



Brussels, 6.11.2025  
C(2025) 7552 final

**COMMISSION IMPLEMENTING DECISION**

**of 6.11.2025**

**establishing adapted rules on the issuing of multiple-entry visas to Russian nationals  
residing in the Russian Federation and applying in the Russian Federation for short-stay  
visas**

(Only the Bulgarian, Croatian, Czech, Dutch, English, Estonian, Finnish, French, German,  
Greek, Hungarian, Italian, Latvian, Lithuanian, Maltese, Polish, Portuguese, Romanian,  
Slovak, Slovenian, Spanish and Swedish texts are authentic)

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EC) No 810/2009 of the European Parliament and of the Council of 13 July 2009 establishing a Community Code on Visas (Visa Code)<sup>1</sup>, and in particular Article 24(2d) thereof,

Whereas:

- (1) Regulation (EC) No 810/2009 lays down rules on the issuing of multiple-entry visas. An assessment conducted within the local Schengen cooperation in the Russian Federation in accordance with Article 24(2b) of that Regulation concluded that Russia's unprovoked and unjustified war of aggression against Ukraine has profoundly altered the migratory and security risk linked to Russian visa applicants. Russia's weaponisation of migration, acts of sabotage on the Member States' territory and on the international waters of the Baltic Sea, causing cyber and industrial espionage threats, and potential misuse of visas for promoting propaganda supporting Russia's war of aggression against Ukraine or engaging in other subversive activities to the detriment of the Union, mean that Russian visa applicants must be scrutinised thoroughly and frequently before a visa can be issued. Therefore, considerably more restrictive rules than those provided for by Article 24(2) of that Regulation should apply in respect of Russian applicants, allowing Member States to mitigate threats to public policy or internal security.
- (2) The rules on issuing multiple-entry visas set out in Article 24(2) of Regulation (EC) No 810/2009 should therefore be adapted in respect of certain visa applications lodged with Member States' consulates in Russia. By way of derogation from Article 24(2), without prejudice to the possibility for Member States to issue in justified cases multiple-entry visa to applicants who prove the need or justify their intention to travel frequently or regularly, provided that they prove their integrity and reliability, in accordance with Article 24(2c) of that Regulation, multiple-entry visas should only be issued to certain well-defined groups of applicants that present a reduced risk profile. In accordance with the assessment conducted within the local Schengen cooperation in Russia, this should concern close family members of persons residing in the Union and transport workers (seafarers, truck and bus drivers, members of train crews). The rules on issuing multiple-

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<sup>1</sup> OJ L 243, 15.9.2009, p. 1, ELI: <http://data.europa.eu/eli/reg/2009/810/oj>.

entry visas set out in Article 24(2) points (a), (b) and (c) to those applicants should be adapted.

- (3) The assessment conducted within the local Schengen cooperation concluded that nationals of other visa-required countries residing in the Russian Federation do not present the same high-risk profile as Russian nationals. The rules provided for in Article 24(2) of Regulation (EC) No 810/2009 should therefore continue to apply in respect of these applicants if they do not also have Russian citizenship.
- (4) The rules provided for in this Decision apply to visa applications lodged in the Russian Federation. To ensure effectiveness and avoid circumvention, a strict application of the provisions on consular territorial competence set out in Article 6(1) of Regulation (EC) No 810/2009 is required. Guidance on the handling of visa applications outside of the Russian Federation is provided in the 2022 Commission guidelines to Member States on general visa issuance in relation to Russian applicants<sup>2</sup>.
- (5) Whilst the objective of the adapted rules set out in this Decision is to ensure a uniform application of those rules by Member States, they do not affect the possibility for Member States, in duly justified individual cases and considering the particular profile and circumstances of the applicant, to shorten the validity period of the visa issued to the persons falling under the scope of this decision, in accordance with Article 24(2a) of Regulation (EC) No 810/2009, or to issue multiple-entry visas valid for up to five years, in accordance with Article 24(2c) of that Regulation. The latter may be appropriate, in particular, for the benefit of dissidents, independent journalists, human rights defenders, representatives of civil society organisations or other vulnerable categories, and their close family members.
- (6) This Decision does not affect the application of Directive 2004/38/EC of the European Parliament and of the Council<sup>3</sup>, which extends the right of free movement to family members irrespective of their nationality when joining or accompanying the Union citizen.
- (7) Given that Denmark decided to implement Regulation (EC) No 810/2009 which builds upon the Schengen *acquis* in its national law, in accordance with Article 4 of Protocol No 22 on the position of Denmark, annexed to the Treaty on the European Union and to the Treaty on the Functioning of the European Union, Denmark is bound under international law to implement this Decision.
- (8) This Decision does not constitute a development of the provisions of the Schengen *acquis* in which Ireland takes part in accordance with Council Decision 2002/192/EC<sup>4</sup>.

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<sup>2</sup> Communication from the Commission: 1. Updating guidelines on general visa issuance in relation to Russian applicants following Council Decision (EU) 2022/1500 of 9 September 2022 on the suspension in whole of the application of the Agreement between the European Community and the Russian Federation on the facilitation of the issuance of visas to the citizens of the European Union and the Russian Federation; and 2. Providing guidelines on controls of Russian citizens at the external borders (C(2022) 7111 final, 30.9.2022).

<sup>3</sup> Directive 2004/38/EC of the European Parliament and of the Council of 29 April 2004 on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States amending Regulation (EEC) No 1612/68 and repealing Directives 64/221/EEC, 68/360/EEC, 72/194/EEC, 73/148/EEC, 75/34/EEC, 75/35/EEC, 90/364/EEC, 90/365/EEC and 93/96/EEC (OJ L OJ L 158, 30.4.2004, p. 77, ELI: <http://data.europa.eu/eli/dir/2004/38/oj>).

<sup>4</sup> Council Decision 2002/192/EC of 28 February 2002 concerning Ireland's request to take part in some of the provisions of the Schengen *acquis* (OJ L 64, 7.3.2002, p. 20, ELI: <http://data.europa.eu/eli/dec/2002/192/oj>).

Ireland is therefore not taking part in the adoption of this Decision and is not bound by it or subject to its application.

- (9) As regards Iceland and Norway, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the latter's association with the implementation, application and development of the Schengen *acquis*<sup>5</sup>, which fall within the area referred to in Article 1, point B, of Council Decision 1999/437/EC<sup>6</sup>.
- (10) As regards Switzerland, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*<sup>7</sup>, which fall within the area referred to in Article 1, point B, of Decision 1999/437/EC, read in conjunction with Article 3 of Council Decision 2008/146/EC<sup>8</sup>.
- (11) As regards Liechtenstein, this Decision constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*<sup>9</sup>, which fall within the area referred to in Article 1, point B, of Decision 1999/437/EC read in conjunction with Article 3 of Council Decision 2011/350/EU<sup>10</sup>.
- (12) As regards Cyprus, this Decision constitutes an act building upon, or otherwise relating to, the Schengen *acquis* within the meaning of Article 3(2) of the 2003 Act of Accession.
- (13) The measures provided for in this Decision are in accordance with the opinion of the Committee established by Article 52(1) of Regulation (EC) No 810/2009,

<sup>5</sup> OJ L 176, 10.7.1999, p. 36, ELI: [http://data.europa.eu/eli/agree\\_international/1999/439\(1\)/oj](http://data.europa.eu/eli/agree_international/1999/439(1)/oj).

<sup>6</sup> Council Decision 1999/437/EC of 17 May 1999 on certain arrangements for the application of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the association of those two States with the implementation, application and development of the Schengen *acquis* (OJ L 176, 10.7.1999, p. 31, ELI: <http://data.europa.eu/eli/dec/1999/437/oj>).

<sup>7</sup> OJ L 53, 27.2.2008, p. 52, ELI: [http://data.europa.eu/eli/agree\\_international/2008/178\(1\)/oj](http://data.europa.eu/eli/agree_international/2008/178(1)/oj).

<sup>8</sup> Council Decision 2008/146/EC of 28 January 2008 on the conclusion, on behalf of the European Community, of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* (OJ L 53, 27.2.2008, p. 1, ELI: <http://data.europa.eu/eli/dec/2008/146/oj>).

<sup>9</sup> OJ L 160, 18.6.2011, p. 21, ELI: <http://data.europa.eu/eli/prot/2011/349/oj>.

<sup>10</sup> Council Decision 2011/350/EU of 7 March 2011 on the conclusion, on behalf of the European Union, of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*, relating to the abolition of checks at internal borders and movement of persons (OJ L 160, 18.6.2011, p. 19, ELI: <http://data.europa.eu/eli/dec/2011/350/oj>).

HAS ADOPTED THIS DECISION:

*Article 1*

This Decision applies to visa applications for short-stay visas lodged by Russian nationals residing in the Russian Federation with Member States' consulates in the Russian Federation ('applicant').

*Article 2*

1. By way of derogation from Article 24(2) of Regulation (EC) No 810/2009 and without prejudice to the possibility for Member States to issue in justified cases a multiple-entry visa to applicants who prove the need or justify their intention to travel frequently or regularly, provided that they prove their integrity and reliability, in accordance with Article 24(2c) of that Regulation, a multiple-entry visa shall only be issued to the following applicants and for the following validity periods, provided that the applicant fulfils the entry conditions set out in Article 6(1), points (a), (c), (d) and (e), of Regulation (EU) 2016/399 of the European Parliament and of the Council<sup>11</sup> and unless the validity of the visa would exceed that of the travel document:
  - (a) for close relatives, namely spouses, including registered partnerships, and children of the spouse under the age of 21, children, including adopted children, parents, of citizens of the Russian Federation legally residing in the Member States or of citizens of the Union: for a validity period of one year, provided that the applicant has obtained and lawfully used three visas within the previous two years;
  - (b) for transportation workers, namely seafarers, truck and bus drivers, members of train crews, applying for a visa in their professional capacity: for a validity period of nine months, provided that the applicant has obtained and lawfully used two visas within the previous two years.
2. Where the validity of the visa would exceed that of the travel document, a multiple-entry visa shall be issued with a period of validity ending three months before the end of validity of the applicant's travel document.

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<sup>11</sup> Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code) (OJ L 77, 23.3.2016, p. 1, ELI: <http://data.europa.eu/eli/reg/2016/399/oj>).

### *Article 3*

This Decision is addressed to the Kingdom of Belgium, the Republic of Bulgaria, the Czech Republic, the Federal Republic of Germany, the Republic of Estonia, the Hellenic Republic, the Kingdom of Spain, the French Republic, the Republic of Croatia, the Italian Republic, the Republic of Cyprus, the Republic of Latvia, the Republic of Lithuania, the Grand Duchy of Luxembourg, Hungary, the Republic of Malta, the Kingdom of the Netherlands, the Republic of Austria, the Republic of Poland, the Portuguese Republic, Romania, the Republic of Slovenia, the Slovak Republic, the Republic of Finland and the Kingdom of Sweden.

Done at Brussels, 6.11.2025

*For the Commission*  
*Magnus BRUNNER*  
*Member of the Commission*

