



RD4U-Board-CLD(2025)29

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

Board Decision

Category A2.2 – Missing Immediate Family Member

Group G-A2.2-000005

**(Last known whereabouts outside Ukraine, combatants, kinship verified by
Register of Civil Status Acts, entry in Register of Missing Persons)**

9 December 2025

The Hague

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TECHNICAL SUMMARY

1. RCMS Group ID	G-A2.2-000005
2. Date of submission to the Board	28 November 2025
3. Category of Claims	A2.2
4. Description	Claims concerning missing immediate family members who are members of the Ukrainian Armed Forces, have an entry in the Register of Missing Persons, and contain information from the Register of Civil Status Acts confirming the family relationship. The Claims concern missing persons whose last known whereabouts were outside Ukraine, but whose disappearance is directly linked to an event inside Ukraine.
5. Number of Claims	26
6. Submitted by Claimants on their own behalf	26
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 • Register of Civil Status Acts • Register of Missing Persons
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 26 claims (Claims) in category A2.2 – Missing Immediate Family Member (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. All the Claims meet 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. the immediate family relationship is confirmed by an entry in Ukraine's Register of Civil Status Acts (Register of Civil Status Acts);
 - d. the missing family member is registered in Ukraine's Unified Register of Persons Missing under Special Circumstances (Register of Missing Persons);
 - e. the missing family member is a member of the Ukrainian Armed Forces;
 - f. as per the Claimants' submissions, the disappearance occurred on or after 24 February 2022;
 - g. as per the Claimants' submissions, each Claim concerns a missing family member whose last known whereabouts were outside Ukraine;
 - h. as per the Claimants' submissions, in each Claim the disappearance of the missing family member is directly linked to an event that occurred in the territory of Ukraine;
 - i. as per the Claimants' submissions, the family member went missing: (i) in the area of hostilities (during hostilities), (ii) in the area of hostilities or possible hostilities (without participation in hostilities), (iii) during shelling or air attacks, or (iv) as a result of abduction or unlawful deprivation of liberty;
 - j. as of their date of submission, the Claims concern a family member who remains missing and has not been found;
 - k. 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
 - l. 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 data from the Register of Missing Persons as proof of the disappearance of a person.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. The Board notes that the Claims concern the disappearance of individuals who are members of the Ukrainian Armed Forces and may therefore qualify as combatants.² The Board recalls its previous determination that claims for the death of combatants can be recorded in the Register if they otherwise meet the eligibility criteria, and that decisions on the merits of these claims and the underlying legal principles are for a future Claims Commission to make.³ Therefore, the Board decides that the Claims, which relate to the disappearance of combatants, can in principle be recorded in the Register if they otherwise meet the eligibility criteria.
9. Pursuant to Article 18 of the Claims Rules, claims shall be eligible for recording if they meet the following criteria:

¹ See e.g. Board Decision on Group G-A2.2-000001 (18 June 2025, corrigendum 23 September 2025) RD4U-Board-CLD(2025)11-corr [5].

² The Group does not include claims concerning members of the Ukrainian Armed Forces who do not qualify as combatants, such as medical and religious personnel.

³ See e.g. Board Decision on Group G-A2.1-000002 (17 March 2025) RD4U-Board-CLD(2025)04 [7]-[11].

- 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.
10. Claims cannot be recorded in the Register if they are manifestly unfounded.
 11. The Claimants in the Group are natural persons of Ukrainian nationality who have submitted Claims on their own behalf. The Claims contain data from the Register of Civil Status Acts, which confirms the immediate family relationship between the Claimant and the missing person. As noted in previous decisions, the Board considers that a relevant entry in the Register of Civil Status Acts constitutes proof of the existence of a necessary immediate family relationship between the Claimant and the missing person as foreseen by paragraphs 3.3 and 3.4 of the Claim Form and Rules for claims category A2.2 (i.e. parent, child, or spouse).⁴
 12. The Claims concern immediate family members who went missing on or after 24 February 2022 based on the date of event indicated by the Claimants.
 13. As per the Claimants' submissions, the Claims concern combatants who were considered as missing by their immediate family member after having been captured by Russian forces or after engaging in military operations in the territory of Ukraine. Their last known whereabouts are in the territory of the Russian Federation.
 14. Paragraph 3.1 of Claim Form A2.2 specifies that this category encompasses claims for missing persons whose last known whereabouts were outside Ukraine, but the disappearance of whom is directly linked to an event that occurred in the internationally recognised territory of Ukraine.⁵ This standard is met when a disappearance is directly linked to a specific act or circumstance that occurred inside the territory of Ukraine, beyond the general fact of the aggression of the Russian Federation. Since the Claims relate to missing persons who disappeared as a direct result of their capture or in the aftermath of military operations conducted in the territory of Ukraine, they meet this standard and satisfy the *ratione loci* requirements of Article 18(1)(c) of the Claims Rules and paragraph 3.1 of Claim Form A2.2.

⁴ See e.g. Board Decision on Group G-A2.2-000001 (n 1) [11].

⁵ Claim Form and Rules for claims category A2.2 – Missing immediate family member (8 July 2024, revised 6 November 2024) RD4U-Board(2024)18-Rev1-EN [3.1].

15. The Claims concern individuals whose disappearance, as per the Claimants' submissions, occurred: (i) in the area of hostilities (during hostilities), (ii) in the area of hostilities or possible hostilities (without participation in hostilities), (iii) during shelling or air attacks, or (iv) as a result of abduction or unlawful deprivation of liberty. The Claims are supported by an entry in the Register of Missing Persons.
16. In addition, the Claims concern missing persons who are members of the Ukrainian Armed Forces. Accordingly, their disappearance is *prima facie* linked to the internationally wrongful acts of the Russian Federation.⁶
17. 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

18. 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-A2.2-000005**, 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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⁶ See e.g. Board Decision on Group G-A2.2-000001 (n 1) [15].