

Register of Damage Caused by the Aggression of the Russian Federation against Ukraine



ANNUAL ACTIVITY REPORT (2025)



<https://rd4u.claims>

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dommages causés par l'agression de la
Fédération de Russie contre l'Ukraine*

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Cover photo: The Board and Executive Director
of the Register of Damage for Ukraine before
the Memory Wall of Fallen Defenders of Ukraine
in the Russian-Ukrainian War,
Kyiv, 20 March 2025

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Diplomatic Conference Hosted by the Council of Europe and the Kingdom of the Netherlands
Adopts the Convention Establishing an International Claims Commission for Ukraine
to Succeed the Register of Damage for Ukraine Following its Entry into Force
The Hague, 16 December 2025

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Ninth Meeting of the Board of the Register of Damage for Ukraine
The Hague, 9-11 December 2025

I. Introduction

The Register of Damage Caused by the Aggression of the Russian Federation against Ukraine (“Register”) serves as a record, in documentary form, of evidence and claims information on damage, loss or injury caused, on or after 24 February 2022, in the territory of Ukraine within its internationally recognised borders, to all natural and legal persons concerned, as well as the State of Ukraine, by the Russian Federation’s internationally wrongful acts in or against Ukraine. In this respect, the Register constitutes the first component of a future international compensation mechanism. This mechanism is expected to include, following its establishment, the International Claims Commission for Ukraine (“Claims Commission”).

Throughout 2025, the Register acted with the urgency demanded by its mandate to contribute to the justice and compensation process for damage, loss and injury resulting from Russia’s aggression in and against Ukraine. The **Conference of Participants** confirmed the establishment of the Register, welcomed Australia as its 45th Member, and maintained active engagement in discharging overall responsibility for the Register’s mandate. The **Board** held quarterly meetings in Kyiv, Reykjavik, The Hague, and Warsaw, as well as online, during which it issued 30 reasoned decisions, with the number of claims officially recorded in the Register surpassing 30,000. The **Executive Director** alongside the **Secretariat** oversaw the launch of 13 additional

categories for claim submissions, which contributed to a sevenfold increase in submitted claims and facilitated the negotiations leading to the adoption of the Convention establishing an International Claims Commission for Ukraine. Like the Register, the Claims Commission will operate under the auspices of the **Council of Europe**. Furthermore, more than 90,000 claims had been submitted to the Register at the end of 2025—a significant milestone that underscores **Claimants'** desire to have their suffering formally acknowledged and their confidence in the possibility of compensation in accordance with international law.

The past year has demonstrated proof of concept, that the Register is not merely an appropriate response to the internationally wrongful acts of the Russian Federation, but also that its vision can be – and has now been – operationalised successfully. Through the milestones set out in the following pages, the Register has solidified its legal, technical, and operational ability to serve as an official record of claims and evidence of harm arising from Russia's full-scale invasion of Ukraine, paving the way for the forthcoming Claims Commission as its successor.



*Australia Joins the Register of Damage for Ukraine
The Hague, 19 August 2025*

II. Membership and Structure

A. Conference of Participants

The Conference of Participants (“Conference”) sits at the apex of the Register’s governance structure. It discharges overall responsibility for the fulfilment of the Register’s mandate, makes recommendations that advance the aims of the Register, approves the rules and regulations proposed by the Board for governing the Register’s work, adopts the annual budget, and performs other functions enumerated or otherwise vested in it by the Register’s Statute.

The Conference is comprised of the Register’s Participants, which make mandatory annual financial contributions and have one vote apiece. An Associate Member who makes a voluntary contribution at the level of a Participant will enjoy the full range of participant rights during the financial year in which such a contribution is made. If an Associate Member does not make such a contribution, they may still participate in the meetings of the Conference, but without the right to vote.

Participation in the Register is open to any member or observer State of the Council of Europe, the European Union, as well as any other State that voted in favour of United Nations General Assembly Resolution ES-11/5.¹ The Conference may also authorise any other State or international organisation, having so requested, to join the Register as a Participant or Associate Member, taking into particular account the position of the Government of Ukraine, in accordance with Article 4 of the Statute.

The Register warmly welcomed Australia as its 45th member and commends Australia’s active engagement in the collective effort to secure compensation for damage, loss, and injury resulting from the Russian Federation’s internationally wrongful acts in or against Ukraine. In joining the Register as an Associate Member, Australia participates alongside 43 other States and the European Union and bolsters the increasingly global nature of the Register’s membership.

The 41 Participants of the Register are composed of Albania, Andorra, Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Republic of Moldova, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, San Marino, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Ukraine, United Kingdom of Great Britain and Northern Ireland, and the European Union. Australia, Canada, Japan, and United

¹ See <https://undocs.org/A/ES-11/PV.15> at p. 30 (English).

States of America are Associate Members of the Register, with both Japan and United States of America enjoying the full range of rights accorded to Participants throughout 2025.

The work of the Conference is coordinated by Sandy Moss (United Kingdom of Great Britain and Northern Ireland) as Chair of the Conference, and by Tanja Gonggrijp (Netherlands) and Emil Ruffer (Czechia) as Vice-Chairs. Each was elected by the Conference on 27 June 2023 for a period of three years, in accordance with Article 5.2 of the Statute.

The Conference held its sixth meeting on 17 October 2025, at the seat of the Council of Europe in Strasbourg. In addition, the Conference held informal meetings on 6 February, 28 April, and 12 June 2025. It further exercised its powers through a written procedure to approve minor amendments to the Register's legal framework, adopted the 2024 Annual Activity Report, and approved internal budgetary adjustments on 28 February, 1 September, and 1 October 2025, respectively.



*The Sixth Meeting of the Conference of Participants of the Register of Damage for Ukraine
Strasbourg, 17 October 2025*

B. Board

The Board has general responsibility for the exercise of the Register's functions, proposing and implementing rules and regulations that govern the Register's work, and meeting regularly to exercise its ultimate authority in determining which claims should be recorded.

The Board is comprised of Robert Spano (Iceland), Chair; Chiara Giorgetti (Italy), Vice-Chair; Veijo Heiskanen (Finland); Yulia Kyrpa (Ukraine); Aleksandra Mężykowska (Poland); Lucy Reed (United States of America); and Norbert Wühler (Germany). Each Board member was appointed by the Conference on 16 November 2023 for a period of three years, renewable once, pursuant to Article 6.2 of the Statute.

Throughout 2025, the Board held four formal meetings: from 15-21 March in Warsaw, Poland and Kyiv, Ukraine; from 16-19 June in Reykjavik, Iceland; on 8 September, 23 September, and 21 October online; and from 9-11 December at the Register's headquarters in The Hague. In addition to these formal meetings, the Board also held an informal meeting on 21 February 2025.

In Kyiv, the Board was grateful to discuss the Register's work with the Prime Minister of Ukraine, Denys Shmyhal, the Deputy Prime Minister for European and Euro-Atlantic Integration and Minister of Justice, Olha Stefanishyna, and the United Nations Human Rights Monitoring Mission in Ukraine, among others.

In Reykjavik, the Board welcomed the opportunity to meet with the President of Iceland, Halla Tómasdóttir, and the Minister of Foreign Affairs, Þorgerður Katrín Gunnarsdóttir. The Board also participated in a high-level event focused on Ukrainian children alongside the Special Envoy of the Secretary General of the Council of Europe on the situation of children of Ukraine, Þórdís Kolbrún Reykfjörð Gylfadóttir.

In Warsaw, the Board was pleased to exchange valuable insights with the Undersecretary of State at the Ministry of Foreign Affairs, Ms. Henryka Mościcka-Dendys, as well as with Polish civil society organisations supporting individuals affected by Russia's aggression against Ukraine.

The Register wishes to express its gratitude to Iceland, Poland, and Ukraine for extending an invitation to the Board and for the considerable support of their Governments ahead of and during these meetings. The Register also wishes to reiterate its appreciation for the ongoing support of its Host State, the Kingdom of the Netherlands.

Over the course of 2025, the Board rendered 30 decisions to record a total of 29,633 claims, as set out further below (Section V.B). In addition, the Board issued a decision recommending that the Committee of Ministers confirm the establishment of the Register (see Section III.A).²

Additional details concerning the Board's meetings, as well as an overview of decisions issued by the Board, are available in the Board's quarterly reports to the Conference. These are prepared and transmitted in accordance with Article 6.9 of the Statute and are available on the website of the Register in both English and French.

C. Executive Director and Secretariat

The Executive Director represents the Register and acts on its behalf, including while liaising with the Government of the Kingdom of the Netherlands and the Government of Ukraine on administrative matters, and with relevant national and international bodies on issues related to the collection of claims and evidence. The Executive Director also discharges day-to-day responsibility for overseeing and administering the work of the Secretariat and, together with the Secretariat, ensures substantive, technical, administrative, and organisational support for the work of the Conference and the Board.

Markiyan Kliuchkovskyi (Ukraine) serves as the Executive Director, a position to which he was appointed by the Secretary General of the Council of Europe on 1 July 2023, following the designation of the Conference at its first meeting on 27 June 2023.

Acting under the authority of the Executive Director, the Secretariat provides substantive, technical, and administrative support for the maintenance and functioning of the Register. Over the course of 2025, the Secretariat doubled in size from 21 staff members to 42, representing nearly the entirety of its anticipated workforce, with two-thirds of its staff based in The Hague and one-third based in Kyiv. (see Section VII.C).

² Decision by the Board of the Register of Damage for Ukraine, [RD4U-Board\(2025\)08](#) (29 May 2025).

III. Legal Framework

A. Governance Documents

Having commenced 2025 with a full set of rules and principles needed to complement its Statute,³ the Register benefited from an enhancement to its foundational legal framework.

Most notably, the Participants and Associate Members of the Register, in a meeting of the Committee of Ministers of the Council of Europe, adopted a resolution confirming the establishment of the Register beyond its original three-year term, ensuring the continuity of its work and its place within the evolving international compensation mechanism for Ukraine. Resolution CM/Res(2025)3 acknowledged that the Register is implementing its mandate effectively, with the benefit of solid membership and a sound financial foundation. It further invited the Register to report annually to the Committee of Ministers on the progress of its work. Through this resolution, the Participants and Associate Members also called on Council of Europe member and observer States, the European Union, the United Nations, and other States and international organisations to cooperate with the Register in order to facilitate its work.⁴

Separately, the Register enhanced and streamlined its operations through the revision of three documents comprising part of its legal framework. In the Categories of Claims, the total number of available claims categories was reduced from 45 to 43, with certain category titles adjusted.⁵ The Claims Rules were supplemented to ensure that a submitted claim may be reassigned to a different category by the Secretariat or the Board as appropriate.⁶ The Rules on the Use of Representatives now provide for an appointed representative to not only submit claims, but to manage them as well, including through their supplementation, amendment, or withdrawal.⁷ In each

³ See Annual Activity Report (2024), [RD4U-COP\(2025\)15](#) (adopted by the Conference of Participants on 1 September 2025) 10-12.

⁴ [Resolution CM/Res\(2025\)3](#) confirming the establishment of the Enlarged Partial Agreement on the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine (12 May 2023) paras. 1, 18-22. See also [Resolution CM/Res\(2023\)3](#) establishing the Enlarged Partial Agreement on the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine (12 May 2023, amended 27 September 2023) para. 18.

⁵ Categories of Claims Eligible for Recording, [RD4U-Board\(2024\)07-Rev1-EN](#) (revised by the Board on 21 February 2025, revised by the Conference of Participants on 28 February 2025) (in particular combining categories B2.1 and B2.2, and C2.1 and C2.2, into a consolidated B2 and C2, respectively, for the damage, destruction, or loss of objects or buildings of cultural value).

⁶ Rules Governing the Submission, Processing and Recording of Claims, [RD4U-Board\(2024\)04-Rev1-EN](#) (revised by the Board on 11 December 2024, revised by the Conference of Participants on 28 February 2025), art. 8(3).

⁷ Rules on the Use of Representatives, [RD4U-Board\(2024\)24-Rev1-EN](#) (revised by the Board on 16 March 2025, revised by the Conference of Participants on 28 April 2025), arts. 3-4.

instance, the revisions were adopted by the Board and approved by the Conference of Participants.

The Register has made all these documents available on its website in English, French, and Ukrainian, in order to bolster the accessibility and transparency of the legal framework under which it operates.

B. Claim Forms and Rules

The Register issued all remaining Claims Forms and Rules in early 2025, in line with projections,⁸ thereby finalising the full complement of Claim Forms and Rules for each of the 43 categories of claims that are eligible for recording.

In order to reach this milestone, the Board adopted the Claim Forms and Rules in the final six categories on 21 February 2025,⁹ which the Conference of Participants approved one week later alongside the outstanding Claim Forms and Rules in eight categories from December 2024.¹⁰

Separately, the Board adopted revisions to the Claim Forms and Rules in five categories on 21 February and 16 March 2025, which the Conference of Participants approved on 28 February and 28 April 2025, respectively.¹¹ The most consequential change concerned categories A2.8 and A2.9 (forcible transfer or deportation of children and adults) and builds on the Register's victim-centred approach, by providing that individuals already registered in Ukraine's Register of Information on Children Deported or Forcibly Displaced due to the Armed Aggression of the Russian

⁸ See Annual Activity Report (2024), [RD4U-COP\(2025\)15](#) (adopted by the Conference of Participants on 1 September 2025) 12.

⁹ Claims Categories B1.6 (other losses of property), B2 and C2 (damage, destruction, or loss of objects of buildings of cultural value), B3.1 (environmental damage), B3.2 (pillaging and/or appropriation of natural resources), and C3.1 (damage, destruction or loss of assets).

¹⁰ Claims Categories A2.10 (other violations of international human rights law, international humanitarian law or laws and customs of war), A3.7 (other economic losses), A4.1 (loss of access to healthcare), A4.2 (loss of access to education), B4 (humanitarian public expenditures to support the affected population), B5 (demining and clearance of unexploded ordnance), C3.4 (other economic losses), and C4 (humanitarian expenditures).

¹¹ Claim Form and Rules for A2.8 and A2.9 (forcible transfer or deportation of children and adults), [RD4U-Board\(2024\)35-Rev1-EN](#) (revised by the Board on 21 February 2025, revised by the Conference of Participants on 28 February 2025); Claim Form and Rules for A3.4 (loss of gainful employment), [RD4U-Board\(2024\)37-Rev1-EN](#) (revised by the Board on 21 February 2025, revised by the Conference of Participants on 28 February 2025); Claim Form and Rules for B1.4 and C1.4 (damage or destruction of residential immovable property – common use areas), [RD4U-Board\(2024\)22-Rev1-EN](#) (revised by the Board on 16 March 2025, revised by the Conference of Participants on 28 April 2025).

Federation against Ukraine shall also be considered to have been forcibly transferred or deported.¹²

All 43 sets of Claims Forms and Rules, including those revised in 2025, are available on the Register's website in English, French, and Ukrainian.

IV. Information Technology, Diia, and RCMS

Throughout 2025, the Register focused on facilitating the intake of claims, which are submitted in Ukraine's Diia web portal and instantaneously transferred to the Register's Reparations Claims Management System (RCMS). Three interrelated components were essential in ensuring that Diia continued to support the Register's unique mandate: technical, governance, and financial.

On the technical side, the Register significantly expanded the scope of its cooperation with Ukrainian counterparts responsible for Diia. This included coordinating the development of more than 20 new claims categories on the Diia side, including new streams for claims submitted by the State of Ukraine and other legal entities in Categories B and C, respectively, which are expected to launch in the course of 2026. Through this sustained coordination, the Register has ensured that the technical design, claimant submission experience, and back-end data structures are aligned with the Register's specific operational needs for these new and forthcoming claims categories.

To underpin this expansion, the Register supported three successive iterations of the Ukrainian bylaw that governs Diia-based submissions to the Register. The Register played a key role in drafting, ensuring technical and legal alignment, consulting with key stakeholders, and managing the approval process among Ukrainian authorities and partners. This systematic engagement has ensured that Ukraine's bylaw framework evolves in step with the Register's mandate and the growing number of categories, while providing a stable and predictable legal basis for the intake of claims via Diia.

During the year, the Register also ensured continuity of Diia development in a changing donor environment. The Register was pleased to work with partners in Switzerland and the United Kingdom to secure external funding and, in parallel,

¹² Claim Form and Rules for A2.8 and A2.9 (forcible transfer or deportation of children and adults), [RD4U-Board\(2024\)35-Rev1-EN](#) (revised by the Board on 21 February 2025, revised by the Conference of Participants on 28 February 2025) para. 4.6.

succeeded in reallocating internal resources to support the schedule for new category launches. This combination of external and internal funding allowed the Register to maintain the planned pace of development and deployment on Diia, avoiding interruptions for potential claimants and ensuring that claims could be received by the Register in a number of new categories in 2025, while preparing for the launch of the remaining categories in 2026.

In 2025, the Register also initiated the first practical use of AI-based tools to support claims processing, piloting automated grouping and risk scoring to help identify claims that warrant priority attention. In parallel, the Register finalised the mandate and structure of a dedicated Data Integration Unit, scheduled to become operational in early 2026. The unit’s remit will include embedding AI-enabled automation into claims data processing, integrating new data sources to enrich the information available for decision-making by the Board, and leading data-quality and analytical work in support of the Register’s mandate.

V. Claims Processing and Recording

A. Claims Received

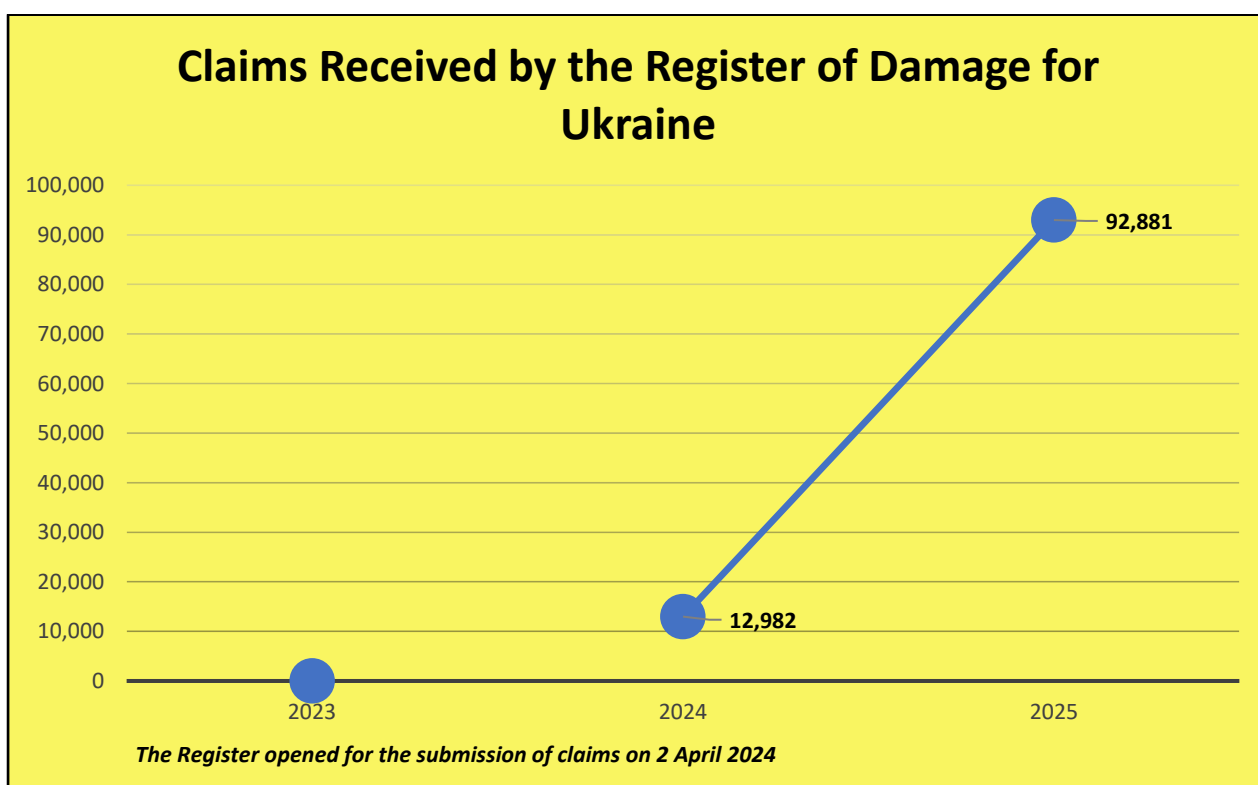
As the Register progressively opened additional claims categories and expanded its communications and outreach initiatives (see Section VI), the number of submitted claims increased exponentially, surpassing 90,000.

Following the launch of an initial category in 2024, the Register opened another 13 claims categories throughout 2025. This operational expansion ensured new opportunities for victims to submit their claims for a wide array of damage, loss, and injury suffered as a result of Russia’s internationally wrongful acts in and against Ukraine. The 14 categories available during the year consisted of the following:

A	Claims by natural persons
	A1 Claims related to involuntary displacement
	A1.1 Involuntary internal displacement
	A2 Claims related to violation of personal integrity
	A2.1 Death of an immediate family member
	A2.2 Missing immediate family member
	A2.3 Serious personal injury
	A2.4 Sexual violence
	A2.5 Torture, inhuman or degrading treatment or punishment

A2.6 Deprivation of liberty
A2.7 Forced labour or service
A2.8 Forcible transfer or deportation of children
A2.9 Forcible transfer or deportation of adults
A3 Claims related to loss of property, income or livelihood
A3.1 Damage or destruction of residential immovable property
A3.2 Damage or destruction of non-residential immovable property
A3.3 Loss of housing or residence
A3.6 Loss of access or control of immovable property in the temporarily occupied territories

In parallel to the increase in available categories, the number of claims received by the Register climbed throughout the year, culminating in 92,881 claims. Of these, 30,724 claims related to involuntary displacement (A1 categories), while 14,936 claims concerned violation of personal integrity (A2 categories). For claims related to loss of property, income or livelihood (A3 categories), 47,761 claims had been submitted, seeking cumulative compensation of €2,484,000,000. Detailed information outlining the claims received per category, is provided below (Section V.B).



B. Claims Recorded

Building on its first two decisions to record claims in December 2024, the Board issued 30 decisions in 2025 across a range of categories. Through this sustained focus and applying a *prima facie* standard of review of the evidence and information in the recommendation of the Executive Director, the Board determined that an additional 29,629 claims were to be recorded in the Register.

Notably, each quarter saw the Board rendering decisions on claims in a newly opened category, so that by year's end the Board and the Executive Director had expanded the number of categories under active consideration from one to six. In addition to 11 decisions in claims category A3.1 (damage or destruction of residential immovable property),¹³ the Board issued five decisions in A2.1 (death of an immediate family member) starting in March,¹⁴ five decisions in A1.1 (involuntary internal displacement)¹⁵ and five decisions in A2.2 (missing immediate family member)¹⁶ beginning in June, two decisions in A2.3 (serious personal injury) in September,¹⁷ and one decision in A3.6 (loss of access or control of immovable property in the temporarily occupied territories) in December.¹⁸

¹³ Board Decision on Group G-A3.1-000003, [RD4U-Board-CLD\(2025\)01-corr](#) (16 March 2025, corrigendum 16 June 2025); Board Decision on Group G-A3.1-000004, [RD4U-Board-CLD\(2025\)02](#) (16 March 2025); Board Decision on Group G-A3.1-000005, [RD4U-Board-CLD\(2025\)05](#) (18 June 2025); Board Decision on Group G-A3.1-000006, [RD4U-Board-CLD\(2025\)06](#) (18 June 2025); Board Decision on Group G-A3.1-000007, [RD4U-Board-CLD\(2025\)07](#) (18 June 2025); Board Decision on Group G-A3.1-000008, [RD4U-Board-CLD\(2025\)18](#) (21 October 2025); Board Decision on Group G-A3.1-000009, [RD4U-Board-CLD\(2025\)19](#) (21 October 2025); Board Decision on Group G-A3.1-000010, [RD4U-Board-CLD\(2025\)20](#) (21 October 2025); Board Decision on Group G-A3.1-000011, [RD4U-Board-CLD\(2025\)21](#) (21 October 2025); Board Decision on Group G-A3.1-000012, [RD4U-Board-CLD\(2025\)22](#) (9 December 2025); Board Decision on Group G-A3.1-000013, [RD4U-Board-CLD\(2025\)23](#) (9 December 2025).

¹⁴ Board Decision on Group G-A2.1-000001, [RD4U-Board-CLD\(2025\)03](#) (17 March 2025); Board Decision on Group G-A2.1-000002, [RD4U-Board-CLD\(2025\)04](#) (17 March 2025); Board Decision on Group G-A2.1-000003, [RD4U-Board-CLD\(2025\)08](#) (18 June 2025); Board Decision on Group G-A2.1-000004, [RD4U-Board-CLD\(2025\)09](#) (18 June 2025); Board Decision on Group G-A2.1-000005, [RD4U-Board-CLD\(2025\)24](#) (9 December 2025); Board Decision on Group G-A2.1-000006, [RD4U-Board-CLD\(2025\)25](#) (9 December 2025).

¹⁵ Board Decision on Group G-A1.1-000001, [RD4U-Board-CLD\(2025\)10-corr](#) (18 June 2025, corrigendum 23 September 2025); Board Decision on Group G-A1.1-000002, [RD4U-Board-CLD\(2025\)12](#) (8 September 2025); Board Decision on Group G-A1.1-000003, [RD4U-Board-CLD\(2025\)14](#) (23 September 2025); Board Decision on Group G-A1.1-000004, [RD4U-Board-CLD\(2025\)26](#) (9 December 2025); Board Decision on Group G-A1.1-000005, [RD4U-Board-CLD\(2025\)27](#) (9 December 2025).

¹⁶ Board Decision on Group G-A2.2-000001, [RD4U-Board-CLD\(2025\)11-corr](#) (18 June 2025, corrigendum 23 September 2025); Board Decision on Group G-A2.2-000002, [RD4U-Board-CLD\(2025\)13](#) (8 September 2025); Board Decision on Group G-A2.2-000003, [RD4U-Board-CLD\(2025\)15](#) (23 September 2025); Board Decision on Group G-A2.2-000004, [RD4U-Board-CLD\(2025\)28](#) (9 December 2025); Board Decision on Group G-A2.2-000005, [RD4U-Board-CLD\(2025\)29](#) (9 December 2025).

¹⁷ Board Decision on Group G-A2.3-000001, [RD4U-Board-CLD\(2025\)16](#) (23 September 2025); Board Decision on Group G-A2.3-000002, [RD4U-Board-CLD\(2025\)17](#) (23 September 2025).

¹⁸ Board Decision on Group G-A3.6-000001, [RD4U-Board-CLD\(2025\)30](#) (9 December 2025).

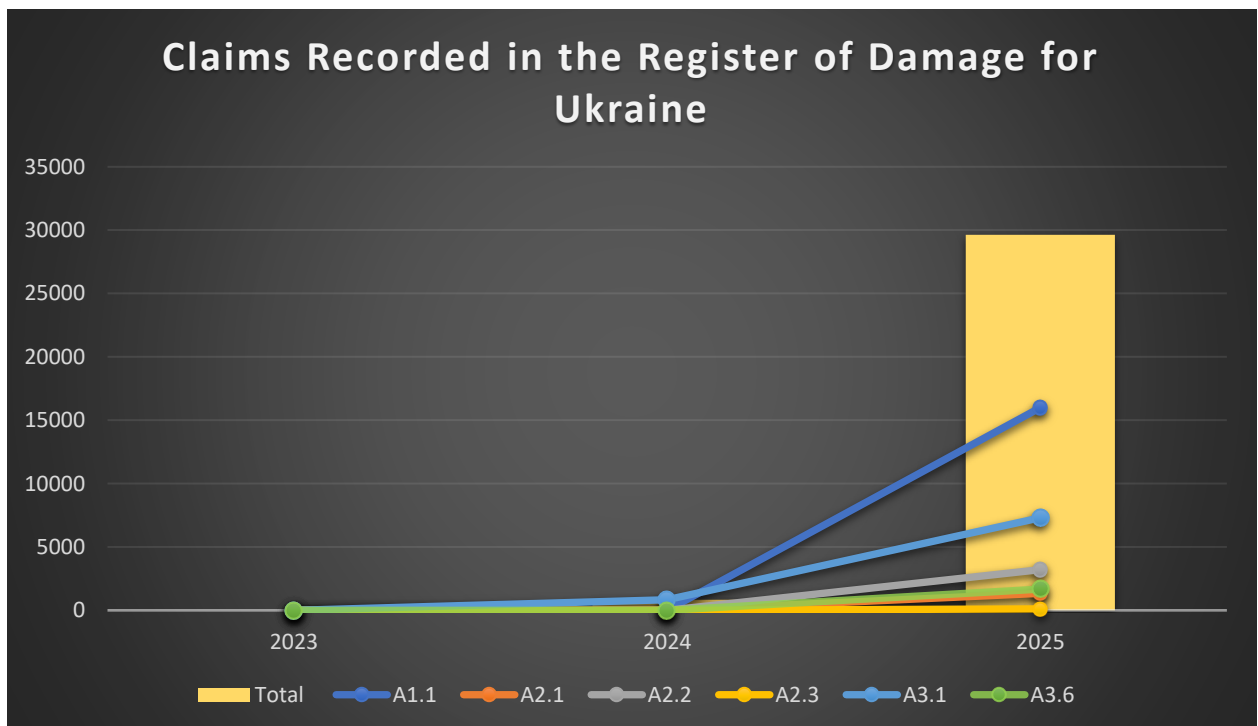
Each category involved a new methodology for the Board to evaluate, entailing a diverse range of novel legal and factual considerations ahead of its decisions. In category A3.1, the Board expanded its assessment to incorporate reliance on satellite imagery showing the damage or destruction of property in Mariupol, Sievierodonetsk, and Popasna. For the death of an immediate family member in category A2.1, the Board recorded claims concerning the deaths of civilians as well as combatants. For categories A1.1 and A2.2, respectively, the Board relied on data from Ukraine’s Unified Information Database for Internally Displaced Persons and Ukraine’s Unified Register of Persons Missing Under Special Circumstances, in order to verify claims concerning displacement and disappearance. Category A2.3 entailed assessment of medical certificates or other documentary evidence, such as police reports, judicial documents, or photos, supporting claims for serious personal injury. Through its decision in category A3.6, the Board demonstrated the Register’s ability to apply its eligibility criteria to pervasive and ongoing harm in the entire territory of Ukraine, by focusing on claims from Ukrainian nationals who lost access or control of property in the city of Mariupol during its continuing occupation.

With these developments, the Board has now recorded more than 30,000 claims, reflecting a determination on nearly a third of all claims submitted for damage, loss, or injury suffered due to Russia’s full-scale invasion of Ukraine. Detailed information concerning the claims that have been received and recorded by the Register, in relation to each category that has been launched, is as follows:

Claims category	Date opened	Claims ¹⁹	
		Received	Recorded
A1.1 – involuntary internal displacement	19.03.2025	30,730	15,995
A2.1 – death of an immediate family member	16.01.2025	4,820	1,337
A2.2 – missing immediate family member	12.03.2025	6,645	3,208
A2.3 – serious personal injury	19.03.2025	1,173	114
A2.4 – sexual violence	19.03.2025	136	-
A2.5 – torture or inhuman or degrading treatment or punishment	19.03.2025	665	-
A2.6 – deprivation of liberty	19.03.2025	643	-
A2.7 – forced labour or service	19.03.2025	262	-

¹⁹ As of 31 December 2025

Claims category	Date opened	Claims ¹⁹	
		Received	Recorded
A2.8 – forcible transfer or deportation of children	17.09.2025	13	-
A2.9 – forcible transfer or deportation of adults	17.09.2025	61	-
A3.1 – damage or destruction of residential immovable property	02.04.2024	32,659	8,132
A3.2 – damage or destruction of non-residential immovable property	15.05.2025	1,167	-
A3.3 – loss of housing or residence	04.11.2025	3,148	-
A3.6 – loss of access or control of immovable property in the temporarily occupied territories	25.06.2025	10,805	1,675
Total		92,980	30,461



VI. Communications and Outreach

Throughout 2025, the Register placed substantial emphasis on outreach activities as a means of raising awareness among potential claimants about the Register and the claims submission procedure, while also facilitating relevant organisations to support affected persons in submitting their claims.

The Register participated in 310 outreach-related events during the year, amounting to more than one per workday. Nearly half of these events (148) were organised by the Register itself, while the remainder (162) were held at the initiative of the Register's partners. In order to maximise and diversify pathways to potential claimants, multiple formats were utilised, including multi-day conferences, in-person presentations, online meetings, webinars, and thematic sessions focused on specific categories of claims. Taken together, the total number of participants exceeded 15,000 throughout the year.

The Civil Society Coordination Platform, launched by the Register on 1 November 2024, has solidified itself as a valuable means of engagement with civil society partners, while advancing the Register's victim-centred approach. The Platform now brings together more than 70 domestic and international civil society organisations, and each of its four quarterly meetings in 2025 featured discussions on practical issues relating to the Register's functioning, claims submission process, and updates on open categories of claims as well as forthcoming launches of new categories. A number of these civil society organisations have now offered to provide direct assistance to individuals as they submit their claims to the Register. In doing so, they are guided by the exchanges within the Platform, while also providing a valuable channel for the experiences of war-affected individuals so that the Register can continue to enhance its responsiveness to their needs in line with its mandate.

Further information about the Register's outreach activities and the Civil Society Coordination Platform is now available online in both English and Ukrainian,²⁰ along with single-page brochures about the Register and specific categories of claims.

The Register also maintained its website – www.rd4u.claims – as the primary source of information for potential claimants and the general public. Throughout the year, it featured 26 news items, an average of one every other week, while continuing to incorporate Frequently Asked Questions ahead of each category launch. In addition, the Register's social media fostered strong audience engagement in its first full year.

²⁰ <https://www.rd4u.coe.int/en/outreach> and <https://www.rd4u.coe.int/uk/outreach>

The Facebook page (in Ukrainian)²¹ generated 1.2 million views, with a 225% increase in content interaction and a twelve-fold surge in link clicks, suggesting highly effective call-to action strategies. On LinkedIn (in English),²² the Register's page generated more than 135,000 impressions, while the Register made more than 225 posts on X (in English and Ukrainian)²³ that enhanced audience engagement with the ongoing developments in its work.

VII. Administration

A. Budget

The Register's annual budget for 2025 was €7,484,300, which was €16,800 more than the previous year, representing a decrease in real terms. All 41 Participants, as well as 3 Associate Members, made annual or voluntary contributions for the year.

B. Financial Management

In 2025, the Register carried out numerous procurement procedures and entered into contracts which included several framework agreements for essential services. The Register recognised the urgent need to safeguard the health of staff exposed to the distressing content that is inherent in their work and has proactively concluded a dedicated contract for additional occupational health and psychological support services in The Hague.

The Register also strengthened its audit-readiness and financial accountability by enhancing budget tracking and forecasting processes. The introduction of monthly budget status reports provides early warning indicators and enables prompt action to address any potential funding issues, reinforcing a culture of responsible financial management.

C. Recruitment and Staffing

The Register's recruiting drive continued at pace. At the start of 2025, 21 legal, technical, and administrative posts had been filled. During the year, another 23 staff members were recruited, bringing the total number of different nationalities

²¹ <https://www.facebook.com/claims.rd4u>

²² <https://www.linkedin.com/company/register-of-damage-for-ukraine>

²³ https://x.com/RD4U_claims

represented among the staff to 12. In addition to streamlining its recruitment process over the year, the Register also enhanced its onboarding programme for new staff.

By the start of 2026, staffing is expected to total 33 posts in The Hague and 11 posts in Kyiv, with plans to add two new positions to the staffing table.

D. Premises

The Register continues to benefit from the hospitality of the Netherlands in respect of its seat in The Hague, as well as the ongoing generosity accorded by Ukraine for the satellite office in Kyiv. In 2025, the Register completed the security and structural changes to its permanent office in The Hague, which now contains additional meeting rooms, including a dedicated room for the Board's use, high-level delegations, and team-wide discussions.

VIII. International Claims Commission for Ukraine

In a historic step towards securing compensation for Russia's aggression in and against Ukraine, the Convention establishing an International Claims Commission for Ukraine²⁴ was adopted at the Diplomatic Conference held on 15-16 December 2025 in The Hague.

The Diplomatic Conference was co-organised by the Council of Europe and the Kingdom of the Netherlands, with the Register playing a supporting role to ensure its ultimate success. In this respect, 35 States and the European Union have formally signed the Convention, and it remains open to all States that participated in the Diplomatic Conference, are member States of the Council of Europe, or voted in favour of United Nations General Assembly Resolution ES-11/5.

This momentous event was the culmination of the preparatory work which commenced in July 2024 and continued throughout 2025. The fourth and final preparatory meeting, organised by the Netherlands, Ukraine, and the Register, was held in The Hague from 28 to 30 January 2025. Arising from this, the Netherlands and Ukraine spearheaded the Intergovernmental Negotiations Committee on an International Treaty to establish a Claims Commission for Ukraine (INC), and hosted meetings in The Hague from 24 to 26 March and from 12 to 15 May 2025. This work

²⁴ Convention establishing an International Claims Commission for Ukraine, [CETS No. 229](#) (16 December 2025, awaiting entry into force),

was then taken up and finalised by the Ad Hoc Committee on the Establishment of an International Claims Commission for Ukraine (CAHEC), following an initial meeting in The Hague from 9 to 12 September 2025.

The Register constitutes the first component of this future international mechanism, and the Claims Commission will continue the functions of the Register as part of its overall mandate once the Convention has entered into force and the Claims Commission has been formally established. Until the transfer of the Register's work – which will include its digital platform, all information about claims and evidence, archives, movable and immovable property, and associated data – the operations of the Register are to continue uninterrupted, in accordance with its Statute and the Convention, until its termination.

IX. Conclusion

The Register of Damage for Ukraine is rapidly approaching the full scope of its operations, thanks to the unwavering and essential support of its 45 Members and the Council of Europe under which it operates. As the Register moves into 2026, the Board, Executive Director, and Secretariat will build on the achievements of the past year, while continuing to streamline operations and strengthen engagement with stakeholders.

With the Register's establishment confirmed by its Participants and Associate Members and following the adoption of the Convention establishing an International Claims Commission for Ukraine, the foundation for the Register's work remains strong. As new claim categories continue to be opened and the Board applies its decision-making responsibilities, the Register remains focused on outreach. This ongoing effort aims to ensure that increasing numbers of potential claimants are informed and supported in submitting claims for damage, loss, or injury arising from Russia's aggression in and against Ukraine since 24 February 2022.

Each claim submitted further strengthens the foundation for justice and the future compensation process, supporting the Register's mission to document the consequences of aggression and pave the way for meaningful accountability.



The Register's Civil Society Coordination Platform held its inaugural quarterly meeting with the Board and the Executive Director of the Register
Kyiv, 20 March 2025



The Register of Damage for Ukraine and the International Organization for Migration jointly organised the two-day regional forum
“Responding to War Damage: Building Partnerships among Frontline Communities”
Kyiv, 23-24 October 2025

Annex

List of Participants and Associate Members

- › Albania
- › Andorra
- › Australia
- › Austria
- › Belgium
- › Bulgaria
- › Canada
- › Croatia
- › Cyprus
- › Czechia
- › Denmark
- › Estonia
- › European Union
- › Finland
- › France
- › Georgia
- › Germany
- › Greece
- › Iceland
- › Ireland
- › Italy
- › Japan
- › Latvia
- › Liechtenstein
- › Lithuania
- › Luxembourg
- › Malta
- › Republic of Moldova
- › Monaco
- › Montenegro
- › Netherlands
- › North Macedonia
- › Norway
- › Poland
- › Portugal
- › Romania
- › San Marino
- › Slovak Republic
- › Slovenia
- › Spain
- › Sweden
- › Switzerland
- › Ukraine
- › United Kingdom
- › United States of America

www.RD4U.claims

Russia's full-scale aggression against Ukraine has caused widespread death and suffering. There are thousands of recorded instances of torture, inhumane treatment and sexual violence, vast destruction of residential buildings and critical infrastructure across the country, as well as immense economic losses. The Register of Damage for Ukraine constitutes the first step towards a mechanism to secure compensation, in accordance with international law, for persons and legal entities that have suffered damage, loss, or injury as a result of Russia's internationally wrongful acts in or against Ukraine.

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