

To the Seimas of the Republic of Lithuania
The Government of the Republic of Lithuania
The Ministry of Finance of the Republic of Lithuania

PUBLIC AUDITOR'S REPORT

ON THE 2025 NATIONAL SET OF ACCOUNTS

5 June 2026 No. FAE-6,
Vilnius

We have audited the national set of annual accounts. This set comprises:

- a report on key results in areas of government activity;
- a national set of financial statements comprising the consolidated data on the financial position, results of activity and cash flows of state public sector entities, all municipal public sector entities, state social funds, the Compulsory Health Insurance Fund, and the Pension Annuity Fund, consolidated into a single set of financial statements for the public sector entity;
- data on the implementation of municipal budgets;
- information on the state debt.

This Public Auditor's Report presents the independent opinion of the auditor on the national set of financial statements, which does not cover the other components of the national annual report (report on key results in areas of government activity, data on the implementation of municipal budgets and information on the state debt), on which separate auditor's assessments are provided in this report. In addition, the financial statements of the Bank of Lithuania (with an independent auditor's report) are presented alongside this set, and our opinion on the national financial statements set out in this report does not cover them.

QUALIFIED OPINION ON THE NATIONAL SET OF FINANCIAL STATEMENTS

We have audited the 2025 national set of financial statements, comprising the consolidated data on the financial position of the state public sector entities, all municipal public sector entities, state social funds, the Compulsory Health Insurance Fund and the Pension Annuity Fund, consolidated into a single set of financial statements for the public sector entity.

In our opinion, except for the effects of the matters described in the report section "Basis for the Qualified Opinion on the National Set of Financial Statements", the 2025 national set of financial statements presents a true and fair view of the financial position as at 31 December 2025, the results of activity for the year ended

31 December 2025, and cash flows for the year ended 31 December 2025 of all public sector entities whose financial statements have been consolidated into a single set of financial statements, in accordance with the Public Sector Accounting and Financial Reporting Standards of the Republic of Lithuania.

BASIS FOR THE QUALIFIED OPINION ON THE NATIONAL SET OF FINANCIAL STATEMENTS

We have identified material misstatements in the data of the statement of financial position and the statement of changes in net assets (detailed information is provided in Section 1 of the report), which were caused by misstatements in the financial statements of public sector entities at a lower level of consolidation:

- 1) We cannot confirm the accuracy of the land value of EUR 15,802.82 million, reserves of EUR 9,029.51 million and accumulated surplus of EUR 6,773.25 million. We cannot confirm the accuracy of the accumulated surplus, as the land values recorded in the accounts of Vilnius City and Neringa municipalities as at 31 December 2025 differ significantly from the values published by the State Enterprise Centre of Registers on the same date; the Vilnius City Municipality administration did not carry out an inventory of state property transferred to the municipality for management on a trust basis;
- 2) We cannot confirm the accuracy of the data on infrastructure assets amounting to EUR 1,941.82 million in reserves and EUR 1,239.02 million in accumulated surplus, as the Ministry of Environment does not have reliable data to substantiate the balances of these items due to unresolved shortcomings in the accounting process for forest land and stands;
- 3) We cannot confirm the accuracy of the data on infrastructure assets amounting to EUR 791.54 million due to shortcomings in the accounting of municipal roads and streets;
- 4) We cannot confirm the accuracy of EUR 562.26 million in infrastructure assets and EUR 517.24 million in accumulated surplus because, for part of the state assets held in trust by AB "Via Lietuva", the economic depreciation rates approved by the Minister of Transport and Communications were not applied; consequently, we cannot confirm the accuracy of the accumulated depreciation and net book value of these assets; The Lithuanian Armed Forces did not properly assess the nature and scope of the building repair works carried out; consequently, part of the costs of substantial improvements to assets was unjustifiably recognised as expenses rather than added to the value of fixed assets;
- 5) We cannot confirm the accuracy of the value of mineral resources and reserves amounting to EUR 634.43 million, as the Lithuanian Geological Survey does not have reliable data on the quantities of non-renewable mineral resources and the contingent value of some of them has not been recalculated. Therefore, the value presented in the accounts is not supported by current data as at the end of the reporting period;
- 6) We cannot confirm the accuracy of the amount of EUR 546.17 million in funding from other sources, as the Vilnius City Municipality Administration incorrectly accounted for infrastructure assets received under infrastructure development contracts and ownerless property taken over by court order as assets received free of charge;

- 7) We cannot confirm the accuracy of the data on cultural assets amounting to EUR 474.91 million and the amounts of funding from other sources amounting to EUR 355.36 million, as the museums' accounts do not contain analytical registers for all available assets, and their inventory does not ensure the reliability of the accounting data; and the Ministry of Foreign Affairs included in the value of cultural assets not only buildings attributable to this asset group, but also land, which must be accounted for separately, and also recorded assets not belonging to the Ministry;
- 8) We cannot confirm the accuracy of the EUR 454.91 million in maternity social insurance benefit expenditure, as the risk of overpayments of maternity social insurance benefits is not managed and the principle of avoiding duplication of childcare benefits is not adhered to (due to shortcomings in legislation and internal control procedures);
- 9) the financial statements of seven public sector entities have not been consolidated in the national set of accounts.

We believe that the audit evidence we have obtained is sufficient and appropriate to support a qualified opinion on the national set of annual accounts.

FINANCIAL DATA PRESENTED IN THE REPORT ON KEY RESULTS IN AREAS OF GOVERNMENT ACTIVITY

Our opinion on the national set of financial statements does not cover the information presented in the report on key results in areas of government activity, and no opinion is expressed on this report. In conducting our audit of the national set of annual accounts, we are required to read the information presented in the report on key results in areas of government activity, and assess whether the financial data presented therein is consistent with the data presented in the annual financial statements and budget implementation reports, whether it is not materially inconsistent with the information obtained during our audit, or whether it is otherwise materially misstated. If, based on the work performed, we conclude that the financial data is materially misstated, we must state this fact in the auditor's opinion.

We have examined whether the 2025 Report on Key Results in Areas of Government Activity has been prepared in accordance with the Procedure for the Preparation of the Report on Key Results in Areas of Government Activity, approved by Government Resolution No. 135 of 13 February 2019, and we have verified that the financial data presented in this report is consistent with the data in the sets of annual financial statements and budget implementation reports; however, we identified material misstatements in the sets of state and state social insurance fund budget implementation reports, which are described in the National Audit Office's Auditor's Reports on the 2025 Set of Accounts of the State and the 2025 Set of Accounts of the State social funds, respectively, in the sections of these reports entitled "Basis for a qualified opinion on the annual budget implementation reports of the State"¹ and "Basis for a qualified opinion on the consolidated budget implementation reports of the State Social Insurance Fund"². We have not identified any other material matters that we should present in the Auditor's Report (Section 2 of the Audit Report).

¹ Public Auditor's Report on the set of accounts of the State for the year 2025, available online: [Results of the financial audit of the set of accounts of the State for the year 2025](#) (accessed 1 June 2026).

² Public Auditor's Report on the set of accounts of the State social funds for the year 2025, available online: [Results of the financial audit of the set of accounts of the State social funds for the year 2025](#) (accessed 1 June 2026).

DATA ON THE IMPLEMENTATION OF MUNICIPAL BUDGETS

Our opinion on the set of national financial statements does not cover the data on the implementation of municipal budgets, and no opinion is expressed on these data.

Financial audits of municipal budget implementation reports are carried out and auditor's opinions on them are issued by municipal audit and control services. When conducting the audit of the national set of annual accounts, we must review the submitted data on the implementation of municipal budgets and assess whether they are materially inconsistent with the information obtained during our audit or otherwise materially misstated. We have examined whether the summary data on the implementation of municipal budgets have been prepared in accordance with the Rules for the Preparation of the Sets of Budget Implementation Reports, approved by Order No. 1K-63 of the Minister of Finance dated 25 March 2025. We have not identified any material matters that we should present in the Auditor's Report (Section 3 of the Audit Report).

INFORMATION ON STATE DEBT

Our opinion on the national financial statements does not cover information on the state debt, and no opinion is expressed on this information.

In conducting our audit of the national set of annual accounts, we are required to review the information presented on state debt and assess whether it is materially inconsistent with the information obtained during our audit or otherwise materially misstated. We have verified whether the information on state debt has been prepared in accordance with the Rules on the Management of Obligations Assumed in the Name of the State, approved by Order No. 1K-77 of the Minister of Finance dated 26 March 2026, and whether the Government and central government entities complied with the limits on changes in net debt obligations and state guarantees set for them in the Law on Budget Approval for 2025–2027. Information on state debt has been prepared correctly; the Government and central government entities complied with the limits set for them.

In 2025, debt incurred on behalf of the State amounted to EUR 33.56 billion. Of this, EUR 1.28 billion was eliminated in respect of government bonds, savings certificates and loans issued by the Government and acquired by public sector entities. No justification was received from the State Data Agency regarding the excluded amount (Section 4 of the Audit Report).

FINANCIAL STATEMENTS OF THE BANK OF LITHUANIA

The 2025 financial statements of the Bank of Lithuania are presented together with the national set of annual accounts. Our opinion on the national set of financial statements does not cover these financial statements; the audit of these financial statements was carried out and an unqualified auditor's opinion on them was issued by UAB "ROSK Consulting", which is presented with the Bank of Lithuania's financial statements.

MANAGEMENT'S RESPONSIBILITY FOR THE NATIONAL SET OF ANNUAL ACCOUNTS

The Chancellor of the Government of the Republic of Lithuania is responsible for the preparation and presentation of the report on key results in areas of government activity in accordance with the Law Public Sector Accounting.

The Minister of Finance of the Republic of Lithuania is responsible for the preparation and fair presentation of the other components of the national set of annual reports (the national financial statements, data on the implementation of municipal budgets and information on the state debt) in accordance with the Public Sector Accounting Act and the Public Sector Accounting and Financial Reporting Standards of the Republic of Lithuania.

The preparation of the annual financial statements of state public sector entities, all municipal public sector entities, state social funds, the Compulsory Health Insurance Fund, and the Pension Annuity Fund, are the responsibility of the heads of these public sector entities or their authorised administrative heads, in accordance with the procedure laid down by law.

THE AUDITOR'S RESPONSIBILITY FOR THE AUDIT

We conducted the audit in accordance with the International Standards of Supreme Audit Institutions, which incorporate International Standards on Auditing. We are independent of the audited entity in accordance with the Law on National Audit Office and the Code of Ethics for the National Audit Office Employees, and we have complied with the other ethical requirements set out in this Code.

Our objective is to obtain reasonable assurance that the 2025 national set of accounts as a whole is not materially misstated, whether due to fraud or error, and to issue an auditor's report setting out our opinion.

Reasonable assurance is a high level of assurance, but not a guarantee, that an audit conducted in accordance with International Standards of Supreme Audit Institutions will always detect a material misstatement when it exists. Misstatements, which may arise from fraud or error, are considered material if it can reasonably be expected that, individually or in the aggregate, they could have a significant influence on the economic decisions of users taken on the basis of the financial statements.

A more detailed description of the auditor's responsibilities is available on the National Audit Office's website (<https://www.valstybeskontrole.lt/EN/PublicAudit>). This description forms an integral part of the auditor's report.

We present the public auditor's report together with the public audit report and attach the audited set of national annual accounts.

Auditor General

Irena Segalovičienė

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