 5. Confirmation of arrival by transfer modality

Transfer modality	Is confirmation of arrival required?	Practical follow-up
Voluntary transfers	Yes	Confirm safe arrival or non-appearance
Transfers carried out by supervised departure – Type A	Yes	Confirm appearance or non-appearance
Transfers carried out by supervised departure – Type B	No	Person is received at the designated location
Transfers under escort – Type A and Type B	No	Arrival is confirmed through the escorts
Relocation transfers	Yes	Confirm the safe arrival or non-appearance to the benefitting Member State, the EUAA and the EU Solidarity Coordinator

Annex 6. What-if scenarios with more complex situations

Scenario 1. Minor ages out before transfer

Scenario
Person registered as a minor at first registration turns 18 before transfer (possibly after absconding/reappearance). Annex V may already have been sent as minor.

Legal reference
Responsibility criteria apply based on the situation at first registration (Article 24(2) AMMR).

Recommended approach

1. Do not re-open responsibility solely because the person turned 18 after registration; continue on the basis already established under Article 24(2) AMMR. This does not mean that all guarantees applicable to unaccompanied minors continue automatically after the person has become an adult.
2. Update transfer planning to reflect the current factual situation (that the person is now legally an adult), while still considering any vulnerability/needs identified when the person was a minor. The transfer modality may be reassessed accordingly, including the possibility of voluntary transfer where the conditions are met.
3. If Annex V was already sent, send an updated Annex V and/or DubliNet written correspondence correcting age and any practical implications for reception on arrival. The applicable notification period should follow the selected transfer modality.
4. If the person absconded/reappeared, record the relevant dates and circumstances and, where applicable, apply the AMMR rules on extension of transfer time limits linked to absconding, reflecting this in the transfer documentation.
5. Where an unaccompanied minor reaches the age of 18 before the transfer takes place, the responsibility determination remains based on the situation existing when the application for international protection was registered. The fact that the person has reached majority age before the transfer does not, in itself, require responsibility to be reassessed under the AMMR.

The applicant must benefit from the procedural rights and safeguards applicable to unaccompanied minors under the AMMR until turning 18. However, from the moment the applicant turns 18, and following an individual assessment, the transfer may be carried out as a voluntary transfer, where this is considered appropriate and proportionate in light of the person's age and circumstances at the time of the transfer.

In such cases, the transferring Member State should indicate in the standard form that the person is not an unaccompanied minor, as this field is intended to reflect the factual situation at the time of the transfer. Where necessary to avoid any misunderstanding, the transferring Member State may provide additional explanations in the DubliNet communication transmitting the standard form.

Scenario 2. Child with health needs, one parent does not consent to sharing health data

Scenario
A child to be transferred has health needs requiring arrangements on arrival. One parent consents to the exchange of the child's health data but the other parent does not (or objects), and the transfer is approaching.

Legal reference
Health data may be transmitted only with the explicit consent of the applicant or of their representative, or under the exceptions in Article 50(2) AMMR (public health/security, or vital interests where the person is physically/legally incapable of consenting). The exchange must be done via the common health certificate (Annex VIII to the Implementing Regulation).

Recommended approach

1. Clarify whether the child's health information can be shared on the basis of explicit consent by the child's representative.
2. If there is disagreement between parents (one consents, one refuses), verify who is legally entitled to act as the child's representative for providing consent for the transmission of the child's health data.
3. Where valid consent by the child's representative cannot be obtained, assess whether an exception as laid down in Article 50(2) AMMR applies and record the justification in Annex VIII.
4. If neither valid consent nor an exception laid down in Article 50(2) AMMR applies, do not transmit medical details. Instead, limit information to practical, non-medical arrangements strictly necessary for safe reception (e.g. assistance needed on arrival), without sharing health data in accordance with Recommendation 9.
5. In all cases, ensure that any health data exchanged is limited to what is necessary for the sole purpose of medical care/treatment and is exchanged only between health professionals as required by Article 50(1) and (4) AMMR.

Scenario 3. Safeguarding concerns (including domestic violence), separation / separate accommodation

Scenario
Indications of domestic violence or other safeguarding concerns mean that family members should not be accommodated together on arrival and/or that transfer planning requires separate hand-over or reception arrangements. This may be necessary, in particular, where separation measures are required in the best interests of the child.

Legal reference
Apply the case-by-case approach under Recommendation 4 (family unity / best interests of the child). Where minors are involved, best interests assessments must take into account safety risks (including risk of violence/exploitation), and separation measures may be necessary to protect the child's best interests.

Recommended approach

1. Identify whether the available information indicates credible safeguarding concerns (including domestic violence) and whether joint travel/reception arrangements could expose a child or other family member to harm or undermine safeguarding plans or separation measures.
2. Carry out a case-by-case assessment focused on the child's best interests and document the rationale for any separation measure.
3. Coordinate internally with child-protection/safeguarding actors (and, where relevant, competent police/security authorities) to define safe practical arrangements (e.g. separate travel, staggered arrival times, separate hand-over points, separate reception on arrival).
4. Consult the receiving Member State as early as possible to agree the practical arrangements needed to ensure separate reception and immediate implementation of safeguarding measures upon arrival.
5. Share only the information that is strictly necessary to organise safe reception and implement safeguarding measures. Limit sensitive details to a need-to-know basis and use appropriate secure channels where required.
6. Record the safeguarding assessment, the agreed separation measures and the practical arrangements in the case file and reflect the operationally necessary elements in the transfer documentation (without including unnecessary sensitive details).

Scenario. 4 Potential victim of trafficking before transfer

Before a transfer is carried out, the transferring Member State identifies reasonable grounds or indications that the person concerned may be a victim or potential victim of trafficking in human beings. The person should be treated as a presumed or potential victim for the purpose of referral, assistance and relevant safeguards, without waiting for formal identification as a victim. The person may require safe reception arrangements, continuity of support or protection against re-trafficking.

Legal reference

Articles 48 and 50 AMMR; Article 29 and Annexes V and VIII to the Implementing Regulation; Article 11(4) of Directive 2011/36/EU (the Trafficking Directive) ([45]) as amended by Directive 2024/1712 ([46]); recitals 15 and 20 of Directive 2024/1712.

([45]) Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA (OJ L 101, 15.4.2011), https://eur-lex.europa.eu/eli/dir/2011/36/oj/eng.

([46]) Directive (EU) 2024/1712 of the European Parliament and of the Council of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims (OJ L, 2024/1712, 24.6.2024), https://eur-lex.europa.eu/eli/dir/2024/1712/oj/eng.

Recommended approach

1. Do not treat the fact that the person is an identified or potential victim of trafficking as automatically preventing the transfer. Assess whether the transfer can be carried out safely and without exposing the person to a real risk of re-trafficking or serious fundamental rights violations, taking into account the person's individual protection and support needs and whether these can continue following the transfer.
2. Include in Annex V only the information necessary for the receiving Member State to prepare safe reception and continuity of assistance, for example the need for referral to competent anti-trafficking services, safe reception arrangements or measures to avoid contact with persons linked to exploitation.
3. Do not include unnecessary details of the trafficking experience in Annex V. Information should be adequate, relevant and limited to what is necessary for the transfer and reception arrangements.
4. Where the information concerns physical or mental health, use Annex VIII and apply the consent rules under Article 50 AMMR. Lack or refusal of consent to transmit health data does not, in itself, prevent the transfer. Where the information is linked to referral to trafficking-specific assistance and support, such a referral should be handled in accordance with Article 11(5) Trafficking Directive, as amended by Directive (EU) 2024/1712.
5. Where cross-border referral to anti-trafficking support is needed, involve the national referral mechanism or the focal point for cross-border referral of victims in accordance with Article 11(4) Trafficking Directive, as amended by Directive (EU) 2024/1712, in accordance with national procedures and data-protection requirements, including safeguards on secondary victimisation and the best interests of the child when children are involved.

Scenario 5. Indications spouses/partners are no longer staying together, plan transfers separately

Scenario

Before the transfer takes place, there are indications that spouses/partners (or family members registered together) are no longer staying together (e.g. separate addresses, consistent statements from the persons concerned or other objective information). The transfer was initially planned as a joint family transfer.

Legal reference

The AMMR definition of family member covers the spouse/unmarried partner in a stable relationship (where the family existed before arrival on the territory) and aims to avoid separating family members where the family situation exists. Where the factual family situation has changed, transfer arrangements should be adjusted on a case-by-case basis.

Recommended approach

1. Identify the indications suggesting the spouses/partners (or family members registered together) are no longer staying together and assess whether joint transfer/reception arrangements still reflect the current factual situation (avoid assuming ongoing family unity where information indicates otherwise).
2. Where appropriate, carry out a case-by-case assessment of whether to organise the transfers separately, taking into account the overall family situation and any safeguarding considerations (and, where minors are involved, the best interests of the child).
3. Consult the receiving Member State to align practical arrangements (e.g. separate hand-over/reception arrangements, separate accommodation needs, sequencing of transfers if necessary).
4. Update the transfer communications/forms accordingly (e.g. avoid presenting the persons as travelling as one family unit where this no longer reflects the factual situation, transmit updated practical arrangements via DubliNet).
5. Record the basis for the chosen approach (joint vs separate planning), the information relied on (dates, statements, objective indications), and the agreed arrangements with the receiving Member State in the case file

This scenario concerns factual separation. Cases involving confirmed divorce/legal separation and potential impact on responsibility fall outside the scope of these transfer recommendations.

Scenario 6. One family member is in detention, impact on transfer planning and timelines

Scenario

A family is planned for transfer, but one family member is detained (either for the purposes of transfer or on other grounds). The other family members are not detained. The question is how to plan the transfers (together vs separately) and how to manage different applicable timelines.

Legal reference

- Detained person: where a person is detained, the transfer must be carried out as soon as practically possible and within five weeks of the (i) acceptance/confirmation, or (ii) when an appeal/review is no longer suspensive (Article 45(3) AMMR).
- Extension linked to imprisonment: the six-month transfer time limit may be extended up to one year if the transfer could not be carried out due to imprisonment (Article 46(2) AMMR).
- Operational forms: Annex V includes fields to flag detention / timeline extensions (including where the person is imprisoned / person is detained) (Annex V to the Implementing Regulation).

Recommended approach

1. Clarify the detention situation for each family member (who is detained, on what basis, and whether this triggers the special five-week rule for detained applicants under Article 45 AMMR). Record the relevant dates.
2. Map the applicable timelines per person. Detained person, five weeks (Article 45(3) AMMR), non-detained family members, six months (Article 46(1)) AMMR, unless other rules apply.
3. Assess case-by-case whether transfers can realistically be carried out together (family unity / best interests where children are involved) or whether separate transfers are operationally necessary due to detention constraints. Keep the assessment on file.
4. If separation is necessary, plan it explicitly and early. Consult the receiving Member State to agree the practical arrangements (separate reception / hand-over, accommodation needs, sequencing).
5. If a person is imprisoned in a way that prevents transfer, consider the Article 46(2) AMMR extension (up to one year) only where the transfer could not be carried out due to imprisonment, and document why it was not feasible. Reflect this in the transfer documentation (Annex V fields on extension/imprisonment).
6. Use Annex V to flag detention status and any timeline-extension elements and ensure internal monitoring recognises that different family members may run on different clocks.

Scenario 7. Transfer carried out by supervised departure Type A, no information within 7 days / positive confirmation of non-arrival

Scenario

A transfer carried out by supervised departure Type A is organised (the person is instructed to appear before an authority in the receiving Member State). After the scheduled date: (a) no information is received from the receiving Member State or (b) a positive confirmation is received that the person did not arrive / did not appear.

Legal reference

If no information on safe arrival or non-appearance is received within 7 days in a transfer carried out by supervised departure Type A where the person must appear before an authority, the transfer is considered carried out (Article 25(6) Implementing Regulation).

Recommended approach

1. Before departure, ensure that the arrangements for the transfer carried out by supervised departure Type A (appearance authority, date/time/place and any assistance on arrival) are clearly communicated in the transfer documentation/communications.
2. After the scheduled date, monitor incoming communication from the receiving Member State on safe arrival or non-appearance and record any message received (including date/time).
3. If no information is received, calculate and record the seven-day period from the scheduled appearance date and set an internal alert for expiry.

4. If no message is received within 7 days, treat the transfer as considered carried out (Article 25(6) Implementing Regulation) and proceed with the usual post-transfer steps (including closure/updates as applicable).
5. If a positive confirmation is received that the person did not arrive / did not appear, record it and clarify (with the receiving Member State and, where relevant, the person concerned/representative) whether the non-appearance was due to reasons beyond the person's control (e.g. missed connection, carrier disruption, medical incident during travel, force majeure, incorrect appearance instructions). Where this is the case, re-organise the transfer as soon as possible, using updated practical arrangements and communications (including updated timings/appearance details where needed).
6. Where the receiving Member State informs the transferring Member State within the seven-day period that the person did not appear before the designated authority by the indicated date and time, the transfer should not be treated as considered carried out under Article 25(6) Implementing Regulation. The transferring Member State should record the non-appearance and assess the appropriate follow-up. Non-appearance should not be automatically treated as absconding, this should be assessed on the basis of the available information. Where this information indicates that the person has absconded, the transferring Member State should inform the receiving Member State of the absconding and apply the relevant rules on extension of the transfer time limit under Article 46(2) AMMR.

Scenario 8. Complex medical needs requiring immediate measures upon arrival (e.g. dialysis)

Scenario

The person to be transferred has complex medical needs requiring immediate measures upon arrival in the receiving Member State (e.g. dialysis, oxygen therapy, immediate specialist appointment). Transfer planning depends on timely confirmation of reception arrangements and continuity of care.

Legal reference

- Where the receiving Member State must take immediate measures due to the person's special needs, the standard transfer form must be transmitted at least 21 days before the transfer (Article 25(1) Implementing Regulation).
- Health data may be transmitted only with explicit consent (or representative consent) or under the exceptions in Article 50(2) AMMR and must be limited to what is necessary. Health data exchange is done via the common health certificate (Annex VIII to the Implementing Regulation) (Article 50(1), (2) and (4) AMMR).

Recommended approach

1. Identify early whether the person has medical needs requiring immediate measures upon arrival (e.g. dialysis schedule) and whether transfer planning depends on confirmed reception/continuity arrangements.

2. Transmit the standard transfer form at least 21 days in advance and clearly indicate that immediate measures are required upon arrival (including the practical arrangements needed).
3. If medical details must be shared to enable continuity of care, complete and transmit Annex VIII in line with consent/exception rules. If consent is not available and no exception applies, limit information to practical, non-medical arrangements strictly necessary for safe reception (consistent with Recommendation 9).
4. Request prompt confirmation of the practical arrangements needed for immediate care (e.g. reception point arrangements compatible with medical needs. Confirmation that appropriate medical follow-up can be ensured on arrival). Where necessary for urgent practical arrangements, follow up through the appropriate channels while keeping sensitive health information restricted to the lawful channels/forms.
5. If confirmation is delayed or arrangements cannot be ensured safely, reassess the planned transfer date/modality (including postponement where necessary) to avoid interrupting essential treatment. Document the rationale and update the receiving Member State via DubliNet.
6. Record the medical-planning timeline (date needs identified, date forms sent, consent/exception basis, confirmations received, final arrangements) in the case file for auditability and deadline management.

Scenario 9. Planned land transfer under escort due to aggressive behaviour, receiving Member State does not accept / use of default airport

Scenario
A transfer is planned by land (e.g. due to aggressive/disruptive behaviour and the need for escort). The receiving Member State indicates it cannot accept the proposed land reception point/time (or remains inactive), and the transferring Member State needs to proceed using the default airport fallback.

Legal reference

- Member States must communicate the authorities/addresses to which land transfers (supervised Type B and under escort) may take place (Article 23(3) Implementing Regulation).
- Where the receiving Member State fails to confirm availability or propose viable alternatives within 5 days (for supervised Type B and for transfers under escort), the transferring Member State must carry out the transfer to the location communicated as the default airport under Article 23(1), second subparagraph Implementing Regulation, and no further consultations are necessary (Articles 25(5) and 26(3) Implementing Regulation).
- Annex V contains a dedicated part for situations of lack of response by the receiving Member State (selection of default airport and implementation details).

Recommended approach

- Confirm that the planned land transfer under escort is to a reception authority/location communicated under Article 23(3) Implementing Regulation, and that the practical arrangements are reflected in the standard transfer form (Annex V).
- In the case of escorted transfers, the receiving Member State is informed through Annex V.
- If the receiving Member State proposes alternatives (location/time/modality), assess whether these are viable operationally. If not viable, record why and prepare to use the default airport option (no further consultations required).
- If the receiving Member State fails to confirm availability or propose alternatives within five days of the receipt of the standard form, implement the transfer to the default airport communicated under Article 23(1), second subparagraph Implementing Regulation.
- Communicate through the same standard transfer form (Annex V) that the transfer will take place to the default airport and indicate the date/time of arrival (using the Annex V section for lack of response, where applicable).
- Adjust the operational plan accordingly (route/means of transport, escort planning, hand-over arrangements at the default airport authority) and ensure only necessary practical/security information is transmitted through the appropriate channels.
- Record the timeline (date standard form sent/received, expiry of five-day period, decision to use default airport, date/time/location implemented) in the case file for auditability and deadline management.

Annex 7. Transfer organisation checklist

Preliminary assessment

- ☐ (Check Eurodac alerts to see if there is a shift of responsibility) Transfer decision enforceable
- ☐ No legal or procedural obstacles identified
- ☐ Individual circumstances assessed (e.g. special needs, medical or security considerations)
- ☐ Family unity and the best interests of the child considered, where applicable
- ☐ Screening form and other relevant information reviewed
- ☐ Appropriate transfer modality selected (include link to figure outlining the considerations for choosing the transfer modality)

Preparation and prioritisation

- ☐ Case prioritised where required (e.g. unaccompanied minors, family cases, cases involving vulnerability)
- ☐ Time limits verified and monitored
- ☐ Internal stakeholders coordinated

Notification and information exchange

- ☐ Receiving Member State notified using the appropriate standard form
- ☐ Notification sent within the applicable time limits for the chosen transfer modality
- ☐ Practical arrangements clearly indicated (e.g. modality, date, time, location)
- ☐ Special needs and/or specific arrangements communicated
- ☐ Where relevant, health information transmitted using the common health certificate, after explicit consent has been obtained
- ☐ Transit Member State informed and consent obtained, where applicable
- ☐ DubliNet used for all case-related exchanges

Information to the applicant

- ☐ Transfer decision notified and reasons underlying it explained
- ☐ Applicant informed of applicable time limits, obligations and consequences of non-compliance and available legal remedies
- ☐ Transfer modality and practical arrangements explained
- ☐ Information and instructions provided in a clear and comprehensible manner, ensuring that they are understood by the applicant

Documents and travel arrangements

- ☐ Personal and relevant documents transferred to the receiving Member State
- ☐ Laissez-passer (Annex IX) issued and verified, where required
- ☐ Travel arrangements confirmed (e.g. tickets, routing)
- ☐ Escorts or medical support arranged, if needed

Day of the transfer

- ☐ Applicant is available and fit to travel
- ☐ Escorting officers, carrier staff or other accompanying personnel briefed, where applicable, on transfer arrangements, handover procedures, document handling, medical or security considerations and emergency contact points
- ☐ Medical and security measures implemented as planned

After the transfer

- ☐ Arrival or non-appearance information exchanged, within the applicable time limits, where required
- ☐ Eurodac updated without delay following arrival
- ☐ Transfer recorded and case closed in national systems

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