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3697th Council meeting

Justice and Home Affairs

Luxembourg, 6 and 7 June 2019

Presidents Ana Birchall

Romanian Vice Prime Minister, Minister for Justice ad-

interim

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[•] Where declarations, conclusions or resolutions have been formally adopted by the Council, this is indicated in the heading for the item concerned and the text is placed between quotation marks.

[•] Documents for which references are given in the text are available on the Council's internet site (http://www.consilium.europa.eu).

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ITEMS DEBATED

JUSTICE

Regulation on assignments of claims

The Council took note of the report summarising the progress made at technical level on the regulation on assignments of claims (9562/19).

This proposal is part of the capital markets union (CMU) launched in 2015 and its main objective is to ensure greater legal certainty for investors in cross-border transactions in claims.

In this respect, the new rules will clarify according to which law disputes are to be resolved. The Commission has proposed, as a general rule, that the law of the country where creditors ('assignors') have their habitual residence would apply, regardless of which member state's courts or authorities examine the case. However, in the Commission's proposal, the law of the assigned claim applies to the following two specific claims, which are exempted from the general rule:

- cash on the account of a credit institution (e.g. a bank, where the consumer is the creditor and the credit institution is the debtor); and
- claims derived from financial instruments, such as derivatives.

In addition, for securitisation transactions, the Commission proposes a choice between the law of the assignor and the law of the assigned claim.

The assignment of a claim refers to a situation where a creditor transfers the right to claim a debt to another person in exchange for a payment. This system is used by companies to obtain liquidity and access credit. At the moment, there is no legal certainty as to which national law applies when determining who owns a claim after it has been assigned in a cross-border case, because no uniform Union conflict-of-law rules have been adopted on the law applicable to the third-party (or proprietary) effects of assignments of claims.

The European Parliament confirmed its position on the proposed regulation on 13 February 2019.

Digitalisation of judicial cooperation in civil and commercial matters

Ministers debated the issue of the digitalisation of judicial cooperation in civil and commercial matters in the framework of the revision of the regulations on the service of documents and on the taking of evidence (9566/19).

The presidency concluded that the Council confirmed the need to modernise our processes when it comes to judicial cooperation in civil and commercial matters. The presidency noted the preference expressed for a decentralised and secured IT system. It added that ministers could accept a mandatory use of the system only with certain conditions, including a longer transition period and with a back-end reference system to be provided by the Commission. A list of needed exceptions will also have to be reflected upon. Finally, the presidency noted that e-CODEX could be the software solution to be used for that purpose. Further work will have to be conducted at technical level.

The current regulation on the service of documents has put in place a fast, secure and standardised transmission procedure for documents in civil or commercial matters between courts and other parties located in different EU countries. The 2001 regulation on cooperation between the courts of the member states in the taking of evidence in civil or commercial matters is meant to provide a framework for cross-border judicial assistance between EU countries by facilitating the collection of evidence across borders.

The key common objective of the revision of both regulations, in addition to a number of other improvements, is to address the need for modernisation, in particular through digitalisation and the use of IT, of cross-border exchanges between courts, authorities and agencies in relation to the taking of evidence and service of documents, while strengthening procedural safeguards.

E-CODEX is an IT system developed with EU financial support by a consortium of member states over a period of almost 10 years. E-CODEX is currently used for the following: the business registers interconnection system (BRIS); the interconnection of national insolvency registers; and the e-evidence digital exchange system (in criminal matters).

For more information:

<u>Commission press release - Commission proposes to modernise and digitalise EU civil judicial cooperation</u>

The future of EU substantive criminal law

Ministers were invited to debate on the future of EU substantive criminal law based on a report (9726/19) presented by the Romanian presidency.

Member States supported the conclusions of the report, with a number of delegations also highlighting the need to take good care of the implementation of existing legislations.

The report aims to feed into the reflection process on further developing the regulatory framework in the field of EU substantive criminal law. It does not aim to be a list of requirements by member states as needs may further evolve over the coming years. Instead, the objective is to refresh the Council's assessment of the advisability of introducing further criminal provisions in new areas. This is without prejudice to the Commission's right of initiative.

In preparing the report, the presidency focused on the following issues:

- defining areas where it could be necessary to broaden the regulatory framework
- defining areas of substantive criminal law instruments where it could be necessary to further harmonise the sanctioning system
- the need to develop a common understanding of terms that are regularly used
- analysis of the current application of the regulatory framework

Based on questionnaires answered by member states and expert discussions, the report concludes that, while a specific focus should be given to ensuring the effectiveness and quality of the implementation of existing EU legislation, it may be worth continuing the reflection process on the need to further legislate on some common definitions and/or on some new specific areas.

In recent decades, the European Union has steadily built up its legislation in the area of substantive criminal law. In this respect, the Treaty of Lisbon (2009) provides the EU with new legal bases on which to legislate in the field of substantive criminal law. This is notably the case in the area of serious crime with a cross-border dimension, where the Treaty expressly provides for the establishment of minimum rules concerning the definition of offences and sanctions.

Such common minimum rules on substantive criminal law have made it easier to apply the principle of mutual recognition and allowed for the approximation of sanctions and common definitions of certain offences. They have also provided the EU with appropriate tools to respond to global challenges (notably the fight against terrorism and its funding, and organised crime).

Among the legislation adopted in the area of substantive criminal law in the last few years, one can find, for example, the directive on preventing and combating trafficking in human beings (2011), the directive on combating terrorism (2017), the directive on freezing and confiscation of assets (2014) and the directive on combating money laundering (2018).

For more information:

European Commission - portal on criminal justice

The way forward in the field of mutual recognition in criminal matters

Ministers exchanged views on the way forward in the field of mutual recognition in criminal matters on the basis of a report prepared by the Romanian presidency (9728/19).

The objective of the presidency report is to give an overview of the challenges of the current EU legal framework in the field of judicial cooperation in criminal matters, in order to gauge what has been achieved so far, assess whether there are any deficiencies or gaps, and examine how these could be addressed in an efficient manner.

The report focuses on four areas on which ministers were asked to comment:

- a) challenges encountered in the application of the criteria set out in the Aranyosi judgment or in the application of grounds for non-recognition in the mutual recognition instruments;
- b) training and guidance on mutual recognition instruments;
- c) identification of gaps in the application of mutual recognition instruments and possible solutions to fill these gaps;
- d) enhancing the institutional framework which allows for a proper functioning of judicial cooperation in criminal matters at EU level, and making comprehensive use of this institutional framework.

Judicial cooperation in criminal matters in the EU is based on the principle of mutual recognition of judgments and judicial decisions as outlined by the European Council of Tampere in 1999. The efficient application of this principle is largely based on mutual trust between judicial authorities.

Since 1999, the EU has had a comprehensive legal framework in the area of judicial cooperation in criminal matters, founded on shared values regarding the rule of law and fundamental rights. This framework includes instruments such as the European arrest warrant, the European investigation order and the legislation on the mutual recognition of freezing and confiscation orders. Once adopted, the regulation on European production and preservation orders for electronic evidence will further complement the EU "tool box" in criminal matters.

In December 2018, the Council adopted conclusions on mutual recognition in criminal matters (14540/18). The objective of these conclusions was to support efforts to foster and enhance cooperation and mutual trust between judicial authorities by setting out a number of practical measures to be taken.

For more information:

Press release following the informal meeting of justice ministers in Innsbruck

Press outcome of the JHA Council - October 2018

Commission website: mutual recognition of judgments

Conclusions on the synergies between Eurojust and the networks established by the Council in the area of judicial cooperation in criminal matters

The Council adopted conclusions (9643/19) to encourage Eurojust and the networks established by the Council in the area of judicial cooperation in criminal matters to further develop the coordination and synergies between them. To this end, the conclusions will endorse the possibilities and proposed line of action described in a joint paper prepared by Eurojust and four networks established by the Council.

The conclusions also touch upon the issue of financial resources for Eurojust and, by extension, for the networks. These resources should be sufficient to allow them to carry out their activities properly. Finally, the conclusions address the possibility of establishing a lean secretariat for the European Judicial Cybercrime Network (EJCN).

Eurojust and four networks established by the Council, namely the European Judicial Network (EJN), the "Genocide network", the joint investigation teams (JITs) network and the European Judicial Cybercrime Network (EJCN), play a vital role in the area of cooperation in criminal matters. While the coordination and synergies between them have improved considerably in recent years, there still seems to be room for further improvement in this regard.

Eurojust (the European Union Agency for Criminal Justice Cooperation) was created in 2002. It was set up to improve the coordination and cooperation between member states in investigations and prosecutions. It deals with serious cross-border and organised crime.

The European Judicial Network in criminal matters (EJN) is a network of national contact points for the facilitation of judicial cooperation in criminal matters. The contact points assist by establishing direct contacts between competent authorities and by providing the legal and practical information necessary to prepare an effective request for judicial cooperation or to improve judicial cooperation in general.

The European Judicial Cybercrime Network (EJCN) was established to foster contacts between practitioners specialised in countering the challenges posed by cybercrime, cyber-enabled crime and investigations in cyberspace, and to increase the efficiency of investigations and prosecutions.

The network of national experts on joint investigation teams (JITs network) was established to facilitate the work of practitioners. The JITs network primarily encourages the use of JITs, facilitates their setting up, and contributes to the sharing of experience and best practice. A joint investigation team (JIT) is a team consisting of judges, prosecutors and law enforcement authorities of several states, established for a fixed period and a specific purpose by way of a written agreement, to carry out criminal investigations in one or more of the involved states.

The European network of contact points in respect of persons responsible for genocide, crimes against humanity and war crimes, known as the "Genocide network", aims to ensure close cooperation between the national authorities in investigating and prosecuting the crime of genocide, crimes against humanity and war crimes.

For more information:

Eurojust website

EJN website

European Public Prosecutor's Office (EPPO regulation)

Justice ministers were informed by the Commission on the state of play of the implementation of the EPPO regulation (9548/19).

The EPPO will have the authority, under certain conditions, to investigate and prosecute EU fraud and other crimes affecting the Union's financial interests. It will bring together European and national law-enforcement efforts to counter EU fraud. So far, 22 member states have formally decided to join the EPPO.

The EPPO central office will be based in Luxembourg. The date on which the EPPO will assume its investigative and prosecutorial tasks will be set by the Commission on the basis of a proposal from the European Chief Prosecutor once the EPPO has been set up. This date will not be earlier than three years after the entry into force of the regulation.

For more information:

Council press release on the agreement on the EPPO regulation

Commission Q&A on the EPPO

Negotiating mandates for the second additional protocol to the Budapest Convention and for an agreement between the EU and the US on facilitating access to e-evidence

The Council adopted the two negotiating mandates presented by the Commission on 5 February:

- EU-US agreement on cross-border access to e-evidence for the purpose of judicial cooperation in criminal matters (9114/19, 9666/19).
- negotiations on a Second Additional Protocol to the Council of Europe Convention on Cybercrime (9116/19, 9664/19).

For more information, see <u>press release</u>.

Data retention for the purpose of fighting crime

The Council adopted conclusions on the way forward with regard to the retention of electronic communication data for the purpose of fighting crime ($\frac{9663}{19}$).

For more information, see press release.

Any other business

Current legislative proposals

The presidency updated the Council on the state of play of a number of legislative proposals (9693/19).

Actions against judges and prosecutors

The Lithuanian delegation informed the Council about the actions taken by the Russian Federation against Lithuanian officials in relation to the 13 January 1991 case.

Work programme of the incoming presidency

The Finnish delegation informed the Council of the work programme of the incoming Finnish Presidency in the area of Justice. This includes launching thematic discussions on future developments in the field of justice, safeguarding the rule of law, democracy and human rights as the EU's common values, and ensuring the role of justice in the security chain. Work will continue on the pending legislative files.

For more information: Finland presidency website

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HOME AFFAIRS

Law enforcement cooperation

Ministers began discussions on the **future of EU policy in the area of internal security** and, in particular, law enforcement cooperation.

Ministers expressed converging views on a number of possible areas for action, including:

- effective implementation of existing legislation and, in particular, the recently agreed interoperability framework
- improving data connection and analysis
- pooling resources in research and innovation and building a joint innovation lab, to make the most of the opportunities new technologies offer and improve the fight against new forms of crime
- working on a stronger framework for operational cooperation
- ensuring a sustainable financial outlook and investment in innovation for internal security,
 and in particular providing the relevant EU agencies with the resources needed to fulfil
 their tasks, e.g. Europol

The discussion will be continued in more detail during the upcoming Finnish Presidency of the Council.

The EU fight against organised crime (background information)

Response to the terrorist threat and recent terrorist attacks in Europe (background information)

IT systems in the area of freedom, security and justice (background information)

Counter-terrorism cooperation¹

Ministers were updated, in the presence of the Counter Terrorism Group (CTG), on cooperation between competent authorities dealing with counter-terrorism. The Counter Terrorism Group is an informal group outside the EU framework that includes the security services of the 28 EU member states, Norway and Switzerland.

Migration and asylum

Ministers had an exchange of views on the **future of EU migration and asylum policy**. On the basis of this exchange, discussions will continue within the Council over the coming months. The debate covered both internal and external aspects of the EU comprehensive approach to migration, including cooperating with international partners, reducing incentives for illegal migration through effective returns, fighting smuggling networks and reforming the common European asylum system.

Over lunch, ministers exchanged views on future **global developments in the area of migration**, in the presence of the UN High Commissioner for Refugees and the Director General of the International Organization for Migration.

Return directive

The Council agreed on a partial negotiating position on the revised return directive. The aim of the proposed new rules is to speed up return procedures, prevent absconding and secondary movements, and increase the rate of returns. This position covers all aspects of the proposed revision apart from the provisions on the border procedure for returns. This is because the scope of this procedure is defined by the Asylum Procedure Regulation, which is currently under discussion.

For more information, see <u>press release</u>.

How the EU manages migration flows (background information)

¹ Exceptionally, in the presence of the Schengen associated states

Multiannual financial framework sectoral proposals

The Council today reached partial general approaches on three sectoral home affairs proposals in the context of the multiannual financial framework (MFF) for the period 2021-2027: the asylum and migration fund, the instrument for financial support for border management and visa and the internal security fund.

Budget-related and horizontal issues which are currently being discussed as part of the negotiations on the EU's next MFF, as well as issues clearly linked to the common European asylum system reform package, fall outside the scope of the agreements.

For more information, see <u>press release</u>.

Multiannual financial framework: shaping EU expenditure (background information)

Any other business

Implications of 5G in the area of internal security

The EU Counter Terrorism Coordinator updated ministers on the implications of 5G in the area of internal security (8983/19).

Actions against judges and prosecutors

The Lithuanian delegation informed the Council about the actions taken by the Russian Federation against Lithuanian officials in relation to the 13 January 1991 case.

Current legislative proposals

The presidency updated the Council on the state of play of a number of legislative proposals (9693/19).

Salzburg ministerial conference

The Slovenian delegation briefed ministers on the results of the Salzburg forum ministerial meeting, which took place in Portorož, Slovenia, on 28-29 May. For more information, see joint declaration.

 Ministerial conference on 'migration challenges along the Eastern Mediterranean and Western Balkan route'

The Austrian delegation presented the outcome of the ministerial conference on "Migration challenges along the Eastern Mediterranean and Western Balkan route", which was held in Vienna on 3 May.

Work programme of the incoming Presidency

The Finnish delegation informed the Council of the work programme of the incoming Finnish Presidency in the area of Home Affairs. This includes launching thematic discussions on the future of internal security, responding to changing internal security threats, promoting a comprehensive approach to managing migration and improving border management. Work will continue on the pending legislative files.

MIXED COMMITTEE

The Council in the Mixed Committee format (the EU plus Norway, Iceland, Liechtenstein and Switzerland) discussed the following items:

Return directive

See above

 Multiannual financial framework - instrument for financial support for border management and visa

See above

Any other business

The presidency updated the Mixed Committee on the state of play of a number of legislative proposals (9693/19).

Norway presented the results of the ministerial forum for member states of the Schengen area with external land borders, which took place in Kirkenes (Norway) on 20-22 May.

For more information, see joint statement

Ministers were informed by the Commission on the implementation of interoperability.

OTHER ITEMS APPROVED

JUSTICE AND HOME AFFAIRS

Visa code amendments

The Council adopted amendments to the visa code regulation which will improve conditions for legitimate travellers, as well as increase the tools available to respond to the challenges posed by illegal migration (PE-CONS 29/19).

For more information, see <u>press release</u>.

Security of ID documents

The Council adopted a regulation which will ensure that identity cards of EU citizens and residence documents issued to EU citizens and their non-EU family members are more secure (<u>PE-CONS</u> <u>70/19</u>). The new rules will improve the security of ID cards by introducing minimum standards both for the information contained in them and for security features common to all member states that issue such documents.

For more information, see <u>press release</u>.

Directive on Insolvency, Restructuring & Second Chance

The Council formally adopted today the directive on preventive restructuring frameworks, second chance and measures to increase the efficiency of restructuring, insolvency and discharge procedures. This decision marks the end of the legislative procedure.

For more information, see <u>press release</u>.

Regulation on European Production and Preservation Orders for e evidence (Annexes)

The Council adopted today a general approach on the Annexes I, II and III of the regulation on European Production and Preservation Orders for e evidence (9365/19). The general approach on the main part of the regulation was reached in December 2018.

The annexes include dedicated forms to be used for the transmission of the production and preservation orders foreseen in the regulation. The forms will be sent to a service provider offering services in the Union or to a legal representative designated by the service provider and located in a member state.

For more information, see press release published in December 2018 on the main regulation.

Group of States against Corruption (GRECO)

The Council invited the Commission to submit a draft decision related to the participation of the EU to the Group of States against Corruption (GRECO) with observer status (9336/19).

GRECO was established in 1999 by the Council of Europe. GRECO's objective is to improve the capacity of its members to fight corruption by monitoring their compliance with anti-corruption standards through a dynamic process of mutual evaluation and peer pressure.

Radicalisation in prisons - Council adopts conclusions

The Council today adopted conclusions on preventing and combatting radicalisation in prisons, and on dealing with terrorist and violent extremist offenders after release (9366/19).

The Council highlighted the importance and urgency of effective measures in this area, given the risk posed by the growing number of terrorist offenders and offenders radicalised while in prison, and the fact that a number of them will be released in the next two years.

For more information, see <u>press release</u>.

Novel actionable information - Council conclusions

The Council adopted conclusions on novel actionable information (9481/19).

These conclusions call upon Europol to present a roadmap for the development of a knowledge-sharing platform by the end of 2019 with the objective of connecting experts, tools, initiatives and services in the area of digital data. They also call on the agency to set up an expert working group on criminal analysis with the objective of aligning standards of criminal analysis, including by sharing best practice, knowledge, and research and innovation capabilities in this area.

Civil protection Presidency report

The Council took note of the report on the main achievements at EU level in the field of civil protection during the Romanian presidency (9407/19).

European preventive policing - Council conclusions

The Council adopted conclusions on certain aspects of European preventive policing (10062/19).

Europol - extending term of office of Deputy Executive director

The Council adopted a decision extending the term of office of Luis de Eusebio Ramos as Deputy Executive Director of Europol until 31 July 2023 (9360/19).

Prüm - Switzerland and Liechtenstein agreements

The Council adopted a decision on the signing, on behalf of the EU, and on the provisional application of certain provisions (8740/19) of the EU-Switzerland agreement on the application of the Prüm decisions(8744/19). It also decided to forward the decision on the conclusion of this agreement to the European Parliament for its consent (8730/19).

The Council adopted a decision on the signing, on behalf of the EU, and on the provisional application of certain provisions (8747/19) of the EU-Liechtenstein agreement on the application of the Prüm decisions(8750/19). It also decided to forward the decision on the conclusion of this agreement to the European Parliament for its consent (8732/19).

Prüm data exchange - United Kingdom

The Council adopted an implementing decision determining that, for the purposes of automated searching and comparison of DNA data, the United Kingdom is entitled to receive and supply personal data pursuant to Articles 3 and 4 of decision 2008/615/JHA as from the date of the entry into force of the implementing decision (13123/18).

The decision also determines that, by 12 months after the date of entry into force of the decision, the United Kingdom shall complete a review of its policy of excluding suspects' profiles from automated DNA data exchange. If by then the United Kingdom has not notified the Council that it makes available the DNA of suspects in conformity with Decision 2008/615/JHA, the Council will, within three months, re-evaluate the situation with regard to the continuation or termination of DNA data exchange with the United Kingdom.

ECONOMIC AND FINANCIAL AFFAIRS

International platform on sustainable finance

The Council approved the position of the European Union for the negotiations on the international platform on sustainable finance.

In its reflection paper of 30 January 2019 "Towards a sustainable Europe by 2030", the Commission referred to the utility of an international network aimed at advancing sustainable finance that would bring together developed and developing countries. In its conclusions of 9 April 2019, the Council welcomed and expressed support to Commission's efforts to deepen international cooperation on sustainable finance.

On behalf of the EU, the Commission intends to enter into discussions on the setup of an international platform on sustainable finance on the basis of the position agreed by the Council with the following third countries: Argentina, Canada, Chile, China, India, Japan, Kenya, Mexico, Morocco and South Africa. The platform would be open to other third countries willing to join in the future.

FOREIGN AFFAIRS

Countering Hybrid Threats

The Council approved conclusions on countering hybrid threats.

The Council recalled the 2016 Joint Communication on countering hybrid threats as well as the March and June 2018 conclusions; and underlined that the EU should bolster its capabilities to address hybrid threats, as they are essential in protecting the Union, its security environment, and its citizens.

The Council welcome progress made in assessing key vulnerabilities to hybrid threats through the Hybrid Risk Survey, and invites the Commission and the EEAS to take further action with regard to priorities that can be tackled at EU level.

Non proliferation in the Middle-East

The Council adopted a decision to finance a project in support of a process of confidence-building leading to the establishment of a zone free of nuclear weapons and all other weapons of mass destruction in the Middle East. The project will be financed with \in 2.856 million and is expected to have a duration of 36 months.

Relations with Armenia

The Council adopted its position in view of the 2nd EU-Armenia Partnership Council, to be held in Brussels on 13 June 2019.

INTERNAL MARKET AND INDUSTRY

Commission delegated regulation on external blinds and awnings

The Council decided not to object to a Commission delegated regulation establishing classes of performance in relation to resistance to wind load for external blinds and awnings.

The regulation adds three more classes for the essential characteristic resistance to wind load to the classification included in the standard EN 13561, as published by CEN in March 2016, and differentiates the use of classes among the product subfamilies covered by this standard, in particular for folding arm awnings, for external blinds with fabric running in lateral guide rails and for pergola awnings.

The regulation is a delegated act pursuant to article 290 of the Treaty on the Functioning of the EU. It can now enter into force, unless the European Parliament objects (7640/19 + ADD 1).

ENERGY

Non-power nuclear and radiological technologies

The Council adopted conclusions on non-power nuclear and radiological technologies and applications (9437/19).

For more information, see press release.

FISHERIES

EU- Republic of Guinea-Bissau: protocol on the implementation of the Fisheries Partnership Agreement

The Council adopted a decision on the signing, on behalf of the European Union, and provisional application of the protocol on the implementation of the Fisheries Partnership Agreement between the EU and the Republic of Guinea-Bissau (8917/19).

The Council also agreed in principle on the decision on the conclusion of the protocol (8928/19), and decided to send it, together with the text of the protocol (8894/19), to the European Parliament for its consent.

Finally the Council adopted the regulation on the allocation of fishing opportunities under the protocol (8932/19).

ENVIRONMENT

ICAO and CORSIA

The Council decided to object to a Commission regulation concerning the implementation of the compensation and reduction mechanism of carbon for international aviation, the CORSIA (Carbon Offsetting and Reduction Scheme for International Aviation) as set out in document (9527/4/19 REV 4; 7252/19 + COR 1).

While the support to a timely implementation of CORSIA was confirmed by all delegations, a very large number of delegations expressed their serious concerns in relation to Article 7 of the delegated regulation.

The regulation is a delegated act pursuant to article 290 of the Treaty on the Functioning of the EU. The Commission and the European Parliament will be informed of the objection.

TRANSPARENCY

Public access to documents

On 6 June 2019, the Council approved the reply to confirmatory application No 13/c/01/19 (doc. 8436/19).