THE ACCOUNTING CHAMBER
Supreme Audit Institution of Ukraine

2025 ANNUAL REPORT

THE ACCOUNTING CHAMBER OF UKRAINE

The Accounting Chamber of Ukraine's Annual Report 2025 summarises the results of the audit measures conducted, with a focus on key findings, identified violations, the outcomes achieved, and the impact of the Accounting Chamber of Ukraine's decisions on public policy, the budget process, and public financial management.

The report also presents summary indicators based on the analysis of the implementation of the Accounting Chamber of Ukraine's recommendations issued during 2021–2025.

Information on identified violations, irregularities and shortcomings, as well as on measures introduced to improve public policy following the recommendations of the Accounting Chamber of Ukraine, is presented in a concise manner, highlighting the key aspects. The full audit reports, decisions of the Accounting Chamber of Ukraine, and other information, as required by law, have been published on the official website: https://rp.gov.ua

"The Accounting Chamber of Ukraine shall, on behalf of the Verkhovna Rada of Ukraine, exercise control over the revenue to the State Budget of Ukraine and the use thereof

Article 98
The Constitution of Ukraine

Accounting Chamber of Ukraine's Report for 2025,
approved by Decision No. 15-2
of the Accounting Chamber of Ukraine dated April 28, 2026

THE ACCOUNTING CHAMBER
Supreme Audit Institution of Ukraine

Dear fellow Ukrainians, esteemed Members of Parliament, and dear partners of Ukraine!

In 2025, Ukraine continued to face the devastating consequences of war and geopolitical shifts that directly or indirectly affected the country. Despite an unprecedented public debt burden, the state simultaneously financed defence, recovery and social programmes. At the same time, many sectors continued to face systemic problems, including fragmented planning, diffused responsibility, and the lack of comprehensive oversight of results achieved.

In these circumstances, external public audit in 2025 focused on assessing the soundness of financial decisions, identifying systemic shortcomings in management, and developing recommendations aimed at addressing their root causes.

We significantly increased both the number and scope of financial audits to cover UAH 133 billion, which enabled us to form a more comprehensive and reliable picture of the State's financial position.

Approaches to annual planning and quality control of audit processes were improved.

A new State Auditor framework has been introduced — an updated professional model of operation that strengthens the institution's capacity to handle the state's complex public financial processes and analytical tasks.

In 2025, the findings and conclusions of the Accounting Chamber of Ukraine's audits were applied more systematically in the processes of public policy development and public financial management. During the year, the Verkhovna Rada of Ukraine adopted four laws reflecting the findings of our audits, while the Accounting Chamber of Ukraine's recommendations were taken into account in dozens of resolutions of the Cabinet of Ministers of Ukraine.

The implementation of audit recommendations contributed to improvements in governance in the areas of defence, public debt, state assets, local budgets, and regulation of certain markets. In this way, the Accounting Chamber of Ukraine is strengthening the state's ability to manage resources under conditions of extraordinary pressure and uncertainty.

The next stage in the development of the Accounting Chamber of Ukraine will focus on strengthening oversight over the implementation of recommendations, assessing their actual impact on public financial management, and deepening the analysis of the results achieved.

At the same time, a key priority is to further expand the coverage of financial audits across budget spending units. To this end, the number of State Auditors will be increased, and their professional capacity will be further strengthened to enable them to audit consolidated financial statements. In parallel, the digitalisation of internal processes and the development of a system for monitoring the implementation of recommendations are continuing.

Our goal is to ensure that public financial management is systematic, with decisions, resources and results fully aligned and working together for the benefit of society.

Glory to Ukraine!

Olha Pishchanska

Chairwoman of the Accounting Chamber of Ukraine

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1. BASIC RESULTS

THE ACCOUNTING CHAMBER OF UKRAINE IN NUMBERS

approved **47 reports**
verified **235 auditees**

financial audits — **11**
compliance audits — **17**
performance audits — **5**
analyses — **14**

UAH 51,462.8 million
financial benefit

UAH 33,617.8 million (65 %)
assets were restated (recorded)

UAH 14,276.4 million (28 %)
cost reduction or cost avoidance

UAH 3,568.6 million (7 %)
direct recovery of funds to the state

UAH 71.66[1]
financial impact per UAH of the Accounting Chamber's expenditure

24
Audit reports
considered by the committees of the Verkhovna Rada of Ukraine

98.3 %
recommendations accepted
by the auditees for implementation

including **37.6 %** of implemented recommendations

Internal quality review

100 %
(hot review)

18.4 %
(cold review)

trust[2]

56.1 %
of the public

85.3 %
of the Parliament

1 The high level of the Accounting Chamber of Ukraine's financial impact per UAH of expenditure in 2025 is attributable to the implementation of consolidated financial statement audits. Once all principal spending units are fully covered by these audits, the indicators are expected to stabilise within the target ranges.

2 Data source: Annual survey conducted by the Accounting Chamber of Ukraine.

> In accordance with Article 98 of the Constitution of Ukraine and the Law of Ukraine "On the Accounting Chamber of Ukraine", the function of external state control (audit) is performed by the Accounting Chamber of Ukraine, the sole body in Ukraine responsible for this function. On behalf of the Verkhovna Rada of Ukraine, it exercises control over the receipt of funds to the State Budget of Ukraine and the use thereof.

KEY RESULTS AND IMPACT IN 2025

In 2025, the Accounting Chamber of Ukraine carried out 47 external financial control (audit) measures, including 11 financial audits, 17 compliance audits, 5 performance audits, and 14 analytical activities.

Among the audits conducted were 6 cross-sectoral audits, 17 audits related to the implementation of reforms outlined in the Ukraine Facility Plan, and 33 audits carried out in priority areas of public policy, as defined by the Accounting Chamber of Ukraine's key performance indicators.

Strengthening the Role of External Audit in Public Governance

In 2025, the Accounting Chamber of Ukraine's recommendations were reflected in 42 resolutions and 5 regulations of the Cabinet of Ministers of Ukraine.

Twenty-four audit reports were considered by the committees of the Verkhovna Rada of Ukraine, resulting in the adoption of four laws and one regulation on the basis of the Accounting Chamber of Ukraine's recommendations.

Expanding the Scope of Financial Audits

In 2025, the Accounting Chamber of Ukraine conducted 11 financial audits covering more than UAH 133 billion. Four of these audits examined the consolidated financial statements of spending units. This presents an important step towards establishing a systematic practice of auditing consolidated financial statements.

Focusing on Systemic Risks and Public Policy

Planning based on a risk-oriented approach and sectoral analysis enabled the Accounting Chamber of Ukraine to focus its resources on areas with the greatest impact on public finances.

The Impact of the Accounting Chamber of Ukraine's Recommendations

Defense. Audits in this area identified systemic problems in planning needs, prioritizing, managing resources and controlling their use in defence and security. The recommendations of the Accounting Chamber of Ukraine are aimed at improving these processes, strengthening coordination between responsible institutions, and promoting a more systematic and transparent approach to the management of defence resources

Recovery. The recommendations of the Accounting Chamber of Ukraine in this area are aimed at introducing transparent mechanisms for selecting recovery projects and facilities, strengthening oversight of the use of public funds, including international assistance, and increasing the accountability of spending units for achieving results. Their implementation is expected to ensure the timely and high-quality restoration of social and critical infrastructure, reduce inefficient spending and irregularities, as well as strengthen the social and economic resilience of the regions

State Asset Management. The implementation of the Accounting Chamber of Ukraine's recommendations is expected to improvet the state assets management system by the State Property Fund of Ukraine, enhance the efficiency of their use, and increase budget revenues. The audit contributed to improving accounting and reporting practices, strengthening transparency in the management of state assets, and ensuring the proper preparation of consolidated financial statements of public sector enterprises

Public Debt. The recommendations of the Accounting Chamber of Ukraine are aimed at promoting systematic approach to public debt risk management and strengthening the institutional capacity of the Ministry of Finance of Ukraine in the context of a growing debt burden. This will reinforce Ukraine's reputation as a responsible borrower and support a sustainable dialogue with the International Monetary Fund and the World Bank, both of which are essential to maintaining the macro-financial stability of the State

Gambling. The implementation of the Accounting Chamber of Ukraine's recommendations marked an important step in strengthening the regulation of the gambling sector. The Government approved licensing conditions, procedures for maintaining state registers and conducting state supervision, as well as launched the development of an online monitoring system for gambling operators

Judiciary. The audit revealed the need to strengthen the financial, human resource, and operational capacity of the judiciary. The implementation of the Accounting Chamber of Ukraine's recommendations is expected to enhance the capacity of the judicial system, improve strategic planning for the development of the judicial infrastructure, and create the conditions for the effective administration of justice

Law Enforcement. The recommendations of the Accounting Chamber of Ukraine are aimed at further strengthening the institutional development of the Economic Security Bureau of Ukraine, reinforcing its independence, and establishing a comprehensive analytical and oversight framework. The expected effect is to increase the Bureau's capacity to combat economic offenses effectively, reduce undue pressure on legitimate businesses, strengthen the protection of the financial interests of the State, and contribute to the development of an effective of economic security system

Environmental Protection. The recommendations are aimed at eliminating systemic deficiencies, improving the quality of procedures, and strengthening oversight, thereby creating prerequisites for better integration of environmental considerations into recovery projects and closer alignment with the "Do No Significant Harm" principle. This will not only ensure environmental safety for communities, but also facilitate access to large-scale green financing

Ukraine Facility. The independent external audit focused on assessing the strategic priorities of the Ukraine Facility Plan, inclusing:

- institutional reforms (monitoring the transformation of public administration, environmental standards, and digitalization);
- financial sustainability: public debt and state asset management;
- accountability in construction and transparency in public procurement;
- recovery and demining

RESOURCES, COVERAGE AND PERFORMANCE

Covered by audit

UAH 8,043.8 billion

of which

UAH 7,402.5 billion

public debt

total amount of identified violations, irregularities and deficiencies

UAH 153.8 billion

including budget losses resulting from unjustified management decisions

UAH 73.3 million

funding of the Accounting Chamber of Ukraine

UAH 718.2 million

actual staffing level

535 staff,

including:

289 state auditors

for every UAH 1 of the Accounting Chamber of Ukraine's funding

UAH 11,199.9

of public funds audited

and **UAH 214.2**

in identified violations and deficiencies

on average each state auditor audited

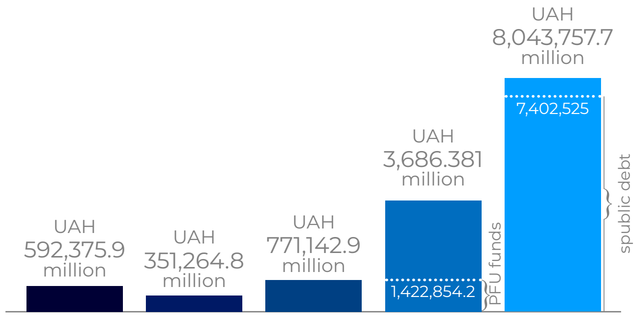
UAH 27,833.1 million

on average, each state auditor identified

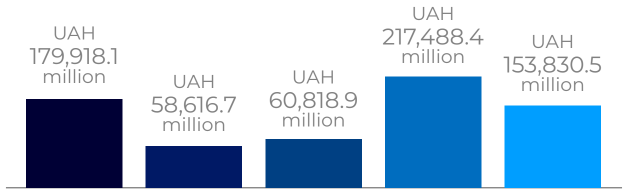
UAH 532.3 million

in violations and deficiencies

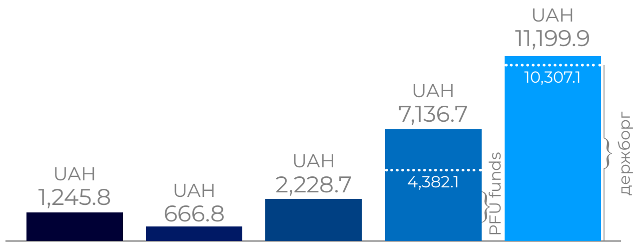
Key Performance Indicators of the Accounting Chamber of Ukraine for 2021–2025



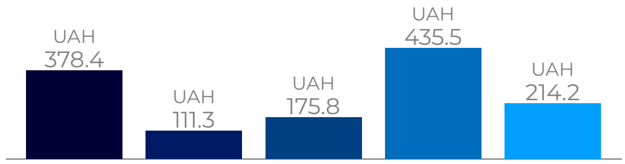
Public funds covered
by the public external financial control (audit)
measures



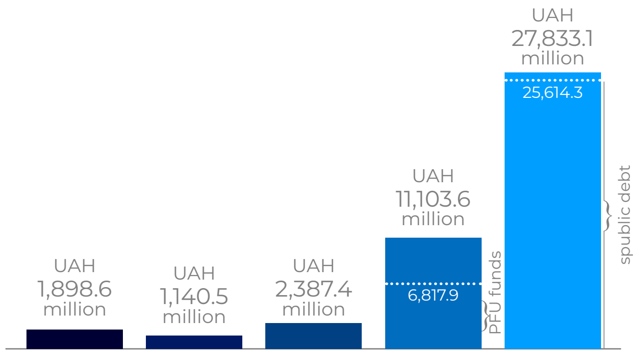
total value of identified violations,
irregularities and deficiencies
in the management of the State Budget funds



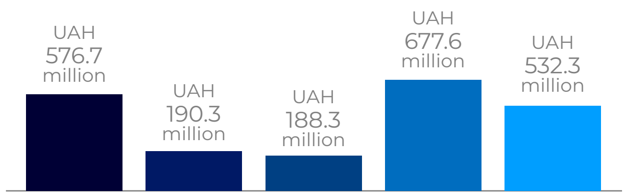
of public funds audited for every UAH 1
of the Accounting Chamber of Ukraine's funding



there in identified violations, irregularities
and deficiencies for every UAH 1
of the Accounting Chamber of Ukraine's funding



average value of public funds audited
per state auditor



average value of violations, irregularities
and deficiencies identified per state auditor

2021 2022 2023 2024 2025

VIOLATIONS, IRREGULARITIES AND DEFICIENCIES

Violations of Budget and Other Legislation

UAH 1,324.4 million

use of State Budget funds in violation of legal requirments

Budget losses resulting of unjustified management decisions

UAH 73.3 million

UAH 613.8 million

violations in the management and use of State property

UAH 2.3[3] million

violations in public procurement

UAH 1.8 million

Misuse of State Budget funds the state budget

Violations and Deficiencies in the Administration of State Budget revenue

UAH 3,390.2 million

legislative shortcomings, that allowed economic operators to avoid paying taxes, fees, and other mandatory payments, or to pay them at reduced rates

UAH 794 million

failure to impose penalties, and late payment interest

UAH 618 million

inadequate oversight by executive authorities over the timeys, accurate, complete assesment of taxes and fees (mandatory payments)

Deficiencies in the Management and Use of the State Budget Funds and State Property

UAH 13,056 million

inefficient management and use of State Budget funds

UAH 10,489.9 million

ineffective use of State Budget funds

UAH 316.4 million

uneconomical use of State Budget funds

UAH 88.8 million

inefficient management of State property

Violations, Irregularities and Deficiencies Related to Accounting and Financial Reporting

UAH 77,516.6 million

related to the financial statements of spending units of the State Budget

UAH 45,618.3 million

related to special-purpose financial statements (IBRD loans)

[3] Excluding audit data, which are classified as “Secret”, “Top Secret” or “For Official Use Only”.

2. STRATEGIC DEVELOPMENT OF THE ACCOUNTING CHAMBER OF UKRAINE AND QUALITY MANAGEMENT SYSTEM

In 2025, the Accounting Chamber of Ukraine launched the implementation of its Development Strategy for 2025–2029 (hereinafter — the Strategy). This document defines the long-term vision of the Accounting Chamber of Ukraine as an independent Supreme Audit Institution of Ukraine, capable of providing Parliament and the public with objective audit assurance under the challenging conditions of wartime, while contributing to transparency, accountability and effective public governance.

As part of the implementation of the Strategy, the Accounting Chamber of Ukraine introduced a Key Performance Indicator Framework (comprising 19 indicators) approved the Roadmap for the Implementation of Financial Audits of Consolidated Financial Statements of Public Sector Entities, adopted the Human Resources Management Policy, and launched the professional recognition awards, including “Auditor of the Year”, “Audit of the Year”, and “Audit Finding of the Year”. In addition, 289 professionals were appointed to positions of state auditors.

In 2025, the Accounting Chamber of Ukraine approved a new version of the **Methodological Manual on the Functioning of the Quality Management System**, introduced the use of Caseware software for documenting audit procedures, and established systematic methodological and legal support at all stages of the audit process. These measures strengthened compliance with international standards and contributed to the professional development of audit teams.

A quality review (hot review) was conducted for all ongoing audit measures. Attention was focused on the effectiveness of **the quality review process for completed audits (cold review)**, under which 18.4 % of audits completed in 2024 were reviewed and a corresponding report was prepared. **A Report on the Functioning of the Quality Management System in the Accounting Chamber of Ukraine for 2025** was prepared and approved.

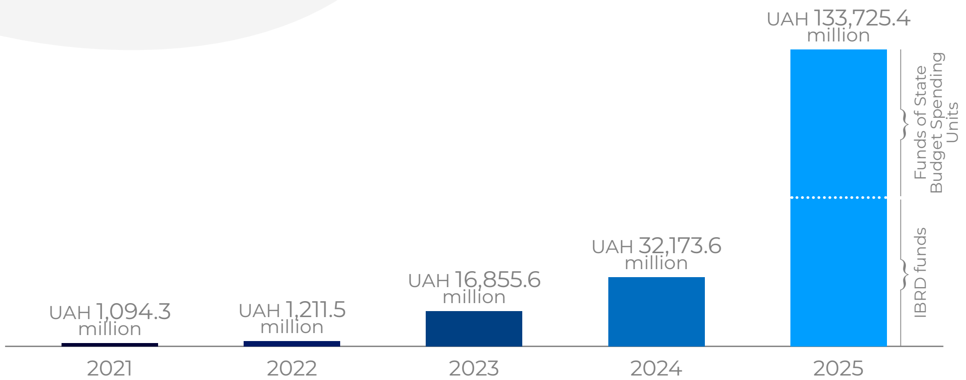
To obtain an independent assessment of the Quality Management System and institutional compliance with the IFPP requirements, the Accounting Chamber of Ukraine appealed to the INTOSAI Development Initiative (IDI), the Office of the Auditor General of Norway and the UK National Audit Office with a proposal to conduct **an external assessment of the Accounting Chamber of Ukraine in 2026 using the Performance Measurement Framework (SAI PMF) methodology**. This initiative demonstrates the Accounting Chamber’s openness to independent assessment and its commitment to continuous improvement in line with international best practices.

3. RESULTS OF STATE EXTERNAL FINANCIAL CONTROL (AUDIT) MEASURES

FINANCIAL AUDITS

Financial audits have been identified as one of the Accounting Chamber of Ukraine's strategic priorities under its Development Strategy for 2025–2029. They are aimed at establishing a comprehensive system for the external audit of the consolidated financial statements of public sector entities and budgets as a tool for ensuring the transparency, accountability, and reliability of the financial and budgetary reporting of budget spending units.

Funds Covered by Financial Audits



In total, 11 financial audits were carried out in 2025, covering funds amounting to UAH 133.7254 billion.

Of these:

- 4 audits of the International Bank for Reconstruction and Development (IBRD) loan financed projects, covering UAH 59.5109 billion;
- 7 audits of the financial and budgetary reporting of budget spending units, covering UAH 74.2145 billion.

The growing audit coverage demonstrates the consistent implementation of the Accounting Chamber of Ukraine's strategic objective to strengthen the role of financial audits in state external financial control (audit).

Financial Audits of Special Purpose Financial Statements for IBRD-Financed Projects:

- "Investing in Social Protection for Inclusion, Resilience and Efficiency (INSPIRE)"
- "Modernizing the Social Support System of Ukraine"
- "Ukraine Improving Higher Education for Results Project (UIHERP)"
- "Resilient, Inclusive and Sustainable Enterprise (RISE) Program"

Overall, the audit results confirmed that IBRD loan funds were used for their intended purposes and that the special purpose financial statements complied with the lender's requirements. At the same time, the audits identified a few procedural and methodological weaknesses. Addressing these will help further improve the quality of financial reporting, strengthen internal controls, and enhance transparency in the management of IBRD loan funds. The audits conducted are crucial for maintaining the trust of international development partners and supporting the continuity of financial assistance to Ukraine.

Financial Audits of the Financial and Budgetary Reporting of Budget Spending Units:

- State Property Fund of Ukraine
- National Police of Ukraine (classified)
- State Migration Service of Ukraine
- High Anti-Corruption Court
- Ministry of Youth and Sports of Ukraine
- State Service of Ukraine for Transport Safety
- Holosiivskyi National Nature Park

The year 2025 marked a preparatory stage in establishing a core system for auditing the consolidated financial statements and consolidated budget reports of budget spending units. Of the seven financial audits conducted during the reporting period, four covered the consolidated financial statements and consolidated budget reports of spending units). This laid the foundation for further expanding this area of audit in the coming years.

To further advance this area of work, the Accounting Chamber of Ukraine approved the Roadmap for the Implementation of Financial Audits of Consolidated Financial Statements of Public Sector Entities in 2025. The roadmap outlines a phased approach to expanding the practice of financial audits and aims to achieve systematic audit coverage of the financial statements of the budget spending units, as well as to prepare the future audit of Government's consolidated financial statements.

The Accounting Chamber of Ukraine consistently advocates for the need for the preparation and submission by the Government of consolidated financial statements for the public sector as a key tool for ensuring transparency, accountability, and sound public financial management. Such financial statements should provide the Verkhovna Rada of Ukraine with comprehensive information on the State's financial position and assets, which is a prerequisite for effective parliamentary oversight and well-informed decision-making within the budget process.

PUBLIC FINANCE AND FISCAL POLICY

▪ Performance Audit: “Gambling: Expectations and Reality” ▪ Compliance Audit: “Public Debt Management”	▪ Compliance Audit: “Tax Debt: Strengthening Administration”
▪ Analysis of the Annual Report on the Implementation of the Law of Ukraine “On the State Budget of Ukraine for 2024” ▪ Analysis of the Implementation of the Law of Ukraine: “On the State Budget of Ukraine for 2025 in the First Quarter” ▪ Analysis of the Implementation of the Law of Ukraine: “On the State Budget of Ukraine for 2025 in the First Half of the Year”	▪ Analysis of the Execution of the State Budget of Ukraine for the First Three Quarters of 2025 in Terms of General Fund Revenues ▪ Analysis of the Implementation of the Law of Ukraine: “On the State Budget of Ukraine for 2025 for the Period January–September” ▪ Expertise on the Draft Law of Ukraine “On the State Budget of Ukraine for 2026”

The key challenge in public finance remains safeguarding the State’s macroeconomic stability while ensuring sufficient State Budget revenues to finance national security and defence expenditures.

Overall, 2025 confirmed that the sustainability of the State Budget depends significantly on external financial support, while domestic fiscal risks — related to growing tax debt, increasing public debt burden, and delays in key policy decisions — remain systemic in nature and may persist over the medium term, requiring comprehensive policy and management responses.

At the same time, financial support from international partners helped maintain the stability of Ukraine’s public finances, strengthen its international reserves, and cover the most critical State Budget expenditures. Under these conditions, the Ukrainian economy is gradually adapting to the current challenges arising from the growing State Budget deficit.

SECURITY AND DEFENCE CAPABILITY

- Performance Audit: "Development of Innovations and Technologies for Defence Needs Under Martial Law"
- Compliance Audit of the Use of Budget Funds for Military Engineering and Fortification Structures (classified)
- Compliance Audit of Defence Procurement in the Logistics Sector for the Armed Forces of Ukraine (For Official Use Only)
- Compliance Audit: "Selected Issues of the Financial and Economic Activities of the Foreign Intelligence Service of Ukraine" (Top Secret)
- Compliance Audit: "Safeguarding Ukraine's Documentation Insurance Fund Under Martial Law" (Top Secret)
- Compliance Audit: "Implementation of a Pilot Project for the Protection of Critical Infrastructure in the Fuel and Energy Sector" (For Official Use Only)

In 2025, expenditure on the security and defence sector accounted for more than 50 % of total State Budget expenditure, which led to heightened demands on the effective management of these resources.

The Accounting Chamber of Ukraine's audits covered key areas of the defence and security sector, including the development of defence innovations, logistical defense procurement, the construction of fortifications, the protection of critical infrastructure in the fuel and energy sector, the financial and economic activities of selected specialized agencies, and the safeguarding the documentation insurance fund of Ukraine.

Overall, the audit findings indicate that, amid the war, the government ensured the rapid implementation of new mechanisms to support the security and defence sector. However, many of these mechanisms were implemented without an appropriate strategic, regulatory, and governance framework, which negatively affected the efficient use of public resources.

The Accounting Chamber of Ukraine issued recommendations aimed at streamlining logistics procurement procedures, clarifying the allocation of responsibilities, improving the regulatory framework, and strengthening price control mechanisms. Their implementation will contribute to more efficient use of budget funds.

ECONOMIC DEVELOPMENT

- Performance Audit: "Humanitarian Demining of Agricultural Land in Ukraine: Restoring Safety and Agricultural Production"
- Compliance Audit of State Support for Agricultural Producers with Accessibility and Transparency Requirements

In 2025, Ukraine's economic development continued under conditions of structural transformation, constrained investment capacity, and heightened security risks. The recovery of economic activity remained uneven across sectors and regions, while state support continued to play a significant role in sustaining key sectors of the economy. Economic policy remained focused on strengthening resilience, preserving export capacity, and supporting strategic industries.

The agricultural sector continued to make a significant contribution to gross value added, export earnings, and employment. At the same time, agricultural land, particularly in de-occupied territories, remained contaminated with explosive ordnance, limiting its productive use. Against this backdrop, the Accounting Chamber of Ukraine carried out audits of humanitarian demining of agricultural land and state support for agricultural producers.

The audit results confirmed that the State had established mechanisms to support these areas. However, they also identified weaknesses in planning, coordination, and resource management, which limited the effectiveness of the relevant programmes.

PUBLIC ADMINISTRATION REFORM

- Compliance Audit: "Reforming the Compensation System in Public Administration"
- Compliance Audit: "Public Administration Reform: Status of the Government's Response to the Assessment of Compliance with the Principles of Public Administration"

Public administration reform remains one of the key pillars of public sector transformation and an integral part of Ukraine's preparations for EU membership. Alongside maintaining macroeconomic stability and ensuring the effective functioning of democratic institutions, the capacity of the public administration to design and implement public policies, manage public resources, and deliver reforms is a key determinant of public trust and the confidence of international partners.

Recognising the strategic importance of this reform and its direct relevance to Ukraine's European integration agenda, the Accounting Chamber of Ukraine focused its audit work on two interrelated dimensions: strengthening public administration capacity through remuneration reform and assessing the Government's preparedness for evaluation against the Principles of Public Administration. These audit topics made it possible to assess the Government's ability to coordinate the reform process and ensure its effective implementation.

SOCIAL AND HEALTH CARE, EDUCATION AND CULTURE

- Compliance Audit: "Ensuring Access to Ukrainian School Education for Ukrainian Children in European Countries"
- Compliance Audit of the National Academy of Sciences of Ukraine's Measures to Support Priority Areas of Scientific Research and Technological Development
- Compliance Audit: "State Support for the Film Industry: What Is the Public Funding Paying For?"
- Compliance Audit: "How Prepared Are the Institutions of the National Academy of Medical Sciences of Ukraine for the Transition to the Program of Medical Guarantees?"

In 2025, the social and humanitarian sector remained central to preserving the country's human capital and strengthening societal resilience in the face of prolonged security, economic, and demographic challenges. Internal displacement, outward migration, and the mobilisation needs of both the economy and the security sector significantly transformed the operating environment for education, healthcare, science, and culture. Under these circumstances, the State faced the dual challenge of ensuring the uninterrupted delivery of essential public services, adapting governance mechanisms to new realities, and making efficient use of limited resources.

The audit results indicate that, in most cases, the principal challenges were not the level of funding itself, but rather the capacity of governance systems to adapt rapidly, operate on the basis of complete and reliable information, ensure effective inter-institutional coordination, and maintain transparency.

ENVIRONMENTAL PROTECTION

▪ Compliance Audit: "Environmental Impact Assessment and Strategic Environmental Assessment — On the Path to the 'Green Transition'"	▪ Compliance Audit: "Assessment of Ukraine's National Climate Policy and Measures Using INTOSAI's ClimateScanner Tool"

In the field of environmental protection, Ukraine has established a basic legal and institutional framework aligned with EU requirements and international commitments, particularly with regard to environmental impact assessment, strategic environmental assessment, and climate policy.

At the same time, the audit results demonstrated that the practical implementation of these instruments remains limited. Environmental and climate-related procedures continue to function largely as formal administrative mechanisms and do not yet provide for the systematic prevention of environmental risks, the effective integration of climate objectives into public planning, or a measurable impact on environmental protection and the country's climate resilience.

JUDICIARY AND LAW ENFORCEMENT

▪ Compliance Audit: "Countering Offenses Affecting the Functioning of the National Economy"	▪ Performance Audit: "Organizational Support for the Functioning of Judicial Authorities"

According to the results of audits carried out in 2023–2025, the judiciary and law enforcement sector demonstrated persistent trends reflecting both positive developments and systemic challenges in governance and resource management. Judicial institutions continued to operate under constrained financial conditions while facing growing public expectations for an effective, independent, and impartial justice system. The key challenges remained ensuring adequate funding for the courts, strengthening human resource capacity, improving resource management, and maintaining financial transparency, particularly within institutions playing a central role in combating corruption.

REGIONAL DEVELOPMENT

- Performance Audit: "Emergency Credit Program: A Path to the Restoration of Social and Critical Infrastructure in Local Communities"
- Analysis of the Performance of Key Indicators of Local Budgets for 2022–2024

The regional development remained critically important in the conditions of martial law and the large-scale need to restore infrastructure. Widespread restruction, population migration, and business relocation intensified interregional imbalances and increased the importance of state support in strengthening the capacity of local communities to perform basic and restorative functions.

The audit results showed that increased funding, primarily for capital expenditures, was not accompanied by a proper improvement in the quality of project management. The revealed legal violations, shortcomings in the planning and cost estimation, as well as insufficient oversight of contractors' performance led to disruption of the terms, an increase in their cost and a decrease in the efficiency in the use of public funds.

ANALYSIS OF REPORTS SUBMITTED TO THE VERKHOVNA RADA OF UKRAINE BY STATE AUTHORITIES

In accordance with the powers defined by the Law of Ukraine "On the Accounting Chamber of Ukraine", the Accounting Chamber of Ukraine carries out a preliminary analysis of reports of submitted by state authorities for consideration by the committees and at plenary sessions of the Verkhovna Rada of Ukraine. These reports provide an important basis for assessing the effectiveness of public policy implementation, the management of public resources and execution of the State Budget.

Analysis of the Annual Report of the Antimonopoly Committee of Ukraine for 2024

The Accounting Chamber of Ukraine concluded that the Annual Report of the Antimonopoly Committee of Ukraine (hereinafter referred to as the Report of the AMCU) generally meets the legal requirements. However, it does not provide comprehensive information on the AMCU's impact on the execution of the State Budget, the collection of fines, and the contribution to promoting fair competition. Fines and penalties in the amount of UAH 15.1 billion remain unpaid, negatively affecting State Budget revenues. Also, part of the reported economic benefits attributed to the review of draft regulatory acts has not been confirmed. Based on the results of the analysis, the AMCU implemented all the Accounting Chamber of Ukraine's recommendations concerning improvements to its reporting, the methodology for assessing the economic impact, and the monitoring of the implementation of its own decisions.

Analysis of the Annual Report of the State Property Fund of Ukraine for 2024

Confirming that the annual report of the State Property Fund of Ukraine (hereinafter referred to as the Fund) generally reflects the results of the Fund's activities, the Accounting Chamber of Ukraine noted that it lacks the analysis of the key challenges, faced by the Fund, the underlying causes of those challenges, and proposals for improving its performance. The Fund exceeded its target for privatisation revenues, achieving 247 % of the planned amount. However, the Accounting Chamber of Ukraine identified the risks of under-receipt of revenues due to shortcomings in the methodology used to determine the starting prices of privatization assets. The analysis also identified issues related to outstanding lease payment arrears, delays in approving the financial plans of state-owned enterprises, and weaknesses in the management of sanctioned assets. The Accounting Chamber of Ukraine issued recommendations aimed at strengthening the management of state property and sanctioned assets. The Fund has developed and implemented the necessary regulatory and organizational measures to implement these recommendations.

Analysis of the Annual Report of the Ministry of Economy of Ukraine on the Functioning of the Public Procurement System for 2024

The Accounting Chamber of Ukraine concluded that the annual report of the Ministry of Economy provides an overall overview of the key aspects of the development and implementation of public procurement policy. At the same time, the analysis presented in the report is based mainly on data from the electronic procurement system and does not cover certain categories of procurement, in particular defence procurement and low-value procurements, carried out outside the electronic system. This limits the possibility of providing a comprehensive assessment of all purchases made with public funds. The Accounting Chamber of Ukraine also noted the need to strengthen the analytical component of the report, regarding the assessment of all procurements financed from public funds. Based on the results of the analysis, the Ministry of Economy of Ukraine implemented most of the Accounting Chamber of Ukraine's recommendations aimed at improving the preparation of its annual report.

4. IMPACT AND EFFECTIVENESS

In 2025, the activities of the Accounting Chamber of Ukraine were aimed not only at identifying violations and shortcomings, but primarily at driving tangible changes in the state budget management system. The results of audits indicate a gradual increase in the impact of recommendations and an improvement in the effectiveness of public external financial control (audit) under martial law and the transformation of budget policy.

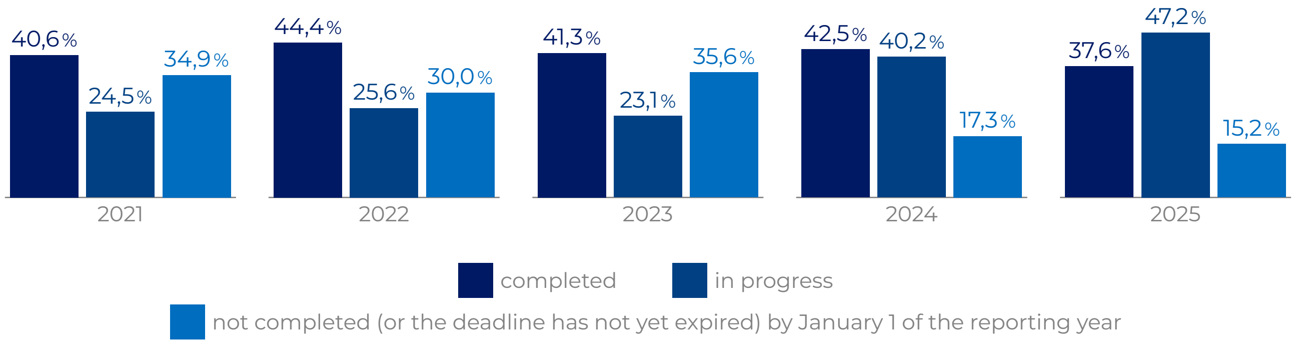
Impact assessment was conducted comprehensively — taking into account financial results, changes in regulatory and legal framework, management and internal control systems, as well as long-term institutional effects resulting from the implementation of recommendations. This enables the assessment of effectiveness not only through quantitative indicators, but also through the quality and sustainability of the changes achieved.

As of December 31, 98.3 % of the recommendations issued by the Accounting Chamber of Ukraine in 2024–2025 were implemented, meaning that they were incorporated in the relevant action plans of the auditees. This high implementation rate reflects effective cooperation with the auditees and the credibility of the audit opinions issued.

Status of actual implementation of recommendations:

- 37.6 % — recommendations fully implemented, reflecting tangible progress in achieving changes;
- 47.2 % — recommendations for which implementation has been initiated and which are at different stages of implementation;
- 15.2 % — recommendations that have not yet been implemented, those for which the implementation deadline has not yet expired, as well as those that, for various reason, have not been included in the action plans of the auditees.

The Level of Implementation of the Recommendations of the Accounting Chamber of Ukraine in 2021–2025



Analysis of the Implementation of Recommendations by Areas

In 2025, the Accounting Chamber of Ukraine conducted a number of analyses of the implementation of recommendations, which made it possible to assess their impact on key areas of public policy and public resource management, including:

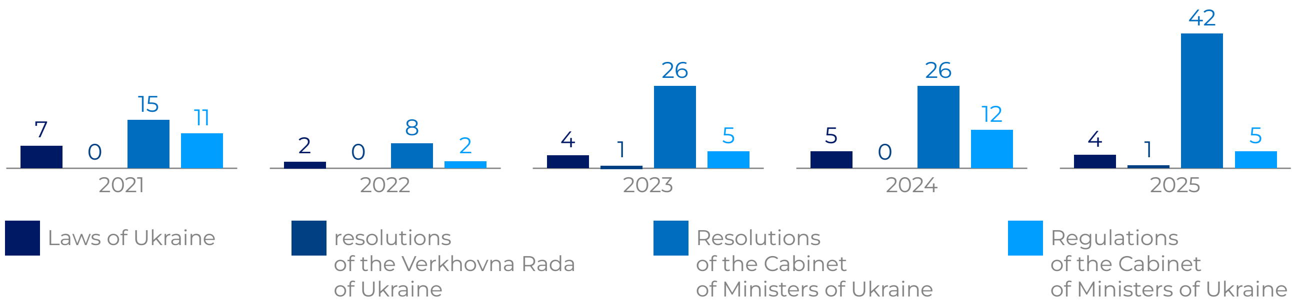
- **Analysis of the implementation of recommendations in the field of intergovernmental budgetary relations**
- **Analysis of the implementation of recommendations in the field of economy, digital transformation, competition and state property management**
- **Analysis of the implementation of recommendations in the field of defense and security**
- **Analysis of the implementation of recommendations in the field of law enforcement and anti-corruption activities**

The conducted analysis confirmed that the recommendations of the Accounting Chamber of Ukraine, remain an effective tool for improving regulatory and legal framework, management processes and the use of public resources, even under martial law and amid changes in public administration priorities.

As a result of their implementation:

- laws of Ukraine have been adopted and amended, particularly in the areas of intergovernmental fiscal relations, protection of economic competition, management of state property, digital transformation, and public procurement;
- a number of resolutions of the Cabinet of Ministers of Ukraine and departmental regulatory acts (secondary legislation) were adopted, addressing the issues related to budget regulation, social protection, security of educational institutions, activities of law enforcement agencies and security and defense sector bodies;
- legal foundations were established for the implementation of strategic documents, in particular in the areas of public procurement, digitalization, public safety and civil protection.

Regulatory Acts Adopted in Accordance with the Recommendations of the Accounting Chamber of Ukraine in 2021–2025



5. COMMUNICATION AND RELATIONS WITH STAKEHOLDERS

In 2025, the Accounting Chamber of Ukraine focused its relations with external stakeholders on strengthening the practical use of audit results by the Parliament and executive bodies. At the same time, the institution expanded it expert presence in the public sphere, enabling it to more actively communicate the results of audits and provide professional explanation to their findings. At the same time, streamlining the processes of publishing information on the Unified State Open Data Web Portal and using feedback tools, in particular stakeholder surveys, also contributed to a better understanding of external stakeholders' request when planning and conducting of audit activities.

Interaction with the Verkhovna Rada of Ukraine

During the year, the Accounting Chamber of Ukraine submitted 49 audit reports and its 2024 Annual Report to the Verkhovna Rada of Ukraine. In turn, the committees and subcommittees considered 24 issues based on the results of the Accounting Chamber 's of Ukraine audits and its 2024 Annual Report.

In total, the representatives of the Accounting Chamber of Ukraine took part in 72 events held by the Verkhovna Rada of Ukraine:

- 37 meetings of committees;
- 16 meetings of subcommittees;
- 13 meetings of temporary investigative commissions;
- 5 meetings of working groups;
- one round table.

The results of the Accounting Chamber of Ukraine audits were actively used by MPs in 2025 — they were referenced during plenary meetings, work in committees and working groups, as well as in the preparation of legislative initiatives.

In 2025, 29 draft laws and resolutions were registered with the Parliament, the explanatory notes to which contained references to the results of the audits of the Accounting Chamber of Ukraine, in particular its reports, conclusions and recommendations.

Interaction with the Cabinet of Ministers of Ukraine

In 2025, the interaction of the Accounting Chamber of Ukraine with the Cabinet of Ministers of Ukraine was reflected in the adoption of a few governmental decisions, including those related to the fulfilment Ukraine's obligations as a candidate country for accession to the European Union. The results of the audits of the Accounting Chamber of Ukraine were used by the Government in the preparation of management decisions. During the reporting period, the recommendations of the Accounting Chamber of Ukraine were considered in 42 resolutions and 5 regulations of the Cabinet of Ministers of Ukraine.

These decisions brought about changes in key areas of public policy — ranging from pension provision and defense to business support and the regulation of specific markets. The implementation of these recommendations helped mitigate fiscal risks, improve the efficiency of budget spending, and enhance the quality of management decisions, which, under martial law, directly affects the state's ability to fulfill its functions.

Transparency and Public Engagement

During the year, **279 press releases and information messages** were published on the official website of the Accounting Chamber of Ukraine, representing a 15 % increase compared to 2024.

In addition, more than 100 information messages highlighting the most socially significant audit findings were disseminated to media outlets through electronic mailing lists, which contributed to broad media coverage of the Accounting Chamber's audit activities results — 10,937 **mentions of the Accounting Chamber of Ukraine** across the media and social networks.

In 2025, the Accounting Chamber of Ukraine published 1,332 posts across its social media pages, generating approximately 964,600 views. The largest audience is the Accounting Chamber of Ukraine's Facebook page, which recorded 36,295 user interactions with the published messages during the year, and the newly created Accounting Chamber of Ukraine's LinkedIn page nearly tripled the number of its followers from the international community.

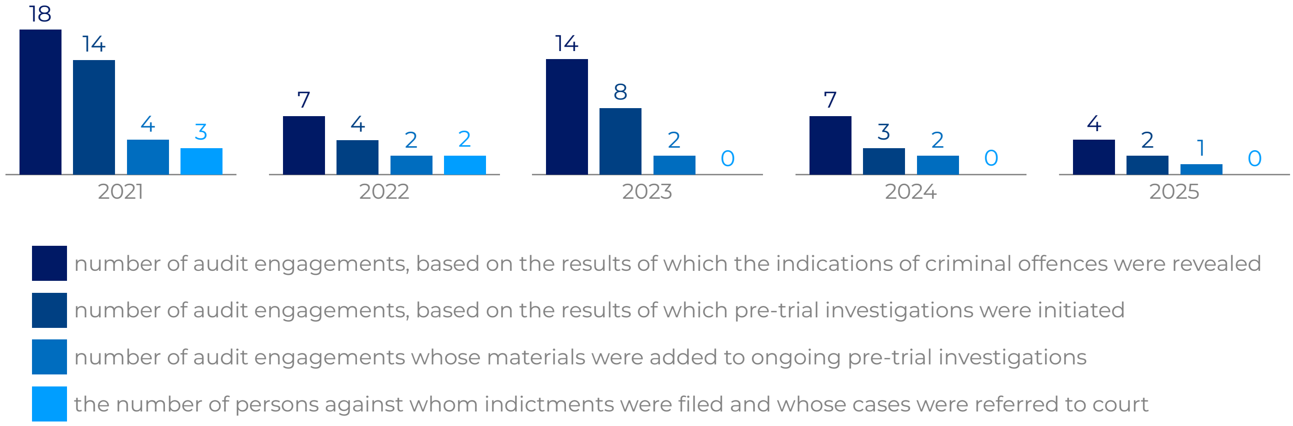
A stakeholder survey conducted in 2025 demonstrated a high level of awareness of the public, the media representatives and the scientific community about the activities of the institution — overall, 97 % of respondents were aware of the work of the Accounting Chamber of Ukraine, while 46.7 % of them reported a good understanding of its role and functions. **56.1 % of respondents** stated that they trust the institution's activities and its results.

Also, an important element of interaction with the public was its involvement in audit activities through targeted surveys. In 2025, such surveys were conducted, in particular, as a part of audits of defense procurement in the rear support for the Armed Forces of Ukraine (jointly with the Ministry of Defense of Ukraine), humanitarian demining of agricultural land and the functioning of the gambling business. This approach made it possible to incorporate the practical experience and assessments of stakeholders directly involved in the relevant processes of the preparation of audit findings.

Interaction with Law Enforcement Agencies

In 2025, the Accounting Chamber of Ukraine, based on the results of its four audit engagements, submitted **four reports** to the Office of the Prosecutor General concerning the revealed indications of criminal offenses / information on violations.

Interaction with Law Enforcement Agencies based on the results of audit engagements in 2021–2025



6. INTERNATIONAL COOPERATION

Activities within INTOSAI and EUROSAI

During the year, the Accounting Chamber of Ukraine took part in a number of meetings and seminars of INTOSAI and EUROSAI working bodies, specifically:

INTOSAI Working Group on Public Debt June 17–20, 2025	Information is provided on current challenges in the field of public debt auditing in Ukraine, as well as on the approaches to the application of INTOSAI international standards and recommendations of international financial institutions to support the preparation of sound conclusions and recommendations aimed at improving debt sustainability.
INTOSAI Working Group on the Fight Against Corruption and Money Laundering June 30 — July 5, 2025	The discussion was focused on the role of SAIs in and the impact of their audit activities engagements in preventing and combating money laundering, terrorist financing, as well as on current audit practices addressing these issues. The winners of the research papers competition organized within the framework of WGFACML were announced, the Accounting Chamber of Ukraine also took part in the evaluation of submitted papers.
INTOSAI Working Group on Environmental Auditing July 1–3, 2025	The results of the performance audit on the implementation of measures aimed at achieving Goal 6 “Ensuring Accessibility and Sustainable Management of Water Resources and Sanitation” of the Sustainable Development Goals of Ukraine for the period up to 2030 were presented.

EUROSAI Network for Ethics **EUROSAI Network for Ethics** October 17, 2025	The experience of strengthening the anti-corruption system and introducing ethical principles in the use of digital tools, through the implementation of ISSAI 130, was presented.

EUROSAI Working Group on Municipality Audit **EUROSAI Working Group on Municipality Audit** September 14–19, 2025	Up-to-date information, materials, documents related to audits in the field regional policy planning and development, as well as financing of local self-government bodies programs of activities, information on the practical impact of SAIs on the implementation and development of regional policy were obtained.

In 2025, the Accounting Chamber of Ukraine joined the **INTOSAI Working Group on the Evaluation of Public Policies and Programs** (WGEPPP) as the observer. Also the institution participated in the activities of the newly established **EUROSAI Development Activity (EDA) Project Group**.

Chairing the EUROSAI Working Group on the Audit of Funds Allocated to Disasters and Catastrophes

EUROSAI Working Group on the Audit of Funds Allocated to Disasters and Catastrophes	▪ Joint Report on the Results of a Parallel Audit of Forest Protection Against Fires, conducted by SAIs of Ukraine, Lithuania and Georgia, was prepared and published, ▪ the first edition of the Working Group's electronic digest — "SAIs United Against Disasters" was released, ▪ the database of audits and audit matrices was updated, ▪ XI meeting of the Working Group was held with the participation of representatives of SAIs of 11 countries, the European Court of Auditors, and other state institutions, ▪ an international online seminar on disaster risk reduction and response was jointly organized and conducted with the SAI of Georgia. ▪ an international coordinated audit on flood management was initiated with the participation of eight SAIs.

Plans for the next reporting period include the preparation **of a thematic compendium on civil protection and the conduct of an international coordinated audit entitled "Flood Management: Assessment of the Use of Hydrometeorological Data for Emergency Preparedness"**, with the participation of eight SAIs (Albania, Georgia, Italy, Moldova, Poland, Romania, Serbia, and Ukraine).

EUROSAI Support to the Accounting Chamber of Ukraine

On March 20, 2025, an online meeting of the Project Group "EUROSAI Support to the Accounting Chamber of Ukraine" was held. The Project Group was established in June 2023 at the initiative of the United Kingdom National Audit Office to support the Accounting Chamber of Ukraine and strengthen its institutional capacity. Among the key areas for future cooperation are the development of a quality management system, improvement of approaches to the audit of consolidated financial statements and the enhancement of local budget auditing.

Bilateral and Multilateral Cooperation with the Supreme Audit Institutions

In 2025, an agreement was reached with the leadership of the United Kingdom National Audit Office, the National Audit Office of the Kingdom of Norway and the INTOSAI Development Initiative (IDI) to conduct **an independent external assessment (peer review) of the Accounting Chamber of Ukraine in 2026 using the methodology of the Supreme Audit Institutions Performance Measurement Framework** (SAI PMF).

Representatives of the Accounting Chamber of Ukraine participated in international training events on the SAI PMF, quality management system, public debt auditing, performance audit and application of modern audit approaches, including real-time audit and the use of digital technologies.

Cooperation with SAIs of France, the Czech Republic, Croatia, Portugal and Sweden in the areas of local budget auditing, quality management, data analysis and professional development of auditors was further expanded.

Participation in International Audits

The results of the national audit conducted by the Accounting Chamber of Ukraine on disaster risk reduction and adaptation to climate change were incorporated in the results of the *GLOBAL AUDIT OF CLIMATE CHANGE ADAPTATION ACTIONS*, a global cooperative audit conducted by 54 SAIs.

Joint Report on the Results of International Coordinated Audit on "Residential Premises for Internally Displaced Persons" and Joint Statement on the Results of Parallel Audit on "Civil Protection and Disaster Control in Communal Institutions of General Secondary Education" were signed with the Bundesrechnungshof (SAI of the Federal Republic of Germany) and the Court of Auditors of the State of Hesse (Germany) accordingly.

Arrangements have been made with German partners to conduct the following international audits:

- *parallel audit on the topic "Digitalization in General Secondary Education Institutions"* with the Court of Auditors of the State of Hesse (Germany);
- *parallel audit on the topic "Efficiency of the Municipal Solid Waste Management System in the City of Lviv"* with the Court of Auditors of the State of Berlin (Federal Republic of Germany).

European Integration and Cooperation with NATO

The delegation of the Accounting Chamber took part in the meeting of the Contact Committee of the SAIs of the EU Member States and the European Court of Auditors, as well as in the events of the Network of SAIs of EU Candidate Countries.

In May 2025, a delegation of the Accounting Chamber of Ukraine, headed by the Chairwoman, took part in the Annual Meeting of the International Board of Auditors for NATO (IBAN) and the Competent National Audit Bodies (CNABs) of NATO member states in Brussels, the Kingdom of Belgium. During the event, the Accounting Chamber of Ukraine presented its experience of operating under martial law, implementing international standards as well as broader reform of the external financial control (audit) system. The representatives of SAI of Ukraine attended the discussion on audit approaches within NATO system and on the opportunities for enhancing partnership interaction.

7. INTERNAL GOVERNANCE

HUMAN RESOURCES MANAGEMENT

In 2025, the human resources policy of the Accounting Chamber of Ukraine was aimed at strengthening institutional capacity, developing human capital, introducing new approaches to human resources management and integrating international public audit practices.

HUMAN RESOURCE CAPACITY AND STAFFING STRUCTURE OF THE ACCOUNTING CHAMBER OF UKRAINE

	Actual staffing level as of 31 December	Approved staffing level of the Accounting Chamber of Ukraine
Total	**535** employees	**713** employees
Audit Mandate	58 %	68 %
Members of the Accounting Chamber's Board	5	11
Senior Management Staff	2	2
Patronage Service Staff	13	33
State Auditors	289	437
Institutional Support Functions of the Accounting Chamber of Ukraine	42 %	32 %
Civil Servants	192	196
employees (non-civil service staff)	22	22
Support Staff	12	12

Corruption Prevention and Integrity Promotion

To prevent corruption and ensure trust in the institution, the Accounting Chamber of Ukraine, as the Supreme Audit Institution, upholds zero tolerance towards corruption and is committed to openness, transparency in its activities, as well as strives to adhere to high standards of ethical conduct and integrity of its officials.

In 2025, the Accounting Chamber of Ukraine continued a systematic implementation of measures in the field of corruption prevention and integrity promotion in accordance with the national legislation and international standards, in particular ISSAI 130. Ethical principles were further integrated into audit methodologies, personnel selection and recruitment procedures, performance evaluation for civil servants employed by the Accounting Chamber of Ukraine.

Procedures for monitoring compliance with ethical standards and for implementing the requirements of ISSAI 130 were established. Work was launched on compiling a list of ethical risks for further integrating into the general risk register. Also draft updated Code of Ethics of the Accounting Chamber of Ukraine was prepared, along with an online form for reporting violations of ethical standards and a draft procedure for reviewing such reports.

As part of the preparation of the Anti-Corruption Program for 2026–2028, the Accounting Chamber of Ukraine conducted a comprehensive corruption risk assessment: an anonymous stakeholder survey was organized, vulnerable processes were identified, measures were developed to minimize corruption risks, an anti-corruption examination of draft legal acts and regulations was carried out and a risk register was formed. The results of the assessment were used in the preparation of the draft Program.

In 2025, within the framework of the National Anti-Corruption Forum “Integrity 2030: Anti-Corruption Strategy of the Future”, the Accounting Chamber of Ukraine received the award “Successful Practice in Building Integrity and Preventing Corruption” featuring the introduction by the institution of a systematic approach to checking the integrity of candidates and the development of internal mechanisms, aimed at promoting a fair public service.

Organization and Implementation of Internal Control and Audit in the Accounting Chamber of Ukraine

Policies and procedures of internal control and quality management systems are integrated into all key governance, management and operational processes of the institution.

During the reporting period, internal regulations governing accounting policies, the planning and implementation of budget programs, budget preparation, business trips, and staff training were updated, contributing to the improvement of the effectiveness of internal controls over the management of budget funds and resources. In addition, procedures for the use of material resources were enhanced, the inventory management system was optimized, the development of electronic document management was ensured, and oversight of procurement processes was strengthened.

Internal audit in the Accounting Chamber of Ukraine was carried out as an independent and objective activity aimed at providing the management of the institution with conclusions and recommendations to enhance the effectiveness of the internal control system, strengthen risk management and improve internal processes.

During the reporting year, internal audit engagements were conducted in accordance with the Accounting Chamber's of Ukraine Internal Audit Activity Plan for 2025–2027, which was approved by the Chairwoman of the Accounting Chamber of Ukraine, and were fully implemented. In particular, internal audits were conducted on the following: "Assessment of the compliance with legislation of the process and specific procedures for accounting, storage, and use of tangible assets and inventories on the Accounting Chamber's of Ukraine balance sheet" and "Assessment of the compliance with legislation of specific procedures for handling claims and litigation to protect the rights and interests of the Accounting Chamber of Ukraine in court." All recommendations issued in 2024 were implemented, and the implementation of those issued in 2025 is ongoing in accordance with the established deadlines

To ensure the continuity of the internal audit function, the Internal Audit Work Plan of the Accounting Chamber of Ukraine for 2026–2028 was developed, approved, and published on the Accounting Chamber's of Ukraine official website.

In December 2025, the Audit Committee was established within the Accounting Chamber of Ukraine, serving as an advisory body responsible for analyzing regulatory documents concerning the organization of internal control and internal audit, addressing the issues concerning the activities of the internal audit unit, monitoring the status of the implementation of the follow-up measures following the results of internal audits, as well as addressing other matters within its mandate.

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THE ACCOUNTING CHAMBER
Supreme Audit Institution of Ukraine
2026