

Ukraine: Civil Society Report by Institute of Legislative Ideas

An input to the UNCAC Implementation Review Mechanism:
Fourth year of review of UNCAC Chapters II and V

7 November 2025

This is the executive summary of a civil society parallel report from June 2024 reviewing Ukraine's implementation and enforcement of selected articles in UN Convention against Corruption (UNCAC) Chapters II (Preventive Measures) and V (Asset Recovery). The report was supported by the Global Civil Society Coalition for the UNCAC¹ and is intended as a contribution to the UNCAC peer review process of Ukraine covering those two chapters. The full report is available on the Coalition's website.²

Ukraine has made progress in adopting anti-corruption legislation in recent years. However, shortcomings in enforcement and implementation, especially in recent years with sporadic suspensions in legislative implementation due to the Russian war on Ukraine, presents a challenge.

Assessment of the Review Process

| | | |
|---|-----|---|
| Did the government disclose information about the country focal point? | No | NACP did not publish information about the focal point. However, the Government provided data on government experts on the UNODC page in 2018, ³ updated in August 2021. |
| Was the review schedule known? | No | |
| Was civil society consulted in the preparation of the self-assessment? | No | |
| Was the self-assessment published online or provided to civil society? | Yes | The government uploaded a self-assessment report to OMNIBUS in 2019. It is not published but was made available upon request. |
| Did the government agree to a country visit? | Yes | |
| Was a country visit undertaken? | No | The visit was planned for 2020, but was cancelled and postponed indefinitely due to the COVID-19 pandemic. |
| Was civil society invited to provide input to the official reviewers? | No | The peer review process is underway. ⁴ So far, neither civil society nor the private sector have been invited, |

¹ Has been known as the UNCAC Coalition.

² UNCAC Coalition, Civil Society Parallel Report on Ukraine, <https://uncaccoalition.org/uncacparallelreportukraine/>, accessed 8th September 2025.

³ United Nations Office on Drugs and Crimes, Ukraine Country Profile, <https://www.unodc.org/unodc/en/corruption/country-profile/countryprofile.html#?CountryProfileDetails=%2Funodc%2Fcorruption%2Fcountry-profile%2Fprofiles%2Fukr.html>, accessed 26th August 2023.

⁴ As of the time of writing.

| | | |
|---|-----|---|
| Was the private sector invited to provide input to the official reviewers? | No | though the NACP has assured it will provide reviewers with this report. |
| Has the government committed to publishing the full country report? | Yes | The NACP assured that it will publish the report on its website. |

Main Findings and Recommendations (R)

Preventive Anti-Corruption Policies and Practices

Legislation and implementation of anti-corruption policies is largely compliant. Among the challenges are the absence of key strategic documents (the Anti-Corruption Strategy and the State Anti-Corruption Programme – SAP) since 2018, which was only addressed in 2022-2023. The implementation of the measures envisaged by the SAP is currently underway.

R: Implement the provisions of the State Anti-Corruption Programme in the relevant regulatory legal acts.

Preventive Anti-Corruption Body or Bodies

Ukraine's preventive anti-corruption body (NACP) was re-launched in 2019, with a sufficiently independent and transparent organizational structure and management. Information on the NACP's activities are public and up to date, facilitating public engagement and monitoring. However, the NACP suffers from staff shortages, pressure from authorities, and threats to its independence.

R: Provide the necessary conditions for the formation of territorial offices of the NACP.

Public Sector Employment

Public sector legislation is consistent with the civil service standards. However, enforcement of legal provisions is challenging. Due to the Covid-19 pandemic and the full-scale invasion of Russia, competitions for positions were first not held, and then held under a simplified procedure. The public service also lacks effective professional development mechanisms.

R: Restore full-fledged competitions for civil service positions. Adopt the law on the introduction of an administrative procedure to appeal the procedure or results of competitions for civil service positions.

Political Financing

Whilst there are limitations on political party financing and election campaigns, financial reporting requirements, state funding of political parties, and legal requirements are not always complied with. However, party reports are transparent, open, and accessible. Due to the Covid-19 pandemic, and Russia's war against Ukraine, political party reporting requirements were suspended, but reinstated in 2023. Political finance regulation can be circumvented, and sanctions for violations are not effectively enforced.

R: Eliminate legislative shortcomings that allow for bypassing requirements for political party financing, and increase the effectiveness of administrative and criminal liability for violations.

Codes of Conduct, Conflicts of Interest, and Asset Declarations

Legislation on asset declarations and conflicts of interest establishes declarants, assets to be declared, and methods for control of declarations. There are safeguards preventing conflicts of interest and measures to eliminate them. However, due to insufficient resources, verifications are not fully

effective – the NACP only verifies high-level official's declarations. After a suspension of disclosure obligations, resulting in a decline in control over assets and conflicts of interest, the requirements were reinstated following pressure from civil society in 2023.

R: Increase the NACP's capacity to verify asset declarations.

Whistleblower Protection

Whilst reporting and whistleblower protection mechanisms are in place, there is a lack of regulation on specifications for reporting channels and whistleblower protection guarantees. Legislation is not always enforced. Despite sufficient reporting channels, insufficient guarantees of anonymity and confidentiality inhibit their use. The NACP, in charge of whistleblower protection, faces resource shortages, and due to numerous opportunities to avoid liability, prescriptions are not always executed. This, together with violations of protection guarantees and occasional legal problems, are challenges to effective whistleblower protection.

R: Expand the whistleblower portal's capacities and involve all government agencies in its work.

Public Procurement

Public procurement processes are open and transparent, with information known in advance and available to stakeholders. The Prozorro e-procurement and appeals system to the Anti-monopoly Committee demonstrate the system's effectiveness. However, there are attempts to exempt certain goods, works and services from procurement procedures. The State Audit Service's capacity as the supervisory body needs improvement, as supervision of adherence is currently largely monitored by the media and civil society. Another challenge has been the temporary non-use of Prozorro at the beginning of the Russian full-scale invasion of Ukraine and gradual return to pre-war procurement procedures.

R: Abstain from excluding goods/works/services from the scope of the law on public procurement. Enhance regulatory authorities' capacity to inspect procurement.

Access to Information and Participation of Society

There are legal instruments and mechanisms for public access to information, albeit with restrictions, and for public contributions to decision-making processes. However, there are cases of unjustified non-disclosure or restriction of access to information and decision-making processes, especially at the regional level. Following the full-scale Russian invasion, government agencies restricted access to information and state registries, affecting transparency and accessibility of information. The Ombudsman's⁵ institutional capacity needs strengthening, and information in open data format is inadequate. Despite attacks, threats, and restrictions on anti-corruption activists and journalists, civic activism remains high.

R: Enhance protection of the rights of journalists and civil society.

Judiciary and prosecution services

Certain provisions on judicial independence and anti-corruption grant the judiciary excessive discretion. Ukraine's High Council of Justice (HCJ)⁶ has been perceived as biased and corrupt, although a new composition was elected to work on judicial reform. A specialized court for corruption cases was

⁵ The most common mechanism for lodging access to information request appeals.

⁶ The HJC is mandated to ensure the independence and integrity of the judiciary.

established through an open and transparent procedure involving international experts. Judges must submit declarations of assets, family ties and integrity, however these lack verification and sanctions for false declarations.⁷ The prosecutor's office fails to ensure prosecutor's independence.⁸

R: Perform a qualification assessment of judges and fill vacant judicial positions. Address informal influence on judges, and enhance the General Inspectorate of the Prosecutor General's Office's independence.

Private Sector Transparency

Whilst legislation is in place, enforcement is lacking. Compliance systems develop slowly and are not effective in combating corruption. Information in the open Unified State Register containing information about all legal entities in Ukraine is not always relevant and reliable. The Business Ombudsman Council operates as a mechanism against improper state influence on business, issuing reports highlighting the problems businesses face.

R: Implement provisions on verification of information on ultimate beneficial owners (UBO) of legal entities and ensure liability for failure to update or enter data on UBOs into the Unified State Register.

Anti-Money Laundering

Ukraine's Financial Intelligence Unit (SFMS) is functioning, with tools for prompt responses to money laundering violations. SFMS's activities and cooperation with internal and external stakeholders is notable. However, law enforcement agencies' inadequacy in investigating possible violations hinders systematic investigation and prosecution. Legislation regulating money laundering contains specialized terminology, procedures and regulations that have been implemented. There is a ban on dealing with shell banks, and established information exchange between the SFMS and foreign FIUs. Nonetheless, problems remain with keeping data up-to-date on ultimate beneficial owners in the national register.

R: Strengthen cooperation between law enforcement agencies and the SFMS.

Asset Recovery

Legislation provides for the confiscation of illicitly gained property and assets, with confiscation and non-conviction-based forfeiture (NCBF). Foreign judgments and requests for international legal assistance on confiscation issues are enforced, but there is no settled practice of applying special and civil confiscation mechanisms, largely attributed to the lack of obligation to file electronic declarations. There are few cases of foreign court decision enforcement, and Ukraine does not seek enforcement of decisions abroad. Ukraine's Asset Recovery and Management Agency (ARMA) cooperates with foreign countries in asset tracing and participates in international investigations.

R: Intensify the work of the competent authorities on asset recovery from abroad.

⁷ Except for asset declarations.

⁸ Once dismissed, many resume their positions, higher-level prosecutors have influence over lower-level prosecutors, and there are insufficient safeguards in the Prosecutor General's selection and dismissal.