

**REPORT**  
**of the Temporary Special Commission of the Verkhovna Rada of Ukraine**  
**on the Protection of Property and Non-Property Rights of Internally**  
**Displaced Persons and Other Persons Affected by the Armed Aggression**  
**of the Russian Federation against Ukraine**

Pursuant to the Resolution of the Verkhovna Rada of Ukraine "On Preparation of Certain Issues on Protection of Property and Non-property Rights of Internally Displaced Persons and Other Persons Affected by the Armed Aggression of the Russian Federation against Ukraine" No. 4152-IX dated 17 December 2024, the Temporary Special Commission of the Verkhovna Rada of Ukraine on Protection of Property and Non-property Rights of Internally Displaced Persons and Other Persons Affected by the Armed Aggression of the Russian Federation against Ukraine (hereinafter - as the Commission) was established.

Pavlo Valeriyovych Frolov, Member of Parliament of Ukraine (MP, "Servant of the People" political party), was elected as the Chairman of the Commission, and Mykola Romanovych Velychkovych, Member of Parliament of Ukraine (MP, "European Solidarity" political party), was elected as the Deputy Chairman of the Commission.

The following people's deputies of Ukraine were elected to the Commission:

Arseniuk Oleh Oleksiyovych	-	deputy faction of the "Servant of the People" political party;
Velmozhnyi Serhii Anatoliiovych	-	"DOVIRA" parliamentary group;
Voitsekhivskiyi Vitaliy Oleksandrovykh	-	deputy faction of the "Servant of the People" political party;
Volynets Mykhailo Yakovych	-	deputy faction of the All-Ukrainian Union "Batkivshchyna" political party;
Horbenko Ruslan Oleksandrovykh	-	deputy faction of the "Servant of the People" political party;
Hryb Viktoriia Oleksandrivna	-	unaffiliated;

Kozyr Serhii Vyacheslavovych		deputy faction of the "Servant of the People" political party;
Koltunovych Oleksandr Sergiyovych	-	deputy group "Platform for Life and Peace";
Neklyudov Vladlen Mikhailovich	-	deputy faction of the "Servant of the People" political party;
Pavlish Pavlo Vasylovych	-	deputy faction of the "Servant of the People" political party;
Svitlychna Yuliia Oleksandrivna	-	unaffiliated;
Tkachenko Maksym Mykolayovych	-	deputy faction of the "Servant of the People" political party;
Yurchenko Oleksandr Mykolayovych	-	"Restoration of Ukraine" parliamentary group.

The Commission consists of 15 members of the Ukrainian Parliament. S.A. Velmozni was elected as the Secretary of the Commission.

### **General information about the Commission and key results of its activities**

In accordance with the main tasks, which include analysing the practice of application and implementation of legislative acts, preparing proposals for identifying priority areas for improving the legislation of Ukraine on the protection of internally displaced persons and other Ukrainians affected by the Russian aggression, and the approved Work Plan, the Commission in the period from 17 December 2024 to 16 December 2025 (hereinafter - the reporting period) organised its activities in the following main areas:

- providing financial and other assistance to internally displaced persons (hereinafter - as IDPs) and other persons affected by the armed aggression of the Russian Federation against Ukraine;

- compensation for damage, losses and assistance in reparation payments;

- resolving housing issues of internally displaced persons and other persons affected by the armed aggression of the Russian Federation against Ukraine;

- measures of parliamentary control over the activities of executive authorities.

The Commission also focused its efforts on informing international partners about the current situation of the victims of the armed aggression of the Russian Federation against Ukraine in order to increase financial and humanitarian assistance and monitor the implementation of the Commission's decisions adopted in 2024 and 2025.

Between 17 December 2024 and 16 December 2025, the Commission held 22 meetings and adopted 52 decisions (the decisions of the Commission are available on the official website of the Commission at [https://www.rada.gov.ua/tsk/tsc\\_idps](https://www.rada.gov.ua/tsk/tsc_idps)).

The Commission has established a Working Group on Preventing Corruption in the Field of Protecting the Rights of IDPs and Using Budget Funds to Meet Their Needs, a Working Group on Ways to Solve the Problem of Providing IDPs with Housing, a Working Group on the Formation of State Policy for the Preservation and Development of Human Capital, and a Working Group on Amendments to Law of Ukraine No. 2980-IX *"On One-Time Financial Assistance for Damage to Life and Health Caused to Employees of Critical Infrastructure Facilities, civil servants, and local government officials as a result of the Russian Federation's military aggression against Ukraine."*

The Commission continued the work begun by the Temporary Special Commission of the Verkhovna Rada of Ukraine on the Protection of Property and Non-Property Rights of Internally Displaced Persons and Other Persons affected by the armed aggression of the Russian Federation against Ukraine, established by the Resolution of the Verkhovna Rada of Ukraine "On the Establishment of the Temporary Special Commission of the Verkhovna Rada of Ukraine on the Protection of Property and Non-Property Rights of Internally Displaced Persons and Other Persons affected by the armed aggression of the Russian Federation against Ukraine" of 21 December 2023 No. 3535-IX, in particular regarding the implementation of decisions and laws adopted between 21 December 2023 and 20 December 2024.

An important area of the Commission's work in the reporting period was post-legislative control and ensuring the implementation of Laws of Ukraine No. 4080-IX *"On Amendments to Certain Laws of Ukraine on Additional Measures Related to the Provision of Housing for Internally Displaced Persons"* and No. 4114-IX *"On Amendments to Certain Legislative Acts of Ukraine on the Priority Right of Certain Categories of Internally Displaced Persons to Receive Compensation for Destroyed Real Estate"* initiated by the Commission.

Among the drafts proposed by the Members of the Parliament – members of the Commission, the Verkhovna Rada of Ukraine also adopted one law and one resolution as a whole, as well as two draft laws in the first reading as a basis, namely:

The Law on Amendments to Certain Legislative Acts of Ukraine on the Protection of Land Rights of Owners of Real Estate Destroyed as a Result of Hostilities – as a whole (Reg. No. 13174 of 15.04.2025 - available at <https://itd.rada.gov.ua/billInfo/Bills/Card/56186>);

Resolution on Amendments to the Resolution of the Verkhovna Rada of Ukraine "On Preparation of Certain Issues on Protection of Property and Non-Property Rights of Internally Displaced Persons and Other Persons Affected by the Armed Aggression of the Russian Federation against Ukraine" – as a whole (reg. No. 13668 of 21.08.2025 - - available at <https://zakon.rada.gov.ua/rada/show/4663-IX#Text>);

Draft Law on Amendments to the Law of Ukraine "On Ensuring the Rights and Freedoms of Internally Displaced Persons" and other Laws of Ukraine - as a basis (reg.

No. 12301 of 11.12.2024 - available at: <https://itd.rada.gov.ua/billinfo/Bills/Card/45414>);

Draft Law on Amendments to Certain Laws of Ukraine on the Calculation of Payment for Housing and Communal Services and Accounting for Losses Due to Damage or Destruction of Real Estate - as a basis (reg. No. 13155 of 04.04.2025 - available at <https://itd.rada.gov.ua/billinfo/Bills/Card/56128>).

Due to the consideration of proposals (amendments) of MPs - members of the Commission to the draft law, reg. No. 13439-3 dated 14.07.2025 (available at <https://itd.rada.gov.ua/billinfo/Bills/Card/56774>), the Law of Ukraine "On the State Budget of Ukraine for 2025" was amended to provide an additional UAH 1 billion for a subvention from the state budget to local budgets for the construction of new housing, reconstruction of existing residential buildings and dormitories, as well as the conversion of non-residential premises into residential ones to form temporary housing funds.

Following the work of the MPs who are members of the Commission, a similar subvention was included in the State Budget for 2026.

In addition, thanks to the consideration of proposals (amendments) made by members of parliament – members of the Commission to draft law No. 14000 dated 15 September 2025 (available at: <https://itd.rada.gov.ua/billinfo/Bills/Card/57325>), the Law of Ukraine ‘On the State Budget of Ukraine for 2026’, an additional UAH 0.5 billion is provided for housing internally displaced persons in rural areas as part of a subsidy from the state budget to local budgets for the creation of housing funds for temporary or supported accommodation of evacuated and internally displaced persons and measures to provide them with housing in rural areas (a total of UAH 1.5 billion).

In addition, the Commission has submitted a draft law to the Parliament:

Draft Law on Amendments to the Law of Ukraine "On Compensation for Damage and Destruction of Certain Categories of Real Estate as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, and the State Register of Property Damaged and Destroyed as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine" and some other laws of Ukraine to improve the mechanism of compensation and real estate accounting (Reg. No. 13136 of 26.03.2025 - available at <https://itd.rada.gov.ua/BILLINFO/Bills/Card/56069>);

Draft Law on Amendments to the Law of Ukraine "On One-time Financial Assistance for Damage to Life and Health Caused to Employees of Critical Infrastructure Facilities, Civil Servants, Local Government Officials as a Result of the Military Aggression of the Russian Federation against Ukraine" (reg. No. 14303 of 15.12.2025 - available at <https://itd.rada.gov.ua/billinfo/Bills/Card/59354>).

### **Providing financial and other assistance to internally displaced persons and other persons affected by the armed aggression of the Russian Federation against Ukraine**

Humanitarian and financial assistance remains one of the elements of support for IDPs throughout the period of armed aggression by the Russian Federation against Ukraine. According to the Humanitarian Needs and Response Plan consolidated by the

United Nations Office for the Coordination of Humanitarian Affairs (OCHA), 12.7 million Ukrainians will need humanitarian assistance in 2025 (more than 14.6 million Ukrainians in 2024), which is equivalent to USD 2.63 billion.

In 2025, IDPs will continue to receive accommodation assistance in accordance with the Procedure for Providing Accommodation Assistance to Internally Displaced Persons, approved by the Cabinet of Ministers of Ukraine on 20 March 2022, No. 332. Such assistance is paid to IDPs on a monthly basis in the amount of UAH 3,000 for persons with disabilities and children, and UAH 2,000 for other persons. In the reporting period, the Commission managed to maintain the payment of this assistance to an average of 1 million IDPs each month, and changes in the procedure for awarding it concerned, in particular, the specifics related to the appointment of a subsidy for renting housing, including the termination of payment of accommodation allowance in case of receiving a subsidy.

Draft Law of Ukraine on Amendments to the Law of Ukraine "On Ensuring the Rights and Freedoms of Internally Displaced Persons" regarding the payment of accommodation allowance based on the results of the assessment of the needs and degree of integration of an internally displaced person at the place of actual residence (Reg. No. 10382, available at <https://itd.rada.gov.ua/billInfo/Bills/Card/43458>) was not considered by the Verkhovna Rada of Ukraine in the reporting period.

The Verkhovna Rada of Ukraine adopted as a whole the draft laws initiated by the members of the Commission:

Law of Ukraine of 8 October 2025 No. 4625 IX on Amendments to Certain Legislative Acts of Ukraine on the Protection of Land Rights of Owners of Real Estate Destroyed as a Result of Hostilities (draft Reg. No. 13174, available at <https://itd.rada.gov.ua/billInfo/Bills/Card/56186>), which provides for the right of owners of destroyed housing to privatise or lease land plots on which the objects were destroyed without an auction and aims to ensure the equality of rights of affected citizens with owners of property that was not destroyed;

Resolution of 23 October 2025 No. 4663-IX on Amendments to the Resolution of the Verkhovna Rada of Ukraine "On Preparation of Certain Issues Concerning the Protection of Property and Non-Property Rights of Internally Displaced Persons and Other Persons Affected by the Armed Aggression of the Russian Federation against Ukraine" – as a whole (draft Reg. No. 13668, available at <https://zakon.rada.gov.ua/rada/show/4663-IX#Text>), which also includes among the main tasks of the Commission the promotion of coordination of the implementation of state policy in the field of ensuring comprehensive measures to protect the rights of internally displaced persons during their evacuation, adaptation, integration, reintegration, and facilitating the return to Ukraine of citizens who have left abroad as a result of the armed aggression of the Russian Federation against Ukraine. The implementation of this resolution will facilitate coordinated interaction between the legislative and executive branches of government, a sustainable and systematic approach to protecting the rights of our citizens and the formation of a comprehensive state policy in this area.

A significant achievement in the field of legislative support for the protection of IDPs' rights was the adoption by the Verkhovna Rada of Ukraine on 15 April 2025 in the first reading of the new version of the Law of Ukraine "On Ensuring the Rights and

Freedoms of Internally Displaced Persons" (Reg. No. 12301, available at <https://itd.rada.gov.ua/billinfo/Bills/Card/45414>), developed by the Commission. The draft law provides for a set of measures at all stages of internal displacement, including the right to a monthly financial assistance to be paid during martial law and one month after its termination, with the possibility of termination only upon the results of an official assessment of the level of satisfaction of IDPs' needs. The law sets out requirements for the Government to develop and approve the procedure for the functioning of the electronic office of an internally displaced person, ensure its operation for three months, and then (within six months) ensure the filling of the Database of Internally Displaced Persons based on the results of the assessment of the needs of IDPs and the degree of their satisfaction and integration at the place of actual residence.

On 28 April 2025, the Commission approved the proposals for the second reading of the draft law and sent them to the main committee - the Verkhovna Rada Committee on Human Rights, De-occupation and Reintegration of the Temporarily Occupied Territories of Ukraine, National Minorities and Interethnic Relations. Since October 2025, the draft law has been prepared for consideration in the second reading and adoption as a whole, pending inclusion in the agenda of the plenary session.

In addition, the main committee - the Verkhovna Rada Committee on State Building, Local Self-Government, Regional Development and Urban Planning - recommended adopting as a basis and as a whole the draft Law of Ukraine on Amendments to Article 5 of the Law of Ukraine "On the Status of Mountainous Settlements in Ukraine" regarding the protection of IDPs' rights (Reg. No. 12300, available at <https://itd.rada.gov.ua/billInfo/Bills/Card/45416>), developed by members of the Commission. This draft law eliminates discriminatory approaches in the provision of allowances to IDPs living in mountainous settlements. Currently, about 100,000 IDPs in such communities do not have access to 20% of pension, scholarship and other state benefits, unlike local residents, which creates social injustice. The draft law makes it possible to equate IDPs with other residents in these circumstances.

The proposed legislative changes are intended to create a sustainable model of financial support for IDPs based on the needs of a particular person, facilitate the effective integration of IDPs into communities and ensure real protection of their rights regardless of the region of residence.

The draft law on amendments to the Law of Ukraine "On one-time monetary assistance for harm to life and health caused to employees of critical infrastructure facilities, civil servants, and local government officials as a result of the military aggression of the Russian Federation against Ukraine" (reg. No. 14303 dated 15/12/2025 - access via the link: <https://itd.rada.gov.ua/billinfo/Bills/Card/59354>), approved by the people's deputies - members of the Commission, guarantees payments to all employees and other persons who were injured at critical infrastructure facilities, including: During the liquidation of the consequences of shelling (and not only those who had exclusively labor relations and were exclusively at the critical infrastructure facility at the legal address specified in the relevant Register), the deadline for submitting an application for the assignment of payments for the duration of martial law plus three years is extended, and the possibility of increasing the amount of payments is also provided if the person has received an "increase" in the disability group over time as a result of injuries caused by Russian aggression.

Supporting the need to find long-term solutions to provide housing for IDPs of different target groups, the Commission, in its decision of 15 January 2025, outlined potential risks of implementing the project to provide a subsidy to pay the cost or part of the cost of renting (leasing) a dwelling (part of a dwelling) and compensation for part of the personal income tax or single tax and military fee provided for by the Resolution of the Cabinet of Ministers of Ukraine of 25 October 2024 No. 1225. There are bureaucratic procedures that can create additional burdens for landlords; insufficient awareness of IDPs about the possibilities of receiving assistance. In this regard, the Commission recommended that the Cabinet of Ministers of Ukraine take measures to minimise these risks. It also stressed the need to introduce a systematic assessment of IDP needs at the local level, as well as to develop regional support programmes, taking into account the specifics of each region. Subsequently, the Government's resolution was amended twice to target the subsidy, allow legal entities that own residential premises to transfer such premises or parts thereof to tenants for temporary residence, allow tenants to receive a subsidy for renting individual rooms in a residential premises, allow single persons to receive a subsidy, etc. At the same time, as of 20 November 2025, the Ministry of Social Policy announced the allocation of UAH 2.5 million to pay a subsidy to pay the cost or part of the cost of renting (leasing) a dwelling to 72 people. The Commission noted that the effective and widespread use of the subsidised rental mechanism requires comprehensive measures to de-shadow the rental housing market and encourage landlords to rent out housing to IDPs not "in the dark" but under a contract, including exemption from taxation of landlords' income and exemption from the need to declare such income (except for excess profits) if they provide their housing to IDPs, i.e., establishing a zero rate of personal income tax and military duty for them (currently, the rates are 18% and 5%, respectively).

In a series of decisions, the Commission has defined a roadmap for strengthening the protection of the rights of IDPs, evacuees and other people affected by Russian aggression in Ukraine.

Thus, by its decision of 10 October 2025, the Commission proposed that the Cabinet of Ministers urgently introduce an electronic system (information database) for collecting data on the evacuation needs of the population, indicating age categories and physiological characteristics, household composition, presence of pets, ensuring the further movement and placement of evacuees in places with adequate living conditions by providing them with several offers of accommodation in temporary accommodation or in housing intended for temporary accommodation of IDPs, indicating addresses, photos/video materials about such living quarters, as well as ensuring the provision of social care services to evacuated persons who need outside care, and submitting for consideration by the Verkhovna Rada draft amendments to the legislative acts of Ukraine, in particular the Civil Protection Code of Ukraine, regarding the regulation of the procedure for evacuating residents from territories where hostilities are taking place (have taken place or there is a direct threat of hostilities), including the mandatory (compulsory) evacuation of certain categories of citizens, the determination of state support measures during evacuation, further state support, the coordination of humanitarian aid to evacuees, systematic support for the territorial communities to which the evacuation is carried out, compliance with the principle of family unity during evacuation. The heads of regional (Kyiv city) state military administrations have been

asked to intensify the search for available places to accommodate (accommodation) for evacuees, paying particular attention to places for people with reduced mobility, people with disabilities and families with children, including the status of implementation of this task as one of the main criteria for assessing the effectiveness of the heads of the relevant state military administrations.

By its decision of 19 November 2025, the Commission invited the Prime Minister of Ukraine to take measures to create a national system (register) of damage to the personal non-property rights of victims of Russia's armed aggression, to develop and submit a draft law "On Support for Persons Whose Personal Non-Property Rights Have Been Damaged as a Result of the Armed Aggression of the Russian Federation against Ukraine" and to ensure the recording, documentation and preservation of evidence of non-property damage and suffering caused by the war.

In addition, based on the results of hearing information from the Ministry of Development on the results of the Conference on the Reconstruction of Ukraine URC-2025 and the status of implementation of the signed agreements, including those on support for internally displaced persons and other victims, by its decision of 10 October 2025, the Commission proposed that the Cabinet of Ministers take measures to create a relevant database of all signed agreements, memoranda, protocols of intent or other documents based on the results of all international conferences on the reconstruction of Ukraine (URC-2025 in Rome, URC-2024 in Berlin, URC-2023 in London and URC-2022 in Lugano), including those signed by central and local government bodies and local self-government bodies, to monitor and evaluate their implementation (realisation) and the officials responsible for this, as well as to regulate access to this information and strengthen inter-agency coordination for the effective mobilisation and use of international funding aimed at supporting IDPs, war veterans and other citizens affected by Russian aggression.

In order to increase or at least maintain the volume of assistance to the affected population of Ukraine, the Commission organised a closed meeting on 11 November 2025 with the heads and representatives of diplomatic missions in Ukraine. A frank discussion of IDP support and prospects for solving the problems of Ukrainians affected by Russian aggression in the context of a reduction in international humanitarian response (*in three years, the volume of global funding for humanitarian needs has halved, and in 2025 Ukraine has fallen to third place after Palestine and Syria, receiving 6.6% of the total, while the UN estimates that one in three Ukrainians will need humanitarian assistance in 2025*) with representatives of almost all embassies represented in Kyiv was an important step for the A constructive dialogue with the Minister of Social Policy, Family and Unity and the Deputy Minister of Foreign Affairs revealed a common willingness to cooperate in addressing the protection of the rights of IDPs and all war-affected Ukrainians.

### **Compensation for damage and losses and facilitation of reparations**

According to the joint Rapid Damage and Needs Assessment (RDNA4) published by the Government of Ukraine, by the World Bank Group, the European Commission and the United Nations, as of 31 December 2024, the total cost of reconstruction and recovery in Ukraine is estimated at USD 524 billion (EUR 506 billion) over the next

decade. This is approximately 2.8 times Ukraine's projected nominal GDP for 2024. The RDNA4 assessment, which covers the damage caused over almost three years from 24 February 2022 to 31 December 2024, shows that direct damage in Ukraine has now reached USD 176 billion (EUR 170 billion), compared to USD 152 billion (EUR 138 billion) in the RDNA3 estimate published in February 2024.

The Commission continued its systematic work on improving the legislation on compensation mechanisms to ensure that every citizen affected by Russian aggression has access to fair, transparent and effective compensation.

The Commission monitored the implementation of the Law of Ukraine No. 4114-IX *"On Amendments to Certain Legislative Acts of Ukraine on the Priority Right of Certain Categories of Internally Displaced Persons to Receive Compensation for Destroyed Real Estate"*, which provides for the priority right of IDPs to receive compensation under the eRestoration programme and created legal grounds for allocating the remaining funds of the State Budget for 2024 in the amount of UAH 15 billion in 2025 to pay compensation for destroyed housing for IDP families. Thanks to the proposals of the Commission members to the draft Law of Ukraine "On the State Budget of Ukraine for 2025", funding for the eRestoration programme was increased by UAH 4 billion. This allowed 13862 IDP families to receive housing certificates (worth UAH 17.8 billion) as of 11 December 2025, of which 8919 certificates (worth UAH 12.1 billion) have been paid for.

According to the Ministry of Development, as of 11 December 2025, 125,787 applications for compensation for damaged housing (worth UAH 12.7 billion) have been approved, of which 121,490 applications (worth UAH 11.85 billion) have been paid; issued 31538 housing certificates (worth UAH 44.6 billion), of which 20245 certificates (worth UAH 30.9 billion) were paid for; approved 1134 monetary compensations for reconstruction (worth UAH 2.54 billion), of which the first payment was made for 725 compensations (worth UAH 870 million), and the second payment was made for 108 compensations (worth UAH 127 million).

In the reporting period, the Commission reviewed the specifics of the International Register of Damage Caused by the Aggression of the Russian Federation against Ukraine, its mandate and importance in the future reparations process. The Commission drew attention to the need to advocate at the international level and provide the right to reparations to Ukrainians who lost their homes as a result of the armed aggression from 2014 to 23 February 2022 and to guarantee a fair approach for all victims, and recommended that victims be informed about the Register through official channels of state institutions and local authorities, that assistance be provided in filing applications through ASCs and that evidence of damage be recorded to preserve it as an evidence base.

The Commission has been actively promoting the possibility of submitting applications to the Register, and as of 12 December, approximately 85,000 applications have been submitted to the Register, with 14 categories of applications currently available: A1.1 Forced internal displacement, A2.1 Death of a close family member, A2.2 Disappearance of a close family member, A2.3 Serious bodily harm, 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, A3.1 Damage to

or destruction of residential real estate, A3.2 Damage to or destruction of non-residential real estate, A3.3 Loss of housing or place of residence, A3.6 Loss of access to or control over real estate in the temporarily occupied territories. The launch of new categories of applications is expected in the near future.

Continuing its work on improving national legislation on compensation for destroyed and damaged property, the Commission supported amendments to Law of Ukraine No. 2923 "On Compensation for Damage and Destruction of Certain Categories of Real Estate as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, and the State Register of Property Damaged and Destroyed as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine", and the State Register of Property Damaged and Destroyed as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, No. 13136 of 26.03.2015. - available at <https://itd.rada.gov.ua/BILLINFO/Bills/Card/56069>), which the main committee - the Verkhovna Rada Committee on Economic Development - recommended to adopt as a basis on 27 August 2025.

This draft law is an important step for the accessibility and effectiveness of compensation mechanisms, as according to its provisions:

- compensation will apply to housing destroyed since the beginning of the Russian aggression, since 19 February 2014, priority will be given to families who have lost their only home;

- based on the results of remote inspection of all destroyed housing in the temporarily occupied territories of Ukraine (using satellites, drones, other sources of video recording), owners of such housing will be issued eRestoration certificates if they have moved to the territory controlled by the Government of Ukraine;

- completely destroyed towns (such as Popasna, Bakhmut, Soledar, Maryanka and others) will be classified by the Government as not requiring inspection and confirmation to receive housing certificates under the eRestoration programme;

- owners of destroyed apartments in multi-storey buildings that will be restored will have the right to choose: 1) to keep the restored apartment; 2) to receive compensation in the form of a housing certificate for the purchase of new housing (and the restored apartment will become communal property as social housing);

- instead of one year after the end of martial law, people will have 3 years to apply for compensation, etc.

This draft law 13136 also opens up potential opportunities for developing mechanisms to assist IDPs for damaged and surviving housing in the temporarily occupied territories of Ukraine.

The Head of the Commission twice raised the issue of urgent consideration of this draft law at a meeting of the Coalition Council, with the Prime Minister of Ukraine Yuliia Svyrydenko supporting its adoption in the first reading. By its decision dated 19 November 2025, the Commission addressed the President of Ukraine with a request to support the adoption of Draft Law No. 13136.

In addition, the Commission appealed to the Prime Minister of Ukraine with a proposal to introduce mechanisms for recording and accounting for property damage caused to citizens and businesses by Russian aggression since 2014, to designate a

ministry to protect the rights of Ukrainians in the temporarily occupied territories, and to regulate the financing of the restoration of common areas in apartment buildings under the eVidnovnennya programme.

The Commission proposed to the Presidium of the Parliament and the heads of all parliamentary factions and groups to speed up the adoption of important draft laws introducing a simplified (administrative) procedure instead of a judicial one:

Confirmation of ownership of housing in case of destruction of documents in Technical Inventory Bureau by the war (reg. No. 11440),

state registration of births, deaths and other acts of civil status that occurred in the temporarily occupied territory (reg. No. 9069).

During the reporting period, the draft Law on Amendments to Certain Laws of Ukraine on the Calculation of Payment for Housing and Utility Services and Accounting for Losses Due to Damage or Destruction of Real Estate (Reg. No. 13155 of 04.04.2025 - available at <https://itd.rada.gov.ua/billinfo/Bills/Card/56128>), which stipulates that during martial law and for another year after its termination or cancellation, no payment for housing and communal services is charged in case of damage or destruction of housing in an apartment building as a result of hostilities, terrorist acts, sabotage caused by the armed aggression of the Russian Federation against Ukraine.

The issue of not including real estate located in the territories of active hostilities or in the temporarily occupied territories of Ukraine by the Russian Federation in the real estate tax base was also resolved. according to the Law of Ukraine No. 4698-IX dated 3 December 2025 (available at <https://itd.rada.gov.ua/billinfo/Bills/Card/57479>), this provision will be applied from 1 January 2025.

The Commission also reviewed the comments of the Notary Chamber of Ukraine to the Draft Law 11440 on Amendments to the Law of Ukraine "On State Registration of Real Property Rights and Encumbrances" adopted in the first reading, which allows state registrars and notaries to enter information into the State Register of Real Property Rights (SRRP) on the basis of original paper documents without going to court and confirming the information from the Technical Inventory Bureau, provided that the Technical Inventory Bureau archive is not accessible or physically destroyed. Given the importance of adopting this draft law for about 1 million affected Ukrainians who do not have information about their property in the SRRP, the Commission submitted proposals for the final version of this draft law to the Legal Policy Committee and proposed to establish a Working Group to prepare the version of draft law 11440 for the second reading, inviting MPs of Ukraine from the Commission, representatives of the Government, the Notary Chamber of Ukraine, professional associations of state registrars, and the expert community to join it.

### **Resolving housing issues of internally displaced persons and other persons affected by the armed aggression of the Russian Federation against Ukraine**

The provision of housing for IDPs and citizens who lost their homes as a result of the armed aggression of the Russian Federation remains one of the main challenges facing Ukraine. According to the RDNA4 , as of the end of 2024, the housing sector is the most affected sector, with 13% of the total housing stock damaged or destroyed, affecting over 2.5 million households. Taking into account the average household size

in Ukraine, the number of Ukrainians who have lost their homes in whole or in part is about 6 million. According to the International Organisation for Migration, IDPs with severe housing difficulties are 1.5 times less likely to integrate into new communities.

In this regard, the Commission has identified housing policy as one of the main priorities of its work. The main tool for implementing this policy should be the Information and Analytical System of Real Estate Objects for Providing Housing for Internally Displaced Persons (hereinafter - the Register), the creation of which is provided for by Law No. 4080-IX, initiated by the Commission to conduct a systematic inventory of all real estate that can potentially be used to accommodate internally displaced persons: from municipal and state housing to unfinished buildings, land plots and temporarily vacant objects for the first time in the history of Ukraine.

With the support of the International Rescue Committee (IRC) in Ukraine, the Commission organised a workshop "*Housing for IDPs: Transparent Inventory and Anti-Corruption Control*" on 29 May 2025. This event was an important step in the implementation of Law No. 4080-IX, as the mechanisms of transparent inventory of housing stock and prevention of corruption risks were discussed together with representatives of state authorities, international partners and civil society. The event also featured the presentation of a practical guide with methodological recommendations for inventory participants, which is available on the Commission's official website (available at [https://www.rada.gov.ua/documents/tskVRU/tsc\\_idps/news\\_tsc\\_idps/262533.html](https://www.rada.gov.ua/documents/tskVRU/tsc_idps/news_tsc_idps/262533.html)).

In addition, on 15 August 2025, in Odesa, the Commission held a conference "*Housing for IDPs: first results of the all-Ukrainian inventory and the state of implementation of Law 4080*" with the participation of representatives of regional coordination commissions and district survey commissions from all regions of Ukraine, representatives of state authorities, NGOs and international organisations, as well as Deputy Ministers of Community and Territorial Development, Education and Science, Social Policy, Family and Unity. As a result of this conference, it was decided to accelerate the practical launch of the IDP Housing Register (Information and Analytical System), determine the procedure for reviewing applications for accommodation and criteria for selecting families for settlement, regulate the use of vacant land plots for construction, which should also be included in the Register, and find mechanisms for providing individual buildings (parts thereof) that are part of integral property complexes of the relevant facilities for accommodation. It is stated that territorial communities and local governments are very slow to provide real estate and land plots for inventory. It is important to change this trend, as the presence of an object in the Housing Register will allow for faster attraction of funds from international humanitarian organisations and national charitable foundations for the construction of housing for IDPs or bringing these objects into a habitable condition.

By its decision of 26 September 2025, the Commission addressed the Prime Minister of Ukraine with a proposal to ensure the proper implementation of Law No. 4080 to instruct ministries, other central executive bodies, and entities managing state-owned property to provide regional and Kyiv city military (state) administrations with information on all state-owned real estate, including land plots including land plots that can be used for accommodation of internally displaced persons, which are under the management (jurisdiction) of these bodies (management entities) for their examination

and inclusion in the Information and Analytical System. In turn, regional and military (state) administrations should contact local governments in each region with a request to provide information on all relevant municipally owned real estate, including land plots, for their inspection and inclusion in the Information and Analytical System.

As of the end of November, the coordination commissions in the regions received information on 11,381 objects requiring inspection. Only 20.9% have been fully inspected. And the Government's resolution provides for the launch of the Information and Analytical System (register) only from 1 October 2026.

The Commission appealed to the Cabinet of Ministers of Ukraine with a request to amend the Procedure for the functioning of the Information and Analytical System to ensure its accelerated creation (or a corresponding prototype or database with the basic functional capabilities of the original) and the start of its operation no later than the first quarter of 2026, to determine the terms, procedure and criteria for considering and satisfying IDP applications for the provision of real estate for housing. To the All-Ukrainian Associations of Local Self-Government Bodies 'Association of Ukrainian Cities', 'Association of United Territorial Communities', the All-Ukrainian Association of Communities and the Ukrainian Association of District and Regional Councils, the Commission requested that all members of the relevant associations - local self-government bodies - provide information on all communal property real estate, including land plots that can be used for the accommodation of internally displaced persons, which are under the management (control) of these communities (management entities) for the purpose of conducting a survey and including them in the Information and Analytical System.

By its decision of 19 November 2025, the Commission proposed that the Prime Minister of Ukraine instruct that amendments be made to the Methodology for Calculating Rent for State Property, approved by Resolution of the Cabinet of Ministers of Ukraine No. 630 of 28 April 2021, providing for a reduction in the rental rate from 3% to 0.01% for state property lease agreements where the lessees are public associations, charitable organisations for the temporary accommodation of internally displaced persons, as well as when approving the procedure and conditions for the provision and use in 2026 of subsidies from the state budget to local budgets for the construction of new housing, the reconstruction of existing residential buildings and dormitories, and the conversion of non-residential premises into residential premises for the formation of temporary accommodation funds, provide for the possibility of directing it to state-owned properties and transferring expenditures from the current budget period to the next budget period.

During the reporting period, the Commission held a number of on-site meetings in the regions, in particular in Zhytomyr, Rivne, Volyn, Lviv, Khmelnytskyi, Odesa regions, to study the situation with housing for IDPs, living conditions in temporary accommodation places, and access to housing programmes. Among other things, the regional military administrations were recommended to intensify their efforts to form housing funds for temporary accommodation of IDPs, to ensure the maintenance of records of citizens in need of temporary accommodation, to conduct an inventory of real estate and identify available premises that can be brought to a habitable condition, and to provide IDPs with affordable housing, taking into account their needs, capacities, vulnerability criteria and using public-private partnership mechanisms. The

Commission, in turn, addressed the territorial communities of these regions with a proposal to use credit, leasing programmes, lease with the right to purchase and other mechanisms to provide housing for IDPs, as well as to increase local budget expenditures for IDPs in the current year.

By its decision of 26 September 2025, the Commission proposed that the Cabinet of Ministers of Ukraine amend Resolution No. 930 of 1 September 2023 ‘Certain Issues of the Functioning of Temporary Accommodation for Internally Displaced Persons’ regarding the extension of the deadline for regional and Kyiv city state (military) administrations, together with local self-government bodies, to bring living conditions in temporary accommodation into line with the requirements of Resolution No. 930 of the Cabinet of Ministers of Ukraine, to extend the term for concluding a contract for the use of temporary accommodation places for IDPs from 30 days to 60 days after moving in, to ensure that the relevant military administrations provide a guaranteed minimum number of temporary accommodation places and free beds in them that meet the requirements of accessibility and provide barrier-free space for the accommodation of IDPs with disabilities, people with reduced mobility, etc.

To consolidate the efforts of the state, local authorities, international donors and civil society to jointly find effective and sustainable approaches to addressing the housing crisis caused by the war, the Commission, together with the Ministry of Development, with the support of the Council of Europe project "Promoting the development of housing solutions for war-affected people in Ukraine. Phase II" on 30 July 2025, organised an international forum "Housing for the Affected Population: Partnership for Sustainable Solutions", which brought together various stakeholder groups, including representatives of the legislative and executive branches of government, heads of regional military administrations, heads of territorial communities, all-Ukrainian associations of local self-government bodies, representatives of international and national NGOs, leading experts in the field of housing and the affected population.

The issue of housing for IDPs and other victims of armed aggression has been repeatedly raised by the Head of the Commission at key international venues, including during the meetings of the OSCE Parliamentary Assembly on 20-21 February 2025 in Vienna, Austria, on 29 June-3 July 2025 in Porto, Portugal, on 17-19 November 2025 in Istanbul, Turkey, as well as at the URC-2025 Ukraine Recovery Conference on 10-11 July in Rome, Italy. It was emphasised that without resolving the housing crisis, neither the full integration of IDPs nor the successful restoration of the state is possible.

### **Measures of parliamentary control over the activities of executive authorities**

During the reporting period, the Commission focused its parliamentary oversight activities on monitoring the implementation of the state policy on IDPs, responding to the challenges posed by changes in the system of central executive authorities, the activities of IDP advisory bodies, etc.

In late 2024 and early 2025, there were significant changes in the architecture of central executive authorities that directly affected the development and implementation of state policy on IDPs and other victims. The Ministry of Reintegration was reorganised and renamed the Ministry of National Unity, which was also subsequently liquidated.

Most of the powers of the Ministry of Reintegration were transferred to the Ministry of Development, while a number of powers of the Ministry of Reintegration were not transferred to any other central authorities and need to be defined in the relevant legal acts, in particular, the implementation of the principles and measures of transitional justice. At the same time, at a meeting of the Coalition Council on 31 October 2025, the Prime Minister of Ukraine noted that the Ministry of Social Policy was entrusted with coordinating functions to implement the state policy on IDP protection and inform IDPs about the types and amount of assistance from the state.

At an expanded meeting in January 2025, the Commission heard from representatives of ministries and other central executive authorities on the implementation of the Operational Plan for the implementation of the State Policy Strategy on Internal Displacement until 2025. As a result, it was reiterated that the implementation of the tasks set was insufficient, and there was a lack of proper coordination between the authorities, in particular in the areas of evacuation, identification of TOT and management of temporary accommodation. The Commission recommended that the Government update the Operational Plan to take into account new challenges and start developing a new Internal Displacement Strategy with the mandatory involvement of the public, local authorities and international partners.

The Commission also set out to establish effective cooperation between central executive authorities, regional and local levels so that every IDP has access to up-to-date information on all available support measures for IDPs, recommended that state institutions create convenient and regularly updated information resources for IDPs, including for people with disabilities, and ensure the continuous operation of state hotlines.

Following consideration of the activities of the Councils for the Protection of the Rights of IDPs, which are intended to serve as a platform for promoting the interests of IDPs, it was recommended, among other things, to summarise proposals and recommendations at the regional level for further submission to the Verkhovna Rada, the Cabinet of Ministers, other state authorities and local self-government bodies, to facilitate further material and technical support for the activities of the Councils on IDP Issues, in particular by providing premises for meetings, the necessary computer equipment and the organisation of protocol and documentary support for their activities.

The Commission continues to take measures to respond to situations that may contain elements of a crime to ensure the rights and interests of IDPs. A joint meeting of the Commission and the Verkhovna Rada Committee on Anti-Corruption Policy considered the situation regarding the acquisition by the Lysychansk City Military Administration of the premises of the Druzhba children's camp for the needs of IDPs. The Commission asked the law enforcement and anti-corruption authorities to investigate the status of the relevant criminal proceedings and to verify the property declarations of the officials involved in the decision-making. It was also recommended that the State Audit Service of Ukraine conduct a financial audit of the budgets of Luhansk Region and Lysychansk community, and that the Prime Minister of Ukraine strengthen control over the spending of budget funds by military administrations on housing programmes and introduce a mechanism for mandatory verification of valuation reports for real estate purchased with public funds to prevent abuse and inefficient use of resources.

Given that almost the entire territory of the Luhansk region is temporarily occupied, the Commission paid special attention to the implementation of policies to support people from this territory who have suffered as a result of armed aggression. The Commission recommended that the Cabinet of Ministers of Ukraine develop and submit to the Verkhovna Rada of Ukraine a draft law that would define the legal status and peculiarities of the functioning of military administrations and local self-government bodies of the temporarily occupied settlements and their employees, in particular, which would ensure a unified approach to the organisational and management structure of these bodies, the typical functionality of structural units, criteria for determining the number of staff (population before the occupation, number of In addition, it is recommended to adopt amendments to the legislation that would, within clearly defined limits, provide for the possibility of spending funds from the budgets of the territorial communities that are occupied for the needs of residents of these communities who have moved and live in other communities in the territory controlled by the Government of Ukraine, etc.

On 12-13 June 2025, the Parliamentary Dialogue Forum "*Ukrainians Abroad: Challenges, Support and Return*" was held in Khmelnytskyi to discuss how to support and maintain ties with Ukrainians abroad, identify possible trajectories for the return and reintegration of Ukrainians, and develop solutions to prevent migration from Ukraine. The forum was attended by more than 100 representatives of government agencies, local authorities, international and national organisations.

Following the results of this Forum, the Commission appealed to the Prime Minister of Ukraine regarding the need to develop and approve strategic documents aimed at protecting the rights and freedoms of persons forcibly displaced from Ukraine abroad, measures to support them, create the necessary conditions for their return to Ukraine, accelerate the approval of the Action Plan for 2025-2027 for the implementation of the State Strategy for Regional Development for 2021-2027, taking into account the need to create appropriate conditions for the return of Ukrainians from abroad, resolve housing issues and their integration into host communities, as well as the need to define a list of services and introduce the possibility of providing instructions in electronic form, in particular using the mobile application or the 'Diia' portal, to obtain documents, certificates, extracts, etc., to perform representative actions in Ukrainian authorities on non-property issues on behalf of persons who are outside Ukraine.

The Commission responded quickly to the worsening situation and the increase in the number of Ukrainians evacuated from life-threatening regions. Thus, following visits to transit centres (*i.e. specially equipped temporary accommodation centres for people evacuated from dangerous areas, IDPs, which are supposed to provide basic needs: shelter, food, water, medical and psychological assistance, as well as assistance with paperwork and referral to other, more permanent housing*) in the cities of Pavlohrad, Lozova, Voloske village in Dnipropetrovsk region, and relevant communication between the Chair and members of the Commission with responsible members of the Government and Heads of regional military administrations, measures were taken to open new transit centres, arrange additional places for evacuees to stay, and involve regions in the search for additional places for so-called rear evacuation, including for citizens with reduced mobility.

In addition, the Commission proposed to the Government of Ukraine to regulate the activities of transit centres and the procedure for their interaction with humanitarian

(charitable, volunteer) organisations in the relevant regulatory acts of the Cabinet of Ministers of Ukraine, as well as to ensure that evacuees receive humanitarian, medical, financial, legal and other assistance in these centres, with subsequent accommodation, and to ensure that places in transit centres are reserved in case of aggravation of the security situation.

Thanks to the visit of the Commission members and the relevant decision of the Commission, the State Border Guard Service has simplified transit to Ukrainian Bessarabia - from 1 November 2025, simplified procedures for travelling along the Odesa-Reni road section through Palanka for Ukrainian male citizens aged 18-60, including residents of Odesa, Bilhorod-Dnistrovskiy, Izmail and Bolhradskiy border districts of Odesa region, have been introduced, namely the period for consideration of applications for travel permits has been reduced to three days; the permit will be valid for up to one year (previously only six months), the analysis and resolution of disputes will be carried out on the spot, and the service of separate border patrols will accompany the risk category of persons while they are travelling along the road.

### **Recommendations of the Commission**

The Commission's activities during the reporting period revealed the urgent need to develop a number of legislative initiatives aimed at ensuring the rights and freedoms of the affected population, as well as the importance of regular parliamentary oversight to ensure that the executive and local authorities take the necessary measures.

The following draft laws, prepared on the initiative and with the participation of the Commission members, require urgent consideration at the plenary session of the Verkhovna Rada:

On Amendments to the Law of Ukraine "On Compensation for Damage and Destruction of Certain Categories of Real Estate as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine, and the State Register of Property Damaged and Destroyed as a Result of Hostilities, Terrorist Acts, Sabotage Caused by the Armed Aggression of the Russian Federation against Ukraine" and some other laws of Ukraine to improve the mechanism of compensation and real estate accounting, reg. No. 13136 - requires adoption in the first reading;

On Amending Article 5 of the Law of Ukraine "On the Status of Mountainous Settlements in Ukraine" regarding the protection of the rights of internally displaced persons, reg. No. 12300 - requires adoption as a whole;

On Amendments to Certain Laws of Ukraine on Charging for Housing and Utility Services and Accounting for Losses Due to Damage or Destruction of Real Estate, Reg. No. 13155 - needs to be adopted in the second reading and as a whole;

On Amendments to the Law of Ukraine "On One-time Financial Allowance for Damage to Life and Health Caused to Employees of Critical Infrastructure Facilities, Civil Servants, and Local Government Officials as a Result of the Military Aggression of the Russian Federation against Ukraine", Reg. No. 14303 - requires adoption in the first reading;

On Amendments to the Law of Ukraine "On Ensuring the Rights and Freedoms of Internally Displaced Persons" regarding the payment of accommodation allowance

based on the results of the assessment of the needs and degree of integration of an internally displaced person at the place of actual residence, Reg. No. 10382 - needs to be adopted in the first reading.

At the same time, given the ongoing armed aggression of the Russian Federation against Ukraine, which has resulted in an increase in the number of affected people, the continued functioning of the collegial body (Special Commission) in the Verkhovna Rada of Ukraine, whose main task is to protect the rights of such persons, remains essential.