



Judgment of the General Court of 3 December 2025 – Timchenko v Council

(Case T-1107/23) ⁽¹⁾

(Common foreign and security policy – Restrictive measures taken in respect of actions undermining or threatening the territorial integrity, sovereignty and independence of Ukraine – Freezing of funds – List of persons, entities and bodies subject to the freezing of funds and economic resources – Restrictions on entry into the territories of the Member States – List of persons, entities and bodies subject to restrictions on entry into the territories of the Member States – Maintenance of the applicant’s name on the lists – Meaning of ‘association’ – Article 2(1), in fine, of Decision 2014/145/CFSP – Obligation to state reasons – Error of assessment – Right to be heard – Citizenship of the Union – Freedom of movement – Right to property – Proportionality – Non-contractual liability)

(C/2026/319)

Language of the case: French

Parties

Applicant: Elena Petrovna Timchenko (Moscow, Russia) (represented by: T. Bontinck, J. Goffin, S. Bonifassi, E. Fedorova, M. Brésart and J. Bastien, lawyers)

Defendant: Council of the European Union (represented by: V. Piessevaux and D. Laurent, acting as Agents)

Intervener in support of the defendant: European Commission (represented by: C. Giolito and M. Carpus-Carcea, acting as Agents)

Re:

By her action, the applicant seeks, first, under Article 263 TFEU, the annulment of (i) Council Decision (CFSP) 2023/1767 of 13 September 2023 amending Decision 2014/145/CFSP concerning restrictive measures in respect of actions undermining or threatening the territorial integrity, sovereignty and independence of Ukraine (OJ 2023 L 226, p. 104) and Council Implementing Regulation (EU) 2023/1765 of 13 September 2023 implementing Regulation (EU) No 269/2014 concerning restrictive measures in respect of actions undermining or threatening the territorial integrity, sovereignty and independence of Ukraine (OJ 2023 L 226, p. 3), and (ii) Council Decision (CFSP) 2024/847 of 12 March 2024 amending Decision 2014/145/CFSP concerning restrictive measures in respect of actions undermining or threatening the territorial integrity, sovereignty and independence of Ukraine (OJ L, 2024/847) and Council Implementing Regulation (EU) 2024/849 of 12 March 2024 implementing Regulation (EU) No 269/2014 concerning restrictive measures in respect of actions undermining or threatening the territorial integrity, sovereignty and independence of Ukraine (OJ L, 2024/849), in so far as those acts concern her, and, secondly, under Article 268 TFEU, compensation for the non-material damage she claims to have suffered as a result of the adoption of those acts.

Operative part of the judgment

The Court:

1. Dismisses the action;
2. Orders Ms Elena Petrovna Timchenko to bear her own costs and pay those incurred by the Council of the European Union;
3. Orders the European Commission to bear its own costs.

⁽¹⁾ OJ C, C/2024/1869, 11.3.2024.