



Justice and Home Affairs Council, Luxembourg, 12 & 13 June 2025

The first day of the Justice and Home Affairs Council will be devoted to justice. The meeting, which will start at 10.00, will be chaired by Adam Bodnar, Polish Minister of Justice.

The presidency plans to reach a general approach on a **directive on insolvency law**. Also on the agenda is a (partial) **general approach** on a proposed regulation on the **protection of adults**.

In the afternoon, justice ministers will be informed on where we stand regarding the **EU accession** to the European Convention for the Protection of Human Rights and Fundamental Freedoms (**ECHR**). There will be a state of play on the **European Public Prosecutor's Office**, in particular on the selection process of the new Chief Prosecutor and the forthcoming start of the selection of several new European prosecutors. Ministers will be also informed on the **fight against impunity** regarding crimes committed in connection with the war in Ukraine and on the progress made on measures to combat organised crime.

The meeting of ministers of home affairs will be chaired by Tomasz Siemoniak, Polish Minister of the Interior and Administration. The meeting will start with a working breakfast with the Moldovan Minister of the Interior Daniella Misail-Nichitin and Ukrainian deputy Prime Ministers and Minister of National Unity Oleksiy Chernyshov to discuss **the impact of the current geopolitical environment on EU's internal security (in Ukraine and Moldova)**. Later on ministers will also be informed about the threat landscape in Syria.

The Council will aim to reach a political agreement on a decision **to extend the temporary protection** for people fleeing the war in Ukraine. In this context ministers will also discuss how to **transition out of temporary protection**.

Ministers will also hold exchanges of views on the **European Internal Security Strategy** and on **access to data for effective law enforcement**.

Other agenda items include an update on the implementation of interoperability with a focus on a regulation on a progressive **start of operations of the Entry/Exit System** and approval of the **Conclusions on EMPACT cycle 2026-2029**.

The working lunch will be on migration and in particular a state of play regarding the implementation of the reformed **Common European Asylum System** and **returns**.

Following the Commission's presentation of the State of Schengen report the Council will exchange views and endorse the priorities for the **2025-2026 Schengen cycle**.

Luxembourg and the Polish presidency of the Council of the EU and will organise, on Thursday 12 June in the evening, an event to celebrate the 40th anniversary of the signing of the Schengen Agreement.

¹ This note has been drawn up under the responsibility of the press office.

Press conferences:

- 12 June, +/- 15.00, with the participation of Commissioner Michael McGrath
- 12 June, +/- 21.00, with the participation of Léon Gloden, Luxembourg Minister for Home Affairs, Tomasz Siemoniak, Polish Minister of the Interior and Administration, Coordinator of Special Services, Henna Virkkunen, Executive Vice-President for Technological Sovereignty, Security and Democracy and Magnus Brunner, European Commissioner for Internal Affairs and Migration
- 13 June, +/- 17.40

[Justice](#) and [Home Affairs](#) Council – meeting pages

[Press conferences and public events by video streaming](#)

[Video coverage in broadcast quality \(MPEG4\) and photo gallery](#)

JUSTICE

Insolvency

The presidency is aiming to achieve a general approach on a directive to harmonise certain aspects of insolvency law. The general approach focusses on the so-called pre-pack mechanism, which introduces rules aimed to achieve the swift liquidation of the insolvent debtor and the sale of its business at the highest price available on the market, and on the creditors' committees, whose goal is to ensure the involvement of individual creditors who might otherwise not participate in the proceedings.

The proposal constitutes one of the initiatives of the 2020 Capital Markets Union action plan. It aims at encouraging cross-border investment within the single market through targeted harmonisation of insolvency proceedings. More harmonised insolvency rules contribute to improved certainty and cost reductions for (foreign) investors.

In December 2024 ministers already found an agreement on key parts of the proposal, in particular on measures to preserve the insolvency estate, the duties of directors in case of insolvency and on transparency obligations.

> [European capital markets](#) (background information)

Protection of adults

Ministers are also planning to reach a (partial) general approach on a draft law that will guarantee the rights of adults who need protection or support. The law deals with challenges that arise in cross-border situations related for instance to succession, medical care or property ownership of people who, for medical reasons, are no longer in a position to make their own decisions. To date, no EU law on this matter exists.

The proposal for this law, which dates back to May 2023, is to ensure that people's right to individual autonomy, including the freedom to make their own choices as regards their person and future arrangements is respected when they move within the EU.

The text on which member states plan to reach a common position focusses on chapters one to five of the proposal which covers the scope, jurisdiction, applicable law, recognition and enforcement as well as authentic instruments.

Russia's war of aggression against Ukraine: fight against impunity

Since the beginning of the Russian war of aggression against Ukraine, the Council has supported the coordination and cooperation between member states and international actors to ensure that those who have committed war crimes will not remain unpunished. Ministers will be updated on the most recent developments regarding the fight against impunity regarding crimes committed in connection with the war in Ukraine.

On 9 May 2025 representatives of 35 countries, the Council of Europe and the EU Commission, met in Lviv (Ukraine) where they agreed to proceed with creating a Special Tribunal for the crime of aggression against Ukraine.

> [Council adopts conclusions on the fight against impunity in Russia's war of aggression against Ukraine \(press release\), 9 December 2022](#)

Fight against drug trafficking and organised crime

The presidency will report on the progress made on measures to combat organised crime. The focus will be on the implementation of the Council conclusions of June 2024 on strengthening judicial cooperation with third countries. In the conclusions, the Council observes in particular that it is necessary to strengthen judicial cooperation with third countries, as this is essential to facilitate prosecutions, bring members of criminal networks to justice and dismantle organised crime networks.

Eurojust, the EU agency for criminal justice cooperation, and the European External Action Service will share information on this topic.

> [EU drugs policy](#) (background information)

EU accession to the ECHR

The presidency will inform justice ministers on the state of play regarding the EU's accession to the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR). The accession of the EU to the ECHR is a EU treaty obligation.

> [Protection and promotion of human rights](#) (background information)

European Public Prosecutor's Office (EPPO)

At the Council meeting there will be an update on the activities of the EPPO. The European Chief Prosecutor, Ms. Laura Kövesi, will inform on the latest EPPO developments.

The presidency will inform ministers about the ongoing process of selecting a new European Chief Prosecutor, as Ms. Kövesi's term will end on 30 October 2026, as well as seven new European prosecutors.

> [European Public Prosecutor's Office](#) (background information)

Other business

The presidency will debrief ministers about the ministerial meeting between the United States and the EU on justice and home affairs which took place on 2 and 3 June in Warsaw and on the state of play regarding possible EU actions related to the retention of electronic communication data. The Commission will inform about the negotiations between the US and EU on an e-evidence agreement.

Lithuania will take the floor on an initiative to bolster EU democratic resilience and resist historical revisionism. Denmark finally will present its workplan for its presidency which will start on 1 July 2025.

HOME AFFAIRS

IT infrastructure for border management and law enforcement

Ministers will receive a state of play regarding the development of the EU's border management and law enforcement IT infrastructure.

> [IT systems to fight crime and secure EU borders \(background information\)](#)

In this context the presidency will also debrief ministers about how things stand for the Entry/Exit System (EES). On 19 May, the Council and European Parliament reached a provisional deal – which member states' representatives (Coreper) confirmed on 28 May – on a regulation that allows member states to progressively start operations of the EES.

> [Border management: Council and EP strike agreement about progressive launch of Entry/Exit system \(press release\), 19 May 2025](#)

The EES registers entry, exit and refusal of entry of third-country nationals who cross the EU's external borders for a short-term stay. The new system will capture facial images and fingerprints of those crossing the border for the first time and record this information in a digital file. According to a roadmap, which the Council endorsed in March 2025, the EES will start (in a progressive manner) in October 2025.

Schengen

At the Council meeting the Commission will present the *2025 State of Schengen* package. Ministers will then exchange views on the priorities for the Schengen area for the next twelve months. The priority areas and operational actions for the period 2025-2026 which the Council will be asked to endorse are:

- Accelerating the digitalisation of procedures and systems and enhancing the preparedness of large-scale IT systems
- Strengthening the resilience of external borders and the effectiveness of returns
- Increasing internal security while striving for free movement in an area without internal border controls

As 40 years have passed since the signing of the Schengen Agreement, ministers will approve a Schengen Declaration.

> [The Schengen area explained \(background information\)](#)

Migration

When it comes to migration, ministers, in the context of their working lunch, will focus on returns, in particular on increasing readmission cooperation with third countries. In addition ministers are expected to confirm their level of ambition on the recently proposed returns regulation.

In recent months the Commission proposed several legislative proposals that relate to the returns of irregular migrants. This includes a regulation for a common system for the return of third-country nationals staying illegally in the EU, a proposal to label third countries as safe countries of origin at EU level and new rules to facilitate the application of the safe third country concept (which allows member states to consider an asylum application inadmissible when applicants could receive effective protection in a third country that is considered safe for them).

There will also be a state of play of the implementation of the Common European Asylum System (CEAS). The new EU asylum and migration rules will start to apply in June 2026. The implementation process focusses among other things on readying the IT infrastructure and on meeting all the legal, administrative and operational requirements on time. Already this year the Commission will for the first time launch its assessment of the migration situation of member states. This will trigger the process of member states pledging contributions for their solidarity pledge.

When discussing the external dimension of migration, ministers will also touch upon the situation in Libya and its consequences on the migratory flows towards Europe.

> [EU migration and asylum policy \(background information\)](#)

> [EU asylum rules \(background information\)](#)

Internal security

The Council will exchange views on the European internal security strategy (ProtectEU) which the Commission presented on 1 April this year. Ministers will also discuss the impact of the current geopolitical environment on the EU's internal security, with a special focus on Ukraine, Moldova and Syria.

Another key internal security topic will be access to data for law enforcement. Here ministers will especially share views on how to implement short-term measures that would facilitate the access to data and support law enforcement's efforts to fight crime.

Already in December 2024 the Council approved conclusions on access to data. In these conclusions the Council invites the EU institutions, agencies and member states to consider the contribution of the High-Level Group on Access to Data for Effective Law Enforcement (which was established in 2023 and which drafted a report in the second half of 2024) when developing and implementing concrete actions and invites the Commission to present a roadmap in the first half of 2025 for the implementation of relevant measures.

> [Conclusions on access to data for effective law enforcement, 12 December 2024](#)

The Council will also approve conclusions about the next EMPACT cycle (2026-2029). EMPACT is a member states-driven EU instrument for multidisciplinary and multiagency operational cooperation to fight serious and organised crime.

> [Fighting crime \(background information\)](#)

Protection of displaced persons from Ukraine

The Council is expected to reach a political agreement on extending temporary protection for displaced persons from Ukraine by a year until March 2027. The final adoption of the decision will happen in the upcoming weeks.

In March 2022 the EU activated the temporary protection mechanism for refugees from Ukraine. This mechanism, based on an EU law adopted in 2021, intends to deal with exceptional circumstances of mass influx. Temporary protection for displaced persons from Ukraine has already been extended twice and would have expired in March 2026.

On the basis of a proposal for a Council recommendation that took into account the outcome of the intensive discussions with member states about the future of temporary protection conducted in the course of the Polish presidency – ministers will also discuss the way forward to transition out of temporary protection.

> [Russia's war against Ukraine \(background information\)](#)

> [How the EU helps refugees from Ukraine \(background information\)](#)

Other business

Other business points include information from the presidency about actions it undertook in the fight against drug trafficking and organised crime and about a high-level meeting of the CELAC-EU coordination and cooperation mechanism on drugs. CELAC is a regional forum of Latin American and Caribbean states. The presidency will also inform about the ministerial meeting between the US and the EU on justice and home affairs – which took place in Warsaw on 2-3 June.

Slovenia will inform about the 13th ministerial meeting of the Brdo Process which focussed on human trafficking and counter-terrorism in the Southeast Europe region. The incoming Danish presidency will present its work programme.