

Inventory of possible follow-up measures for EU-IL Association Agreement

Following up on the tasking of the 19 June European Council, these are the possible measures and their legal basis:

I. Measures under the Association Agreement

As per Article 79(2) of the Association Agreement, the EU should normally seize the EU-Israel Association Council for a joint examination of the situation before taking unilateral measures. However, in “cases of special urgency”, it can also decide to take action first and then inform the Association Council.

1. Full suspension of the Association Agreement

A **full suspension** of the Association Agreement would require a proposal from the Commission and unanimity of the Council. As it is a mixed agreement, the common accord of Member States representatives meeting in the Council would also be required.

2. Partial suspension of the Association Agreement

The High Representative can propose a suspension of the CFSP chapter of the agreement, i.e. the **political dialogue**. A decision to suspend the political dialogue would require unanimity.

The suspension of the non-CFSP chapters of the agreement, e.g. on trade, would require a proposal from the Commission. The **suspension of the trade chapter** would withdraw the trade preferences for Israeli products to enter the EU market and could be decided by QMV in the Council. If the suspension was to concern other non-CFSP chapters, the voting rule would follow the one applicable for the policy field in question (either QMV or unanimity).

3. Suspension or termination of the 2008 Protocol on participation in EU programmes

Israel’s participation to EU programmes (such as Erasmus+ or Horizon) is based on the 2008 Protocol to the Association Agreement. It was concluded under the same procedure as the Association Agreement itself. Based on a Commission proposal, the Council can suspend its operation by unanimity. The Council could terminate the agreement with a six-months’ notice (Article 7 (3) of the Protocol) under the same procedure.

4. Suspension of certain aspects / activities of cooperation

This could concern suspension of technical-level cooperation. Pausing or limiting cooperation would not require any formal decision.

This could also concern freezing or delaying new initiatives such as protocols, partnership priorities or MoUs.

II. Other measures (not falling under the Association Agreement)

1. CFSP related measures

Adopting restrictive measures under the EU human rights sanctions regime against Israeli Ministers would require a proposal of the High Representative and adoption by unanimity.

The High Representative or any Member State could submit a proposal for an arms embargo to prohibit exporting weapons or other goods that could be used in Gaza. This would require unanimity of the Council.

Imports from settlements do not fall under the Association Agreement with Israel. These imports therefore do not receive preferential treatment (if properly labelled), but have to pay MFN duties. Upon a proposal from the High Representative, the Council could decide by unanimity on a full ban on imports from the settlements, to be followed by Council regulation adopted by QMV upon a joint proposal from the High Representative and the Commission¹.

An alternative could be that Member States decide to block imports from the settlements at their respective national level for public policy reasons under Article 24(2)(a) of Regulation 2015/478 (the general imports regulation). Member State representatives united in the Council could take note of such national measures or clarify the permissibility thereof.

2. Measures under EU funding instruments, such as at project level.

Israeli entities may participate in many EU funding instruments (IL is only ineligible for sensitive space research projects). The Commission could examine whether certain projects in the area of scientific and technological cooperation could be further restricted. Such a decision would need to go through College.

3. Suspension of the international aviation agreement

The Commission could propose to suspend the 2013 Euro-Mediterranean Aviation Agreement between the EU and its Member States and Israel. While the agreement itself was adopted by QMV in the Council, the Member States agreed to their national part by common accord in the Council. Accordingly, suspension would require also QMV in the Council and a common accord by Member States meeting in the Council.

4. Suspension of visa free travel

Israeli citizens enjoy visa-free travel under EU domestic legislation (Annex II, Regulation 2018/1806). The Commission could examine under Article 8 (6)(a) thereof whether there is a ground to suspend the visa-free regime for Israeli nationals. Following the entry into force of the revised rules after summer 2025², a suspension would be possible to counter severe breaches of international human rights law or international humanitarian law³.

II. Overview table

For ease of reference, the following table visualises the legal situation:

1. Action under the AA	Proposal/Initiative	Legal Basis	Procedure
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¹ See Commission Decision (EU) 2019/722 of 30 April 2019 on the proposed citizens' initiative entitled 'Stopping trade with Israeli settlements operating in the Occupied Palestinian Territory'; OJ 2019, L 122/57.

² No precise date for the entry into force of the new rules is set yet.

³ Council Press Release of 17 June 2025, <https://www.consilium.europa.eu/en/press/press-releases/2025/06/17/visa-policy-council-and-european-parliament-secure-a-deal-on-rules-about-the-suspension-of-visa-free-travel-for-third-countries/>

Suspension of political dialogue	HR	218(9) + (8), second subparagraph TFEU, 37 TEU	Unanimity
Suspension of trade preferences	COM	218(9) + (8) first subparagraph, 207 TFEU	QMV
Suspension of other non-CFSP chapters	COM	218(9) + (8) first subparagraph; relevant TFEU article for the policy chapter in question	QMV or unanimity, depending on the policy field in question
Suspension of the entire agreement	COM	Article 218(9) + (8), second subparagraph, 217 TFEU for EU part ; common accord for national part	Unanimity for EU part; common accord for national part
Suspension of access to EU programmes under the 2008 Protocol	COM	Article 218(9) + (8), second subparagraph, 217 TFEU	Unanimity

2. Action outside the AA	Proposal/Initiative	Legal Basis	Procedure
Blocking imports from settlements	HR then HR/COM	29 TEU 215 TFEU	Unanimity then QMV
Joint Statement of MS representatives in the Council, noting that certain Member States intend to block imports from the settlements at national level		Article 24(2)(a) Regulation 2015/478	
Measures at project level	COM	EU funding programme	COM Implementing Acts
Suspension of the aviation agreement	COM	Art. 218(9) + (8), 100(2) TFEU and common accord	QMV for EU part; common accord for national part
Suspension of visa free travel	COM	Article 8(6)(a) Regulation 2018/1806 if conditions are met; human rights related grounds for suspension not yet in force	COM Implementing Act