EU restrictive measures in response to the crisis in Ukraine

Since March 2014, the EU has progressively imposed restrictive measures against Russia. The measures were adopted in response to the illegal annexation of Crimea and the deliberate destabilisation of Ukraine.

The EU imposes different types of restrictive measures:

- diplomatic measures
- individual restrictive measures (asset freeze and travel restrictions)
- restrictions on economic relations with Crimea and Sevastopol
- economic sanctions
- restrictions on economic cooperation

Diplomatic measures

In 2014, the EU-Russia summit was cancelled and EU member states decided not to hold regular bilateral summits. Bilateral talks with Russia on visa matters as well as on the new agreement between the EU and Russia were suspended.

Instead of the G8 summit in Sochi, a G7 meeting was held in Brussels on 4-5 June 2014. Since then, meetings have continued within the G7 process.

EU countries also supported the suspension of negotiations over Russia's joining the Organisation for Economic Co-operation and Development (OECD) and the International Energy Agency (IEA).

Individual restrictive measures

Asset freeze and travel restrictions

153 people and 40 entities are subject to an asset freeze and a travel ban over their responsibility for actions which undermine or threaten the territorial integrity, sovereignty and independence of Ukraine.

The measures were introduced in March 2014. They were last extended in March 2017 until 15
List of persons and entities under EU restrictive measures over the territorial integrity of Ukraine (March 2017)

Misappropriation of Ukrainian state funds

In March 2014, the Council decided to freeze the assets of individuals responsible for the misappropriation of Ukrainian state funds. These measures were last extended in March 2017 until 6 March 2018.

Restrictions on economic relations with Crimea and Sevastopol

The Council adopted restrictive measures in response to the illegal annexation of Crimea and Sevastopol by the Russian Federation.

The measures apply to EU persons and EU based companies. They are limited to the territory of Crimea and Sevastopol.

These measures include:

- an import ban on goods from Crimea and Sevastopol
- restrictions on trade and investment related to certain economic sectors and infrastructure projects
- a prohibition to supply tourism services in Crimea or Sevastopol
- an export ban for certain goods and technologies

On 19 June 2017, the Council extended these measures until 23 June 2018.

Economic sanctions targeting exchanges with Russia in specific economic sectors

In July and September 2014, the EU imposed economic sanctions targeting exchanges with Russia in specific economic sectors.

In March 2015, EU leaders decided to align the existing sanctions regime to the complete implementation of the Minsk agreements, foreseen for the end of December 2015. Since this did not happen, the Council extended economic sanctions until 31 July 2016.

The economic sanctions were prolonged for 6 months successively on 1 July 2016, 19 December 2016, and on 28 June 2017, each time following an assessment of the Minsk agreements implementation. The economic sanctions are currently extended until 31 January 2018.

These restrictive measures:

- limit access to EU primary and secondary capital markets for certain Russian banks and companies
- impose an export and import ban on trade in arms
- establish an export ban for dual-use goods for military use or military end users in Russia
- curtail Russian access to certain sensitive technologies and services that can be used for oil production and exploration

Measures concerning economic cooperation

Restrictions on economic cooperation were introduced by EU leaders in July 2014:
the EIB was requested to suspend the signature of new financing operations in the Russian Federation
EU member states agreed to coordinate their positions within the European Bank for Reconstruction and Development (EBRD) Board of Directors with a view to also suspend the financing of new operations
the implementation of EU bilateral and regional cooperation programmes with Russia was re-assessed and certain programmes suspended

Timeline of Council decisions on Ukraine

The following timeline gives an overview of the decisions taken by the European Union regarding restrictive measures since the extraordinary meeting of the Council of the EU on 3 March 2014, which condemned the clear violation of Ukrainian sovereignty and territorial integrity by Russia.

4 August 2017 - EU adds 3 persons and 3 companies to sanctions list

The EU has added 3 Russian nationals and 3 companies involved in the transfer of gas turbines to Crimea to the list of persons subject to restrictive measures in respect of actions undermining Ukraine's territorial integrity, sovereignty and independence.

- EU adds 3 persons and 3 companies to sanctions list over actions against Ukraine's territorial integrity

28 June 2017 - Extension of economic sanctions

The Council prolonged economic sanctions targeting specific sectors of the Russian economy until 31 January 2018. This decision follows an update from President Macron and Chancellor Merkel to the European Council of 22-23 June 2017 on the implementation of the Minsk Agreements.

- Russia: EU prolongs economic sanctions by six months

19 June 2017 - Extension of sanctions in response to the illegal annexation of Crimea and Sevastopol

The Council extended the restrictive measures in response to the illegal annexation of Crimea and Sevastopol by Russia until 23 June 2018. The measures apply to EU persons and EU based companies. They are limited to the territory of Crimea and Sevastopol.

- Illegal annexation of Crimea and Sevastopol: EU extends sanctions by one year

13 March 2017 - Extension of EU sanctions over actions against Ukraine's territorial integrity

The Council prolonged for a further six months, until 15 September 2017, the application of sanctions targeting actions against Ukraine's territorial integrity, sovereignty and independence. The measures consist of asset freezes and a travel ban applying to 150 people and 37 entities.

- EU prolongs sanctions over actions against Ukraine's territorial integrity until 15 September 2017

3 March 2017 - Extension of EU sanctions over misappropriation of Ukrainian state funds

The Council extended until 6 March 2018 the asset freezes against 15 people identified as
responsible for the misappropriation of Ukrainian state funds or for the abuse of office causing a loss to Ukrainian public funds.

- **Misappropriation of Ukrainian state funds: EU prolongs asset freezes against 15 people by one year (press release, 03/03/2017)**

19 December 2016 - Extension of economic sanctions

The Council extended the application of economic sanctions targeting specific sectors of the Russian economy, **until 31 July 2017**.

This was decided following the European Council meeting on 15 December 2016, where the leaders assessed the progress in implementing the Minsk agreements and paved the way for a further extension of sanctions.

- **EU extends economic sanctions against Russia**

9 November 2016 - EU adds six members of the State Duma from Crimea to sanctions list

The EU added six members of the Russian Federation State Duma elected from the illegally annexed Autonomous Republic of Crimea and the city of Sevastopol to the list of persons subject to restrictive measures in respect of actions undermining Ukraine's territorial integrity, sovereignty and independence.

- **EU adds six members of the State Duma from Crimea to sanctions list**

15 September 2016 - Extension of EU sanctions over actions against Ukraine's territorial integrity

The Council prolonged until 15 March 2017 the application of sanctions targeting actions against Ukraine's territorial integrity, sovereignty and independence. These sanctions consist of an asset freeze and a travel ban against 146 persons and 37 entities.

- **EU prolongs sanctions over actions against Ukraine's territorial integrity**

1 July 2016 - Extension of economic sanctions

The Council prolonged the economic sanctions targeting specific sectors of the Russian economy until **31 January 2017**.

On 19 March 2015, the European Council agreed to link the duration of the sanctions to the complete implementation of the Minsk agreements. In July 2016, having assessed the implementation of the Minsk agreements, the Council decided to renew the sanctions for a further six months, until 31 January 2017.

- **Russia: EU prolongs economic sanctions by six months**

17 June 2016 - Extension of sanctions in response to the illegal annexation of Crimea and Sevastopol

The Council **extended the restrictive measures** in response to the illegal annexation of Crimea and Sevastopol by Russia **until 23 June 2017**. The measures apply to EU persons and EU based companies. They are limited to the territory of Crimea and Sevastopol.
• **Illegal annexation of Crimea and Sevastopol: EU extends sanctions by one year**

10 March 2016 - Extension of EU sanctions over action against Ukraine's territorial integrity

The Council extended until **15 September 2016** EU restrictive measures against **146 people and 37 companies**, in view of the continuing undermining or threatening of the territorial integrity, sovereignty and independence of Ukraine.

• **Ukraine territorial integrity: EU extends sanctions by 6 months**

4 March 2016 - Extension of EU sanctions over misappropriation of Ukrainian state funds

The Council **extended by one year asset freezes against 16 people** identified as responsible for the misappropriation of Ukrainian state funds or for the abuse of office causing a loss to Ukrainian public funds.

• **Misappropriation of Ukrainian state funds: EU extends asset freezes against 16 people**

21 December 2015 - Extension of economic sanctions

The Council prolonged EU economic sanctions against Russia until **31 July 2016**.

In March 2015, EU leaders decided to align the existing sanctions regime to the complete implementation of the Minsk agreements, which was foreseen for the end of December 2015. Since the Minsk agreements will not be fully implemented by 31 December 2015, the duration of the sanctions has been prolonged whilst the Council continues its assessment of progress in implementation.

• **Russia: EU prolongs economic sanctions by six months**

5 October 2015 - Extension of EU sanctions over misappropriation of Ukrainian state funds

The Council extended the asset freeze for one person covered by measures applying until 6 October 2015.

• **Council decision (CFSP) 2015/1781 amending decision 2014/119/CFSP concerning restrictive measures directed against certain persons, entities and bodies in view of the situation in Ukraine, 5 October 2015**

14 September 2015 - Extension of EU sanctions over action against Ukraine's territorial integrity

The Council extended until **15 March 2016** the application of EU restrictive measures targeting action against Ukraine's territorial integrity, sovereignty and independence. 149 persons and 37 entities are subject to **asset freeze and travel bans** under these sanctions.

• **EU extends the validity of sanctions over actions against Ukraine's territorial integrity**

22 June 2015 - Extension of economic sanctions

The Council extended EU economic sanctions until 31 January 2016. These sanctions were introduced in response to Russia's destabilising role in Eastern Ukraine. They target certain exchanges with Russia in the financial, energy and defence sectors and dual-use goods.
• Russia: EU extends economic sanctions by six months

19 June 2015 - Extension of restrictions in response to the illegal annexation of Crimea and Sevastopol

The Council has extended until 23 June 2016 the EU restrictive measures in response to the illegal annexation of Crimea and Sevastopol. These measures include prohibitions on import of products, investment, tourism services and exports of certain goods and technologies.

• Crimea: EU extends restrictions in response to illegal annexation

5 June 2015 - Extension of EU sanctions over misappropriation of Ukrainian state funds

The Council has extended the asset freeze for three persons covered by measures applying until 6 June 2015.

• Misappropriated Ukrainian state funds: Council extends asset freezes

19-20 March 2015 - European Council

Leaders decided to align the existing sanctions regime to the implementation of the Minsk agreements. Economic sanctions will remain enforced until the end of 2015 when the last point of the peace plan is to be implemented: Ukraine regaining control over its borders in the east.

EU leaders also stressed the need to challenge Russia's ongoing campaign of public disinformation about the conflict in Ukraine. The EU High Representative, Federica Mogherini, was invited to prepare an action plan on strategic communication for the June European Council.

EU leaders agreed on the objectives of the Eastern Partnership summit, which then took place in Riga on 21-22 May 2015. The European Council repeated its commitment to the eastern partners and set as a priority to strengthen the democratic institutions to the east.

• European Council conclusions on Ukraine and relations with Russia, 19 March 2015

13 March 2015 - Extension of EU sanctions over action against Ukraine's territorial integrity

The Council extended until 15 September 2015 the application of EU restrictive measures targeting action against Ukraine's sovereignty, territorial integrity and independence.

150 persons and 37 entities are subject to asset freeze and travel bans under these sanctions.

• EU extends validity of sanctions over action against Ukraine's territorial integrity, 13 March 2015

5 March 2015 - Extension of EU sanctions over misappropriation of Ukrainian state funds

The Council has adjusted and extended EU restrictive measures focused on the freezing and recovery of misappropriated Ukrainian state funds.

• Council extends EU sanctions over misappropriation of Ukrainian state funds, 5 March 2015

16 February 2015 - EU strengthens sanctions against separatists in Eastern Ukraine
As requested by the Foreign Affairs Council of 9 February, an asset freeze and an EU travel ban were imposed to 19 persons and 9 entities involved in action against Ukraine's territorial integrity.

This decision brought the total of persons subject to EU sanctions over Ukraine's territorial integrity to **151** and the number of entities under EU asset freeze to **37**.

- List of persons and entities under EU restrictive measures over the territorial integrity of Ukraine, 16 February 2015

12 February 2015 - EU leaders welcomed the results of the Minsk agreement

At an informal meeting of heads of state or government, EU leaders gave **cautious support** to the Minsk agreement. They indicated that they will not hesitate to take the necessary steps if the agreement is not implemented and the **ceasefire** is not respected.

- Informal meeting of heads of state or government, 12 February 2015

9 February 2015 - Additional listings on hold

The Council unanimously adopted additional listings concerning **separatists in Eastern Ukraine and their supporters in Russia**. These consist of an asset freeze and a travel ban on 19 persons and 9 entities involved in action against Ukraine's territorial integrity.

To give space for current diplomatic efforts and the upcoming Minsk talks, the Council put the entry into force of the measures on hold until Monday **16 February 2015**.

- Foreign Affairs Council, 09/02/2015

29 January 2015 - Extension of existing individual restrictive measures

The Council strongly condemned the indiscriminate shelling of the residential areas, especially in Mariupol, and the escalation of fighting in the Donetsk and Luhansk regions of Ukraine.

In response to those events, the Council agreed to **extend the existing individual restrictive measures**, targeting 132 persons and 28 entities for threatening or undermining Ukraine's sovereignty and territorial integrity, **until September 2015**.

It also called for a proposal on **additional designations** for decision at the Foreign Affairs Council on 9 February 2015.

- Foreign Affairs Council meeting, 29 January 2015

18 December 2014 - European Council focused on the eastern neighbourhood

EU leaders discussed the situation on the eastern borders of Europe, support to Ukraine and relations with Russia. They welcomed the strengthening of the sanctions on investment, services and trade with Crimea and Sevastopol.

- European Council meeting, 18 December 2014

28 November 2014 - EU strengthens sanctions against separatists in Eastern Ukraine

As requested by the Foreign Affairs Council of 17 November, an asset freeze and an EU travel ban were imposed to 13 persons and five entities involved in action against Ukraine's territorial integrity.
This decision brought the total of persons subject to EU sanctions over Ukraine's territorial integrity to **132** and the number of entities under EU asset freeze to **28**.

- EU strengthens sanctions against separatists in Eastern Ukraine, 28 November 2014
- List of persons and entities under EU restrictive measures over the territorial integrity of Ukraine, 1 December 2014

**17 November 2014 - New sanctions under consideration**

Ukraine was the main focus of the Foreign Affairs Council. EU ministers asked the European External Action Service (EEAS) and the European Commission to present a proposal on further sanctions against separatists.

- Foreign Affairs Council meeting, 17-18 November 2014

**12 September 2014 - Further economic sanctions on Russia**

A new package of restrictive measures targeting exchanges with Russia in specific economic sectors entered into force, reinforcing the measures adopted on 31 July.

- Reinforced restrictive measures against Russia, 11 September 2014
- Statement by the President of the European Council Herman Van Rompuy on further EU restrictive measures against Russia, 8 September 2014

**30 August 2014 - Special meeting of the European Council**

Following the dramatic escalation of the situation, with the presence and actions of Russian armed forces on the Ukrainian territory, the European Council asked for the preparation of new economic sanctions against Russia.

- Special meeting of the European Council, 30 August 2014

**29-31 July 2014 - Adoption of additional restrictive measures against Russia**

Following the conclusions of the European Council meeting of 16 July, the Council adopted a package of targeted **economic sanctions**. These measures concern exchanges with Russia in specific economic sectors.

- Statement in the name of the European Union on the agreed additional restrictive measures - economic sanctions' against Russia, 29 July 2014
- Adoption of agreed restrictive measures - 'economic sanctions' - in view of Russia's role in Eastern Ukraine, 31 July 2014
- Adoption of agreed EU restrictive measures over Crimea and Eastern Ukraine, 30 July 2014
- A summary of the EU restrictive measures including 'economic sanctions' over the situation in Eastern Ukraine and the illegal annexation of Crimea, 29 July 2014

**25 July 2014 - Further EU sanctions over situation in Eastern Ukraine**

The Council adopted reinforced EU sanctions. The Council's Committee of Permanent Representatives (Coreper) also discussed the preparatory work on **further targeted measures**.

- EU sanctions over situation in Eastern Ukraine strengthened, 25 July 2014

**22 July 2014 - Council takes action following the downing of flight MH17**
EU ministers discussed the situation in Ukraine following the downing of flight MH17. They asked to finalise preparatory work for economic sanctions in four sectors, paving the way for their adoption.

- **Foreign Affairs Council meeting, 22 July 2015**

### 18 July 2014 - Ukraine crisis: EU broadens remit of sanctions

The Council widened the legal basis for EU restrictive measures making it possible to target entities which materially or financially support actions against Ukraine.

- **Ukrainian crisis: EU broadens remit of sanctions, 18 July 2014**

### 16 July 2014 - Special meeting of the European Council

EU leaders regretted that Russia and the separatists had not taken the requested steps set out in the June European Council conclusions. They agreed to target Russia with a new set of 6 restrictive measures including restriction on economic cooperation with Russia.

- **Special meeting of the European Council, 16 July 2014**

### 26-27 June 2014 - European Council conclusions

EU leaders set out **four specific steps** to be taken by Russia and the separatists for de-escalation. They also signed the Association Agreement with Ukraine.

- **European Council, 26-27 June 2014**

### 23 June 2014 - Import ban on goods from Crimea

The Council adopted measures to implement the EU's policy of non-recognition of the illegal annexation of Crimea and decided on a ban on goods originating from Crimea or Sevastopol.

- **Foreign Affairs Council meeting, 23 June 2014**

### 12 May 2014 - Agreement on a new set of sanctions

In light of the recent events in Eastern Ukraine and the illegal confiscation of entities in Crimea, the Council agreed on a new set of sanctions and took note of the preparatory work done by the Commission and Member States on **possible targeted measures**, as requested by the European Council in March.

- **Foreign Affairs Council meeting, 12 May 2014**

### 15 April 2014 - Foreign Affairs Council focused on the situation in Eastern Ukraine

The Council decided to strengthen **sanctions** against persons responsible for misappropriating Ukrainian state funds and targeted additional individuals under the assets freeze and travel ban.

- **Foreign Affairs Council meeting, 14-15 April 2014**

### 20-21 March 2014 - European Council focused on Ukraine crisis and further sanctions

Following the annexation of Crimea and Sevastopol to the Russian Federation, **12 names** were added to the list of Russian and Crimean officials subject to **EU travel bans and asset freezes**. In addition,
the European Council cancelled a planned EU-Russia summit and noted that member states will not hold any bilateral regular summits with Russia.

EU leaders also requested the European Commission to prepare broader economic and trade sanctions that could be imposed if Russia further destabilises Ukraine.

- European Council meeting, 20-21 March 2014

17 March 2014 - Introduction of a first set of restrictive measures against 21 Russian and Ukrainian officials

EU ministers decided to introduce a first set of measures against 21 officials responsible for actions threatening Ukraine's territorial integrity.

- Foreign Affairs Council meeting, 17 March 2014

6 March 2014 - Extraordinary meeting of EU Heads of State or Government on Ukraine

EU leaders condemned Russia's actions in Ukraine and decided to start preparing individual restrictive measures (assets freeze and travel bans).

The leaders confirmed the actions proposed by EU foreign ministers on 3 March, that is to suspend bilateral talks with the Russian Federation on visa matters and on the New Agreement.

- Extraordinary meeting of EU Heads of State or Government on Ukraine, 6 March 2014

3 March 2014 - Extraordinary meeting of the Foreign Affairs Council on the situation in Ukraine

The EU and the member states who participate in the G8 decided to suspend the preparations for the G8 Summit in Sochi in June and considered possible consequences for bilateral EU-Russia relations.

Furthermore, the Council agreed to swiftly work on the adoption of restrictive measures for the freezing and recovery of assets of persons identified as responsible for the misappropriation of Ukrainian state funds.

- Foreign Affairs Council meeting, 3 March 2014

Adoption and review procedure for EU sanctions

Adoption of a Council decision

Restrictive measures are laid down in Common Foreign and Security Policy (CFSP) Council decisions. A proposal is made by the High Representative of the Union for Foreign Affairs and Security Policy (HR).

The proposed measures are then examined and discussed by the relevant Council preparatory bodies:

- The Council working party responsible for the geographical region to which the targeted country belongs (for example, the Eastern Europe and Central Asia Working Party (COEST) for Ukraine or Belarus; the Mashreq/Maghreb Working Party for Syria, or other preparatory body)
- the Working Party of Foreign Relations Counsellors Working Party (RELEX)
if required, the Political and Security Committee (PSC)
the Committee of Permanent Representatives (COREPER II)

The decision is then adopted by the Council by **unanimity**.

If the Council Decision includes an asset freeze and/or other types of economic and/or financial sanctions, those measures need to be implemented in a Council regulation.

**Adoption of a Council regulation**

Based on the CFSP Council decision, the High Representative and the Commission present a joint proposal for a Council regulation.

The joint proposal is examined by RELEX and forwarded to COREPER and the Council for adoption. The Council then informs the European Parliament of the adoption of the Council regulation.

The regulation lays down the precise scope of the measures and details for their implementation. As a legal act of general application, the regulation is binding on any person or entity (economic operators, public authorities, etc.) within the EU.

**Entry into force**

The Council decision enters into force upon publication in the **Official Journal of the European Union**.

The CFSP Council decision and the Council regulation are adopted together to allow for both legal acts to produce their effects at the same time. This is particularly relevant in the case of an asset freeze.

Measures laid down only in the CFSP decision, such as arms embargoes or travel restrictions, will be implemented by the member states, while the Commission will verify that the member states have implemented the regulations in a proper and timely manner.

**Notification procedure**

Persons and entities subject to an asset freeze or travel restrictions (listed persons and entities) are notified of the measures that have been taken against them:

- individually by letter if their address is available
- by means of a notice published by the Council in the "C" Series of the Official Journal of the European Union

**Review process**

All restrictive measures in force are kept under **constant review** to ensure that they continue to contribute towards achieving their stated objectives.

**UN Security Council Resolutions**

Restrictive measures adopted in implementation of UN Security Council Resolutions do not have an end date. They are amended or lifted without delay, following a decision by the UN to that effect.
Mixed sanctions regimes

UN provisions are also open-ended in time. EU autonomous provisions are reviewed at least once every 12 months.

Autonomous restrictive measures

Council decisions imposing EU autonomous restrictive measures apply for 12 months, while the corresponding Council regulations are open-ended.

Before deciding to extend such a Council decision, the Council will review the restrictive measures. Depending on how the situation develops, the Council can decide at any time to amend, extend or temporarily suspend them.

Request for lifting of restrictive measures

Listed persons and entities may submit a request to the Council, together with supporting documentation, requesting that the decision to list them be reconsidered. They should send it to the following address:

Council of the European Union

General Secretariat

DG C 1C

Rue de la Loi/Wetstraat 175

1048 Bruxelles/Brussel

BELGIQUE/BELGIË

Finally, listed persons and entities have the possibility of challenging the Council’s decision before the General Court of the European Union, in accordance with the conditions laid down in the second paragraph of Article 275 and the fourth and sixth paragraphs of Article 263 of the Treaty on the Functioning of the European Union.

Last update: 10 August 2017

www.eeas.europa.eu

Source URL: