PRESS RELEASE

3135th Council meeting

Justice and Home Affairs

Brussels, 13-14 December 2011

President Mr Jacek CICHOCKI
Minister for the Interior of Poland
Main results of the Council

The Council decided on the signing of the EU-US PNR agreement which will take place on 14 December 2011. The European Parliament will now be requested to give its consent to the agreement.

The Council adopted a general approach concerning revised rules governing the EU’s visa free regime. This allows for negotiations with the European Parliament to start.

On Schengen related issues, ministers reverted to the question of Schengen accession of Bulgaria and Romania, a decision on the two countries accession could, however, not be taken. The Council also discussed proposed amendments on two regulations for a more effective governance of the Schengen area: one concerns the establishment of an evaluation and monitoring mechanism to verify the application of the Schengen acquis, the other concerns common rules on the temporary reintroduction of border controls in exceptional circumstances.

On asylum, the Council was informed about the state-of-play of the different legal instruments aimed to improve the Common European Asylum System (CEAS). On migration, the Council discussed a presidency paper regarding the EU response to increased migration pressures. Ministers also held a first exchange of views on the Commission communication on a "Global approach to migration and mobility".

The EU Counter-terrorism coordinator presented three documents for discussion: his most recent report on the EU Action Plan on combating terrorism, his latest discussion paper on the EU Counter-terrorism strategy and his report on the implementation of the revised strategy for terrorist financing.

Ministers were also informed about the EU-US ministerial meeting on justice and home affairs issues which took place in November, and held a first exchange of views on the package of home affairs related Commission proposals in the context of the multiannual financial framework (2014-2020).

In the margins of the Council, the Mixed Committee (the EU plus Norway, Iceland, Liechtenstein and Switzerland) examined the state-of-play of the implementation of the Schengen Information System II (SIS II) and discussed the problems posed by cross-border itinerant criminality.
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1 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). Acts adopted with statements for the Council minutes which may be released to the public are indicated by an asterisk; these statements are available on the Council's Internet site or may be obtained from the Press Office.
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PARTICIPANTS

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Minister for the Interior
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Ms Beatrice ASK  
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Minister for Justice  
Minister for Migration

United Kingdom:
Ms Theresa MAY  
Mr Kenneth CLARKE  
Secretary of State for the Home Department and Minister for Women and Equalities  
Lord Chancellor, Secretary of State for Justice

Commission:
Ms Viviane REDEING  
Ms Cecilia MALMSTRÖM  
Vice-President  
Member

The Government of the Accessing State was represented as follows:

Croatia:
Mr Dražen BOŠNJAKOVIĆ  
Mr Branko BARIČEVIĆ  
Minister for Justice  
Permanent representative
ITEMS DEBATED

EU-US PNR AGREEMENT

The Council gave the green light for the signing of a new EU-US PNR agreement (17434/11) which will take place on 14 December 2011. The European Parliament will now be asked to give its consent to the agreement, which is necessary before the Council can adopt its decision on the conclusion of the agreement.

The agreement, once concluded, will replace the existing EU-US PNR agreement, provisionally applied since 2007.

For more information, see this press release.
EU VISA FREE REGIME

The Council adopted a general approach concerning certain elements of the Commission proposal to amend the rules governing the EU’s visa free regime. This allows for negotiations with the European Parliament to start.

The Commission tabled its proposal in May 2011. It concern regulation 539/2001 listing the third countries whose nationals must be in possession of visas when crossing the external borders (Annex 1 of the regulation) and those whose nationals are exempt from that requirement (Annex 2 of the regulation) (10834/11).

The core of the Commission proposal is the introduction of a safeguard clause allowing the temporary reintroduction of the visa requirement for citizens of a third country whose nationals can normally travel to the EU without a visa.

While welcoming the safeguard clause, the Council decided to amend Article 1a. The original proposal for this article set the following condition for a member state to notify the Commission of an emergency situation that could trigger the safeguard procedure: a sudden increase of at least 50 percent in relation to illegal stays and/or asylum applications and/or rejected readmission applications.

In the Council general approach, three main changes were introduced:

– The reference to a percentage has been replaced by a reference to "a substantial and sudden increase". The 50 percent notion was moved to a recital, thus becoming a guiding principle that indicates how the provision could be applied.

– The notion on asylum applications was specified by adding that this criteria refers to asylum applications "which are manifestly unfounded or do not fulfil the conditions for international protection".

– The paragraph listing the issues to be taken into account by the Commission when examining the member state notification was extended, also making reference to public policy and internal security as well as to the consequences of a possible suspension.
The main reason for the changes proposed is to have the Commission focus on the assessment of the real situation described by the member state presenting the notification.

The safeguard clause as it stands now also provides that, if problems towards a third country persist, the Commission can propose to move that country permanently from Annex 2 to Annex 1, i.e. to the list of those countries whose nationals are not exempt from having a visa when travelling to the EU.
SCHENGEN ENLARGEMENT: BULGARIA AND ROMANIA

The Council reverted to the question of Schengen accession of Bulgaria and Romania. A decision on the two countries accession could, however, not be taken because the required unanimity was not reached.

The current proposal suggests to abolish checks on persons at internal sea and air borders with and between Bulgaria and Romania on 25 March 2012. At the same time, the two countries would fully join the Schengen Information System (SIS). As to the abolition of checks on persons at internal land borders, a decision would be taken by the Council no later than 31 July 2012.
SCHENGEN GOVERNANCE

The Council examined over lunch and on the basis of a presidency note (18196/1/11) a number of issues concerning the two legislative proposals for establishing a reinforced Schengen governance, namely:

a) a regulation on the establishment of an evaluation and monitoring mechanism to verify the application of the Schengen acquis (14358/11); and

b) an amendment to the Schengen Borders Code as regards the rules for the temporary reintroduction of border controls at internal borders in exceptional circumstances (14359/11).

The presidency reported broad support for the approach set out in that note as well as support for strengthening the political guidance of developments in the Schengen area. On this basis, the incoming Danish presidency will take forward work on file.

This package is the Commission response to the European Council conclusions of 23-24 June 2011 (EUCO 23/11) which called, on the one hand, for a mechanism to be 'introduced in order to respond to exceptional circumstances putting the overall functioning of Schengen cooperation at risk, without jeopardising the principle of free movement of persons.' On the other hand, the European Council called for 'an effective and reliable monitoring and evaluation system' which 'should be EU-based and involve experts from the member states, the Commission and competent agencies'. As part of such a system the Commission could be invited 'where necessary to propose measures to respond to any deficiencies which are identified'.

The Commission proposals were presented in September 2011. For more information, see this background note (p. 7-9).
The Council discussed a presidency paper on the state-of-play of negotiations on the different legislative proposals concerning the Common European Asylum System (CEAS) (18170/11).

Ministers instructed the Council preparatory bodies to continue their work to reach an agreement at Council level and with the European Parliament as soon as possible.

The situation on the different files can be described as follows:

– The Dublin regulation establishes the procedures for determining the member state responsible for examining an application for international protection. Further progress has been made, in particular concerning a proposal to introduce a mechanism for early warning, preparedness and management of crisis aimed at evaluating the practical functioning of national asylum systems, assisting member states in need and preventing asylum crisis. Such a mechanism would concentrate on adopting measures that aim to prevent asylum crises from developing rather than addressing the consequences of such crises once they have occurred.

– The qualification directive providing for better, clearer and more harmonised standards for identifying persons in need of international protection was adopted in November 2011 (17435/11).

– The asylum procedures and reception conditions directives: Revised proposals were tabled by the Commission on 1 June 2011 (11207/11 and 11214/11, respectively). Significant progress has been made across the two instrument. Work on both instruments continues.

– The Eurodac regulation: Discussions on amendments to the rules regulating this fingerprint database are on hold awaiting a Commission proposal which would permit law enforcement access, as requested by member states.

Two other agreements related to the CEAS have been reached so far. They concern the long term residence directive and the creation of the European Asylum Support Office (EASO) which started operations earlier this year.

The European Council confirmed in its conclusions in June 2011 (EUCO 23/11) that negotiations on the different elements of the CEAS should be concluded by 2012.
EU RESPONSE TO INCREASED MIGRATION PRESSURE

The Council discussed a presidency report regarding the EU response to increased migration pressures (18302/11). Member states welcomed the report and underlined the importance of many of the measures suggested in the report.

The report underlines that illegal immigration is a multidimensional phenomenon that demands a comprehensive response, and highlights the main challenges faced by the EU at present, including: irregular crossings of the EU's external borders; abuses of legal migration channels, such as visa overstayers and abuses of asylum procedures; and smuggling and trafficking in human beings, often resulting in forced labour and the sexual exploitation of migrants, especially women and children.

The report also suggests priorities for future measures: cooperation with third countries of transit and origin; concrete solidarity between member states; enhanced and coordinated operational activities; mobilisation of appropriate financial means in the upcoming multiannual financial framework (2014-20); the further development of new tools, such as the Visa Information System (VIS) and EUROSUR.
GLOBAL APPROACH TO MIGRATION AND MOBILITY

The Council took note of the Commission communication on a "Global approach to migration and mobility" (17254/11 + ADD 1).

In this communication, the Commission proposes to center EU action in the area around four equally important operational priorities:

– organising and facilitating legal migration and mobility;
– preventing and reducing irregular migration and trafficking in human beings;
– promoting international protection and enhancing the external dimension of asylum policy; and
– maximising the development impact of migration and mobility.

The communication also suggests geographical priorities and implementation mechanisms and addresses the questions of appropriate funding and monitoring.

The communication follows a previous Commission communication on migration of 4 May 2011 (9731/11).
FIGHT AGAINST TERRORISM

The Council discussed three terrorism related documents presented by the EU Counter-terrorism coordinator:

Discussion paper on the EU Counter-terrorism strategy

In his discussion paper on the implementation of the EU Counter-terrorism strategy (17595/11), the EU Counter-Terrorism Coordinator focuses on five key challenges to be addressed as a matter of priority and makes a number of recommendations.

These key issues are:

– understanding the evolving threat of terrorism which doesn't come from a single source;
– increasing the coherence of the EU's internal and external policies;
– improving the technical response to an evolving threat: security related research;
– how to further increase transport security; and
– how to tackle terrorist financing more effectively.

The EU Counter-Terrorism Strategy was adopted in December 2005 and provides the framework for EU activity in this field (14469/4/05). Every six months, the Counter-terrorism coordinator submits a discussion paper to the Council giving his assessment of the terrorism threat and highlighting key challenges to be addressed.

Report on the EU Action Plan on combating terrorism

The report on the Action Plan on combating terrorism (17594/1/11) gives an overview of the latest results in the four strands of the strategy (prevent, protect, pursue and prepare) and lists those areas where measures are due to be taken.
Report on the implementation of the revised strategy for terrorist financing

The report on the implementation of the revised strategy for terrorist financing (15062/11), drawn up in cooperation with the Commission, highlights a number of issues: recent trends in terrorist financing have shown that terrorism and crime tend to be increasingly linked with each other; terrorist groups rely increasingly on ransom money for their financing (amounts which in some places far exceed any other financing methods); terrorist groups are increasingly dependant on cash couriers and informal remittances.

The report makes a number of recommendations how to implement the strategy more effectively, including through better monitoring of the implementation of various important legal instruments, more efficient threat analysis, better cooperation between member states' financial intelligence units, more cooperation with the private sector as well as better international cooperation.

A revised strategy on terrorist financing was endorsed by the Council in July 2008 (11778/1/08). It tasked the Counter-terrorism coordinator, in cooperation with the Commission, with ensuring the follow-up.
EU-US JHA MINISTERIAL MEETING

The Council was informed about the outcome of the EU-US JHA ministerial meeting which took place on 21 November 2011.

The issues discussed at the meeting included negotiations on a EU-US PNR agreement, on a EU-US data protection agreement, counter-terrorism as well as cybercrime/cybersecurity issues, migration and mobility cooperation, negotiations on a common European sales law as well as the implementation of the EU-US extradition and mutual legal assistance treaties.
MULTIANNUAL FINANCIAL FRAMEWORK (MFF) 2014-2020 - HOME AFFAIRS

The Council held a first exchange of views on the Commission communication "Building an open and secure Europe: the Home Affairs budget for 2014-2020" (17284/11), as well as on the accompanying package of legislative proposals in the context of the multiannual financial framework (2014-2020):

– a regulation laying down general provisions on the Asylum and Migration Fund and on the instrument for financial support for police cooperation, preventing and combating crime, and crisis management (17285/11);

– two regulations establishing, as part of the Internal Security Fund, the instrument for financial support for

– external borders and visa (17290/11);

– police cooperation, preventing and combating crime and crisis management (17287/11);

– a regulation establishing the Asylum and Migration Fund (17289/11).
OTHER BUSINESS

Under other business and on a request by Slovakia, the Commission reported on a recent mission to Kosovo which focused on the evaluation of measures taken in Kosovo on the reintegration of returnees. Since substantial progress had been made on the issue, the Commission informed that a visa dialogue with Kosovo would be initiated shortly.

The incoming Danish presidency gave an overview of its priorities in the justice and home affairs area.
MIXED COMMITTEE

In the margins of the Council session, the Mixed Committee (the EU plus Norway, Iceland, Liechtenstein and Switzerland) discussed the following subjects:

SIS II

The Commission presented to the committee an overview of the main developments during the past six months on the implementation of the Schengen Information System II (SIS II). It is planned that the SIS II enters into operation by the first quarter of 2013.

The Schengen Information System (SIS) is a common database for the border and migration authorities, as well as law enforcement authorities, of the participating countries on persons as well as on lost and stolen objects. Specific stringent data protection rules apply to the SIS. It is a compensatory measure for the opening of the internal borders under the Schengen agreement, but it is also seen as a vital security factor in the EU. The European Commission is currently developing a second generation of the SIS, commonly called the SIS II.

Cross-border itinerant criminality

The committee discussed the problems posed by cross-border itinerant criminality. A large number of delegations took the floor and underlined the importance of greater cooperation and information exchange in this area, including through Europol.

In December 2010 the Council adopted conclusions on the fight against crimes committed by mobile (itinerant) criminal groups.
Schengen governance

The committee examined the two legislative proposal for the establishment of a reinforced Schengen governance.

See separate item above.

EU visa free regime

The committee discussed the suspension clause from the Commission proposal to amend the rules governing the EU's visa free regime (10834/11). The amendments tabled in May 2011 concern regulation 539/2001 listing the third countries whose nationals must be in possession of visas when crossing the external borders and those whose nationals are exempt from that requirement.

See separate item above.

Multiannual Financial Framework (MFF) 2014-2020 - Home Affairs

The committee held a first exchange of views on two regulations establishing, as part of the Internal Security Fund, the instrument for financial support for external borders and visa (17290/11) as well as for police cooperation, preventing and combating crime and crisis management (17287/11). They are part of the Commission proposals in the context of the multiannual financial framework (2014-2020).

See separate item above.

EU response to increased migration pressure

The committee discussed a presidency paper regarding the EU response to increased migration pressures.

See separate item above.
OTHER ITEMS APPROVED

JUSTICE AND HOME AFFAIRS

Application of the European arrest warrant

The Council took note of the Presidency report on the follow-up to the evaluation reports relating to the fourth round of mutual evaluations, which deal with the practical application of the European arrest warrant and the relevant surrender procedures between member states.

These evaluations take place in the framework of the Joint Action of 5 December 1997, which established a mechanism for evaluating the application and implementation at national level of international undertakings in the fight against organised crime.

At the end of this fourth round, the Council adopted in June 2009 a final report with recommendations to the member states. The present presidency report includes information transmitted by member states on the actions and measures taken or planned in response to those recommendations and to the countries’ evaluation reports.

Schengen area: Accession of Liechtenstein

The Council decided that Liechtenstein will become on 19 December 2011 the 26th country to join the Schengen area.

To that end, the Council adopted a decision allowing for both the lifting of internal border controls with Liechtenstein at the land borders as well as the lifting of the current restrictions on the use of the Schengen Information System (17219/11).

In a preceding evaluation procedure, the Council had established that Liechtenstein fulfills all the necessary conditions for the practical application of the relevant parts of the Schengen acquis. Council conclusions confirmed the results of this evaluation procedure (15570/1/11).

The Schengen acquis is a set of common rules providing for:

- free movement of persons and the abolition of systematic controls at internal borders;
- police and customs cooperation;
- judicial cooperation;
- the establishment of the Schengen Information System (SIS), a common database for the border and migration authorities, as well as law enforcement authorities, of the participating countries on persons as well as on lost and stolen objects;
- a common Schengen visa which grants free movement throughout Schengen territory during a period that cannot exceed 90 days.

**Customs cooperation**

The Council adopted a resolution on the future of customs law enforcement cooperation (17558/11) defining a strategy for the future in this field.

The strategy aims in particular at strengthening the cooperation among EU's custom services in order to improve their effectiveness in the fight against cross-border and transnational crime. Customs should be the leading authority for controlling the movement of goods within the area of freedom, security and justice, in order to enhance the protection of Union citizens, as well as the Union's economy against smuggling, fraud and other threats caused by organised crime in the EU territory.
Report on e-Justice

The Council took note of the report of the Working Party on e-Law (e-Justice) (16312/1/11) on progress made this semester in the area of European e-Justice. The work was carried out on the basis of the revised roadmap endorsed by the JHA Council in June 2011 (10331/11) and in accordance with the European e-Justice action plan ¹.

EU-Australia PNR agreement

The Council adopted today the decision on the conclusion of the EU-Australia agreement on the processing and transfer of Passenger Name Record (PNR) data (10093/11).

It will replace the existing agreement from 2008.

For more information, see this press release.

Protection of sports events from terrorist attacks

The Council adopted an annex to the handbook for police and security authorities concerning cooperation at major events with an international dimension (16933/1/11). The annex deals with the protection of mass sports events with an international dimension from terrorist attacks, thus filling a gap in EU guidelines on sporting events.

¹ OJ C 75 31.3.2009.
**Fighting currency counterfeiting - Council conclusions**

The Council adopted conclusions on strengthening cooperation and information exchange in the sphere of fighting currency counterfeiting, especially the euro. For more information see document 14401/2/11.

**Combating sexual exploitation of children and child pornography in the Internet - Council conclusions**

The Council adopted conclusions on combating sexual exploitation of children and child pornography in the Internet - strengthening the effectiveness of police activities in member states and Third countries. For more information see document 15783/3/11.

**European Agenda for the Integration of Third-Country Nationals - Council conclusions**

The Council adopted conclusions on the European Agenda for the Integration of Third-Country Nationals. For more information see document 18296/11.

**Exchange of information on third-country nationals refused entry - Council conclusions**

The Council adopted conclusions on better use of SIS and SIRENE for the exchange of information on third-country nationals refused entry. For more information see document 16951/11.

**Improvements to the quality of SIS 1+ data prior to their migration to SIS II - Council conclusions**

The Council adopted conclusions on the appropriate means of preparing member states' institutional SIS users for improvements to the quality of SIS 1+ data prior to their migration to SIS II. For more information see document 15550/11.
National training systems and common training system for SIRENE operators - Council conclusions

The Council adopted conclusions on the national training systems and common training system for SIRENE operators. For more information see document 15551/11.

Vision for European Forensic Science 2020 - Council conclusions

The Council adopted conclusions on the vision for European Forensic Science 2020 including the creation of a European Forensic Science Area and the development of forensic science infrastructure in Europe. For more information see document 17537/11.

Preventing and combating crime against cultural property - Council conclusions

The Council adopted conclusions on preventing and combating crime against cultural property. For more information see document 17541/11.

Cooperation in the Area of JHA within the Eastern Partnership - Council conclusions

The Council adopted conclusions on Cooperation in the Area of Justice and Home Affairs within the Eastern Partnership. For more information see document 17596/11.

Cooperation between the EU and Eastern Europe in the field of drugs - Council conclusions

The Council adopted conclusions on cooperation between the EU and Eastern Europe in the field of drugs. For more information see document 17728/11.

New psychoactive substances - Council conclusions

The Council adopted conclusions on new psychoactive substances. For more information see document 17730/11.
"Prüm Decisions" - Council conclusions

The Council adopted conclusions on intensifying the implementation of the "Prüm Decisions" after the deadline of 26 August 2011. For more information see document 17762/11.

The Council also adopted a semi-annual report on the implementation of automated data exchange provisions of the "Prüm Decisions". For more information see document 17761/11.

Police cooperation with non-EU countries: sports events safety and security - Council conclusions

The Council adopted conclusions on strengthening police cooperation with non-EU countries in the area of sports events safety and security. For more information see document 17555/11 + COR 1 + COR 2.

More effective risk, emergency and crisis communication - Council conclusions

The Council adopted conclusions on an integrated approach to more effective risk, emergency and crisis communication. For more information see document 17122/11 + COR 1 + COR 3.

EU accession to ECHR

The Council took note of a report on the state-of-play on the negotiations for the EU's accession to the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR) as set out in (18117/11).

FOREIGN AFFAIRS

EU action plan for Pakistan

The Council took note of the fourth half-yearly implementation report of the EU action plan for Pakistan, which was adopted in October 2009.

Citizen's mobility to and from Russia

The Council adopted common steps towards visa-free short-term travel for Russian and European citizens. This includes a list of actions for both the EU and the Russian Federation to implement in preparation for visa-free travel for short-term stays. They concern: document security, for example the introduction of biometric passports; combating illegal immigration and border management; as well as public order, security and judicial cooperation, including the fight against transnational organized crime, terrorism and corruption.
Restrictive measures - Republic of Guinea

The Council adopted a regulation modifying the scope of the restrictive measures which have been imposed against the Republic of Guinea since 22 December 2009 in order to align them with Council decision 2011/706 of 27 October 2011.

BUDGETS

Financing of ITER

The Council confirmed the additional financing of the International Thermonuclear Experimental Reactor (ITER) in 2012 and 2013, on the basis of a compromise reached between the Polish presidency, representatives of the European Parliament and the Commission on 1 December (18322/1/11 REV 1)\(^1\).

This means that additional EUR 1.2 billion in commitments will be made available for ITER in the coming two years. The amount supplements the EUR 100 million which have already been secured through the 2012 EU budget.

For details see 18557/11.

\(^{1}\) Luxembourg, the Netherlands and Sweden abstained.