

ANALYTICAL NOTE

HAS THE GOVERNMENT LOST IMPORTANT POWERS WHEN LIQUIDATING THE MINISTRY OF REINTEGRATION?



INTRODUCTION

On 24 January 2025, the Cabinet of Ministers of Ukraine adopted Resolution No. 113¹, which finalised the transformation processes in the Government that led to the reorganisation (and in fact, liquidation) of the Ministry of Reintegration of the Temporarily Occupied Territories of Ukraine (hereinafter - the Ministry of Reintegration).

Information about the possible transfer of some of the powers of the Ministry of Reintegration to the Ministry for Development of Communities and Territories of Ukraine (hereinafter - the Ministry for Development) first appeared in September 2024. On 5 December 2024, the Ministry of Reintegration was renamed the Ministry of National Unity of Ukraine (hereinafter - the Ministry of National Unity) and a Deputy Prime Minister, Minister of National Unity of Ukraine, was appointed.²

On 31 December 2024, the Cabinet of Ministers of Ukraine adopted Resolution No. 1545³, which ensured the transfer of a significant part of the powers of the Ministry of National Unity to the Ministry for Development. The transferred powers include the reintegration of the temporarily occupied territories, protection of the rights of the population in these territories, restoration of Ukraine's territorial integrity and development of the territories after reintegration, etc.

The Ministry of Reintegration had a wide range of powers that were transferred not only to the Ministry for Development. Thus, the task of providing humanitarian aid to civilians during the armed aggression was transferred to the Ministry of Social Policy. It also defined a list of tasks in the field of social support: coordination with local authorities on social support for IDPs, development of proposals for the Government, and implementation of measures to return illegally displaced (deported) children to the territory of Ukraine.

However, **not all the powers of the Ministry of Reintegration were redistributed among other ministries** - some of them were "lost" when the relevant provisions were amended and as of the beginning of May 2025 are not exercised by any central executive authorities of Ukraine.

Other powers were not revised or adapted to the real situation in 2025, but were simply added to the updated regulation of the Ministry for Development without a critical review of the wording and the expediency of including these powers in the list of tasks of the Ministry for Development. For example, the Ministry for Development, like other ministries, has no authority to reintegrate the TOT of Ukraine. It is worth noting that the Ministry of Reintegration did not have the relevant powers either - its regulations contained a task to develop the temporarily occupied territory after its reintegration, as well as the adjacent territories. This provision was transferred to the regulation of the Ministry for Development without a critical review of the need to implement the reintegration policy only after the de-occupation of the TOT of Ukraine.

1 Resolution of the Cabinet of Ministers of Ukraine of 24.01.2025 No. 113 "Some issues of the Ministry of National Unity of Ukraine". URL: <https://zakon.rada.gov.ua/laws/show/113-2025-%D0%BF#n170>

2 Government renamed the Ministry of Reintegration to the Ministry of National Unity. Ukrinform, 03.12.2024. URL: <https://www.ukrinform.ua/rubric-polytics/3934001-urad-perejmenuvav-minreintegracii-na-ministerstvo-nacionalnoi-ednosti.html>

3 Resolution of the Cabinet of Ministers of Ukraine of 31 December 2024 No. 1545 "On Amendments to the Regulation on the Ministry for Development of Communities and Territories of Ukraine". URL: <https://www.kmu.gov.ua/npas/pro-vnesennia-zmin-do-polozhennia-pro-ministerstvo-rozvytku-hromad-ta-s1545311224>

The purpose of the analytical note is to analyse the provisions of key central executive authorities to ensure that they incorporate the content of the powers of the Ministry of Reintegration with a focus on ensuring the sustainability of state policy regarding the TOT of Ukraine, their population and other categories of victims of armed aggression against Ukraine.

The experts of the coalition of organisations dealing with the protection of the rights of victims of armed aggression against Ukraine⁴, participated in the preparation of the analytical note, in particular:

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⁴ The Coalition includes: Human Rights Centre ZMINA, NGO Donbas SOS, NGO Crimea SOS, CF Right to Protection, CF East SOS, NGO Civil holding GROUP OF INFLUENCE, CF Stabilization Support Services, the Crimean Human Rights Group.

"LOST" POWERS OF THE MINISTRY OF REINTEGRATION.

As noted above, during the transformational processes that took place in the Government in December 2024, some of the powers of the former Ministry of Reintegration were not transferred to any of the other central executive authorities.

In particular, it concerns the powers of the Ministry of Reintegration that have not been transferred to any other ministry:

- **Ensuring the preparation and implementation of the principles and measures of transitional justice.** Transitional justice remains an important component for reconciliation and the restoration of law and order after the end of armed aggression. The designation of a ministry responsible for its development and implementation should ensure the development and further comprehensive approach to addressing issues that should broadly ensure the transition from war to sustainable peace, reintegration and post-conflict recovery. **Transitional justice includes important matters concerning the support of victims.** Furthermore, it is critical for ensuring justice for victims and guaranteeing international standards.
- Despite the designation of the Ministry for Development as the main body responsible for ensuring the development and implementation of state policy on compliance with international humanitarian law throughout Ukraine, **the task of collecting, analysing and summarising information on compliance with international humanitarian law in the TOT of Ukraine** is not enshrined in law. As a result, this may affect the ability to ensure justice and bring perpetrators to justice.
- **Powers related to the implementation of the state policy on the protection of the rights and freedoms of persons violated as a result of the temporary occupation of a part** of the territory of Ukraine or loss of control over a part of it. The powers of the central executive authorities (hereinafter - CEA) remain unclear in terms of coordination of measures aimed at protecting and restoring the right to state, municipal and private property assets located in the TOT; coordination and control of the implementation of measures aimed at restoring the functioning of financial institutions and stabilising the banking system, administrative services and services in the TOT in the process of its reintegration, as well as in the adjacent territories; participation in the coordination of preparatory measures aimed at creating appropriate preconditions for the organisation of the preparation and holding elections in accordance with the law after the de-occupation of the TOT; facilitating, together with the Ministry of Education and Science, other state and local authorities and local governments that manage educational institutions, the access to education for internally displaced persons and Ukrainian citizens residing in the TOT of Ukraine.

Such an approach will have a negative impact on the residents of the TOT of Ukraine in the long run, as their issues will lose priority for the state, which will further widen the gap between them. Strategic planning for the socio-economic, infrastructural, humanitarian

and cultural restoration and development of the TOT and adjacent territories, potentially to be carried out by the Ministry for Development, should be based on the needs and interests of Ukrainian citizens. This priority is not specified in the powers of the Ministry for Development.

- **The issue of Ukraine's information sovereignty** (except for the exercise of powers to manage the integral property complexes of the state enterprise The International Broadcasting Multimedia Platform of Ukraine and the Ukrainian National News Agency Ukrinform). The Regulation on the Ministry of Culture and Strategic Communications (hereinafter - MCSC)⁵ does not contain any changes due to the redistribution of powers of the Ministry of Reintegration. However, among the main tasks of the MCSC, the following remains defined: "participation in the formation and implementation of state policy regarding the temporarily occupied territories of Ukraine in Donetsk and Luhansk regions, the Autonomous Republic of Crimea and the city of Sevastopol and the population living there to ensure their reintegration into a single cultural and information space of Ukraine" and "defining the prospects and priority areas for the reintegration of the population residing in the temporarily occupied territories of Ukraine in Donetsk and Luhansk regions, the Autonomous Republic of Crimea and the city of Sevastopol into the unified cultural and information space of Ukraine, and ensures their implementation" etc. **without appropriate amendments** to expand the list of temporarily occupied territories. In this regard, it is necessary not only to amend the Regulation on the MCSC to include the list of the TOT of Ukraine for which they already have powers, but also **to designate which body is responsible for coordinating the relevant measures and to establish the powers for their development**. This will ensure the efficient use of resources, coordinate strategies at all levels and avoid misunderstandings between different government institutions.
- **A set of measures on indigenous peoples and national minorities residing in the TOT of Ukraine.** This includes measures aimed at developing ethnic identity and languages, as well as interaction with representative authorities of indigenous peoples of Ukraine, public associations, non-governmental organisations of other states, international non-governmental organisations representing the interests of indigenous peoples of Ukraine, and contributes to the implementation of measures aimed at developing the ethnic identity and culture of indigenous peoples and national minorities residing in the TOT. The preservation of the cultural and linguistic identity of peoples from the currently occupied territories should continue to be a step towards national unity and overcoming the consequences of the occupation.
- **A set of measures to address humanitarian issues,** which includes both the powers to interact with international humanitarian organisations to facilitate the provision of humanitarian aid and humanitarian operations, as well as the coordination of actions to organise humanitarian corridors and/or evacuate civilians. Despite the formal assignment of certain powers to the Ministry of Social Policy and the Ministry for Development, in practice they lack proper coordination and institutional support for these processes. Thus, the powers of the Ministry of Social Policy are limited to regulating humanitarian aid as cargo that crosses the state border under a special procedure and is exempt from customs taxation. The Ministry of Social Policy does not need to create additional structures or coordination tools, as it operates with the automated humanitarian aid

5 Resolution of the Cabinet of Ministers of Ukraine No.885 of 16.10.2019, "Some issues on the activities of the Ministry of Culture and Strategic Communications". URL: <https://zakon.rada.gov.ua/laws/show/885-2019-%D0%BF#Text>

system (AHAS). Although the Ministry for Development is formally assigned the powers to coordinate the evacuation of civilians, in practice there are questions about the actual situation with the exercise of these powers and the quality of such coordination and their work. For example, between January and April 2025, only two meetings of the coordination headquarters were held, which indicates a fragmented organisational capacity in this area. The absence of a clearly designated coordinating body with sufficient resources and an interagency mandate creates risks of inefficiency in responding to humanitarian challenges, including creating conditions for safe evacuation, resettlement and access to aid in the conflict zone.

- **Measures for the protection of the rights of persons deported on ethnic grounds.** This includes, in particular, studying and analysing the problem of persons deported on ethnic grounds, developing measures for their cultural and linguistic development, making decisions on granting and withdrawing the status of a person deported on ethnic grounds, as well as facilitating the activities of executive authorities in the field of international cooperation to address the problems of persons deported on ethnic grounds, etc. Currently, the powers of the Ministry for Development include only the organisation and implementation of activities to finance measures aimed at resettlement of persons deported on ethnic grounds, their adaptation and integration into Ukrainian society. The protection of the rights of this group should continue to be seen as an important part of ensuring justice and human rights, as well as acknowledging historical traumas.
- **A set of measures regarding the impact of explosive hazards.** This includes informing the public about the dangers of explosive hazards, providing assistance to affected persons, and ensuring that the territory is surveyed for the presence of explosive hazards, marking and mapping areas contaminated and/or likely to be contaminated by explosive hazards. Minimising the danger from explosive hazards remains critical to public safety and restoring a normal living environment in the affected areas. In turn, [the CMU Resolution of 11 August 2023 No. 1188 “On Amendments to Certain Resolutions of the Cabinet of Ministers of Ukraine on Mine Action”](#) defines the role of certain CEA in the formation and implementation of state policy in the field of mine action. According to the CMU Resolution of 20 August 2014 No. 459 “Questions of the Ministry of Economics”, it participates in the implementation of the state policy in the field of mine action in terms of humanitarian demining and the fulfilment of Ukraine’s international obligations, taking into account national interests within its powers and in cooperation with the National Mine Action Authority, the Mine Action Centre and the Humanitarian Demining Centre. It also ensures coordination among central executive authorities regarding mine action, specifically in the area of humanitarian demining. It should be noted that according to [the Law of Ukraine “On Mine Action in Ukraine”](#), the powers of ministries and other CEA in the field of mine action are determined by the CMU in accordance with proposals from the national mine action authority. The failure to define the powers of the Ministry for Development in this area will potentially affect the effectiveness of these activities and may lead to unpredictable risks to the safety of the population in the liberated territories.
- **A set of measures regarding the environment.** In particular, it concerns the coordination of activities related to mitigation of environmental damage in the TOT and adjacent territories. This issue requires special focus to, on the one hand, record the extent of the damage, and, on the other hand, integrate environmental protection measures into the overall reintegration process. Assigning these specific responsibilities to a specific body

will ensure that the environment in these regions can be effectively managed and restored, rather than being addressed through the lens of the broader framework.

- **Ensuring employment of IDPs and social security for people who have moved abroad.** The failure to assign to the CEA the powers to coordinate the informing of IDPs about employment opportunities and create conditions for their integration in the new environment may potentially weaken the achievements made in the previous period, when employment and information on it were defined as one of the priorities of the Ministry of Reintegration, according to the state strategy. In addition, the activities of the Ministry of National Unity should take into account the issue of social security for people who have moved abroad, which was previously defined as one of the powers of the Ministry of Reintegration and could potentially be considered among the tasks of the newly created ministry.

Thus, the risk of losing some of the powers related to people affected by the armed aggression against Ukraine, [stated](#) by representatives of organisations dealing with the protection of the rights of victims of the armed aggression against Ukraine in September 2024, has now been confirmed. Four months after the official redistribution of powers, this approach shows further risks of losing a coherent policy of reintegration of the TOT and de-occupied territories of Ukraine with a focus on the people residing there and their support.

RECOMENDATIONS

- The Secretariat of the Cabinet of Ministers of Ukraine should analyse the powers that have not been assigned to any CEA after the reorganisation of the Ministry of Reintegration, taking into account their importance for the reintegration of the TOT population and the development of sustainable peace;
- The Cabinet of Ministers of Ukraine should designate the CEA to which the powers of the former Ministry of Reintegration, which were not redistributed during the reorganisation of the Ministry of Reintegration, will be transferred;
- The Ministry for Development should conduct a broad information campaign regarding the powers transferred to the Ministry as a result of the reorganisation of the Ministry of Reintegration.

