



2025/2638

22.12.2025

COUNCIL IMPLEMENTING REGULATION (EU) 2025/2638
of 22 December 2025
implementing Regulation (EU) 2024/1485 concerning restrictive measures in view of the situation in
Russia

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EU) 2024/1485 of 27 May 2024 concerning restrictive measures in view of the situation in Russia ⁽¹⁾, and in particular Article 17(1) thereof,

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

Whereas:

- (1) On 27 May 2024, the Council adopted Regulation (EU) 2024/1485.
- (2) The Union remains unwavering in its condemnation of the human rights violations and repressions in Russia.
- (3) In view of the gravity of the situation, the Council considers that two natural persons should be added to the list of natural and legal persons, entities and bodies set out in Annex IV to Regulation (EU) 2024/1485.
- (4) Regulation (EU) 2024/1485 should therefore be amended accordingly,

HAS ADOPTED THIS REGULATION:

Article 1

Annex IV to Regulation (EU) 2024/1485 is amended in accordance with the Annex to this Regulation.

Article 2

This Regulation shall enter into force on the date of its publication in the *Official Journal of the European Union*.

This Regulation shall be binding in its entirety and directly applicable in all Member States.

Done at Brussels, 22 December 2025.

For the Council

The President

M. BJERRE

⁽¹⁾ OJ L, 2024/1485, 27.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1485/oj>.

ANNEX

In Annex IV to Regulation (EU) 2024/1485, the following entries are added under heading ‘A. Natural persons’:

	Name	Identifying information	Statement of Reasons	Date of listing
‘53.	Dmitry Sergeyevich GORDEEV (Дмитрий Сергеевич ГОРДЕЕВ)	Position: Judge of the Moscow City Court DOB: 9.8.1983 Nationality: Russian Gender: male	Dmitry Gordeev is a judge of the Moscow City Court and formerly of the Tverskoy District Court in the city of Moscow. Dmitry Gordeev has repeatedly issued politically motivated rulings against opposition figures and human rights defenders. His judicial conduct demonstrates systematic disregard for fundamental standards of impartial justice. He routinely refuses to examine exculpatory evidence, including video recordings contradicting police claims, and consistently accepts unverified or copied police reports from his former colleagues, revealing bias, conflict of interest and a lack of judicial independence. His rulings form a recognisable, politically driven pattern aligned with the interests of the Russian security services. His role has been described as part of a “repressive machine” that has to operate without failures, underscoring his central function in implementing politically motivated prosecutions. Through his repeated actions, Dmitry Gordeev has repressed civil society, democratic opposition and human rights defenders, undermined judicial independence and the rule of law, and actively facilitated politically motivated prosecutions. His decisions materially support and enable the continued operation of Russia’s repressive State apparatus. Therefore, Dmitry Gordeev is responsible for serious violations of human rights, the repression of civil society and democratic opposition, and activities that seriously undermine democracy and the rule of law in Russia.	22.12.2025

	Name	Identifying information	Statement of Reasons	Date of listing
54.	Lyudmila BALANDINA (Людмила БАЛАНДИНА)	Position: Prosecutor DOB: 16.11.1984 Nationality: Russian Gender: female	Lyudmila Balandina is a prosecutor who has played a key role in several high-profile cases characterised by serious violations of human rights and repression of individuals critical of the Russian authorities or supportive of Ukraine. Lyudmila Balandina has systematically abused her position as a State prosecutor to pursue politically motivated charges, employ ideological rhetoric aligned with Kremlin propaganda and seek excessive punishments for acts of peaceful expression. Her conduct demonstrates an ongoing and deliberate effort to repress civil society, silence dissent and legitimise State narratives that equate criticism of the Russian Government or support for Ukraine with extremism or terrorism. By initiating and sustaining such prosecutions, Lyudmila Balandina has been directly involved in serious violations and abuses of human rights, including violations of the freedom of expression, the right to a fair trial and the prohibition of arbitrary prosecution, as protected under the International Covenant on Civil and Political Rights and the European Convention on Human Rights. Lyudmila Balandina's activities seriously undermine democracy and the rule of law in Russia, by turning the judicial system into a tool of political persecution and contributing to the broader pattern of State repression against journalists, cultural figures and opposition voices. Therefore, Lyudmila Balandina is responsible for serious violations of human rights, the repression of civil society and democratic opposition, and activities that seriously undermine democracy and the rule of law in Russia.	22.12.2025'