

RD4U-Board-CLD(2025)27

**REGISTER OF DAMAGE
CAUSED BY THE AGGRESSION OF THE RUSSIAN FEDERATION
AGAINST UKRAINE**

Board Decision

Category A1.1 – Involuntary Internal Displacement

Group G-A1.1-000005

(IDP certificate, single ongoing displacement)

9 December 2025

The Hague

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TECHNICAL SUMMARY	2
I. INTRODUCTION	3
II. METHODOLOGY	3
III. ASSESSMENT	4
IV. DECISION	5

TECHNICAL SUMMARY

1. RCMS Group ID	G-A1.1-000005
2. Date of submission to the Board	28 November 2025
3. Category of Claims	A1.1
4. Description	Claims submitted by Claimants on their own behalf, with IDP certificate, and concerning a single, ongoing displacement
5. Number of Claims	5,041
6. Submitted by Claimants on their own behalf	5,041
7. Submitted by Representatives using the issued Digital Authority	0
8. Submitted by a parent or guardian	0
9. Submitted through CPAS	0
10. Data from integrated registers or databases	<ul style="list-style-type: none"> • Demographic Register • IDP Database
11. External data	No
12. Use of mass claims processing methods and techniques	Grouping
13. Use of AI in processing	No
14. Executive Director's recommendation	To record the Claims in the Register

I. INTRODUCTION

1. This group comprises 5,041 claims (Claims) in category A1.1 – Involuntary Internal Displacement (Group).
2. The Claims have been reviewed by the Secretariat in accordance with Article 19 of the Rules Governing the Submission, Processing and Recording of Claims (Claims Rules).

II. METHODOLOGY

3. The Group was formed by the Secretariat according to the following criteria:
 - a. the Claims were filed by natural persons who are Ukrainian nationals;
 - b. the Claims were filed by Claimants on their own behalf;
 - c. as of the date of submission, each Claimant held an active internally displaced person (IDP) certificate issued by Ukraine's Unified Information Database for Internally Displaced Persons (IDP Database);
 - d. the Claims concern a single and ongoing event of involuntary internal displacement;
 - e. as per the Claimants' submissions, the displacement occurred on or after 24 February 2022;
 - f. as per the Claimants' submissions, the displacement was caused by: (i) damage or destruction of residential property, (ii) proximity of the settlement to active hostilities or the territory of possible hostilities, (iii) occupation of the settlement in the temporarily occupied territories, (iv) threat of active hostilities, (v) threat of occupation of the settlement, (vi) lack of adequate living conditions, or (vii) other events linked to the internationally wrongful acts of the Russian Federation;
 - g. the Claims fulfil the general requirements set out in Articles 10 and 13 of the Claims Rules, as well as the technical requirements prescribed by Article 17 of the Claims Rules; and
 - h. the Claims have not been the subject of a Board decision to date.
4. The Board has reviewed the criteria and the methodology applied by the Secretariat to identify and select the Claims in the Reparations Claims Management System (RCMS) for inclusion in the Group. Moreover, the Board has assessed the verification conducted by the Secretariat to ensure that the Claims meet the eligibility criteria.
5. The Board recalls its previous determination that, in accordance with Article 19(3) of the Claims Rules, it is appropriate for the Secretariat to rely on IDP certificates from

the IDP Database as evidence of involuntary internal displacement caused by the aggression of the Russian Federation.¹

III. ASSESSMENT

6. Article 6.5(c) of the Statute of the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine (Statute) provides that the Board has the “ultimate authority in determining the eligibility of claims to be recorded in the Register, based on the recommendation of the Executive Director”. In accordance with Article 2.1 of the Statute, the Register’s role is to assess and determine the “eligibility of claims for inclusion in the Register” and to record eligible claims “for the purposes of their future examination and adjudication”. The Register does not have any adjudicative functions with respect to such claims, including a determination of responsibility and an allocation of any payments or compensation.
7. On this basis, the Board considers that in the performance of its functions under the Statute, its role is limited to ascertaining whether the criteria for the eligibility of claims submitted, as laid down in Article 2.2 of the Statute and Article 18 of the Claims Rules, have been met. This determination is made applying a *prima facie* standard of review of the evidence and information in the recommendation of the Executive Director.
8. Pursuant to Article 18 of the Claims Rules, claims shall be eligible for recording if they meet the following criteria:
 - a. the claims are submitted by or on behalf of an eligible Claimant;
 - b. the claims are for damage, loss, or injury that occurred on or after 24 February 2022;
 - c. the claims are for damage, loss, or injury that occurred in the territory of Ukraine within its internationally recognised borders, extending to its territorial waters; and
 - d. the claims are for damage, loss, or injury that was caused by the Russian Federation’s internationally wrongful acts in or against Ukraine.
9. Claims cannot be recorded in the Register if they are manifestly unfounded.
10. The Claimants in the Group are natural persons of Ukrainian nationality who have submitted Claims on their own behalf. The Claims concern displacements that occurred on or after 24 February 2022 based on the date of event indicated by the Claimants. The displacements in the Group occurred within the internationally recognised territory of Ukraine, as indicated by the Claimants. In addition, the Claims

¹ See e.g. Board Decision on Group G-A1.1-000001 (18 June 2025, corrigendum 23 September 2025) RD4U-Board-CLD(2025)10-corr [5].

contain data from certificates issued by the IDP Database, which only allows for registration as an IDP if the individual was displaced within the territory of Ukraine.

11. The Claims concern displacements caused by: (i) damage or destruction of residential property, (ii) proximity of the settlement to active hostilities or the territory of possible hostilities, (iii) occupation of the settlement in the temporarily occupied territories, (iv) threat of active hostilities, (v) threat of occupation of the settlement, (vi) lack of adequate living conditions, or (vii) other events linked to the internationally wrongful acts of the Russian Federation.
12. The Board further notes that, at present, only individuals displaced as a consequence of the aggression of the Russian Federation can register in the IDP Database and obtain an IDP certificate.² As noted in previous decisions, the Board considers that a relevant entry in the IDP Database constitutes proof of displacement and of the causal link to the internationally wrongful acts of the Russian Federation, as provided in paragraphs 3.3 and 3.4 of the Claim Form and Rules for claims category A1.1.³
13. The Board therefore determines that the eligibility criteria in Article 18 of the Claims Rules for recording the Claims in the Register are met.

IV. DECISION

14. Pursuant to Articles 2.2 and 6.5(c) of the Statute and Articles 21(7) and (8) of the Claims Rules, the Claims in Group **G-A1.1-000005**, as listed in RCMS, shall be recorded in the Register.



Robert Spano

Chair of the Board of the Register of Damage for Ukraine

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² See Law of Ukraine on Ensuring the Rights and Freedoms of Internally Displaced Persons (20 October 2014) art. 1, 1706-VII. See also Procedure for Issuing and Registering a Certificate of an Internally Displaced Person, adopted by Resolution of the Cabinet of Ministers of Ukraine No. 509 (1 October 2014, last amended 8 April 2025) section 2 (currently limiting the issuance of IDP certificates to persons “who have left or abandoned their place of residence [...] occupied by the Russian Federation [...] as a result of combat operations, terrorist acts, or sabotage caused by the armed aggression of the Russian Federation against Ukraine”).

³ See e.g. Board Decision on Group G-A1.1-000001 (n 1) [12]. See also Claim Form and Rules for claims category A1.1 – Involuntary internal displacement (8 July 2024, revised 6 November 2024) RD4U-Board(2024)16-Rev1-EN [3.3]-[3.4].