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COUNCIL DECISION (CFSP) 2026/512

of 23 April 2026

amending Decision 2012/642/CFSP concerning restrictive measures in view of the situation in Belarus and the involvement of Belarus in the Russian aggression against Ukraine

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union, and in particular Article 29 thereof,

Having regard to the proposal from the High Representative of the Union for Foreign Affairs and Security Policy,

Whereas:

(1) On 15 October 2012, the Council adopted Decision 2012/642/CFSP [1].

(2) On 24 February 2022, the President of the Russian Federation announced a military operation in Ukraine and Russian armed forces began an attack on Ukraine, including from the territory of Belarus. That attack was a blatant violation of the territorial integrity, sovereignty and independence of Ukraine.

(3) In its conclusions of 19 February 2024, the Council strongly condemned the continued support provided by the Belarusian regime to Russia's war of aggression against Ukraine and called on Belarus to refrain from such action and to abide by its international obligations.

(4) In view of the gravity of the situation, and in response to Belarus's continued involvement in Russia's aggression against Ukraine, it is appropriate to introduce additional restrictive measures.

(5) In particular, it is appropriate to expand the list of items which might contribute to Belarus's military and technological enhancement or to the development of its defence and security sector by listing items which have been used by Russia in its war of aggression against Ukraine and items which contribute to the development or production of Belarus's military systems, including laboratory glassware, and certain high performance lubricants and their additives.

(6) It is also appropriate to expand the list of goods subject to export restrictions which might contribute to the enhancement of Belarusian industrial capacities, such as chemicals, rubber and articles of vulcanised rubber, articles of steel, tools for metal production and industrial tractors.

(7) In order to minimise the risk of circumvention of restrictive measures, it is appropriate to extend the list of goods and technology subject to the prohibition on transit via the territory of Belarus.

(8) Moreover, it is appropriate to impose additional restrictions on the provision to the Republic of Belarus, its Government, its public bodies, corporations or agencies, or to any natural or legal person, entity or body acting on their behalf or at their direction of services that contribute to enhancing Belarus's technological capabilities, in particular the provision of managed security services.

[1] Council Decision 2012/642/CFSP of 15 October 2012 concerning restrictive measures in view of the situation in Belarus and the involvement of Belarus in the Russian aggression against Ukraine (OJ L 285, 17.10.2012, p. 1, ELI: http://data.europa.eu/eli/dec/2012/642/oj).

(9) It is also appropriate to restrict the provision of services directly related to tourism activities in Belarus, in particular those classified in classes 7471 and 7472 of the Central Products Classification as set out in Statistical Office of the United Nations, Statistical Papers, Series M, No 77, CPC prov., 1991. This is done in order to reduce the revenues that Belarus derives from such services and to deter the promotion of non-essential travel and leisure activities to Belarus, especially in a context where Union nationals face a heightened risk of arbitrary arrests and detention, and where consular protection for persons having dual nationality is limited.

(10) It is also appropriate to introduce an exemption from the requirement for prior authorisation for services provided to the Republic of Belarus, its Government, its public bodies, corporations or agencies which are not already subject to the restrictive measures set out in Decision 2012/642/CFSP where such services are strictly necessary for the functioning of a consular or diplomatic representation of Belarus located in a Member State.

(11) Moreover, it is appropriate to introduce further import bans on goods which allow Belarus to diversify its sources of revenue, thereby enabling its involvement in the Russian aggression against Ukraine, including on certain raw materials, metals, certain minerals, scrap of steel and other metals, chemicals, articles of vulcanised rubber and tanned furskins.

(12) At present, claims against Union companies complying with restrictive measures can be brought by legal persons, entities or bodies other than Belarusian legal persons, entities or bodies by persons other than those listed in Decision 2012/642/CFSP, or by persons other than those acting on their behalf or at their direction, for instance when Union operators discontinue their supply to natural and legal persons in third countries other than Belarus of products the export of which to Belarus is prohibited. Therefore, it is appropriate to strengthen the Union's framework of restrictive measures by extending the scope of the prohibition on the satisfaction of such claims in connection with any contract or transaction the performance of which has been affected, directly or indirectly, in whole or in part, by Union restrictive measures. The scope of the prohibition in Decision 2012/642/CFSP on the satisfaction of such claims should therefore also be extended to cover claims brought by natural or legal persons, entities or bodies established in third countries other than Belarus and partner countries listed in the relevant annex to that Decision, where those natural or legal persons, entities or bodies are selling, supplying, transferring or exporting goods, technology or services the sale, supply, transfer or export of which is prohibited under Decision 2012/642/CFSP, whether or not the goods, technology or services originate in the Union.

(13) The Belarusian National Bank is about to launch the Belarusian digital rouble, which is expected to be put in circulation in the second half of 2026 and be progressively used by business entities, state entities and individuals, as well as between them and third-country operators. While the project is still at the preparatory stage, the digital rouble is intended, inter alia, to provide a payments system which shields Belarusian persons from the effect of the restrictive measures laid down in Decision 2012/642/CFSP. Therefore, it is appropriate to impose a prohibition on engaging, directly or indirectly, in any transaction involving a Belarusian Central Bank digital currency or providing any support to the development of such a project. A limited period to enable the orderly termination of existing contracts should also be provided for.

(14) Recent measures taken by the Belarusian regime involve banning operations for certain foreign crypto-asset service providers, indicating that regime's intentions to closely control the operation of crypto-asset service providers that operate in that country. In parallel, Belarus is developing a regulatory regime that involves close state oversight of crypto-asset services providers, with associated risks of crypto-assets being used by the regime to circumvent Union restrictive measures. Under those circumstances, the identification of specific crypto-asset service providers as enabling the circumvention of restrictive measures would not sufficiently mitigate circumvention risks, as the Belarusian regime could use other crypto-asset service providers under its control for the same illicit purposes. With a view to ensuring that crypto-assets do not provide a channel for circumventing Union restrictive measures, it is therefore appropriate to prohibit transactions with any crypto-asset service providers established in Belarus or with any decentralised platforms established in Belarus that enable the exchange or transfer of crypto-assets.

(15) Decision 2012/642/CFSP should therefore be amended accordingly,

HAS ADOPTED THIS DECISION:

Article 1

Decision 2012/642/CFSP is amended as follows:

(1) Article 1b is amended as follows:

(a) paragraphs 3a, 3b and 3c are deleted;

(b) the following paragraph is inserted:

‘3e. The prohibitions in paragraphs 1 and 3 shall not apply to the sale, supply, transfer or export of goods falling under CN codes 2931, 2932, 4001, 4015, 4016, 6805, 7318, 7325, 8209, 8311, as listed in Annex XVIII to Regulation (EC) No 765/2006, that is necessary for the execution until 25 July 2026 of contracts concluded before 24 April 2026, or of ancillary contracts necessary for the execution of such contracts.’;

(c) the following paragraph is inserted:

‘14b. By way of derogation from paragraph 2, the competent authorities may authorise the transit via the territory of Belarus of goods and technology falling under CN code 3403 19 80 as listed in Annex XIX to Regulation (EC) No 765/2006, exported from Hungary after having determined that such goods or technology are destined for Azerbaijan.’;

(d) paragraph 15 is replaced by the following:

‘15. When deciding on requests for authorisations for the purposes included in paragraphs 8, 10, 12, 13, 14 and 14a, the competent authorities shall not grant an authorisation for exports to any natural or legal person, entity or body in Belarus or for use in Belarus, if they have reasonable grounds to believe that the goods might have a military end use.’;

(e) paragraph 16 is replaced by the following:

‘16. The Member State concerned shall inform the other Member States and the Commission of any authorisation granted under paragraph 8, 10, 12, 13, 14, 14a or 14b within two weeks of the authorisation.’;

(2) in Article 2c(4), point (h) is replaced by the following:

‘(h) ensuring cyber-security and information security for legal persons, entities and bodies in Belarus which are owned or solely or jointly controlled by a legal person, entity or body which is incorporated or constituted under the law of a Member State;’;

(3) in Article 2d(4), point (h) is replaced by the following:

‘(h) ensuring cyber-security and information security for legal persons, entities and bodies in Belarus which are owned or solely or jointly controlled by a legal person, entity or body which is incorporated or constituted under the law of a Member State;’;

(4) Article 2hc is amended as follows:

(a) the following paragraphs are inserted:

‘4b. It shall be prohibited, as of 25 May 2026, to provide, directly or indirectly, managed security services to:

(a) the Republic of Belarus, its Government, its public bodies, corporations or agencies; or

(b) any natural or legal person, entity or body acting on behalf or at the direction of the Republic of Belarus, its Government, its public bodies, corporations or agencies.

4c. It shall be prohibited to provide services directly related to tourism activities in Belarus.';

(b) in paragraph 5, points (a) and (b) are replaced by the following:

'(a) provide technical assistance, brokering services or other services related to the services and software referred to in paragraphs 1 to 4b, directly or indirectly, to the Republic of Belarus, its Government, its public bodies, corporations or agencies or to any natural or legal person, entity or body acting on behalf or at the direction of such a legal person, entity or body;

(b) provide financing or financial assistance related to the services and software referred to in paragraphs 1 to 4b, or for the provision of related technical assistance, brokering services or other services, directly or indirectly, to the Republic of Belarus, its Government, its public bodies, corporations or agencies or to any natural or legal person, entity or body acting on behalf or at the direction of such a legal person, entity or body; or';

(c) paragraph 5a is replaced by the following:

'5a. A prior authorisation shall be required for the provision, directly or indirectly, of any service not covered by paragraphs 1, 2, 3, 4a, 4b or 4c, to the Republic of Belarus, its Government, its public bodies, corporations or agencies. The competent authorities may authorise, based on a specific and case-by-case assessment, the provision of such services, under such conditions as they deem appropriate, after having determined that this is consistent with the objectives of this Decision.';

(d) the following paragraph is inserted:

'5b. Paragraph 5a shall not apply to the provision, directly or indirectly, of services not covered by paragraphs 1, 2, 3, 4a, 4b or 4c to a consular or diplomatic representation of Belarus located in a Member State, where those services are strictly necessary for the functioning of that representation.';

(e) the following paragraph is inserted:

'10c. Paragraph 4c shall not apply to the execution until 25 June 2026 of contracts concluded before 24 April 2026, or ancillary contracts necessary for the execution of such contracts.';

(5) in Article 2n(1), the following point is added:

'(e) a natural person of a third country who is not a Belarusian national and any legal person, entity or body established in a third country other than Belarus, with the exception of partner countries listed in Annex IVa to this Decision, selling, supplying, transferring or exporting goods, technology and services, the sale, supply, transfer or export of which is prohibited under this Decision, whether or not originating in the Union, to the persons, entities or bodies referred to in points (a), (b), (c) or (d) of this paragraph or for use in Belarus.';

(6) in Article 2ra, the following paragraph is inserted:

'9e. With regard to the goods falling under CN codes 2501, 2517, 2522, 2530, 2620, 2815, 2833, 2916, 2926, 4016, 7403, 7404, 7406 and 7610, the prohibitions in paragraphs 1 and 2 shall not apply to the execution until 25 July 2026 of contracts concluded before 24 April 2026, or of ancillary contracts necessary for the execution of such contracts.';

(7) in Article 2y(1a), the following points are added:

'(f) necessary for the reception of payments due by the legal persons, entities or bodies referred to in Annex V pursuant to contracts and obligations performed before 24 April 2026.

(g) strictly necessary for payment of reasonable professional fees or reimbursement of incurred expenses associated with the provision of legal services;

(h) that are necessary for the needs of state-funded intermediate organisations for the foreign cultural policy of the Member States in Belarus.';

(8) the following articles are inserted:

'*Article 2za*

1. It shall be prohibited to engage, directly or indirectly, in any transaction with a natural or legal person, entity or body that seeks, or cooperates in, the enforcement outside the Union of judgments satisfying claims referred to in Article 8h(1) of Regulation (EC) No 765/2006, or with natural or legal persons, entities or bodies that own or control those legal persons, entities or bodies, with the exception of lawyers and members of the judiciary, as listed in Annex VII.

2. Unless they are otherwise prohibited, the prohibition in paragraph 1 shall not apply to transactions that are:

(a) necessary for the purchase, import or transport of pharmaceutical, medical or agricultural and food products, including wheat and fertilisers, whose purchase, import and transport of which is allowed under this Decision;

(b) strictly necessary to ensure access to judicial, administrative or arbitral proceedings in a Member State, as well as for the recognition or enforcement of a judgment or an arbitration award rendered in a Member State, provided that such transactions are consistent with the objectives of this Decision;

(c) without prejudice to point (b) of this paragraph, strictly necessary to recover damages pursuant to Article 8h of Regulation (EC) No 765/2006.

Article 2zb

It shall be prohibited to engage, directly or indirectly, in any transaction involving the crypto-assets or central bank digital currencies listed in Annex VIII, or to provide any support to the development of such crypto-assets or central banks digital currencies.

Article 2zc

1. It shall be prohibited to engage, directly or indirectly, in any transaction with a legal person, entity or body that is an entity providing crypto-assets services or is a platform enabling the exchange or transfer of crypto-assets and is established in Belarus.

2. The prohibition in paragraph 1 shall not apply to transactions:

(a) that are necessary for the functioning of diplomatic and consular representations of the Union and of the Member States or of partner countries in Belarus, including delegations, embassies and missions, or international organisations in Belarus enjoying immunities in accordance with international law;

(b) made by nationals of a Member State who are residents of Belarus and were so before 24 February 2022.

3. The prohibition in paragraph 1 shall apply as of 25 May 2026.';

(9) the Annexes are amended in accordance with the Annex to this Decision.

Article 2

This Decision shall enter into force on the day following that of its publication in the *Official Journal of the European Union*.

Done at Brussels, 23 April 2026.

For the Council

The President

M. RAOUNA

ANNEX

The Annexes to Decision 2012/642/CFSP are amended as follows:

(a) in Annex IVa, the heading is replaced by the following:

'ANNEX IVa

List of countries referred to in Articles 2n, 2u and 5d';

(b) the following Annexes are added:

'ANNEX VII

Legal persons, entities or bodies referred to Article 2za

ANNEX VIII

List of crypto-assets and central bank digital currencies referred to in Article 2zb

Crypto-assets or central bank digital currencies	Entry into force
Belarusian Digital rouble	25 May 2026'