

Information on the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine¹

History of the Register

The Register of Damage Caused by the Aggression of the Russian Federation against Ukraine (the "Register") is the first component of the international compensation mechanism designed to ensure the responsibility of the aggressor state for the damage caused as a result of the war against Ukraine.

The idea of creating the Register was initiated at the international level as a result of the adoption by the United Nations General Assembly of Resolution A/RES/ES-11/5 "[Promoting the implementation of remedies and providing reparations for the aggression against Ukraine](#)" of 14 November 2022, which recommended that UN Member States, in cooperation with Ukraine, establish an international register of losses, which would serve to document evidence and information claims of damage, loss or injury to all affected individuals and legal entities, as well as the state of Ukraine, as a result of the internationally unlawful acts of the Russian Federation in or against Ukraine, as well as to facilitate and coordinate the collection of evidence.

On 12 May 2023, the Committee of Ministers of the Council of Europe adopted Resolution [CM/Res\(2023\)3 establishing an Extended Partial Agreement on the Register of Damage Caused by the Aggression of the Russian Federation against Ukraine](#), which established the Register.

The Register was created as a platform for intergovernmental cooperation, which operates within the institutional framework of the Council of Europe. Its creation was made possible by the active position of the Government of Ukraine, which was supported by the international community.

On 8 November 2023, the Verkhovna Rada of Ukraine adopted [a law](#) by which Ukraine acceded to the Partial Enhanced Agreement.

Membership in the Register

Membership in the Register is open to both Council of Europe member states and non-member states. To date, 43 states and the European Union have joined the Register. In total, the Register has 41 Members and 3 Associate Members.

As the Register seeks global membership, any State that voted in favour of UN General Assembly Resolution A/RES/ES-11/5 of 14 November 2022, may join the Register as a Member or Associate Member by notifying the Secretary General of the Council of Europe of its intention. Any other state may join the Register, subject to the approval of the Conference of the Parties.

Mandate, functions and main tasks of the Register

¹ Information as of 12 February 2025

The Register serves to document evidence and information relating to claims for compensation for damage, loss or injury caused on or after 24 February 2022 on the territory of Ukraine within its internationally recognised borders, including its territorial waters, to all interested individuals and legal entities, as well as to the state of Ukraine, including its regional and local authorities, state or controlled institutions, by the internationally wrongful acts of the Russian Federation in Ukraine or against Ukraine.

Claims that meet the requirements set out in the Charter and the rules are entered into the Register for further review and assessment by the Compensation Commission, which is yet to be established. Ukraine, together with its partners, is already developing a compensation mechanism that will consider the merits of the applications submitted and decide on the amount of compensation due in each individual case.

Management structure of the Register

The Register has the following structure: The Conference of Participants, the Board and the Executive Director.

The Conference of Participants (the "Conference") is the highest governing body of the Register, which has overall responsibility for fulfilling the Register's mandate. Each Member and Associate Member is represented at the Conference. The Conference, among other things, approves the rules and regulations of the Register proposed by the Council, adopts the annual budget of the Register and exercises oversight.

The Council has overall responsibility for the functions of the Register. The Council shall be composed of seven experts in the field of international law, war-related losses and claims, and loss accounting and assessment. The Council develops the rules and regulations governing the work of the Register, which are further approved by the Conference, and implements them in an appropriate manner. In , the Council shall decide on the admissibility of applications submitted to the Register.

The Register's Executive Director oversees and administers the work of the Register's Secretariat. The main functions of the Executive Director also include organising the submission of applications, processing them and forwarding them, together with recommendations, to the Board for decision-making. In addition, the Executive Director liaises with national and international bodies, including the Government of Ukraine, on various issues related to the work of the Register.

The Register is headquartered in The Hague (Netherlands).

In the spring of 2024, the Register opened its support office in Kyiv, which aims to raise awareness of the Register's mandate and objectives among various stakeholders in Ukraine, including regional and local authorities, civil society organisations, businesses and the general public.

In autumn 2024, the Register launched [a Coordination Platform](#) for cooperation with civil society to consolidate efforts to inform victims about the Register and support applicants from the human rights community in the process of applying for compensation for damage from Russian aggression.

A victim-centred approach

In its activities, the Register adheres to a victim-centred approach. This approach emphasises the importance of recognising and addressing the needs and rights of victims

of the Russian aggression against Ukraine, ensuring that their voices are heard and their experiences are taken into account in the process of collecting reparations claims.

Guided by [the Riga Principles](#), the Register not only focuses on the hard work of recording the many claims of damage, loss or harm, but also prioritises the dignity, respect and involvement of victims and ensures that their perspective is important in the process, including paying particular attention to the most vulnerable victims, such as women and children. This commitment reflects a broad understanding of justice that goes beyond mere record-keeping to actively engage and support those most affected by war.

Documents of the Register

The main documents of the Register are: The Register Charter; Rules for submission, processing and entry of Applications; Categories of Applications that may be entered into the Register; forms and rules for submission of certain categories of applications approved by the Register; Principles of Personal Data Protection in the Register; and Rules for engagement of Representatives.

The above documents, as well as other documents, are available on the Register's website: <https://rd4u.coe.int/uk/documents>.

Categories of applications that can be submitted to the Register

The Register has approved [a list](#) 45 categories of applications that may be entered into the Register, including applications from individuals (group A), applications from the state of Ukraine (group B) and applications from legal entities other than those included in group B (group C).

Application categories are subject to change and/or clarification.

Thus, the following categories of applications have been approved for individuals:

A1 Statements related to forced displacement

A1.1 Forced internal displacement

A1.2 Forced displacement outside Ukraine

A2 Allegations related to violation of personal integrity

A2.1 Death of a close family member

A2.2 Disappearance of a close family member

A2.3 Serious bodily 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 Forced displacement or deportation of children

A2.9 Forced displacement or deportation of adults

A2.10 Other violations of international law rights human rights law, international humanitarian law or the laws or customs of war

A3 Claims related to loss of property, income or livelihood

A3.1 Damage to or destruction of residential real estate

A3.2 Damage to or destruction of non-residential real

A3.3 Loss of housing or place of residence

A3.4 Loss of paid employment

A3.5 Loss of private enterprise

A3.6 Loss of access to or control over real estate in the temporarily occupied territories

A3.7 Other economic losses

A4 Loss of access to public services

A4.1 Loss of access to medical care

A4.2 Loss of access to education

For the state of Ukraine (including regional and local authorities, as well as legal entities and institutions owned or controlled by Ukraine), the following categories of applications are provided for:

B1 Damage to or destruction of property

B1.1 Damage to or destruction of critical infrastructure

B1.2 Damage to or destruction of non-critical infrastructure

B1.3 Damage to or destruction of residential real estate - residential premises

B1.4 Damage to or destruction of residential real estate

common areas

B1.5 Damage to or destruction of public buildings and structures

B1.6 Other property losses

B2 Loss of historical, cultural and religious heritage

B2.1 Damage to or destruction of objects or buildings belonging to cultural property

B2.2 Loss of cultural property

B3 Damage to the environment and natural resources

B3.1 Environmental damage

B3.2 Depletion of or damage to natural resources

B4 Public humanitarian expenditures to support the affected population in Ukraine

B5 Mine clearance and unexploded ordnance disposal

Finally, for legal entities persons (except for those who are members of to the category B), the following categories of applications are provided for:

C1 Damage to or destruction of property

C1.1 Damage to or destruction of critical infrastructure

C1.2 Damage to or destruction of non-critical infrastructure

C1.3 Damage to or destruction of residential real estate - residential premises

C1.4 Damage to or destruction of residential real estate - common areas

C1.5 Damage to or destruction of non-residential real estate (not related to business losses)

C2 Loss of historical, cultural and religious heritage

C2.1 Damage to or destruction of sites or buildings

C2.2 Loss of cultural property

C3 Business and other economic losses

C3.1 Damage, destruction or loss of assets

C3.2 Loss of control over property in the temporarily occupied territories

C3.3 Business relocation (evacuation)

C3.4 Other economic losses

C4 Humanitarian expenditures

The rules for submitting applications in each specific category and the relevant requirements for the evidence base are approved separately in the form of application forms for each category.

During 2024, the Register Council adopted forms and rules for all categories of applications that can be submitted to the Register. Most of them have already been approved by the Conference of Participants, and the last group of those adopted by the Council forms and rules are planned to be approved by the Conference in the first half of the year 2025.

Application forms and rules approved by the Register are available on the Register's website:

<https://rd4u.coe.int/uk/documents>.

Categories open for submission to the Register (as of 12 February 2025)

Applications to the Register are submitted exclusively through the [Diia web portal](#).

Currently, Diia offers a technical opportunity to submit applications to the Register in two categories:

- in category A3.1 - damage to or destruction of residential real of individuals (from 2 April 2024) and
- in category A21 - death of a close family member (from 16 January 2025).

Applications in **category A3.1** may be submitted by or on behalf of individuals who own residential property on the territory of Ukraine within its internationally recognised borders, including its territorial waters, which was damaged or destroyed on or after 24 February 2022 by the internationally wrongful acts of the Russian Federation in or against Ukraine.

Applications in category A3.1 may be submitted only in respect of the value of destroyed property or the repair or reconstruction of damaged property. Claims for other losses related to residential real estate submitted in this category will not be included in the Register. To be included in the Register, such claims must be submitted in other categories.

A separate application must be submitted for each piece of real estate. If the property is jointly owned, each co-owner must submit a separate application for his or her share.

Applications can also be filed in respect of property located in the temporarily occupied territory of Ukraine or in the area of active hostilities.

The applicant must provide information and evidence to support the application in category A3.1, in particular: information about the applicant's identity; evidence of the damaged or destroyed property and its ownership, including information from the State Register of Real Property Rights in Ukraine (SRRP), if available in the SRRP, as well as information on co-

owners (if any); information on filing an application with the Register of Damaged and Destroyed Property in Ukraine, if such an application has been filed; information on how the property was damaged or destroyed; and the approximate amount of the claim and the amount of any expert assessment of damages.

When submitting an application via the Diia web portal, some information for the application will be taken from various existing electronic sources.

The Register's website also provides answers to [frequently asked questions related](#) to category A3.1.

Category A2.1 is intended for claims related to mental pain and suffering caused by the death of a close family member on the territory of Ukraine within its internationally recognised borders, including its territorial waters, on or after 24 February 2022, caused by internationally wrongful acts of the Russian Federation in or against Ukraine. This category also includes claims for deaths that occurred outside the territory of Ukraine but are directly related to an event that took place in Ukraine.

Applications related to the material consequences of the death of a close family member, including the loss of income or support from such a family member, are submitted in other relevant categories.

The application may be filed by or on behalf of a close family member of the deceased person or another family member who has a legitimate interest in filing it.

Other family members of the deceased person who are not close must prove a legitimate interest in filing an application, namely the existence of a close relationship and elements of dependence that differ from the usual relationship with the deceased person.

If the deceased person has several relatives who wish to apply under category A2.1, each of them must submit a separate application.

The applicant must provide information and evidence to support the application in category A2.1, in particular: information about the deceased family member (identification data, date and place of death, information about the registration of death, etc.); information and evidence regarding the applicant's relationship with the deceased family member (including, where applicable, evidence of civil partnership or close relationship and elements of dependency other than ordinary kinship with the deceased); description and evidence of the event that caused the death; and information about proceedings before judicial and law enforcement authorities (if any), etc.

When submitting an application, some information will be taken from various existing electronic sources, including the State Register of Civil Status Acts.

The Register's website contains answers [to frequently asked questions](#) related to category A2.1.

As of 12 February 2025, more than 15,000 applications in the above two categories have been submitted to the Register. In the near future, it is planned to open the technical possibility to submit other categories of applications.

Admissibility of applications, their submission and entry into the Register

In order for a claim to be entered into the Register, it must meet three eligibility criteria set out in the Register's Statute. Thus, applications must be submitted in relation to damage, loss or injury that was caused by: (i) 24 February 2022 or later; (ii) on the territory of Ukraine

within its internationally recognised borders, including territorial waters; (iii) by internationally unlawful acts of the Russian Federation in Ukraine or against Ukraine.

As noted above, applications are submitted by applicants exclusively through [the Diia web portal](#), which provides a simplified and accessible way to submit applications to the Register. In the future, applications from individuals may also be submitted through administrative service centres.

No fee is charged for submitting an application to the Register and will not be charged in the future.

More detailed instructions and explanations on how to apply to the Register can be found on the Register's website: <https://rd4u.coe.int/uk/claims-and-process>.

Acceptable applications are entered into the Register. Thus, in December 2024, the Register made the [first decisions](#) on entering applications into the Register, which is an important step in ensuring justice in connection with the aggression of the Russian Federation against Ukraine.

The decisions relate to 832 complaints concerning damage to or destruction of residential property (category A3.1). One group of applications entered into the Register concerns houses and apartments in the city of Bakhmut; the other group includes applications from various settlements throughout Ukraine.

Participation of the Register in the creation of an international compensation mechanism

As noted, the work of the Register, including its digital platform with all the data on the claims and evidence contained therein, is the first component of a future international compensation mechanism to be established by a separate international instrument in cooperation with Ukraine.

The exact form of the future compensation mechanism is to be determined, but it may include a claims commission and a compensation fund empowered to consider claims and adjudicate and/or pay compensation for losses, damages or injuries caused by the internationally wrongful acts of the Russian Federation in or against Ukraine.

The Register, through its Executive Director and with the support of its Secretariat, shall participate in and contribute, as appropriate, to the work aimed at establishing such a compensation mechanism and shall take the necessary steps to prepare the transfer of the Register to the compensation mechanism accordance with this Statute.

To date, four preparatory meetings have been held on an international instrument to establish a compensation commission for Ukraine, the last of which took place from 28 to 30 January 2025 in The Hague, with representatives of more than 50 states participating.

This meeting marked the completion of the preparatory work on the document on the establishment of the compensation commission and now the process will move to formal negotiations in the format of a multilateral Intergovernmental Negotiating Committee (INC), which will be led by the Netherlands and Ukraine with the support of the Register.

Invitations to participate in the negotiations will be sent to 94 states that supported UN General Assembly Resolution A/RES/ES-11/5 of 14 November 2022, as well as to the European Union. The draft international treaty on the establishment of a compensation

commission will be circulated for discussion during the first round of negotiations within the framework of the INC.

The Council of Europe is ready to play a key role in the creation of a compensation commission, which is why the Council of Europe has been tasked with developing a proposal for a draft mandate for a Council of Europe convention that will be open to accession.

The establishment of the compensation commission has received broad international support. The discussions and conclusions of the 4th Preparatory Meeting are an important step towards formal negotiations aimed at establishing a credible mechanism for the consideration of claims for compensation for damage caused by the aggression of the Russian Federation against Ukraine. This significant progress underscores the unwavering commitment of the international community to efforts to bring those responsible to justice and ensure reparations for Ukraine.

Useful links

[Register of Damage for Ukraine \(#RD4U\)](#)

[Register of Damage for Ukraine - RD4U](#)

[Register of Damage for Ukraine \(#RD4U\)](#)

Website of the Register: <https://rd4u.coe.int/uk/>.

Diia website: <https://diia.gov.ua/services/categories/gromadyanam/reparatsii-mizhnarodnyi-reiestr-zbytkiv>.