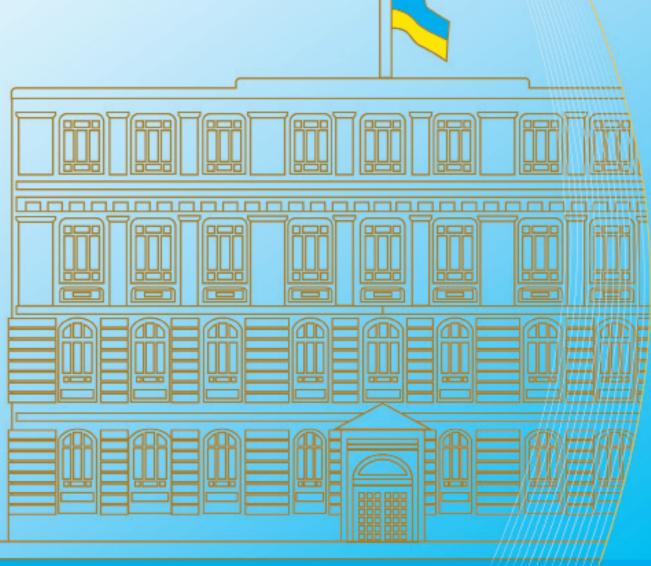


ANNUAL REPORT 2008



ACCOUNTING CHAMBER OF UKRAINE



"The Accounting Chamber shall, on behalf of the Verkhovna Rada of Ukraine, exercise control over revenues and expenditures of the State Budget of Ukraine".

Article 98 of the Constitution of Ukraine



Dear Ladies and Gentlemen, Dear Colleagues,

I am pleased to present you the Annual Report of the Accounting Chamber of Ukraine for the year 2008, which includes institutions main performance results, cases of systematic breaches revealed in the course of carrying out control, analytical and expert measures, achievements in the sphere of international relations and publicity, the principal developments directions and further institution capacity building .

I hope that this information will provide the society, Supreme Audit Institutions of INTOSAI and other stakeholders more insight into activities and results achieved by the Accounting Chamber of Ukraine in 2008 in the sphere of financial and economic control over the formation and expenditure's of the State Budget of Ukraine funds.

Chairman of the Accounting Chamber

V.K. Symonenko



FULFILMENT OF PRINCIPAL TASKS AND POWERS

Accounting Chamber of Ukraine

The principles of legality, planning, objectivity, independence and publicity are the milestones, the framework within which the Accounting Chamber carries out its activity as a permanent constitutional body for the state external financial and economic control. It is governed by these principles not only in performing all its control, analytical and expert measures, but also, what is very important, in all its aspects related to ensuring the operation of the Accounting Chamber.

The Constitution of Ukraine, the Budget Code of Ukraine, the Law of Ukraine «On the Accounting Chamber» and other regulations and standard acts of Ukraine define that the Accounting Chamber shall, on behalf of the Verkhovna Rada of Ukraine, exercise control over the receipt of the funds to the State Budget of Ukraine and the use thereof.



The Accounting Chamber has defined the principal activity directions to be covered during the audits based on the experience gained in the course of execution of control, analytical and expert measures with the due regard to amendments and changes to the effective laws, priorities in the social and economic development of the state and society.

Main activity directions of the Accounting Chamber in the year 2008

...... Financial and budgetary policy

State Budget revenues

.....Legal support

Defence and law enforcement

Agricultural and industrial complex, environment protection and emergencies

State debt, international activity and financial institutions

Science and humanities

Social policy

...... Industry, production infrastructure and state property

State budget revenues and their use in the regions

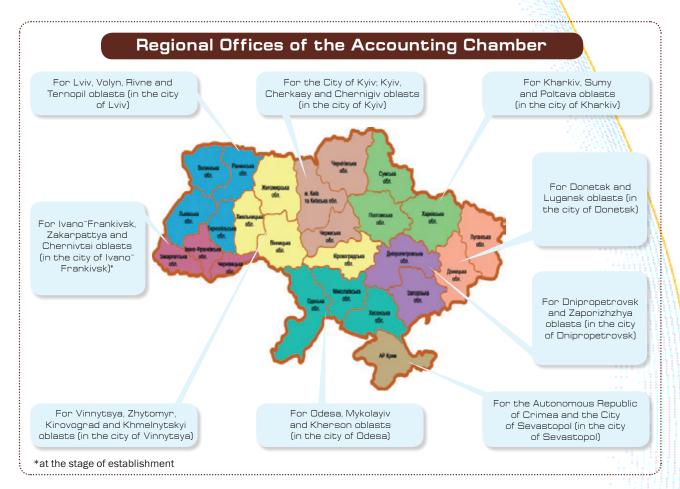


The following departments have been ensuring the achievement of the tasks assigned to the Accounting Chamber:

- Social Policy Audit Department (Chief Controller Director of the Department, Larysa Vitkovska);
- Budgetary Policy Audit Department (Chief Controller Director of the Department, Mykhailo Golovan);
- State Revenues Audit Department (Deputy Director of the Department, Tzezar Ogon);
- Legal Support Department (Chief Controller Director of the Department, Viacheslav Pylypenko);
- Defense and Law Enforcement Audit Department (Chief Controller Director of the Department, Vasyl' Nevidomyi);
- Agricultural Industry, Nature Protection and Emergencies Audit Department (Chief Controller – Director of the Department, Maria Shulezhko);
- Industry, Production Infrastructure and State Property Audit Department (Chief Controller – Director of the Department, Igor Zaremba);
- Science and Humanitarian Sphere Audit Department (Chief Controller Director of the Department, Yaroslav Flissak);
- State Debt, International Activities and Financial Institutions Audit Department (Chief Controller Director of the Department, Yurij Ivanenko);
- State Revenues and Expenditures in the Regions Audit Department (Chief Controller – Director of the Department, Georgij Samus).



Currently, eight regional offices of the Accounting Chamber have been established and are fully operating. Their operations cover 21 oblasts of Ukraine, the Autonomous Republic of Crimea and the cities of Kyiv and Sevastopol. The administrative and territorial breakdown of Ukraine, peculiarity of regional production, social, economic, historic and ethnic development, natural and climate peculiarities, etc. were taken into account when forming the regional offices.



During the year the regional offices of the Accounting Chamber continued to develop professionally. The experience was gained by both carrying out the audits coordinated by the departments of the Accounting Chamber and independent control activities related to checking the legality, efficiency and expediency of forming the proceeds and the use of the funds of the State Budget of Ukraine and state target funds by the state bodies, institutions, organizations, companies, irrespective of their ownership form, located on the appropriate territory.



MAIN RESULTS OF CONTROL, ANALYTICAL AND EXPERT MEASURES

GENERAL CHARACTERISTIC OF ACTIVITY

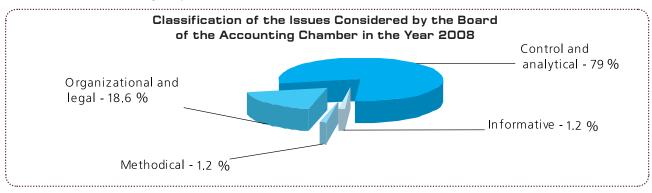
According to Article 9 of the Law of Ukraine "On the Accounting Chamber", the Board of the Accounting Chamber is the governing body of the Accounting Chamber which considers the issues related to organizing the work of the Accounting Chamber, planning, performing control and inspection, analytical and expert measures, methodology development of control, analytical and expert activity.

The Board operates on the basis of the principle of collective nature and the provisions of the Law of Ukraine "On the Accounting Chamber", the Budget Code of Ukraine and Regulations of the Accounting Chamber.

The Board of the Accounting Chamber was formed on May 23rd, 1997. Members of the Board rotated in compliance with the Decrees of the Verkhovna Rada of Ukraine dated 17.06.2004 and 25.03.2005.

Nowadays the Board is composed of the Chairman of the Accounting Chamber, the Deputy Chairman, the Secretary of the Accounting Chamber and 9 Chief Controllers-Directors of the Departments appointed by the Verkhovna Rada of Ukraine through secret balloting.

29 Board's meetings were conducted in 2008, during which 160 issues were considered. Compare with the previous year, the intensity of the work of the Board increased by 13 percent.

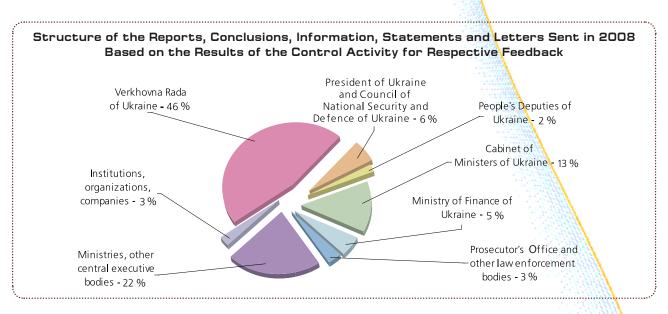


The departments and the regional offices carried out 1130 control, analytical and expert measures. 125 Reports and Conclusions were prepared based on their results.

The use of the budget and extra-budgetary funds were audited in 23 oblasts of Ukraine and in the Autonomous Republic of Crimea. 1158 objects were audited, which is 1.3 times more than in 2007.

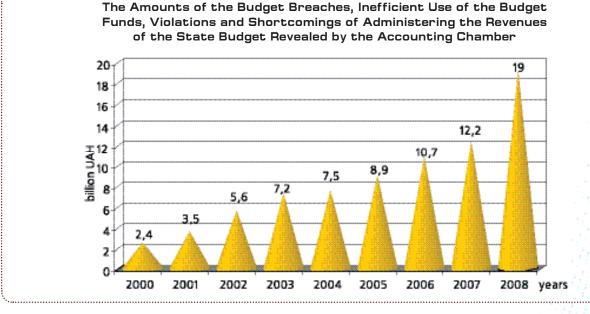
865 Reports, Conclusions, information, statements and letters were prepared and sent to the supreme legislative and executive bodies, institutions, organizations and companies for a respective feedback, elimination of the revealed violations and shortcomings based on the results of the control, analytical and expert measures taken, as well as for paying damages and losses caused to the State Budget of Ukraine. All the abovementioned documents included reasonable, justified and specific lists of recommendations related to the correction and improvement of the situation, prevention and avoidance of various breaches and shortcomings in future, as well as increase of the efficiency, productivity and cost efficiency of the use of the State Budget of Ukraine funds both from the point of view of each direction of using the budget funds and in general.





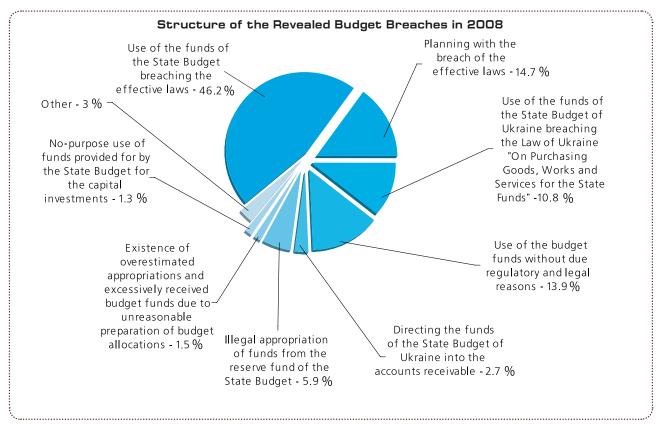
In the course of the control, analytical and expert measures carried out by the auditors of the Accounting Chamber, according to Articles 116 and 119 of the Budget Code of Ukraine, the budget breaches (illegal, including no-purpose), inefficient use of the funds of the State Budget of Ukraine and the state extra-budgetary funds, as well as breaches and shortcomings during administering the revenues of the State Budget have been revealed for the total amount of **UAH 19,6 billion**, out of which:

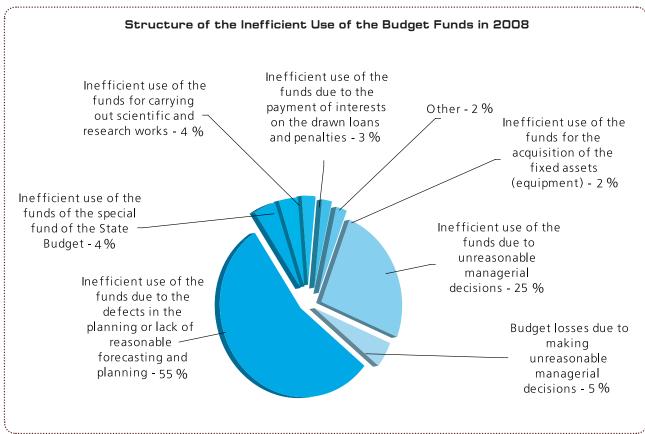
- illegal, including no-purpose use of the funds amounts to UAH 4 billion 744 million (25 percent),
 - inefficient use amounts to UAH 7 billion 848.4 million (41.3 percent),
- breach of administering the revenues amounts to UAH 6 billion 414.3 million (33.7 percent).



Analysis of the results of the control and analytical measures taken during 2008 shows that most budget breaches and cases of inefficient use of the state funds continue to take place systematically and that they occur each single year.

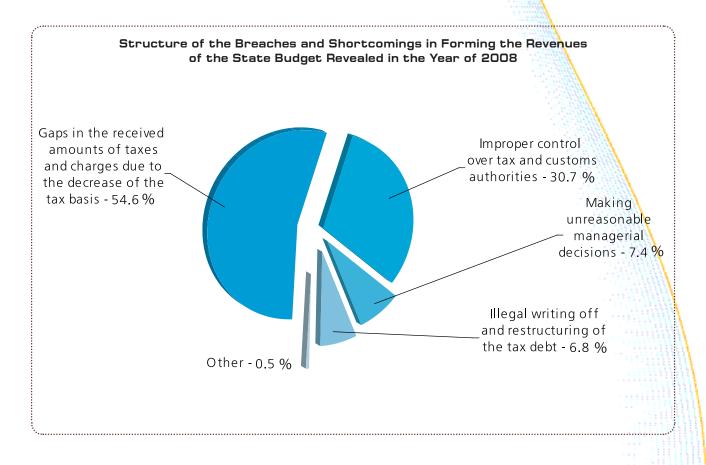








The peculiarity of the Accounting Chamber performance in 2008 might be considered the fact that part of the control and analytical measures were concentrated on investigating the issues related to replenishment the revenue part of the State Budget.



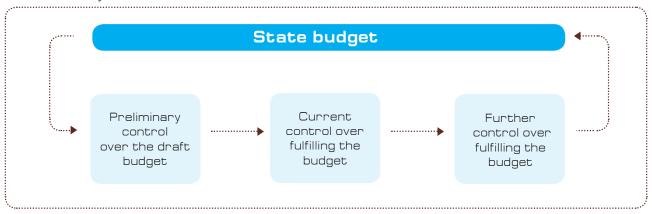


CONTROL, ANALYSIS AND EXPERTISE OF THE STATE BUDGET OF UKRAINE

According to the requirements of the active legislation, during the reporting year the Accounting Chamber continued to carry out its control, analytical and expert activity that ensured an integrated system of control over fulfilling the State Budget and the budgets of the state target funds. This provides for taking integrated and interrelated complex of control and expert measures.

Such system of control is integrated into the main components of the budget process and provides for the constant three-year cycle of control over the forming and use of the budgets of each financial year, which is implemented on three consequent stages – preliminary control over the draft budget, current control over fulfilling the budget and further control over fulfilling the budget.

In 2008 the Accounting Chamber carried out **control over budgets of the three year cycle**— the one of 2009 (at the stage of forming the draft budget), the other of 2008 (in the course of execution) and the one of 2007 (fulfilled budget). The budgets of each financial year are at last one of the stages of the three-year cycle.



Based on the results of the **analysis of fulfilling the State Budget of Ukraine for 2007** the Board of the Accounting Chamber made the following conclusions.

The State Budget of Ukraine was fulfilled under the circumstances of the economic growth and acceleration of inflation processes. Based on the results of the year, the growth of the actual gross domestic product made 7.6 percent compare with the forecasted 6.5 percent. Consumer costs increased by 16.6 percent, which was the highest value for the last seven years and increased the annual forecast (7.5 percent) 2.2 times. Under these circumstances, with the increase of the nominal income of the population by 30.6 percent, the actual costs increased by 12.8 percent, with the account of the price factor.

The annual income plan was not fulfilled by UAH 2.4 billion or by 1.4 percent. With the planned UAH 168.3 billion, the State Budget received UAH 165.9 billion. Compare with the previous year, the income of the State Budget nominally increased by UAH 32.4 billion or by 24.3 percent. However, the actual costs aligned with the compared terms, with the account of the deflation index of the GDP in the amount of 1.217, decreased by 2 percent.

The expenditures of the State Budget were not fulfilled by UAH 11.8 billion or by



6.4 percent and have been accounted in the amount of UAH 174.3 billion, while the planned amount to UAH 186.1 billion. Compare with the previous year, the nominal costs increased by UAH 37.2 billion or by 27.1 percent and the actual costs — by 4.4 percent.

With the approved marginal budget deficit of UAH 19.1 billion, the State Budget was fulfilled with the deficit of UAH 9.8 billion.

Macroeconomic disproportions formed in 2006 became much more acute. In particular, the economic growth slowed down, inflation processes intensified, the payment balance rapidly worsened, the economy became more vulnerable to external market environment in view of the exacerbation of the crisis in the world financial markets, the prospects of privatization were not defined, etc.. The above mentioned problems caused the risks related to the fulfilment of the State Budget and a number of social tasks.

During the year the Board of the Accounting Chamber reviewed the conclusions related to the results of the fulfilment of the State Budget of Ukraine in the first quarter of 2008, in the first half-year of 2008 and for the nine months of 2008.

According to the Articles 40 and 41 of the Budget Code of Ukraine and the Articles 7 and 27 of the Law of Ukraine "On the Accounting Chamber", the Accounting Chamber carried out an **analysis and expertise of the draft Law of Ukraine "On the State Budget of Ukraine for 2009**" approved by the Governmental Decree No. 824 dated 13.09.2008 and submitted by the Cabinet of Ministers to the Verkhovna Rada of Ukraine.

The Draft Law itself did not fully provide for achieving the objectives and tasks defined by the Budget Declaration for 2009 approved by the Decree of the Cabinet of Ministers of Ukraine No. 160 dated 05.03.2008.

The auditors have concluded that the risks related to further increase of the cost of the imported natural gas and recession processes in the world economy decrease the authenticity of the forecasted macro-economic indices accounted for during the preparation of the draft state budget for 2009 and need to be substantially specified.

The expertise of the Draft Law showed that in 2009 the population quality of life was not meant to improve.

The draft State Budget of Ukraine for 2009 was formed on the deficit basis. More than half funding of the State Budget was planned at the expense of new borrowings, which would result in the increase of the amount of the state debt and increase of the expenses for its repayment and servicing.

At the same time the Board of the Accounting Chamber suggested to reduce certain costs of low priority for the total amount of UAH 655 million, namely: to deduct expenditures for the execution of the court judgements to the benefit of the judges; to reduce the expenditures for the creation and operation of the State Information System of Registration Account of Individuals and their recording; to reduce the amount of funds for creation and distribution of the national films to the level of 2008; to align the amount of expenditures of the State Budget provided for the construction, reconstruction and repairs of the state and public airports with the State Target Program of Organizing and Holding in Ukraine the Final Part of the European Football Championship of 2012; to deduct the funds provided for replenishing the authorized capital of the State Mortgage Institution and to deduct expenditures of the special fund provided for making structural reforms in the energy sector as the expenses that do not have specifically defined allocation sources.

Moreover, it was suggested to deduct non-real sources of funding the state budget, first of all – proceeds from privatization in the amount of almost UAH 8 billion and to reduce the marginal amount of the deficit of the State Budget.

Taking the suggested changes into account would make it possible to stabilize the state funds and minimize the affect of the world financial crisis.



SUBJECTS OF THE CONTROL AND ANALYTICAL MEASURES

Social issues and issues related to ensuring proper labour conditions:



- social protection of the war veterans;
- providing the disabled people with cars;
- creating new jobs for employing registered by the State Employment Service unemployed population of the coal mining regions, where mines were liquidated;
- paying aid to the families with children, families with low income, disabled people from childhood, disabled children and paying temporary state aid to children;
- ensuring financial support to the public organizations of disabled people;
- taking state policy measures related to the issues of children, youth, women and family;
- increasing the salaries of the employees of the budget-funded institutions, scholarships and aid to the pupils and students of educational institutions;
- implementing investment technologies into the production of technical means for rehabilitation of disabled people in Lviv Public Experimental Enterprise of Transportation Means and Prosthetics;
- ensuring in 2007 sanatorium care and recreation of the citizen of Rivne and Lviv oblasts having suffered from the Chornobyl catastrophe;
- ensuring (recalculation) and completeness of paying pensions by the Pension Fund of Ukraine;
- operation of Artek International Children Centre;
- bringing in order the terms of labour remuneration for the employees of the budget-funded sphere on the basis of the single tariff grid.

State support and ensuring the country's industrial and energy potential:

- ensuring state support to the aircraft industry;
- carrying out the construction of Tashlytska Hydroelectric Pumped Storage Power Plant:
- ensuring physical protection of the nuclear and radiation objects subordinated to the Fuel and Energy Ministry of Ukraine;
- taking measures related to the innovative activity;
- taking measures of the State Complex Program of Developing Science-Driven High Technologies;
- funds provided for the State Committee of Ukraine for Industrial Security, Labour Protection and Mining Supervision.



Issues related to the national security, law enforcement, defence capacity of the state and material support of the Armed Forces of Ukraine and security agencies:

- taking measures related to the disposal of conventional types of ammunition;
- taking measures related to the liquidation of the consequences of emergency in Novobogdanivka village of Melitopol district of Zaporizhzhya oblast;
- ensuring the operation of the State Special Transport Service;
- taking measures in the sphere of space related activities;
- taking measures related to fighting corruption;
- fulfilling the provisions of the National Plan of Actions by the state bodies and ensuring due execution of the court decisions;
- fulfilling the State Program of Ensuring Traffic Safety on the Motor Roads, in the Streets
 of the Cities and Other Populated Areas and Railway Crossings for 2003–2007;
- development, implementation and operation of the Single State Register of Enforcement Proceedings;
- taking measures related to the issues of keeping public order in court, ensuring safety of the participants of court proceedings;
- performing the permit functions by the law enforcement bodies;
- ensuring forensic examination activities;
- ensuring long life, explosion and fire safety of the arsenals, bases and armament depots, missiles and ammunition of the Armed Forces of Ukraine.

Issues related to the development of transport, construction of roads and public housing:

- construction, reconstruction and major repairs of the motor roads of the general use of state importance;
- construction, reconstruction and major repairs of the municipal motor roads;
- liquidation of the consequences of emergencies, carrying out emergency restoring works and preventing accidents in the municipal sphere of the Autonomous Republic of Crimea;
- taking measures related to the development and reconstruction of the centralized water supply and drainage systems;
- major repairs and modernization of the lifts of the housing fund.



Issues related to the creation of new transport waterways and navigation safety:

- creation of a deep water navigation way Danube Black Sea;
- operation of the state system of ensuring the navigation safety.



Problems related to funding the agricultural complex, supporting the domestic agricultural manufacturer and developing fisheries:



- forming the state food reserve by the Agricultural Fund of Ukraine;
- strain testing and protection of the rights to the varieties of plants;
- fulfilling the project "Issue of the State Certificates of the Right of Title to the Land in Rural Areas and Development of Cadastre System";
- preventing the spread of causative agents of the animal contagious diseases and taking anti-epidemic measures;
- partial payment of damages to the agricultural companies having incurred losses due to the natural disasters;
- developing fisheries.

Issues related to the health protection, culture and sport:

- specialized and highly specialized medical aid given by public health care institutions;
- taking measures related to immunologic prophylaxis for the population;
- centralized purchase of equipment for the health care institutions;
- establishing the centre using the technology of positron emission tomography for early detection of cancer diseases;
- operation of the State Archives Committee of Ukraine related to the establishment of the National Archive Fund, development of archive sphere and use of the state budget funds;
 - ge in the nature reserves and taking cation, inventory control and restora-
- preserving the historic and cultural heritage in the nature reserves and taking measures related to the protection, certification, inventory control and restoration of the cultural heritage monuments;
- creation and development of the sport material and technical base;
- carrying out technical re-equipment of the oblast public broadcasting companies and construction of the equipment and studio complex of the National Television Company;
- preventing, revealing and terminating the violations of the sanitary laws in Odesa, Mykolayiv and Kherson oblasts.





Issues related to the management of the budget funds allocated for science and education:

- training experts, scientific and teacher personnel, improvement of professional skills and re-training the personnel;
- methodology support of the activity of the educational institutions;
- publishing the books under the "Ukrainian Book" Program and distribution of the official information products;
- operation of the state system of archaeological heritage protection and spending funds of the State Budget of Ukraine for the archaeology by the National Academy of Sciences of Ukraine;
- making external assessment and monitoring the education quality.

Problems of the environment protection, environmental safety and prevention of emergencies:

- fulfilling the National Program of Environmental Renewal of the Dnieper Basin and Improvement of the Quality of Potable Water;
- supporting ecologically safe condition in the restricted areas and in the areas of unconditional (obligatory) evacuation;
- fulfilling the flood prevention programs;
- management of the State Budget funds allocated to the Ministry of Emergencies and Affairs of Population Protection against the Consequences of Chornobyl Catastrophe for the creation of the system of prevention and reaction on emergencies;
- management of the funds of the State Budget of Ukraine allocated to the Ministry of Emergencies and Affairs of Population Protection against the Consequences of Chornobyl Catastrophe for supporting the operation of the emergency and rescue services;
- fulfilling the State Program of Making the Dangerous Objects of Prydniprovskyi Chemical Plant Production Enterprise Ecologically Safe and Ensuring the Protection of the Population against the Harmful Effect of Ionizing Emission.

Issues related to the audit of the information technologies carried out as a part of the audit of the management of the State Budget funds by the following state bodies:

- by the Central Election Commission for the creation of the State Register of the Voters;
- by the Ministry of Labour and Social Policy of Ukraine for the creation of the informative and analytical system of the bodies of the Ministry of Labour;
- by the Ministry of Justice of Ukraine for the operation of the Single State Register of Enforcement Proceedings;
- by the Ministry of Finance of Ukraine for the creation of the automated information and analytical system of financial and fiscal authorities and auditing the efficiency of the use by the local authorities of the subvention allocated from the state budget to the local budgets for computerization and informatization of the



Issues related to the relations of the State Budget of Ukraine with the local budgets and the use of the budget funds for social and economic development of the regions:



- social and economic development of Artemivsk city;
- Program of Ensuring the Performance by the City of Kyiv of the Functions of the Capital of Ukraine in 2007;
- reconstruction and construction above the existing building at 2-a Solomyanska St., Kyiv for further location of the Kyiv Court of Appeal there;
- measures related to improvement of the ecology and social and economic development of

Kryvyi Rig and its adjoining populated areas;

- social and economic development of the City of Sevastopol;
- stimulating the development of the regions, including the depressed territories;
- preserving and carrying out complex reconstruction and restoration of Odesa State Academic Theatre of Opera and Ballet;
- implementing the investment projects in Kharkiv, Sumy and Poltava oblasts;
- taking measures related to prevention of destruction of the earth embankment of Khadzhybey firth;
- taking measures related to transferring into municipal ownership the objects of social infrastructure that are accounted in the balance of the coal mining enterprises of Lugansk oblast;
- creating the School of Future (Yalta);
- taking measures related to energy saving, repairing and reconstructing the heating mains and boilers, construction of the gas pipelines and gasification of the populated areas;
- computerization and informatization of the general educational establishments;
- donation for the cattle breeding and ensuring the state support to the production of the plant growing products to the producers of the agricultural products in Rivne and Ternopil oblasts;
- complex reconstruction, expansion and technical re-equipment of "Donetsk International Airport" Public Company;
- expertise of the inter-budgetary transfers for 2006–2007 and for the I quarter of 2008 on the examples of Lviv and Ternopil oblasts;
- fulfilling the programs-winners of the Overall Ukrainian Competition of the Projects and Programs of Development of Local Self-Government.





Problems related to the State Debt, the management and return of the loans obtained under the State guarantees, implementation of the projects of the international financial organizations:

- management of the grants of the International Bank for Reconstruction and Development given to Ukraine for the preparation of the development projects;
- management of the loan granted by the European Bank for Reconstruction and Development for the implementation of the project "Funding the Energy Saving Company (second stage)";
- status of implementing the Project of Reconstructing the Starobeshiv Heating Power Plant (supported by the loan of the European Bank for Reconstruction and Development);
- reasonability of debt transactions, completeness and accuracy of the statements on the State Debt for the year of 2007;
- status of implementing the Project of Improving the Social Support System supported by the loan of the International Bank for Reconstruction and Development;
- spending funds for the implementation of the Social Investment Fund Project of the International Bank for Reconstruction and Development;
- condition of the accounting and management of the contingent State Debt liabilities.

Issues related to the control over the revenues of the State Budget of Ukraine:

- condition of planning and efficiency of the control over the completeness of accrual and timeliness of payment of the import duty for the goods imported by the entrepreneurship subjects into Ukraine;
- reasonability of delaying and deferring tax liabilities and writing off the tax debt and their affect on the fulfilment of the income of the State Budget of Ukraine;
- the system of charging the fee for the state property lease to the State Budget throughout Dnipropetrovsk oblast;
- planning and efficiency of the control over the completeness of accrual and timeliness of payment of the income tax of the companies and businesses owned by the state:
- status of the state regulation of gambling in Ukraine;
- status of exercising powers by the state bodies in the part of planning and the completeness of getting rent proceeds for hydrocarbon production to the State Budget of Ukraine;
- status of exercising powers by the state bodies in the part of completeness of getting taxes and non-tax payments to the State Budget of Ukraine during the termination of the activity of legal entities in Kharkiv and Poltava oblasts;
- forming and charging into the general and special State Budget fund the port (administrative) fee in Odesa, Mykolayiv and Kherson oblasts;
- status of charging into the special State Budget fund and the efficiency of the use of the fee for the services provided by the bodies and divisions of the Ministry of Interior of Ukraine according to their functional powers;
- planning and efficiency of the control over the receipt of the part of the profit deducted to the State Budget of Ukraine and of the dividends of agricultural companies accrued on the shares owned by the state.



Issues related to the banking and financial institutions:

- cost estimate of the National Bank of Ukraine;
- use of the State Budget funds by the State Committee of Financial Monitoring of Ukraine for the operation of the system of financial monitoring of Ukraine;
- operation of the Fund of Guaranteeing the Deposits of Individuals.

In cooperation with the international financial institutions and according to the international treaties the following was reviewed:



- annual financial statements for the year of 2007 within the framework of the borrowing of the International Bank for Reconstruction and Development granted for the implementation of the Project of Improving the Social Support System,
- results of the International Coordinated Audit of Chornobyl Shelter Fund.

Issue related to the international activity of the state:

operation and development of the diplomatic institutions of Ukraine abroad.

Issues related to the fulfilment of the budget laws and regulatory support of the budget process:

- analysis of the regulatory and legal support by the Cabinet of Ministers of Ukraine of the execution of the Law of Ukraine "On the State Budget of Ukraine for the Year of 2007":
- analysis of forming, location and execution of the State order for the delivery of the products for the State needs based on the results of the control measures taken by the Accounting Chamber in 2007;
- analysis of the operation of the effective system of public procurements and the results of the control measures taken by the Accounting Chamber in 2007;
- fulfilling the State Program of Harmonizing the Laws of Ukraine with the Laws of the European Union.



Effectiveness of the legislative proposals of the Accounting Chamber related to the issues of the State Budget and finances prove the efficiency of the Accounting Chamber activities. In the reporting year the issue on taking the proposals of the Board of the Accounting Chamber into account based on the results of the analysis and expertise of the draft Law of Ukraine "On the State Budget of Ukraine for the Year of 2008" was considered at the Board's meetings.

In the reporting year the Board paid attention to the issues related to the improvement of the forms and methods of carrying out the control and analytical activities. Thus, the Board considered the issue related to the methodology of carrying out the analysis and expertise of the fulfilment of the revenues of the State Budget of Ukraine.

The issues related to the use of the State Budget funds by the Central Election Commission and the Ministry of Finance of Ukraine were also considered, as well as the issues related to the audits of the efficiency of the use of the state budget funds for preserving and developing Feofaniya Garden and Park Complex, for creating the information and analytical system of the Ministry of Labour and Social Policy of Ukraine agencies etc..

For the execution of the functions and powers provided for by the Law of Ukraine "On the Accounting Chamber", the annual control over the management of the reserve

fund of the State Budget of Ukraine was carried out, the reports of the Anti-Monopoly Committee of Ukraine and of the State Property Fund of Ukraine were analyzed.

Unplanned audits were considered according to the resolutions of the Board of the Accounting Chamber based on the decrees or acts of the Verkhovna Rada of Ukraine, applications of its committees and requests of the Peoples' Deputies of Ukraine, on which the Verkhovna Rada of Ukraine adopted respective resolutions.





RESULTS OF PERFORMANCE AUDITS OF THE STATE TARGET PROGRAMS

Performance audits of the management of the State Budget funds is one of the major activities and tasks of Supreme Audit Institutions. The performance audit enables to carry out a sound control, has become the main function of carrying out audit activities by the Accounting Chamber.

One of the basic requirements of performance audit strictly followed by the Accounting Chamber is the analysis and comprehensive assessment of the efficiency of the managerial decisions made by the Cabinet of Ministers of Ukraine, the main managers of the Budget funds, efficiency of the system and the mechanism of the operation of funding one or another trend of the use of the funds of the State Budget of Ukraine.

In order to ensure the complexity and systematic evaluation of the efficiency of managerial decisions, of priority are the audits that raise the global national issues that, generally, may be resolved within the framework of the State target programs. Particularly, substantial attention of the Accounting Chamber in the reporting year was focused on carrying out such audits.

The objective of the Accounting Chamber concerning the control over the funding of the programs of the economic, scientific and technical, social, national and cultural development and environment protection was achieved during the preparation of 18 Reports based on the results of auditing the use of the budget funds for the fulfilment of 23 State target programs or their separate trends. Generally, 14 percent of the total number of control and analytical issues prepared by the departments and regional offices of the Accounting Chamber for the reporting period are the issues related to auditing these programs.

These audits proved the imperfection of most of the active state target programs adopted without due consideration of their effectiveness and importance. Usually the measures provided for by the State programs are unclear and do not define specific scope of financial resources for their implementation, some of them are repeated in other State programs. Such practice results into incompliance of the State target programs with the budget-funded programs.

The state target programs, for the fulfilment of which the State was allocating the budget funds during a substantial time, usually did not achieve their objectives upon their expiry, i.e. the funds spent for the implementation of such programs were spent inefficiently.



INTERNATIONAL PARALLEL AND COORDINATED AUDITS

In the reporting year the cooperation of the Accounting Chamber with the Supreme Audit Institutions of other countries in of carrying out parallel audits became more intensive and one acquired new forms. In 2008 three parallel audits were completed and one audit in a new format was carried out for the first time. It was an international coordinated audit conducted within the activities of the Special Subgroup on the Audit of Natural, Man-caused Disasters Consequences and Radioactive Wastes Elimination of the EUROSAI Working Group on Environmental Auditing (EUROSAI WGEA). The Accounting Chamber of Ukraine acted as an audit coordinator.

It is worth mentioning that the activities of the Accounting Chamber in this domain substantially increased in its scope. Thus, two out of the three parallel audits were conducted trilateral. Additionally, the international coordinated audit of the Chornobyl Shelter Fund was carried out with the participation of seven SAIs. Besides, the Joint report was complemented with the relevant the United States Government Accountability Office and the Netherlands Court of Audit provided their information on this issue that was included into the Joint report.

Report
on the results
of the international
coordinated audit
of the Chornobyl Shelter
Fund







Joint report on the results of the parallel audit of the protection of the waters in the Bug River basin against pollution



Report on the parallel audit of trans-border transportation of the wastes between Ukraine, the Slovak Republic and the Republic of Poland during the period from 2004 till I quarter of 2007, in light of the Basel Convention"



Joint Report on the results of the parallel audit of implementation of the agreement between the Government of Ukraine and the Government of the Slovak Republic on transboundary water issues





FEEDBACK ON CONCLUSIONS AND RECOMMENDATIONS OF THE ACU AUDITS

A thorough monitoring of the feedback by the Cabinet of Ministrers, Ministries, other central executive authorities of Ukraine and any other auditees on the information and the Conclusions of the ACU Board was an integral part of the full cycle of taking eash audits and controls of the Accounting Chamber during the reporting year.

When making decisions on improving the condition of the fulfilment of the state budget and the budget process in general, the Verkhovna Rada and the Government of Ukraine took into account the ACU comments, recommendations and proposals of related to the execution of the budgets and expertise of the state budget draft law.

The Accounting Chamber actively cooperated with the committees of the Verkhovna Rada of Ukraine. The specialists of the Accounting Chamber reviewed the draft laws and gave their proposals on improving the current legislation; its representatives participated in the parliamentary hearings and were invited to the meetings of the committees, temporary investigation commissions, "round tables" etc..

Recommendations and proposals presented in the Conclusions of the Board of the Accounting Chamber upon the results of the control and analytical measures were reflected in the laws adopted by the Verkhovna Rada of Ukraine, taken into account when preparing the Verkhovna Rada's decrees and discussed during the meetings of the parliamentary committees.

In 2008, 21 claims were submitted to the General Prosecutor's Office in the performance of the Article 26 of the Law of Ukraine "On the Accounting Chamber" and in accordance with the Order of Interaction of the General Prosecutor's Office of Ukraine and the Accounting Chamber on the issues related to the preparation, submission and consideration of the audit data and informing of thier examination results, taking prosecutor's measures approved by the heads of the abovementioned authorities and for making the decision in accordance with the procedure defined in the Article 97 of the Criminal and Procedural Code of Ukraine and for taking the prosecutor's measures. 15 of those claims were submitted upon the decision of the Board based on the Article 26 of the Law of Ukraine "On the Accounting Chamber". 6 claims of the Accounting Chamber were submitted upon the requests of the General Prosecutor's Office. As based on these data, 8 criminal cases were initiated and 8 lawsuits were filed, under which the court decisions charged almost UAH 3 million to the state budget.

Examination of the feedback to the Conclusions of the ACU Board that based on the results of the audits and controls carried out within 2008 and the state of reaction to the recommendations of the previous ones clearly witness that the majority of the recipients were very careful about the recommendations and proposals of the Accounting Chamber of Ukraine.



INTERNATIONAL COOPERATION

In order to execute article 6 of the Law of Ukraine "On the Accounting Chamber", the Accounting Chamber in 2008 cooperated internationally in the following major spheres:

- bilateral and multilateral cooperation with the foreign SAIs;
- activities within INTOSAI and EUROSAI;
- chairmanship in the EUROSAI Task Force on the Audit of Funds Allocated to Disasters and Catastrophes;
 - participation in the Council of the SAIs' Heads of the CIS countries.

Within the framework of the bilateral cooperation in the reporting year the ACU continued to establish relations with the SAIs of other countries, i.e. with those to be of an interest for the Accounting Chamber in terms of their activities, and those that expressed their intent to cooperate with our institution. **The Agreements on Bilateral Cooperation were concluded** with the Spanish Court of Audit, the Portuguese Court of Accounts, the National Audit Office of Sweden, the Office of the Auditor General of Norway.



Signing the Agreement on Cooperation between the SAIs of Ukraine and Portugal (Portugal, July 2008)

As of today, 19 Agreements on Cooperation have been signed by the ACU with the SAIs of other countries, all of them being in full force and effect.

The Accounting Chamber and the SAIs of the signatory countries fruitfully cooperated within the above agreements as regarding planning and taking specific joint actions. Particularly, for the execution of the Agreement on Cooperation between the Accounting Chamber of Ukraine and the National Audit Office of Bulgaria, the President of Bulgarian NAO Prof. Valeriy Dimitrov visited Ukraine in order to discuss the status of implementation of 2008–2010 Joint Actions Plan between the SAIs of Ukraine and Bulgaria and details on carrying out a parallel audit of implementation of the Bucharest Convention on Protection of the Black Sea against Pollution.

Moreover, within the framework of implementation of the cooperation in the part



of exchanging the working experience and information in the area of improving the state control, the Accounting Chamber visited the representatives of the Accounting Chamber of the Russian Federation for studying the experience of fighting corruption in Ukraine and representatives of the Accounting Chamber of Moldova for finding out more about the ACU information and analytical system.

For the last four years the international cooperation has been characterized by parallel audit arrangements with the participation of several other SAIs. This form of cooperation proved to be extremely efficient and productive in order to identify new approaches and methods for carrying out audits, finding best ways of resolving the problems, including those common for several countries.

In 2008 **three parallel audits**, which started in 2007, **were completed** and joint reports were signed based on the results of these control measures, namely:

- parallel audit of implementation of the agreement between the Government of Ukraine and the Government of the Slovak Republic on transboundary water issues (signed during the visit of the President of the Supreme Audit Office of the Slovak Republic Mr. Yan Yasovski to Ukraine, April 2008);
- trilateral audit "Transboundary movement of wastes between Ukraine, the Slovak Republic and the Republic of Poland during the period from 2004 till I quarter of 2007, in light of the Basel Convention" (carried out jointly by the SAIs of Ukraine, Poland and the Slovak Republic, signed by the heads of the abovementioned SAIs at the VII EUROSAI Congress in Krakow, the Republic of Poland, June 2008);
- trilateral audit "Protection of the Waters of the Bug River Basin Against Pollution" (carried out jointly by the SAIs of Ukraine, Belarus and Poland, signed at the VII EUROSAI Congress as well).

Taking into account the significance of such joint work both for joint exchange of experience and for complex resolution of the considered issues, in the II half year of 2008 the Accounting Chamber **started with the three more audits** with the Supreme Audit Institutions of Bulgaria, Kazakhstan and Poland, the completion of which and the preparation of the final documents upon the results thereof was scheduled for 2009.

It is also worth mentioning that the majority of the parallel audits is carried out in order to execute the developed **Plans of Joint Actions**, which are one of the ways of practical implementation of the signed Cooperation Agreements and make it possible to plan cooperative audit activities for 2–3 years ahead.

Taking into account the expediency of applying such form of bilateral cooperation by the Accounting Chamber, the practice of developing similar documents was continued in 2008, namely, the Framework Plan of Cooperation of the Accounting Chamber of Ukraine and the Supreme Audit Office of the Slovak Republic was developed for 2008–2010, and signed during the visit of the President of the Slovak SAI Mr. Yan Yasovskyi to Ukraine (April 2008).

An important 2008 event, was the participation of the ACU's delegation headed by the Chairman Dr. Valentyn Symonenko in the work of the **VII EUROSAI Congress** that took place in Krakow, the Republic of Poland.

During the Congress the Joint Report of International Co-ordinated Audit of the Chornobyl Shelter Fund initiated by the ACU in 2006 was officially presented and signed. The abovementioned audit was carried out by the Supreme Audit Institutions of 8 countries (Ukraine, the Netherlands, Poland, the Russian Federation, the Slovak Republic, the USA, Germany and Switzerland) and the European Court of Auditors.

Carrying out the audit with such representative number of participants became an important event in the European and even in the world practice of the SAIs activities.





Presentation
of the Chairman
of the Accounting
Chamber Dr. Symonenko
at the VII EUROSAI
Congress
on the subject "Audit
of Education in Ukraine"
(Krakow, Poland,
June 2008)

Successful and effective work of the Accounting Chamber of Ukraine in organizing and carrying out parallel audits and the international co-ordinated audits, active participation in INTOSAI and EUROSAI, did not remain unspotted.

This fact obtained recognition when at the VII EUROSAI Congress the **Accounting Chamber of Ukraine was elected member of the EUROSAI Governing Board.**

Furthermore, during the Congress in Krakow the SAIs of Ukraine and Poland signed a Letter of Intent to conduct the parallel audit of Poland and Ukraine's preparadness to host the European football cup EURO-2012.

Taking into account the existing need of further investigation the problem of increasing the number of disasters and catastrophes caused by nature or man and the paramount necessity for further undertaking the SAIs' activities in the prevention and elimination of these dangerous phenomena, the VII EUROSAI Congress decided to establish the EUROSAI Task Force on the Audit of Funds Allocated to Disasters and Catastrophes and elected the Accounting Chamber as its Chair.

In order to ensure efficient operation of the above Task Force and implement the ACU's Plan of International Activities for 2008 approved by the Chairman and the 2007-2008 Work Plan of the Task Force predecessor, the EUROSAI WGEA Special Subgroup on the Audit of Natural, Man-caused Disasters Consequences and Radioactive Wastes Elimination a proper explanatory work was carried out in the second half-year among the interested European SAIs. As a result, 17 SAIs joined the EUROSAI Task Force membership. For timely planning of the Task Force activities, the basic documents, i.e. the Terms of Reference and the 2009-2011 Work Plan were drafted and then submitted to all its members for review and comments.

During the year the Accounting Chamber constantly participated in the work of the INTOSAI and EUROSAI committees, sub-committees and working groups, namely: INTOSAI Professional Standards Committee and its sub-committees, INTOSAI Capacity Building Committee, INTOSAI Committee for Key National Indicators, INTOSAI Working Group on Public Debt, INTOSAI and EUROSAI Working Group on Environmental Auditing and EUROSAI Working Group on IT Audit.

Being an active participant of the EUROSAI Working Group on Environmental Auditing (EUROSAI WGEA), the Accounting Chamber hosted the **VI Meeting of the EUROSAI Working Group on Environmental Auditing** in October 2008 in Kyiv. The topics discussed during the meeting were Fisheries Management and Sustainable Energy.



About 70 delegates from 29 countries of Europe, Asia and Latin America as well as the representatives of the state bodies of Ukraine and international experts took part in the Working Group meeting.

During the meeting the Accounting Chamber presented the results of its audits conducted in the field of fisheries management and sustainable energy, which caused a material interest among the meeting participants.

The VI EUROSAI WGEA meeting opened new opportunities for the Accounting Chamber of Ukraine. Our institution was elected to the Steering Committee of the EUROSAI Working Group on Environmental Auditing.

The successful activities of the EUROSAI Task Force on the Audit of Funds Allocated to Disasters and Catastrophes and active cooperation with the EUROSAI WGEA became a lever that facilitated practical collaboration with the INTOSAI Working Group on the Accountability for and the Audit of Disaster-related Aid (INTOSAI WG AADA).

In April 2008 a working meeting with the representatives of the Westminster Foundation for Democracy and the UK National Audit Office took place in the Accounting Chamber of Ukraine as part of the ACU's cooperation with international organizations.

Participants of the VI Meeting of the EUROSAI Working Group on Environmental Auditing (Kyiv, October 2008)



The parties discussed the details of implementation of a project purposed to improve the parliamentary activities in the country, particularly, increasing the efficiency of the financial and economic activities of the Secretariat of the Parliament, raising the professional level of the Secretariat's staff and intensification of cooperation with the Parliament Committees.

In December 2008 the Accounting Chamber of Ukraine and the **World Bank** secured their cooperation by signing the **Memorandum of Understanding**. On the Ukrainian part the document was signed by the ACU Chairman Dr. Valentyn Symonenko and on the part of the World Bank - by the Director for Ukraine, Belarus and Moldova Mr. Martin Raiser. The Memorandum defined the framework of further cooperation between the two institutions.

In accordance with the provisions of the above Memorandum the Accounting Chamber of Ukraine shall audit World Bank's projects implemented in Ukraine and



report on the audit findings. The ACU shall also take part in annual review of the World Bank's project portfolio.

On its part, the World Bank shall provide the Accounting Chamber with the information on the projects funds management and encourage the implementation of the European and world best practices into the system of external financial control in Ukraine.

Signing the Memorandum should be deemed as an important step towards finding joint solutions of the problems related to the world financial crisis and its consequences for Ukraine. In particular, it is critically important for Ukraine to save confidence of international financial institutions when granting loans aimed at launching structural reforms in our country.

Another step aimed at bringing the external financial control of Ukraine into compliance with the international standards, at the increasing capacity of the ACU, and in pursuance of the **Ukraine–European Union Action Plan** was the initiation of the **European Union's TWINNING project for ACU**.

In the reporting period a special Working Group for Preparation and Implementation of the TWINNING Project was created in the Accounting Chamber. The Group started with drafting the comprenensive Terms of Reference.

The Accounting Chamber proceeded to cooperate within the framework of the Council of the SAIs' Heads of the CIS countries. The VIII session of the Council was held in September 2008 in Moscow.

According to the Resolution on the role of the Supreme Audit Institutions in the development and use of the key national indicators and facilitating performance auditing in the CIS member countries, the Council decided to establish an Expert Group for key national indicators and to implement a regional pilot project within the KNI Working Group.

From the Accounting Chamber of Ukraine 2 representatives were included into the Expert Group on Key National Indicators. They took part in the first meeting of the Group that took place in December 2008 in Moscow. The participants discussed the Group's Terms of Reference, the Work Plan for 2009 and a number of issues of organizational nature related to the activities of the Expert Group.

It is also worth mentioning that training of the ACU's staff and exchange of experience with other SAIs have been the important targets of the ACU's international cooperation at the bilateral level.

During the year representatives of the Accounting Chamber of Ukraine participated in the **educational programs** organized by the Office of the Comptroller and Auditor General of India, Board of Audit and Inspection of the Republic of Korea and the National Audit Office of the Lithuania in order to share the auditing experiences and lessons learned, methodology and standards applied in the audit work, innovative information technologies etc.

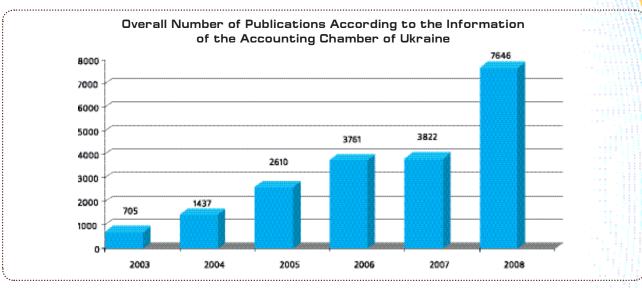
Thus, in the reporting year the Accounting Chamber took important steps to strengthen, establish and develop cooperation with the Supreme Audit Institutions of other countries, increase its role and strengthen its position within INTOSAI and EUROSAI as well as develop new forms of cooperation with international organizations.

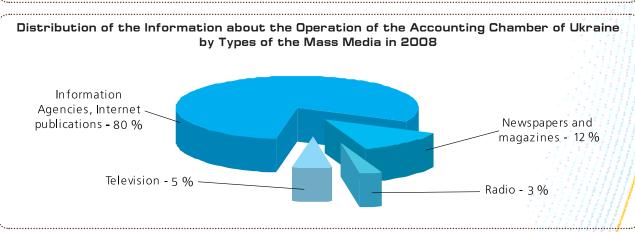


PUBLICITY IN THE ACU ACTIVITIES

Public policy of the Accounting Chamber in 2008, as in the previous years, was based on the principles of transparency and publicity, which according to the requirements of the Law of Ukraine "On the Accounting Chamber" are an integral part of the activities. During the whole year the Accounting Chamber was actively informing the public via the mass media about the results of its control, analytical and expert measures, thus increasing the public control over the revenues and expenditures of the state budget.

The number of press-releases based on the results of the control, analytical and expert measures considered by the Board of the Accounting Chamber remained steady and high during the whole year. 102 official statements on the results of control measures taken by the Accounting Chamber and 21 informative news on the international events, hosted or attended by the Accounting Chamber were prepared and disseminated . In general, during the year 7646 pieces of information related or referred to the activities of the Accounting Chamber were circulated in the mass media. Compared to 2007 the amount of informative materials as regards the Accounting Chamber increased almost twofold.



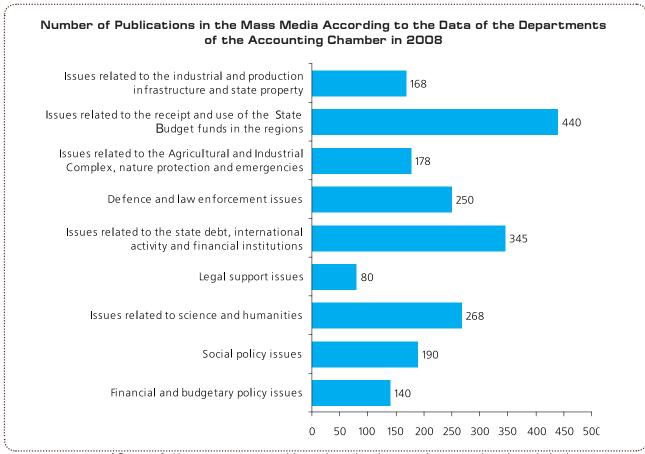




Information about activities of the Accounting Chamber was published in the central, regional and foreign publications. Information with the reference to or complete use of the statements of the press service of the Accounting Chamber was available on the official websites of the state authorities, banking establishments, parties and politicians.

The central and regional information agencies and Internet publishers distributed the information of the Accounting Chamber.

The number of publications in mass media increased due to acceleration the information activities of the Accounting Chamber supported also by the topics of reviews and audits conducted by the departments during the year. It was of high importance and the results of the audits in most cases drew a wide response. 2059 pieces of information were released based on the official statements prepared in 2008 according to the results of the audits and reviews carried out by the departments.



16 newsletters were prepared based on the data on the control and analytical measures taken in 2008. The materials of these newsletters distributed in the Verkhovna Rada of Ukraine were thoroughly examined and used by the People's Deputies in their activity in the Parliamentary Committees and in their reports during its plenary sessions.

During the year the representatives of the Accounting Chamber took part in 89 meetings of the Parliamentary Committees, 3 Parliamentary and 5 Committee hearings, as well as in the meetings of 4 "round tables".



SUPPORT OF THE ACU ACTIVITIES

STAFF SUPPORT

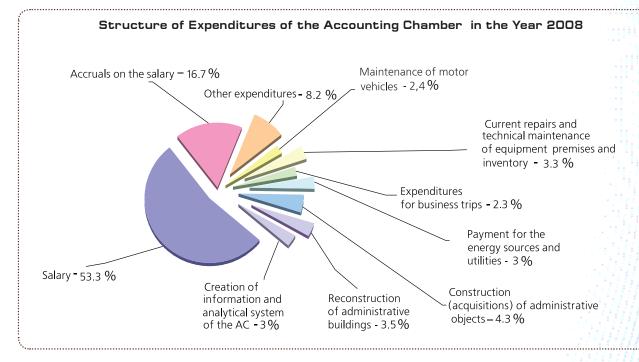
As of 31.12.2008 the overall number of ACU employees consisted of 501 persons, out of which 469 are state officers and 32 – workers. 388 people work in the central office and 113 people are employed in eight regional offices.

The scientific potential consists of 2 doctors of economics, 2 professors, one of which is the correspondent member of the National Academy of Sciences of Ukraine, 23 candidates of science and 9 postgraduates. 469 employees have higher education, out of which 111 people have got the Master's Degree, 100 people have got two higher educations, 13 people – three higher educations and 1 person – four higher educations.

10 people have got the honorary degree "Honoured Economist of Ukraine", 3 persons – "Honoured Lawyer of Ukraine", 3 people – "Honoured Builder of Ukraine", 1 person – "Honoured Journalist of Ukraine", 1 person – "Honoured Employee of the Sphere of Services".

FINANCIAL, MATERIAL AND TECHNICAL SUPPORT

The Law of Ukraine "On the State Budget of Ukraine for 2008" approved the budget assignments for 2008 for the Accounting Chamber in the amount of **UAH 75** million **241,7 thousand.**



During the reporting year the scheduled work related to the material and technical support of the activities of the central office of the Accounting Chamber, improvement of the labour conditions of its specialists and staff was carried out.



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For the time of its activities the Accounting Chamber has gained a profound experience in carrying out control, analytical and expert measures related to the use of the budget funds, analysis of ongoing social and economic processes in the state, implementing the progressive forms and methods of using various types of audit. However, at the same time exists the whole range of issues foster whish could the further institutional development. In order to increase the efficiency and productivity of the activities, it is necessary, among other things, to accomplish the following measures:

- edition of the Law of Ukraine "On the Accounting Chamber". It should contain a clear definition of the status of the Accounting Chamber as an independent state body for financial and economic control, which as a special constitutional body will perform the overall coordination of the audit activity, development of the auditing standards, analytical and expert measures, their unification, provision of methodological and regulatory support of the operation of the state financial control bodies, checking and analysis of the results of the operation of the control bodies, support and consultation on the issues related to the content of control, agreement of the plans of control measures, expansion of the powers of the Accounting Chamber according to the amendments to Article 98 of the Constitution of Ukraine, other changes of the legislation in force related to the operation of the Accounting Chamber, the obtained experience of carrying out control measures, international standards and practice of the Supreme Audit Institutions of the leading countries of the world;
- to develop the draft Concept of the integral system of the state financial control in Ukraine, which should establish the basic principles of the operation of the system of financial control bodies in Ukraine, define the list of control bodies, provide for their hierarchy, accountability, governing bodies, peculiarities of carrying out the financial control. In doing so, the external control should be carried out by the Accounting Chamber as a special constitutional competence body. Only after the approval of the Concept it will be possible to get down to the development of basic absolutely required laws on the state financial control;
- to carry out constant work on updating the regulatory and methodological documents of the Accounting Chamber, taking into account new INTOSAI regulatory and guiding standards and any amendments and changes thereto;
- to strengthen the administrative and methodological measures related to the increase of the efficiency and productivity of the work of all structural divisions of the Accounting Chamber;
- to take active part in the work of the EUROSAI Governing Board;
- to carry out overall coordination and management of the activities of the EUROSAI Task Force on the Audit of Funds Allocated to Disasters and Catastrophes;
- to continue participating in the work of INTOSAI Committees related to the development of the updated guidelines for carrying out various types of audit;
- to strengthen the control over and responsibility for the management of the



audited objects for the timely and full fulfilment of the recommendations developed by the Board of the Accounting Chamber based on the results of the measures taken by the Accounting Chamber;

- to set further work of the regional offices of the Accounting Chamber;
- to improve the forms and methods of informing the publicity about the results of the control, analytical and expert measures taken by the Accounting Chamber;
- to initiate the consideration of the issue related to the possible introduction into the draft laws on the State Budget of Ukraine provisions concerning independent funding of the Accounting Chamber by approving its budget by the Verkhovna Rada of Ukraine during the adoption of the abovementioned laws.

V.K. SYMONENKO CHAIRMAN OF THE ACCOUNTING CHAMBER



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