Agency
for Legislative
Initiatives

Monitoring Report of the Activity of the Verkhovna Rada

13TH SESSION
9TH CONVOCATION

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Annotation

This monitoring report of the activity of the 13th session of the 9th Verkhovna Rada of Ukraine consists of a summary, six units and annexes. The units cover:

1. legislative activity: the total number of registered draft laws and laws, their breakdown by initiators and groups of signatories;

2. passage of draft laws: breakdown of laws by readings of adoption, deadlines for submitting opinions of the main committees, timeframe from registration to adoption of the law, including by readings and initiators;

3. plenary time: total time spent on consideration of draft laws in the VRU, distribution of time for consideration of draft laws according to the initiator and the time required for consideration of the draft law in the session hall;

4. committees: total number and breakdown by initiators of opinions on dismissal, number of committee meetings and their workload in accordance with the number of registered draft laws and submitted opinions on draft laws, including the workload per committee member and secretariat staff member;

5. violations of the Rules of Procedure: the number of violations of the Rules of Procedure in relation to draft laws and proposals of the President of Ukraine;

6. the oversight function of the Verkhovna Rada: indicators of the 'Government Question Hour', the number of temporary commissions and the number of MPs' inquiries.

Annexes contain lists of draft laws included in the ranking, which is based on various quantitative indicators (e.g., number of days from registration to adoption).

List of abbreviations

1. Verkhovna Rada of Ukraine — VRU
2. Main Scientific and Expert Department — MSED
3. Main Legal Department — MLD
4. Restoration of Ukraine parliamentary group in the Verkhovna Rada of Ukraine — Restoration of Ukraine group, Restoration of Ukraine
5. Dovira parliamentary group — Dovira group, Dovira
6. Party For the Future parliamentary group — Party For the Future group, For the Future group, For the Future
7. Platform for Life and Peace parliamentary group in the Verkhovna Rada of Ukraine — PFLP, Platform for Life and Peace group, Platform for Life and Peace
8. Cabinet of Ministers of Ukraine — CMU, Government
9. Committee on Agrarian and Land Policy — Committee on Agrarian Policy, in diagrams — Agrarian Policy
10. Committee on Anti-Corruption Policy — Committee on Anti-Corruption Policy, in diagrams — Anti-Corruption Policy
11. Budget Committee, in diagrams — Budget
12. Committee on Humanitarian and Information Policy, in diagrams — Humanitarian Policy
13. Committee on Environmental Policy and Nature Management, in diagrams — Environmental Policy
14. Committee on Economic Development, in diagrams — Economic Development
15. Committee on Energy, Housing and Utilities, in diagrams — Energy
16. Committee on National Health, Healthcare and Insurance, in diagrams — National Health
17. Committee on Foreign Policy and Interparliamentary Cooperation, in diagrams — Foreign Policy
18. Committee on Ukraine's Integration into the European Union, in diagrams — EU Integration
19. Committee on Youth and Sports — Committee on Youth and Sports, in diagrams — Youth and Sports
20. Committee on National Security, Defence and Intelligence — Committee on National Security, in diagrams — National Security
21. Committee on the Organisation of State Power, Local Self-Government, Regional Development and Urban Planning, in diagrams — Organisation of State Power

22. Committee on Education, Science and Innovation — Committee on Education, in diagrams — Education
23. Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories of Ukraine, National Minorities and Interethnic Relations (until 15 August 2022 — Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk and Luhansk Oblasts and the Autonomous Republic of Crimea, Sevastopol, National Minorities and Interethnic Relations), in diagrams — Human Rights
24. Committee on Legal Policy, in diagrams — Legal Policy
25. Committee on Law Enforcement — Committee on Law Enforcement, in diagrams — Law Enforcement
26. Committee on Rules of Procedure, Parliamentary Ethics and Support to Work of the Verkhovna Rada of Ukraine — Committee on Rules of Procedure, the Regulatory Committee, in diagrams — Rules of Procedure
27. Committee on Freedom of Speech — Committee on Freedom of Speech, in diagrams — Freedom of Speech
28. Committee on Social Policy and Protection of Veterans' Rights — Committee on Social Policy, in diagrams — Social Policy
29. Committee on Transport and Infrastructure — Committee on Transport Policy, in diagrams — Transport and Infrastructure
30. Committee on Finance, Taxation and Customs Policy, in diagrams — Finance
31. Committee on Digital Transformation, in diagrams — Digital Transformation
32. Faction of the All-Ukrainian Union Fatherland political party in the Verkhovna Rada of Ukraine of the 9th convocation — Fatherland faction, Fatherland
33. Faction of the Holos political party in the Verkhovna Rada of Ukraine of the 9th convocation — Holos faction, Holos
34. Faction of the European Solidarity political party — European Solidarity faction, European Solidarity
35. Faction of the Opposition Platform — For Life political party in the Verkhovna Rada of Ukraine — Opposition Platform — For Life faction, Opposition Platform — For Life, OPFL
36. Faction of the Servant of the People political party — Servant of the People faction, Servant of the People

Summary

Main indicators of the work of the Verkhovna Rada of Ukraine during the 13th session of the 9th convocation:

700 draft laws were registered

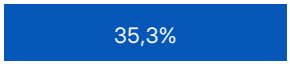
- **7** European integration draft laws (1%)
- **45** draft laws on the consent to or denunciation of international treaties (6,4%)
- **8** urgent draft laws (1,1%)

119 draft laws were adopted

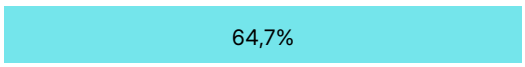
- **9** European integration draft laws (7,6%)
- **17** laws on ratification of international treaties (14,3%)
- **3** laws were identified by the President as urgent (2,5%)

The President vetoed (and submitted his proposals) two draft laws. Four draft laws were adopted after a veto during the 13th session.

42 laws were adopted in their entirety after the first reading



77 laws were adopted in their entirety after the second reading



Monitoring of the work of the Verkhovna Rada of Ukraine during the 13th session of the 9th convocation revealed five key trends: 1) unusual governmental dynamics caused by the change of Government; 2) signs of legislative spam; 3) record-slow passage of draft laws; 4) record violations; 5) strengthening of parliamentary oversight.

The 13th session of the 9th Verkhovna Rada of Ukraine was marked by **a change of Government**, which left its imprint on all areas of the Parliament's work. 353 draft laws submitted by the Shmyhal Government were withdrawn. Some of them were re-registered by the Svyrydenko Government. Together, these two governments registered 22.7% of draft laws, which is the highest figure for the entire 9th convocation. More than half of them were registered after 17 July 2025. Thus, **the new Government registered more draft laws in one and a half months than the previous Government did in five months**. However, new draft laws require new committee meetings and expert opinions, so the share of adopted governmental laws, on the contrary, decreased. This also affected the relatively small number of laws adopted during the 13th session — 119 (the lowest indicator for spring sessions of the Verkhovna Rada during the full-scale invasion). All governmental draft laws adopted were initiated by the Shmyhal Government, while no draft law initiated by the Svyrydenko Government was adopted during the 13th session.

Evidence of **legislative spam** caused by the submission of low-quality MPs' draft laws during the 13th session is reflected in several indicators at once. The 700 draft laws registered during the 13th session represent the second-highest figure since the start of the full-scale invasion. Of course, this is partly explained by the re-registration of governmental draft laws already mentioned, but not only by this. The Restoration of Ukraine group continues to maintain an extraordinary pace of lawmaking, registering almost six draft laws per MP. At the same time, the share of MPs' draft laws with only one signatory set a record for the entire 9th convocation, reaching 45%. In other words, almost every other draft law has only one signatory, which is an indirect indicator of low quality. Such high figures for draft law registration reinforce the thesis about legislative spam against the backdrop of the lowest number of laws adopted in spring sessions of the Verkhovna Rada during the full-scale invasion.

Two record-breaking lows of the 9th convocation were set during the 13th session. MPs' draft laws took an average of **110 days** to pass from registration to adoption in the first reading and in their entirety (three times longer than in the previous session). Meanwhile, governmental draft laws took an average of **418 days** from registration to adoption in the second reading and in their entirety, thus completing the legislative backlog of the Shmyhal Government (which itself set a record for the longest tenure of a Prime Minister).

Another record was set by the President of Ukraine. **The share of violations of the constitutional procedure reached 47%** during the 13th session. Almost every second law adopted by the Verkhovna Rada was either signed in violation of the deadlines or not signed at all. The share of ordinary violations of the Rules of Procedure of the Verkhovna Rada in the course of the passage of draft laws in the second reading also increased — two-thirds of such procedures were violated.

An unambiguously positive observation of the 13th session is the **increase in the quantitative indicators of parliamentary oversight**. The total duration[1] of the 'Government Question Hour' during the 13th session reached 11 hours, exceeding any indicators recorded during the full-scale invasion. The number of answers provided by government officials to questions was also the highest since the start of the full-scale invasion, amounting to 276 answers (speeches). The

[1] The average duration also increased, amounting to 72 minutes.

Verkhovna Rada established eight temporary commissions during the 13th session, which is a record not only for the period of the full-scale invasion but also for the entire 9th convocation. MPs also submitted 303 inquiries, the largest number during the full-scale invasion.

Legislative activity

Summary

700 draft laws were registered, of which:

- 7 (1%) European integration draft laws;
- 45 (6.4%) draft laws on the consent to or denunciation of international treaties;
- 8 (1.1%) urgent draft laws.

119 draft laws were adopted in their entirety, of which:

- 9 (7.6%) European integration draft laws;
- 17 (14.3%) laws on ratification of international treaties;
- 3 (2.5%) laws were identified by the President as urgent.

The 13th session of the Verkhovna Rada of Ukraine of the 9th convocation was marked by fairly high legislative activity — 700 draft laws were registered, making the 13th session the second-highest by this indicator during martial law. This observation, together with two others, may indicate an increase in legislative spam. Thus, during the 13th session, the share of draft laws with one signatory also increased significantly. In addition, as in previous sessions, the Restoration of Ukraine group demonstrated very high activity: one MP of this group accounts for almost six registered draft laws (five times more than for other factions and groups).

The Government demonstrated the largest share of registered draft laws **for the entire 9th convocation**. The significant increase in the share of governmental draft laws was due to the change of Government (and the need to re-register draft laws of the previous Government). This also affected the lowest number of adopted laws in all spring sessions during martial law, since no draft law initiated by the Svyrydenko Government was adopted during the 13th session.

The share of laws initiated by minority factions and non-factional MPs totalled 16%, the highest figure for the entire 9th convocation. The number of adopted laws with 23+ signatories is the highest of the 9th convocation. It is also noteworthy that two draft laws of the Platform for Life and Peace group were adopted — for the first time since the beginning of the full-scale invasion.

Registered Draft Laws

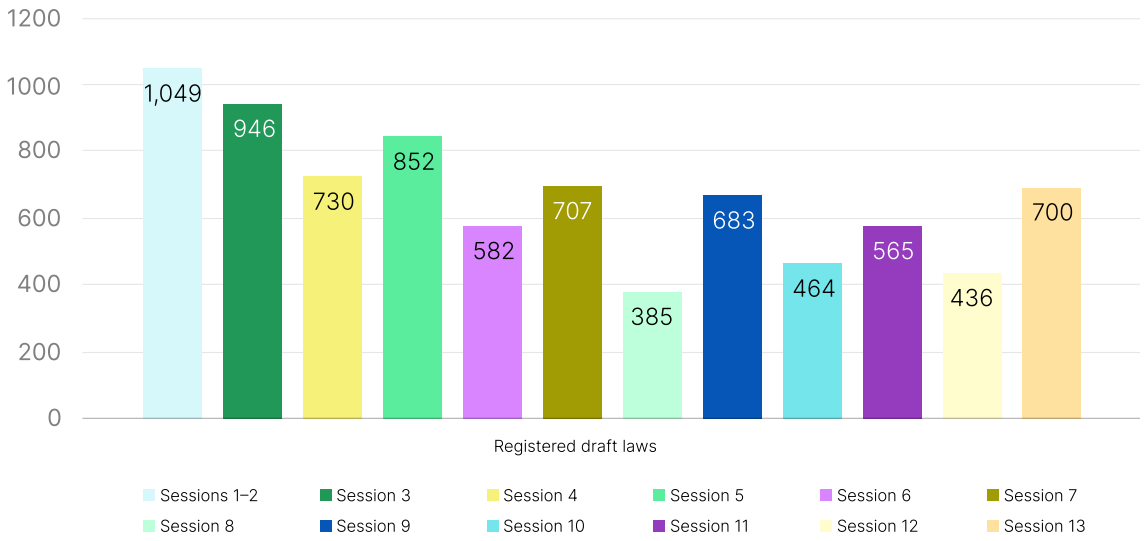
700 draft laws were registered during the 13th session, which is 135 more than were registered during the previous spring 11th session. Overall, the 13th session has one of the highest figures for the number of draft laws during martial law. This result differs from the trend of the previous sessions, which recorded a gradual decrease in the number of registered draft laws that began in the 9th session. This can be explained by both the increase in legislative spam and the re-registration of governmental draft laws caused by the change of Government.

Seven European integration draft laws[2] were registered during the 13th session. This is 1% of all registered draft laws.

45 draft laws on the consent to or denunciation of international treaties were registered during the 13th session. This is 6.4% of all registered draft laws.

Eight urgent draft laws were registered during the 13th session. This is 1.1% of all registered draft laws.

Draft laws registered by session



[2] A law is considered to be a European integration law if it is recognised as such by the Committee on Ukraine's Integration into the European Union, has a corresponding mark in the electronic system, and is sent to the Cabinet of Ministers of Ukraine for additional examination.

Registered draft laws by the initiator

Initiator[3]	Number of registered draft laws (percentage of total draft laws)
Servant of the People faction	273 (39%)
Cabinet of Ministers of Ukraine	159 (22,7%)
Restoration of Ukraine group	97 (13,9%)
Non-factional	43 (6,1%)
Fatherland faction	41 (5,9%)
President of Ukraine	25 (3,6%)
European Solidarity faction	25 (3,6%)
Holos faction	21 (3%)
Party For the Future	10 (1,4%)
Dovira group	3 (0,4%)
Platform for Life and Peace group	3 (0,4%)

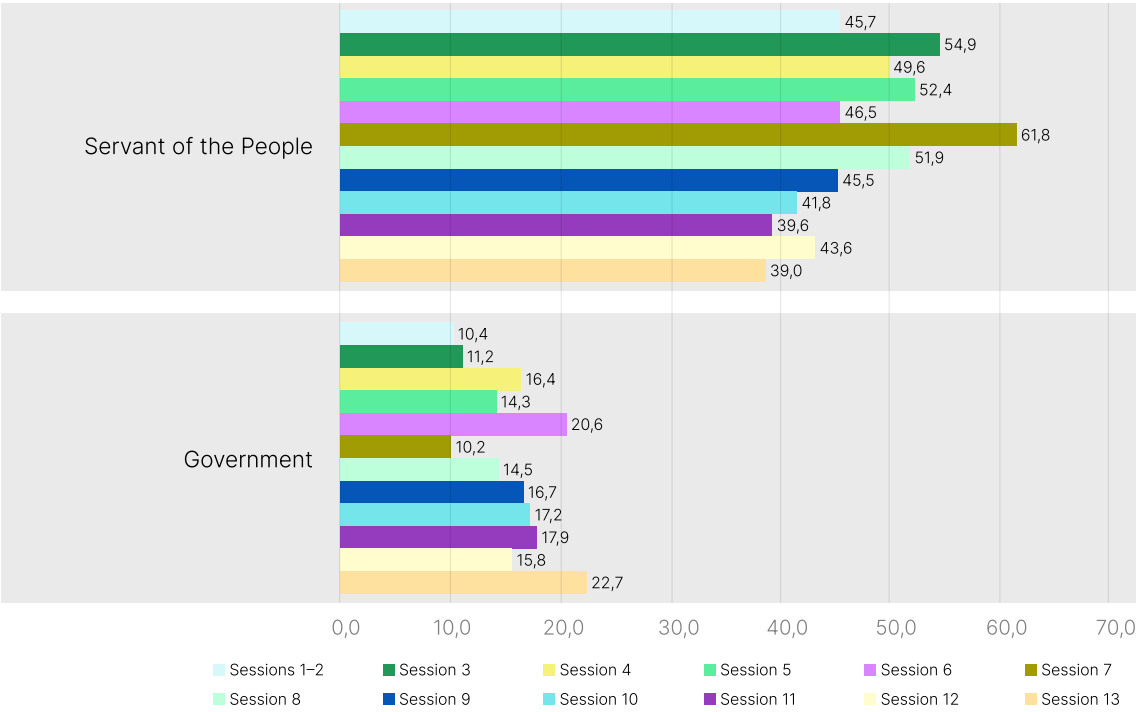
For the majority of factions and groups of the Verkhovna Rada of Ukraine, the indicators of the 13th session remain relatively stable, demonstrating trends similar to those of the previous sessions (10th–12th). Non-factional MPs (6.1%) and the European Solidarity faction (3.6%) registered between 10 and 41 draft laws, which corresponds to their previous activity. The share of draft laws initiated by the President remains at a fairly standard level. However, there are several notable changes and features worth highlighting:

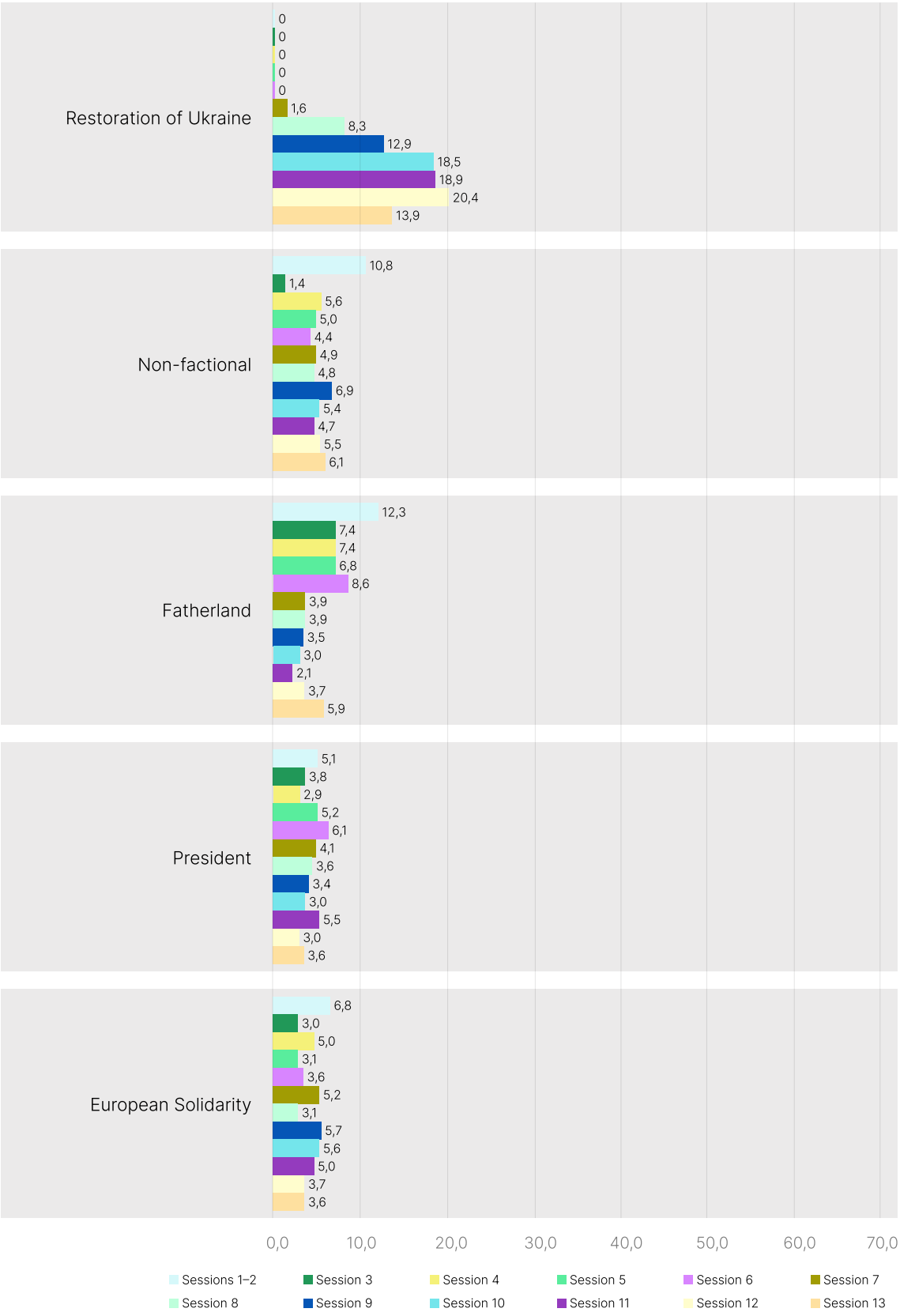
1. The share of draft laws initiated by the Cabinet of Ministers of Ukraine increased to 22.7%, compared to 15.8% in the 12th session. This is the largest increase in the Government's share per session and the highest both in share and in number of draft laws for the entire 9th convocation. Most governmental draft laws were registered by the new Government after 17 July 2025. In one and a half months, the Svyrydenko Government registered more draft laws than the Shmyhal Government did in five months. The pace of registration per month under the Svyrydenko Government is three times higher than that of the Shmyhal Government in the 13th session. The reasons for such growth lie in the re-registration of draft laws after their withdrawal. This process is one of the reasons for the increase in the total number of draft laws per session and in the share of governmental ones.

[3] For the sake of simplicity, the term 'initiator' is hereinafter used in such tables. This is true when it comes to the government or the President. VRU factions do not have the right of legislative initiative, so when it comes to factions, it should be understood as the faction or group to which the first signatory (initiator) among the MPs belongs.

2. The Servant of the People faction demonstrates the lowest share of draft laws for the entire 9th convocation. The number of draft laws of the ruling faction is, in fact, higher than in the previous three sessions. The increase in the number and simultaneous decrease in the share of draft laws of Servant of the People was caused by the growth in the number of registered draft laws from other factions and the Government.
3. The Restoration of Ukraine group continued to demonstrate high legislative activity: the group maintained a high level of lawmaking activity, although its share decreased to 13.9% compared to the record 20.4% in the 12th session. The decrease in the share of this group's draft laws is due to the increase in the number of draft laws of the Government and parliamentary factions. The number of draft laws registered by this group has remained stable over the last four sessions. Nevertheless, the group remains one of the most active, outpacing most factions and groups, which confirms the trend towards possible legislative spam, when a large number of draft laws are registered that do not always have prospects of adoption.
4. The share of draft laws initiated by the Fatherland faction increased to 5.9% compared to 3.7% in the 12th session. This is the highest figure for the faction in the last five sessions, indicating an increase in its legislative activity.
5. The Holos faction has slightly revived its activity (3% compared to 1.6% in the 12th session), but it remains at a rather low level compared to previous convocations.

Draft laws registered by entity and session in per cent




Restoration of Ukraine
0
0
0
0
0
1,6
8,3
12,9
18,5
18,9
20,4
13,9
Non-factional
10,8
1,4
5,6
5,0
4,4
4,9
4,8
6,9
5,4
4,7
5,5
6,1
Fatherland
12,3
7,4
7,4
6,8
8,6
3,9
3,9
3,5
3,0
2,1
3,7
5,9
President
5,1
3,8
2,9
5,2
6,1
4,1
3,6
3,4
3,0
5,5
3,0
3,6
European Solidarity
6,8
3,0
5,0
3,1
3,6
5,2
3,1
5,7
5,6
5,0
3,7
3,6
0,0
10,0
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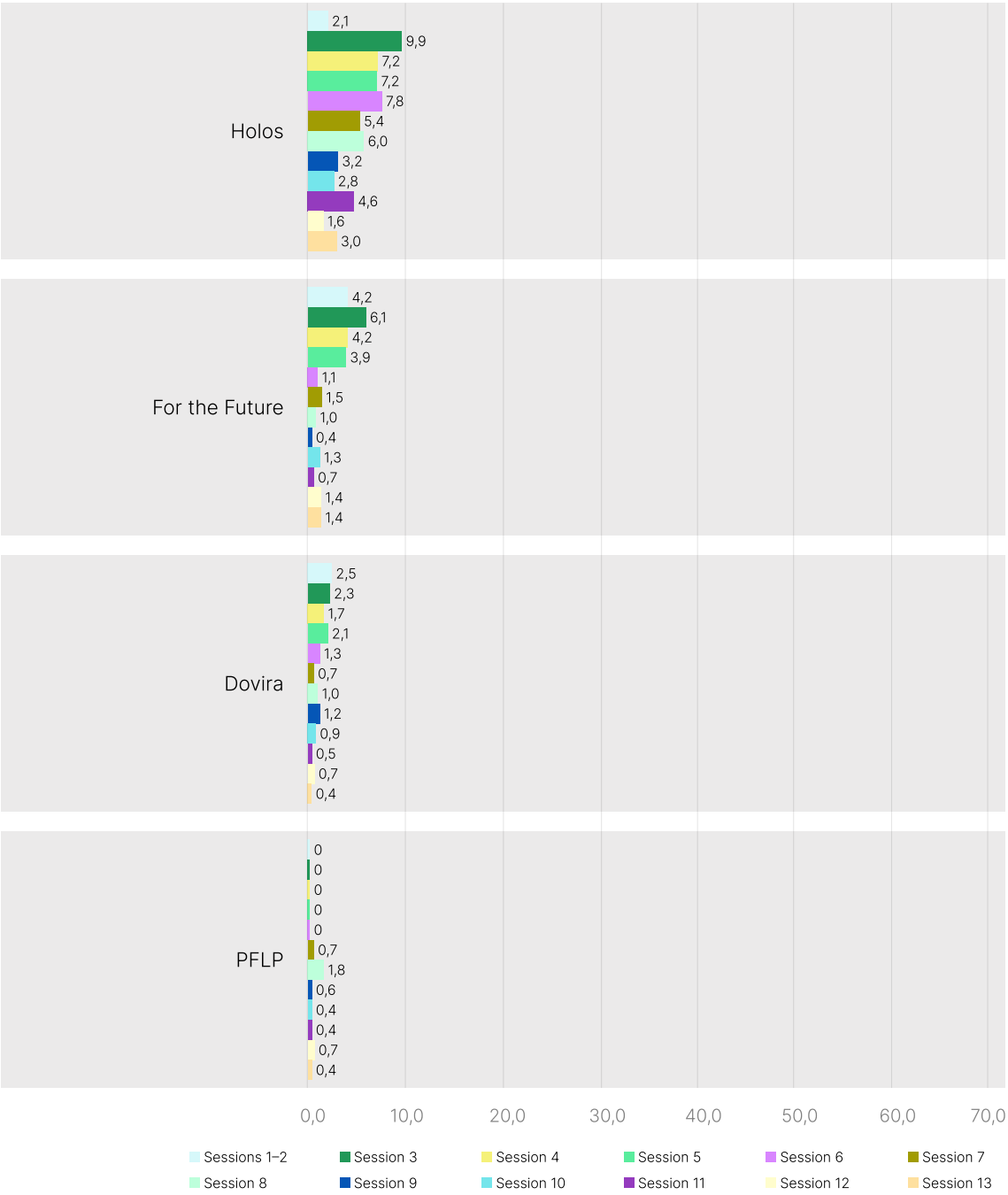
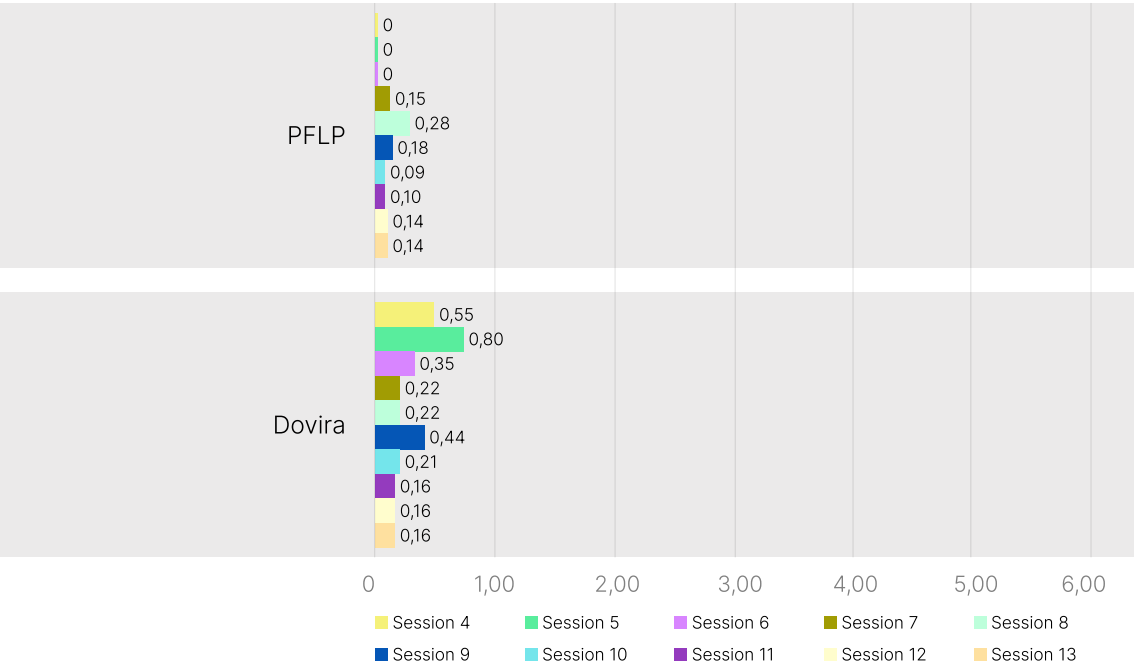


The authorship of the draft law was determined by the initiator's factional affiliation. For MPs, the first signatory of the draft law is considered the initiator. This method has its limitations, but it is used by the VRU Secretariat. In addition, Article 90(3) of the Rules of Procedure explicitly defines the MP whose signature appears first as the initiator of a draft law.

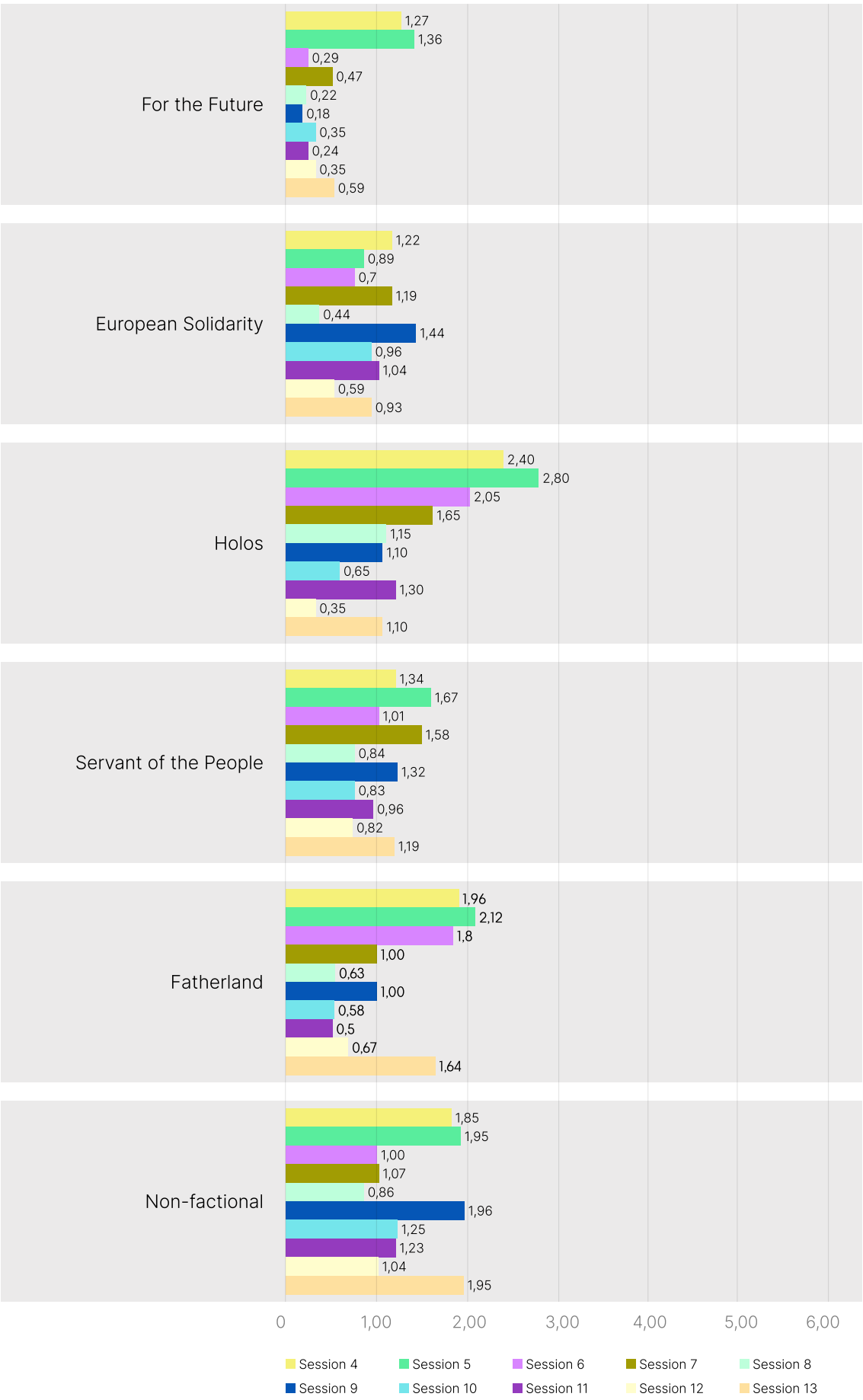
The number of registered draft laws per MP[4] for the majority of factions and groups in the 13th session shows a fairly standard situation for the 9th convocation. Unlike the 12th session, where most factions and groups had fewer than one draft law per MP, in the 13th session, more than half of the factions and groups had more than one draft law per MP. This is particularly evident in the case of the Holos faction, which almost tripled the number of draft laws per MP (1.1 compared to 0.35 in the 12th session), the Fatherland faction — which doubled its figure (1.47 compared to 0.67 in the 12th session) and the Party For the Future — which increased its figure by one and a half times. For MPs belonging to the majority of parliamentary groups, this indicator continues to remain below 0.6 draft laws per MP[5]. The Restoration of Ukraine group continues, for the sixth session in a row, to stand out with an extraordinarily high indicator for the 9th convocation — 5.71 draft laws per MP. This figure is higher than in the 12th session and second only to the 10th session. The Restoration of Ukraine group has at least 4.8 times more draft laws per MP than the next faction by this indicator — Servant of the People (1.19). Such a number of draft laws per MP is another sign of legislative spam.

Number of draft laws per MP of factions/groups by session



[4] It is worth noting that the number of draft laws per MP does not indicate the efficiency of factions or groups. It is rather an indicator that allows for a better understanding of the general trends in the Verkhovna Rada's work. The number of draft laws registered by specific MPs is deliberately not given here, as they often perceive it as an indicator of their efficiency. This encourages them to register more draft laws, neglecting the quality, which is one reason for legislative spam.

[5] It is logical to assume that legislative drafting in parties forming factions is better established than in groups formed by majoritarian MPs due to the existing stable organisational structure and the possibilities of establishing the work of the parliamentary association as a subject of the right of legislative initiative. This obviously affects the ability to develop group draft laws.


For the Future
1,27
1,36
0,29
0,47
0,22
0,18
0,35
0,24
0,35
0,59
European Solidarity
1,22
0,89
0,7
1,19
0,44
1,44
0,96
1,04
0,59
0,93
Holos
2,40
2,80
2,05
1,65
1,15
1,10
0,65
1,30
0,35
1,10
Servant of the People
1,34
1,67
1,01
1,58
0,84
1,32
0,83
0,96
0,82
1,19
Fatherland
1,96
2,12
1,8
1,00
0,63
1,00
0,58
0,5
0,67
1,64
Non-factional
1,85
1,95
1,00
1,07
0,86
1,96
1,25
1,23
1,04
1,95
0
1,00
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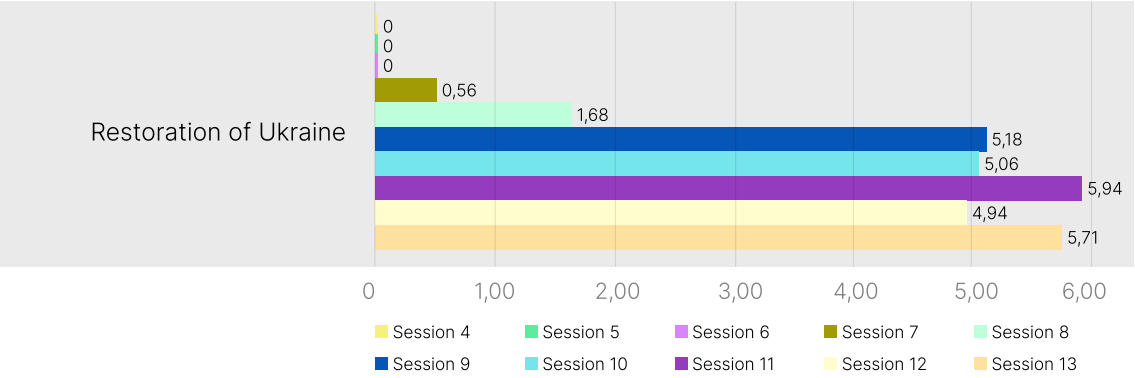
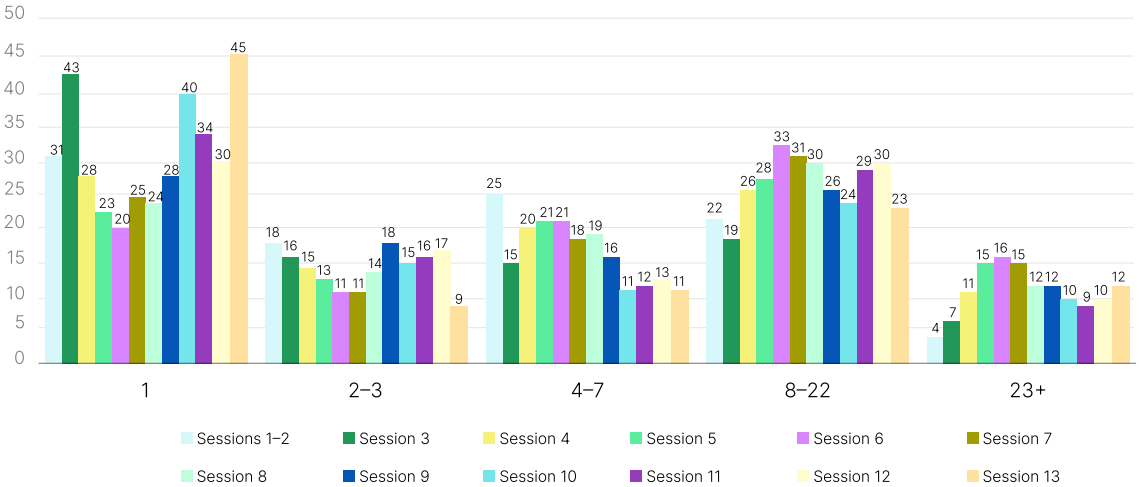


Registered draft laws by groups of signatories

Groups by the number of MPs who signed draft laws	Number of draft laws initiated by MPs (percentage of the total number of draft laws from MPs)
1	234 (45,3%)
2–3	47 (9,1%)
4–7	57 (11%)
8–22	116 (22,5%)
23+	62 (12%)

Distribution of draft laws by the number of signatories in per cent



In terms of the number of signatories to draft laws, the 13th session deviates from the trend of a decrease in the number of draft laws with one initiator, a large number of which indirectly indicates the presence of legislative spam. The share of draft laws with one signatory increased compared to the 11th and 12th sessions and is the highest for all sessions of the 9th convocation. Instead, almost all shares of the other groups of draft laws showed a decrease. This may indicate a lower level of cooperation between MPs and, potentially, a somewhat lower quality of draft laws. At the same time, the gradual increase in the share of draft laws with more than 23 signatories continued.

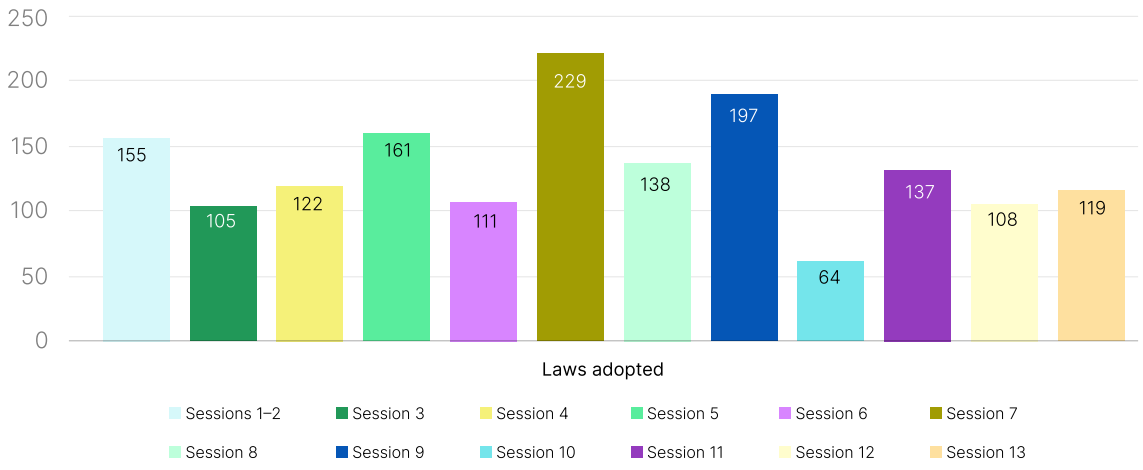
In this section of parliamentary monitoring, the authors proceed from the assumption that a larger number of signatories correlates positively with better elaboration of draft laws, a higher level of consensus and a decrease in legislative spam.

The draft law with the largest number of signatories is Draft Law on the Commissioner of the Verkhovna Rada of Ukraine for Human Rights No. 13181 of 17 April 2025, which has 248 signatories.

Laws Adopted

119 laws were adopted in their entirety during the 13th session. This is a relatively low figure for the 9th convocation. At the same time, it is the lowest figure for spring sessions during martial law, as the number of adopted draft laws decreased by 18 compared to the 11th session. Moreover, the ratio of adopted to registered draft laws in the 13th session is lower than in the 11th and 12th sessions.

Draft laws passed by session



Nine European integration laws were adopted during the 13th session. This is 7.6% of all laws passed.

During the 13th session, the Verkhovna Rada adopted 17 laws on granting consent to international treaties. This is 14.3% of all laws adopted. Only one international draft law was a denunciation of an agreement, namely, on the suspension of the Convention on the Prohibition of Anti-Personnel Mines for Ukraine. Of the 16 treaties ratified by the Verkhovna Rada during the 13th session, seven were multilateral agreements and nine bilateral agreements. Among all these agreements, most were ratified with the EU (four agreements).

Three draft laws (2.5%) adopted during the 13th session were identified by the President of Ukraine as urgent.

The President vetoed (and submitted his proposals) two draft laws. One of them has already been adopted, taking into account the President's proposals, while the second is under consideration in the committee.

Laws passed by the initiator

Initiator	Number of laws (percentage of total laws)
Servant of the People faction	55 (46,2%)
Cabinet of Ministers of Ukraine	31 (26,1%)
President of Ukraine	14 (11,8%)
Holos faction	11 (9,2%)
Restoration of Ukraine group	2 (1,7%)
Platform for Life and Peace group	2 (1,7%)
Fatherland faction	2 (1,7%)
Non-factional	2 (1,7%)
European Solidarity faction	0 (0%)
Party For the Future group	0 (0%)
Dovira group	0 (0%)

The monitoring of the 13th session revealed several observations.

First, MPs of the Servant of the People faction slightly increased their share of all adopted draft laws (46.2%) compared to the 11th session (43%). This figure is fairly typical for Servant of the People when considering the period of martial law. The share of adopted draft laws of Servant of the People has been growing for the third session in a row, although it remains significantly lower than the record 63% in the 10th session.

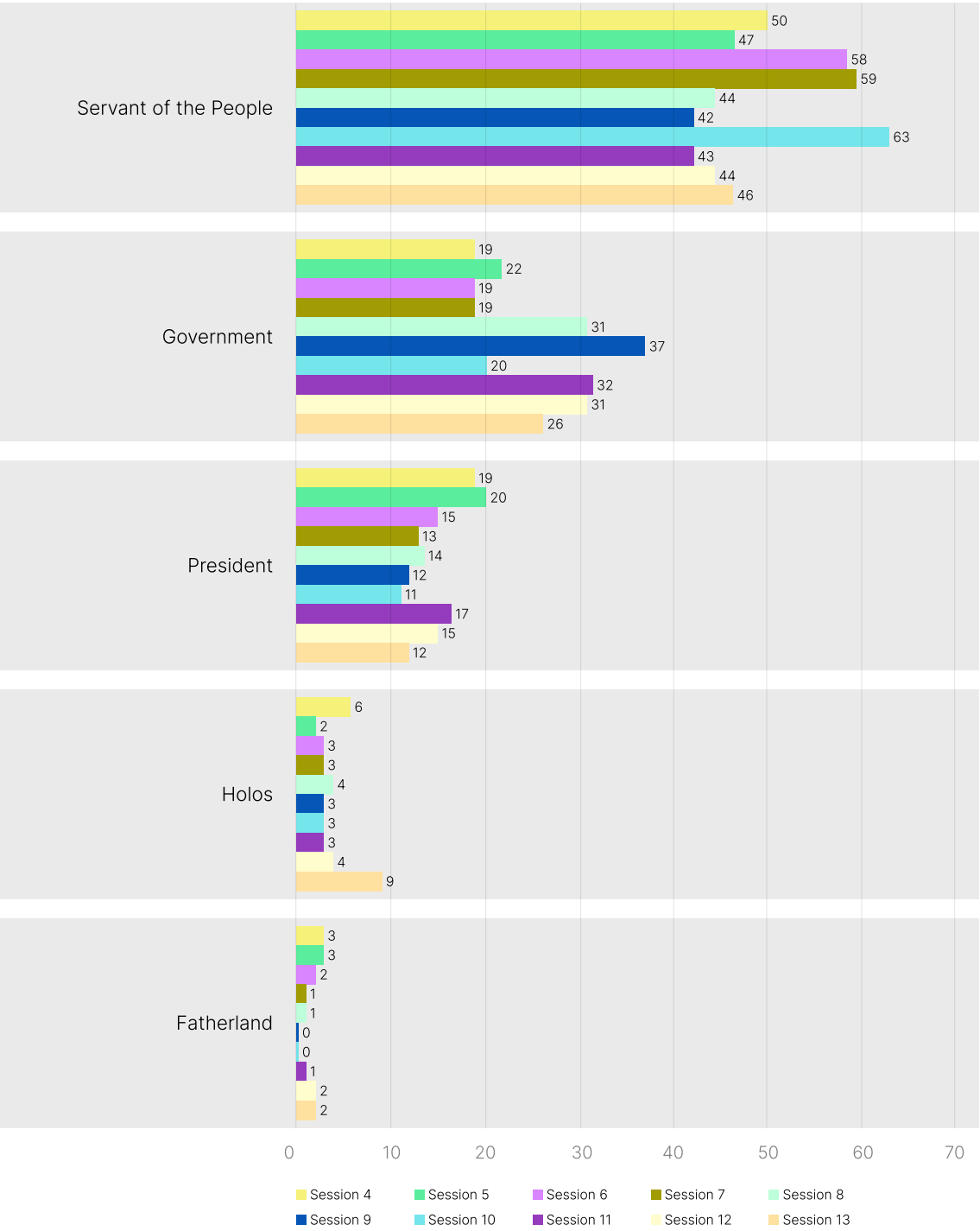
Second, the Cabinet of Ministers of Ukraine has shown a decrease in the share of adopted laws for the third session in a row. While in the previous session the Government was the initiator of almost one-third of adopted draft laws, now it accounts for only a quarter. The decrease in the share of adopted draft laws can be explained by the change of Government, as part of the draft laws of the previous Government were never adopted, while the new Government's draft laws have not yet passed all stages of consideration. At the same time, no draft law initiated by the Svyrydenko Government was adopted during the 13th session.

The share of adopted laws initiated by the President of Ukraine also decreased (11.8%) compared to the results of the 12th (14.8%) and 11th (16.8%) sessions. This share of adopted laws initiated by the President is one of the lowest for the 9th convocation.

Third, the share of laws initiated by minority factions and non-factional MPs totalled 16%, the highest figure for the entire 9th convocation. This increase may be explained by the fact that the share of draft laws of the Holos faction more than doubled (9.2%) compared to other sessions during martial law.

Interestingly, during the 13th session, two laws initiated by the Platform for Life and Peace group were adopted. These are the first two draft laws adopted that were initiated by MPs belonging to this group.

Laws passed by groups of signatories



Non-factional
2
1
3
3
4
4
2
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Restoration of Ukraine
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Platform
For Life and Peace
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European Solidarity
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Dovira
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For the Future
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60
70
Session 4
Session 5
Session 6
Session 7
Session 8
Session 9
Session 10
Session 11
Session 12
Session 13

Laws Passed by Groups of Signatories

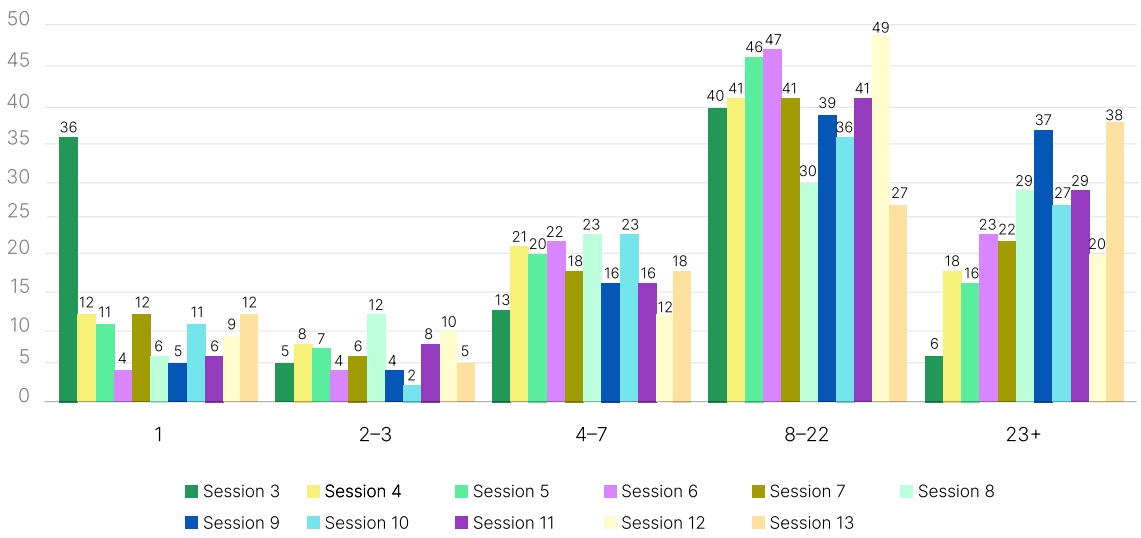
The 13th session partially continued the positive trends of the previous sessions. Compared to the previous 12th session, the share of adopted laws with more than 23 signatories increased significantly, accounting for more than one-third of all laws passed. Their share is not only a record but, for the first time, the highest among all groups in a session. At the same time, the share of draft laws with one signatory also continued to grow. The share of adopted draft laws with 8–22 signatories decreased significantly. Thus, 65% of adopted laws had more than eight signatories, while in the 12th session, this figure was 70%.

The draft law with the largest number of signatories is the Law on Amendments to the Tax Code and Other Laws of Ukraine to Support Entrepreneurs of the Defence and Industrial Complex No. 13420 of 25 June 2025, adopted by the Verkhovna Rada on 21 August 2025. It has 128 signatories.

Laws passed by the number of signatories

Groups by the number of signatories — MPs for adopted laws	Number of laws submitted by MPs (percentage of total MPs' laws)
1	9 (12,2%)
2–3	4 (5,4%)
4–7	13 (17,6%)
8–22	20 (27%)
23+	28 (37,8%)

Distribution of adopted draft laws by the number of signatories in per cent



Passage of draft laws

Summary

- 35.3% of draft laws were adopted after the first reading, 64.7% — after the second reading and the third reading was not applied.
- Only two of the 119 laws adopted during the 13th session were registered before 24 February 2022, indicating the dominance of the martial law agenda.
- Main terms of passage of draft laws (average values):
  - from registration to adoption in the first reading and in entirety — 69 days;
  - between the first reading and adoption in the second reading and in entirety — 149 days;
  - from registration to adoption in the second reading and in entirety — 309 days.

The timeframes for the passage of draft laws set **two record-breaking lows**.

For the first reading, the average passage time of MPs' draft laws is the highest for the period of the 4th–13th sessions of the 9th convocation and amounted to 110 days, almost four times longer than in the 12th session. This is the slowest indicator compared to other entities of legislative initiative in the 13th session.

For the second reading, the average number of days taken by governmental draft laws from registration to adoption in the second reading and in entirety is the highest for the period of the 4th–13th sessions and amounted to 418 days. This is the slowest indicator compared to other entities of legislative initiative in the 13th session.

Number of Laws by Readings

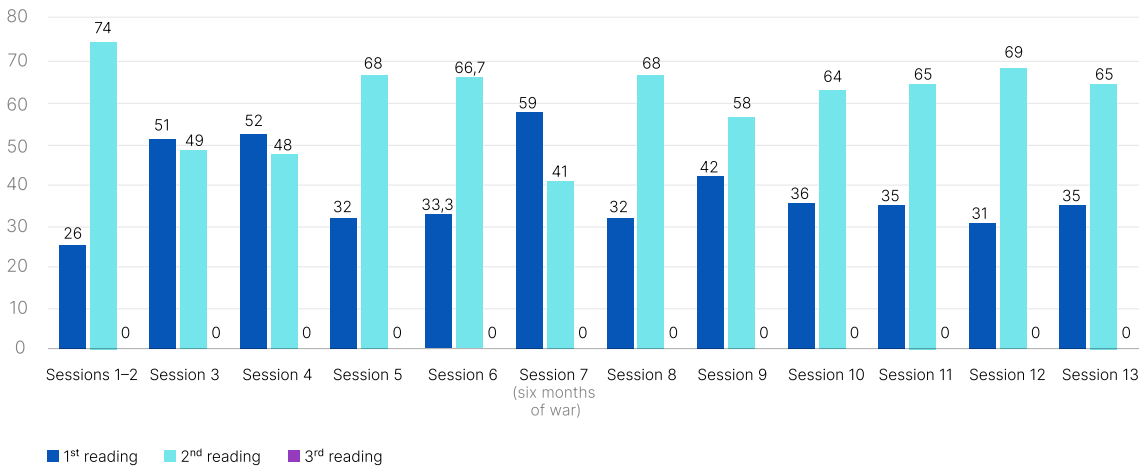
- 42 — adopted in their entirety after the first reading (35.3%);
- 77 — adopted in their entirety after the second reading (64.7%);
- 0 — adopted in their entirety after the third reading (0%).

The 13th session continued the standard distribution of adopted laws by readings. Almost two-thirds of laws were adopted in the second reading and in their entirety, while 35.3% were adopted in the first reading and in their entirety. A similar situation occurred during the 5th, 6th, 8th, 10th, 11th and 12th sessions. The trend of not using the third reading has not changed — no draft law has passed all three readings[6]. It should be recalled that two readings allow for better

[6] According to Article 1(102) of the Rules of Procedure, 'draft laws shall be considered by the Verkhovna Rada, as a rule, according to the procedure of three readings'. For more information on the peculiarities of the third reading, please follow the link.

preparation of the draft law and correction of shortcomings and errors discovered during the first reading. However, two readings also require more time.

Percentage (%) of laws passed by readings



Deadlines for Submitting Opinions of the Main Committees for the First Reading

When reviewing the information on committees, it should be borne in mind that this monitoring report is based on the number of opinions of the main committees. These methods are used due to the availability of data. Specifically, information on the opinions of the main committees is constantly available on the website of the Verkhovna Rada, is regularly updated and covers all opinions of the main committees. However, committees, of course, perform many other functions and tasks in addition to providing opinions of the main committees. Three committees[7] *are required to provide mandatory opinions on all draft laws; committees may also be tasked with preparing opinions as auxiliary committees; committees consider and make decisions within the framework of the oversight function; they review letters and appeals and hold conferences and round tables. However, all this information is published only in fragments and therefore cannot be used for the purposes of regular monitoring. If such information is available in a form acceptable for systemic monitoring, it is used. These limitations should be considered when reviewing the information below, which is based on the opinions of the main committees.*

The timing of the main committees' opinions on draft laws[8] allows for the assessment of several important indicators. In terms of committees, the time from registration to the submission of the first opinion by the committee characterises the workload of the committees and enables a general forecast of the speed of preliminary processing of a given draft law, depending on its main

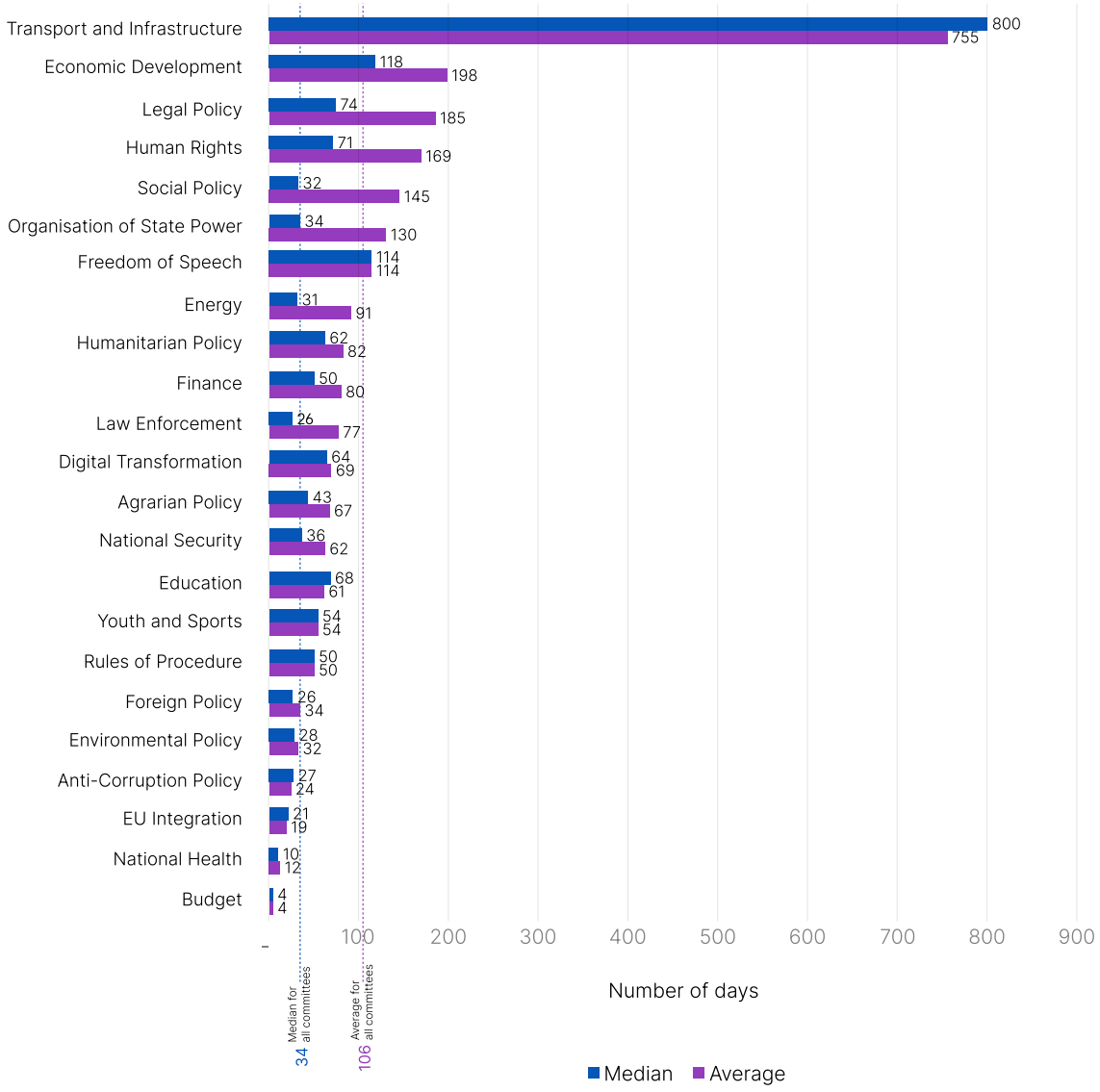
[7] The Budget Committee, the Committee on Anti-Corruption Policy and the Committee on Ukraine's Integration into the European Union.

[8] The data presented relate only to cases where opinions were provided. The time between the date of draft law registration and the date of submission of the first opinion by the main committee was calculated, including opinions on inclusion in the agenda. This type of opinion was taken into account, as the committee often considers draft laws on their merits during preliminary processing.

committee. In terms of initiators, the time of submitting opinions characterises the commitment of committee members to a particular initiator and enhances the predictive capacity of the speed of preliminary processing. Finally, the time required to receive the main committee's first opinion, together with the data on the overall passage of draft laws, makes it possible to better understand the overall dynamics of the passage of draft laws.

On average, the committees provided their opinions for the first reading in 106 days and half of all opinions were provided within 34 days.

Days from registration to the first opinion of the main committee



The speed of issuing opinions varies greatly from committee to committee. The difference in some cases **reaches a 200-fold gap**. If we compare the performance of the 13th session with that of the previous 12th session, for more than one-third of committees, the time for issuing the first opinion decreased (for some committees by as much as half a year), while for almost two-thirds it increased. In most cases, this was a moderate increase of 1–2 months.

In general, the workload and the speed of issuing opinions are mostly correlated. However, this is not always the case. The Committee on Law Enforcement, the Committee on Finance and the Committee on National Security, despite the relatively large number of opinions submitted (30 or more), provided their first opinions on draft laws relatively quickly. The Committee on Transport and Infrastructure, with a moderate number of opinions submitted (only five), took a relatively long time to provide its first opinions on draft laws.

Days from registration to the first opinion of the main committee by the submitting entity

Submitting entity	Average number of days	Median[9] number of days
Cabinet of Ministers of Ukraine	100	37
MPs of Ukraine	117	38
President of Ukraine	28	15

Compared to the 12th session, the average number of days for the President to provide the first committee opinion for the first reading decreased threefold and returned to the level of the 11th session. For MPs and the Government, the average timeframe for submitting opinions decreased slightly (by 11 days for the Government and by one day for MPs) compared to the 12th session. For the fifth session in a row, **the average timeframe for providing first opinions on governmental draft laws is shorter than the average timeframe for providing first opinions on MPs' draft laws**. The median time for providing the first opinion on governmental and MPs' draft laws differs by only one day. However, compared to the 12th session, the median time increased for governmental draft laws and decreased for MPs' draft laws. At the same time, the median time for providing the first committee opinion on presidential draft laws is significantly shorter than the median time for providing the first opinion on governmental and MPs' draft laws. As usual, the President's draft laws received the first committee opinions the fastest, with half of such draft laws receiving their first committee opinion in just over two weeks.

During the 13th session, the majority of factions' and groups' draft laws received opinions faster compared to the 12th session, for some factions — on average, five times faster. However, for draft laws initiated by MPs from the European Solidarity faction and the Party For the Future, the speed of providing first opinions, on the contrary, decreased.

[9] Recall that the median is the value that divides all the data in half, meaning that half of all observations will be less than the median and half will be more than the median.

Number of days from registration to submission of the first committee opinion by the initiator

Factional affiliation of the initiator	Average number of days	Median number of days
For the Future	271	56
Platform for Life and Peace	232	80
Restoration of Ukraine	224	114
European Solidarity	205	68
Non-factional	179	42
Government	100	37
Dovira	100	113
Servant of the People	100	34
Holos	71	28
Fatherland	48	24
President	28	15

The five longest draft laws in terms of the number of days from registration to the first opinion of the main committee are presented in Annexe 1.

Deadlines for Submitting Opinions of the Main Committees for the Second Reading

The speed at which committees provided opinions for the second reading[10] is less indicative due to the small number of such opinions per committee. These data[11] should be treated with caution, but they are also worthy of attention. **Nine out of 17[12] committees (i.e. more than half) increased, compared to the previous 12th session, the average time it took them to provide opinions for the second reading**, while more than one-third reduced this time.

The average time from the adoption of a draft law in the first reading to the submission of the opinion for the second reading was 130 days, almost one and a half times more than in the 12th

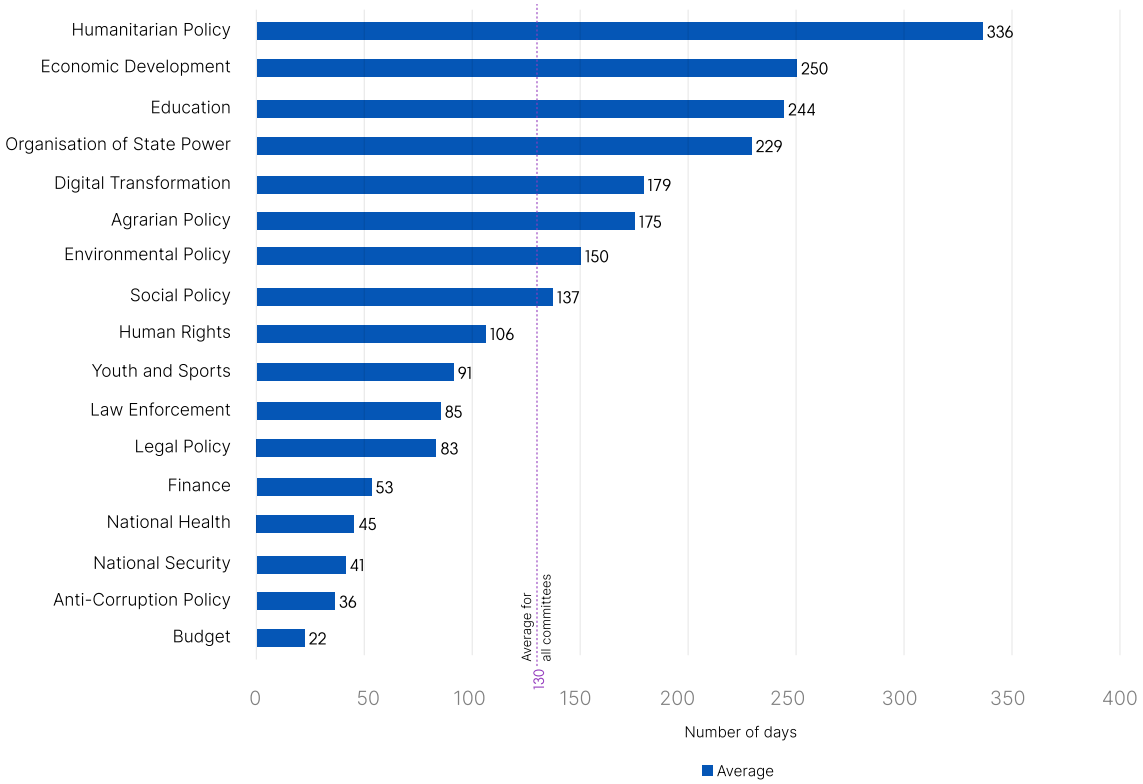
[10] The number of days was calculated between the date the draft law was adopted in the first reading and the date the committee submitted its first opinion for the second reading (although there may be several opinions).

[11] Due to the small number of opinions for the second reading, only the average value is used here. Only eight committees submitted five or more opinions for the second reading during the 13th session.

[12] Another six committees did not provide any opinion for the second reading.

session, while half of all opinions were provided in less than 74 days. In other words, the speed of committee processing of draft laws for the second reading differs from that for the first reading by approximately 20%.

Average number of days from the first reading to the submission of the first opinion of the main committee for the second reading



Average number of days from the first reading to the submission of the first opinion of the main committee for the second reading by the submitting entity

Submitting entity	Average number of days from the first reading to the submission of the first opinion of the main committee for the second reading
Cabinet of Ministers of Ukraine	140
MPs of Ukraine	130
President of Ukraine[13]	64

The speed of providing the first committee opinion for the second reading shows that the average time for governmental draft laws decreased by seven days compared to the 12th session, while the average time for MPs' draft laws increased by 21 days. For MPs of the Servant of the People faction, the time for providing the first committee opinion for the second reading also increased — by 46 days).

[13] The committees provided only three opinions on the President of Ukraine's draft laws for the second reading during the 13th session. Therefore, this entity is highlighted in grey in the table.

Average number of days from the first reading to the submission of the first opinion of the main committee for the second reading by factional affiliation of the initiator

Affiliation of the initiator[14]	Average number of days
Non-factional	220
Servant of the People	145
Government	140
President of Ukraine	64
Restoration of Ukraine	44
Holos	40
Platform	36
Fatherland	34

The five longest draft laws in terms of the number of days from the first reading to the submission of the first opinion of the main committee for the second reading, as well as the five fastest draft laws, are presented in Annexe 2.

Time from Registration of Laws to their Adoption

The average time for adopting laws, regardless of the reading, amounted to 225 days, with a median of 132 days (i.e. half of the draft laws were adopted in more than 132 days and half in a shorter period).

Time from registration to adoption in the first reading and in its entirety

Session	Average number of days	Median number of days
Sessions 1–2	26	21,5
Session 3	60	32
Session 4	75	69
Session 5	81	65

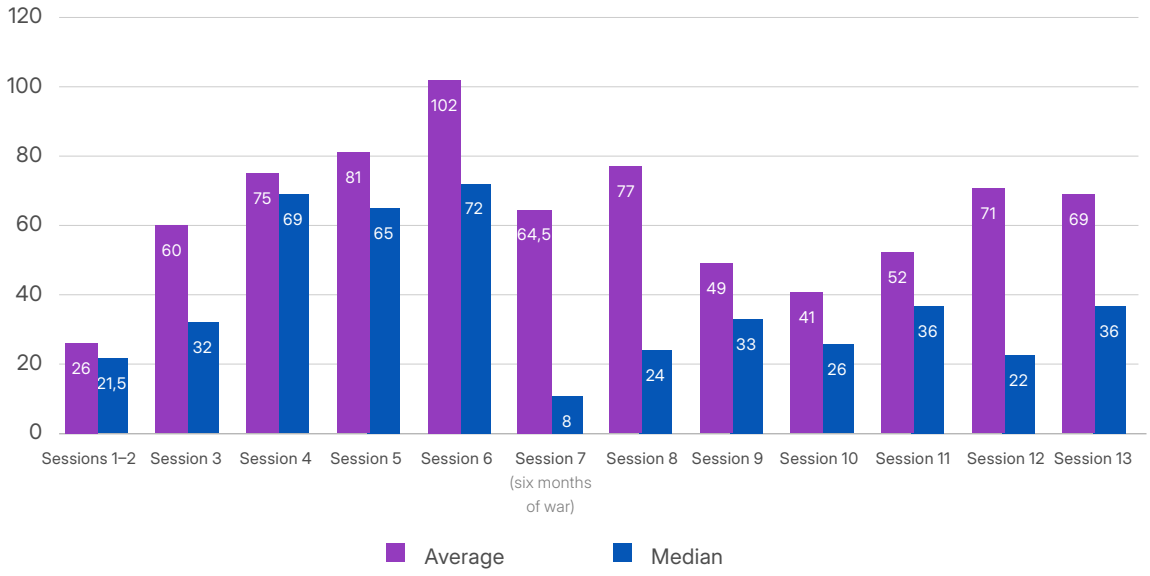
[14] It should be noted that a large number of opinions (more than five) were provided only on draft laws submitted by the Government and deputies from the Holos and Servant of the People factions. For the President and other factions and groups, the number of draft laws on which opinions were provided is less than five. They are highlighted in grey in the table. For these categories, this figure can be explained by a coincidence of circumstances.

Session 6	102	72
Session 7 (six months of war)	64,5	8
Session 8	77	24
Session 9	49	33
Session 10	41	26
Session 11	52	36
Session 12	71	22
Session 13	69	36

For 60% of draft laws, the time required for adoption in the first reading and in entirety increased. As a result, the median time grew compared to the 12th session. All (except for one) draft laws adopted in the first reading and in entirety were registered after May 2024. The exception is one draft law registered in October 2023. This trend is generally in line with the standard logic of using the first reading as a fast track for adopting the most urgent draft laws.

The experimental indicator of the 'growth rate' decreased by about five days, which means that the growth rate of the time required to adopt a draft law in the first reading and in entirety has slowed down. Recall that the growth rate is calculated as the average difference in deciles between the number of days from registration to adoption in the 12th and 11th sessions and the difference in deciles between the number of days from registration to adoption in the 13th and 12th sessions.

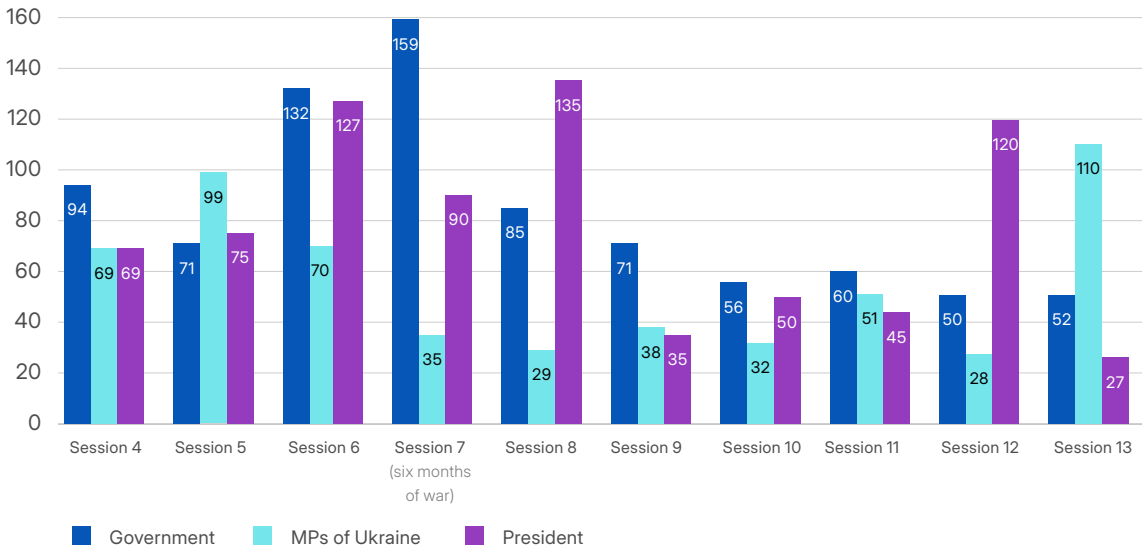
Comparison of sessions by the number of days spent on adopting draft laws in the first reading



Average days from registration to adoption of a draft law in the first reading by session and entity

Submitting entity	Average number of days	Median number of days
Cabinet of Ministers of Ukraine	52	38
MPs of Ukraine	110 (127 for Servant of the People faction)	51 (62 for Servant of the People faction)
President of Ukraine	27	15

Average number of days from registration to the adoption of a draft law in the first reading by session and entity



In the first reading and in entirety, 11 governmental draft laws, 18 MPs' draft laws and 13 presidential draft laws were adopted. Almost all governmental draft laws (except one) were ratifications only (as was the case in the 9th and 10th sessions). At the same time, all (except one) presidential draft laws adopted in the first reading and in entirety were approvals of decrees and ratifications.

The time for the passage of governmental draft laws from registration to adoption in the first reading and in entirety increased by only two days. The average passage time of MPs' draft laws is the highest for the period of the 4th–13th sessions of the 9th convocation and amounted to 110 days, which is almost four times higher than in the 12th session. Interestingly, for MPs' draft laws, both the average and the median time increased. This means that some MPs' draft laws took much longer to pass from registration to adoption in the first reading and in their entirety, particularly due to the consideration of a number of older draft laws.

For presidential draft laws, the average passage time decreased fourfold, although the median time decreased only slightly. This means that half of the presidential draft laws passed from registration to adoption in the first reading and in their entirety faster. Overall, the average passage time for presidential initiatives is the lowest for the 4th–13th sessions of the 9th convocation. However, all these initiatives are decrees and ratifications.

The five longest draft laws in terms of the number of days from registration to adoption in the first reading and in entirety, as well as the five fastest draft laws, are presented in Annexe 3.

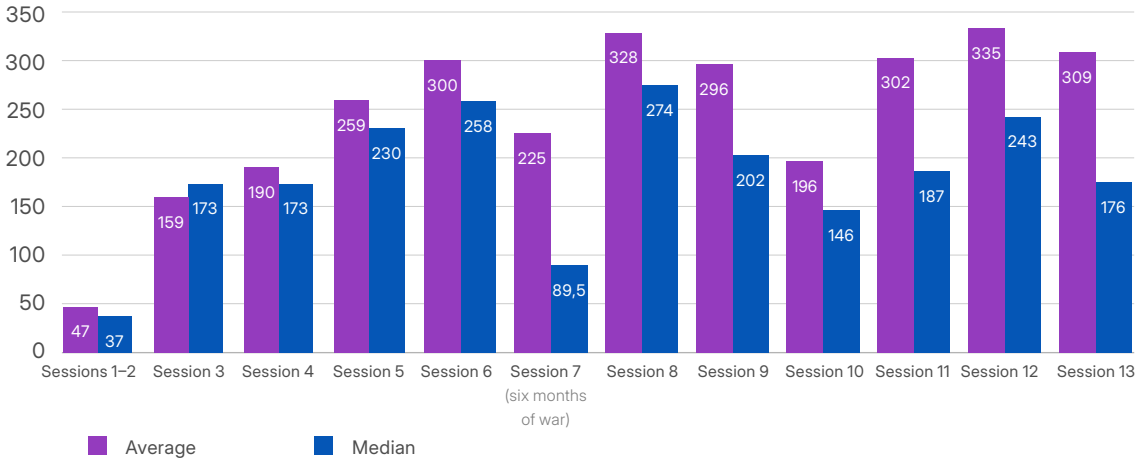
Time from registration to adoption in the second reading and in its entirety

Session	Average number of days	Median number of days
Sessions 1–2	47	37
Session 3	159	173
Session 4	190	173
Session 5	259	230
Session 6	300	258
Session 7 (six months of war)	225	89,5
Session 8	328	274
Session 9	296	202
Session 10	196	146
Session 11	302	187
Session 12	335	243
Session 13	309	176

During the 13th session, Parliament shortened the passage time of draft laws from registration to adoption in the second reading and in entirety. On average, the time decreased by 26 days compared to the 12th session, but increased by seven days compared to the 11th session. The median value decreased by 67 days and returned to the level of the 11th session. For 60% of draft laws, the time required for adoption in the second reading and in entirety decreased. Only two out of 77 (3%) draft laws adopted in the second reading and in entirety were registered before 24 February 2022. This indicates that during the 13th session, Parliament adopted almost exclusively laws corresponding to the martial law agenda. These indicators demonstrate that over three years and seven sessions of martial law, the Verkhovna Rada has, in effect, formed a new agenda with a new body of draft laws.

The growth rate of the time from registration to adoption in the second reading and in entirety decreased. This is the second session in a row with a decline in the growth rate. The adoption time of draft laws in the 13th session increased, but the pace of this increase fell significantly compared to previous periods.

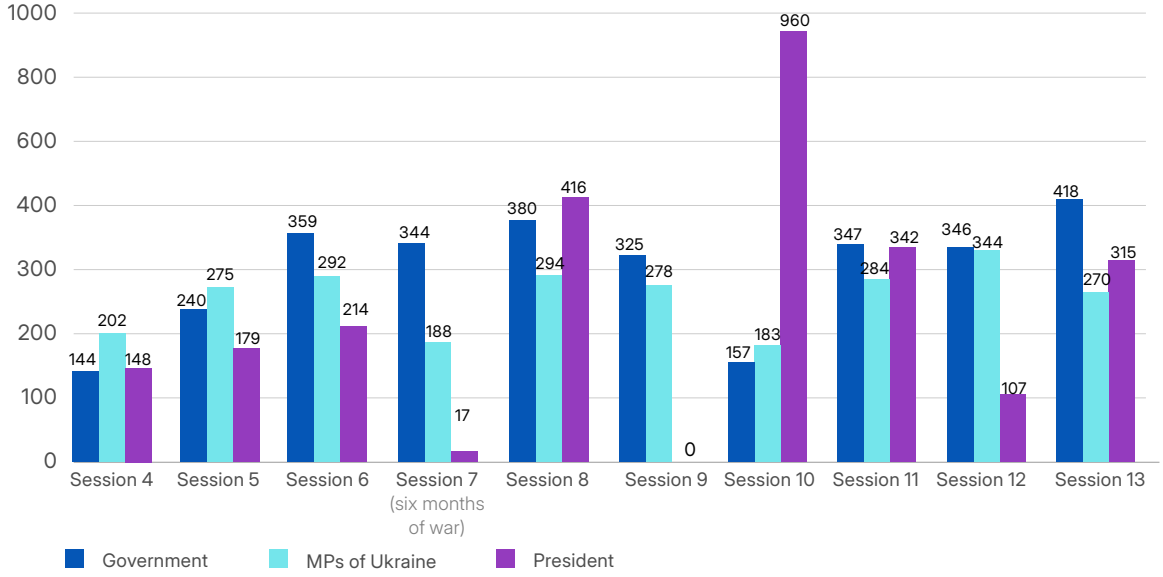
Comparison of sessions by the numbert of days spent on adopting draft laws in the second reading



Days from registration to adoption of a draft law in the second reading by the entity

Submitting entity	Average number of days	Median number of days
Cabinet of Ministers of Ukraine	418	361
MPs of Ukraine	270 (301 for Servant of the People faction)	160 (161 for Servant of the People faction)
President of Ukraine[15]	315	315

Average number of days from the first reading to the adoption of a draft law in the second reading by session and entity



[15] The Verkhovna Rada of Ukraine adopted only one presidential draft law in the second reading and in entirety during the 13th session. Therefore, this initiator is highlighted in grey in the table.

Governmental draft laws increased their average passage time from registration to adoption in the second reading and in entirety compared to the 12th session, and continue to take the longest among all entities of legislative initiative. The average passage time of governmental draft laws is the highest for the period of the 4th–13th sessions and amounted to 418 days. At the same time, MPs' draft laws were adopted on average 74 days faster compared to the 12th session and reached the level of the 8th, 9th and 11th sessions.

The average time taken for parliamentary draft laws to pass is the highest for the period of the 4th to 13th sessions of the 9th convocation and amounts to 110 days, which is almost four times higher than the figures for the 12th session.

The only presidential draft law adopted in the second reading and in its entirety concerned the regulation of multiple citizenship. It took 315 days from registration to adoption. However, this cannot be taken as an indicator of the President's influence as an entity of legislative initiative on the lawmaking process, as only one such draft law was adopted.

The five longest draft laws in terms of the number of days from registration to adoption in the second reading and in entirety, as well as the five fastest draft laws, are presented in Annexe 4.

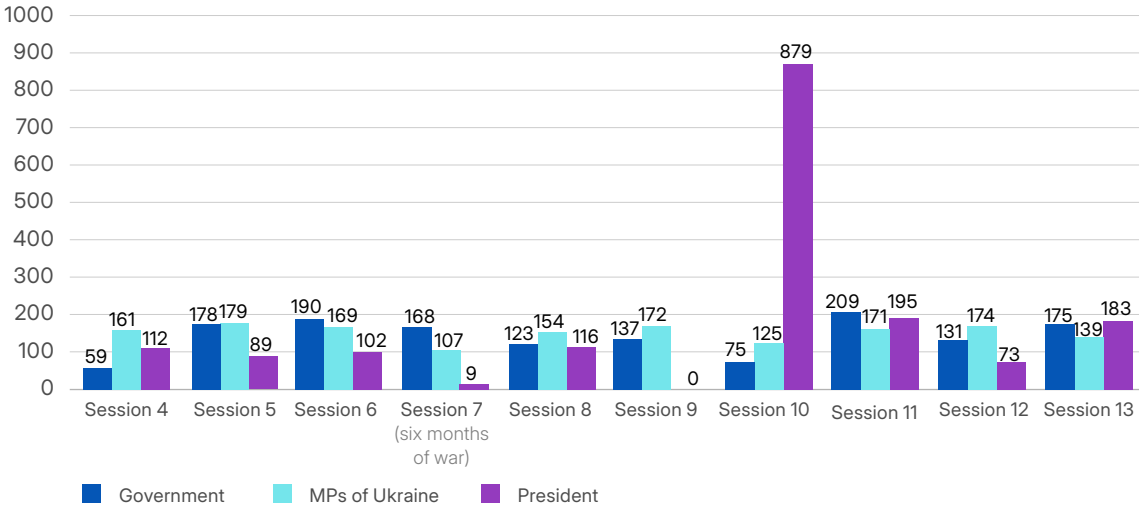
Time between the first reading of a draft law and its adoption in the second reading and in its entirety

Session	Average number of days	Median number of days
Session 4	93	75,5
Session 5	130	91
Session 6	168	148
Session 7 (six months of war)	121	38
Session 8	141	57
Session 9	159	97
Session 10	133	90
Session 11	181	75
Session 12	156	92
Session 13	149	84

Days from the first reading to the adoption of a draft law in the second reading by the entity

Initiating entity	Average number of days	Median number of days
Cabinet of Ministers of Ukraine	175	97
MPs of Ukraine	139 (165 for Servant of the People faction)	74 (99 for Servant of the People faction)
President of Ukraine[16]	183	183

Average number of days from the first reading to the adoption of a draft law in the second reading by session and entity



The passage of draft laws from adoption in the first reading to adoption in the second reading and in entirety during the 13th session returned to the trends of the 6th, 7th and 11th sessions in terms of the ratio of the passage time of MPs' and governmental draft laws. MPs' draft laws now demonstrate faster passage than governmental legislative initiatives. Compared to the 12th session, the relevant passage time for governmental draft laws increased by 44 days (almost by one-third), while for MPs' draft laws, the situation was the opposite — their passage time decreased by 35 days compared to the 12th session.

The time between the first and second readings increased for 40% of the fastest draft laws, while for the other 40% (with average and longer passage times) it decreased.

The five longest draft laws in terms of the number of days from adoption in the first reading to adoption in the second reading and in entirety, as well as the five fastest draft laws, are presented in Annexe 5.

[16] The Verkhovna Rada of Ukraine adopted only one presidential draft law in the second reading and in entirety during the 13th session. Therefore, this initiator is highlighted in grey in the table.

Plenary time

Summary

- During the 13th session, 54 hours were spent in the session hall on the consideration of draft laws, which is closer to the figures of the 7th and 9th sessions than to the 11th session.
- 15% of plenary time in the 13th session was spent on the consideration of draft laws initiated by non-governmental representatives. This is the highest share of plenary time in the entire 9th convocation.
- The plenary time spent on draft laws adopted in the first reading and in entirety is among the highest for the 9th convocation and the highest for the period of martial law.
- Draft laws for which both readings took place in the 13th session were considered for an average of 29 minutes. In terms of the median (21 minutes), the 13th session returned to the figures of the period before the full-scale invasion.

For the calculation of plenary time indicators, only the time spent on the consideration of draft laws was used. Time for registration, announcements of inquiries, the 'Government Question Hour', resolutions, etc., was not considered.

Plenary Time by the Initiator

During the 13th session, MPs spent almost 54 hours of plenary time on the consideration of draft laws. This is significantly less than in the previous two sessions. The 11th and 12th sessions recorded the highest results of plenary time spent, but after reaching the maximum for the Verkhovna Rada during the full-scale invasion (11th session — 76 hours), this figure began to decline gradually. It can be assumed that the trend of increasing plenary time, which began in the 9th session, has come to an end.

During the 13th session, 85% of plenary time was devoted to the consideration of draft laws of the authorities — the Servant of the People faction, the Government and the President. This is quite an unusual situation for the last five sessions, as this figure usually exceeds 90%. This can be linked to the increase in the number of opposition draft laws adopted in this session.

Plenary time for laws adopted in the first reading and in entirety (seconds, minutes)

Session	Average	Median
4	509 seconds (8,5 min)	182 s (3 min)
5	391 s (6,5 min)	118 s (2 min)
6	701 s (12 min)	901 s (15 min)
7	151 s (2,5 min)	42 s (0,7 min)
8	260 s (4 min)	86 s (1,5 min)
9	302 s (5 min)	134 s (2 min)
10	418 s (7 min)	185 s (3 min)
11	612 s (10 min)	668 s (11 min)
12	536 s (9 min)	568 s (9,5 min)
13	673 s (11,2 min)	770 s (12,8 min)

The 13th session of the Verkhovna Rada demonstrates a further increase in the average and median time spent on the consideration of draft laws compared to previous sessions. The average and median consideration times are among the highest for the 9th convocation and are the highest for the period of the full-scale invasion. This indicates the continuation of the trend towards longer consideration of draft laws, approaching the pre-war format of the Parliament's work. For all draft laws adopted in the first reading and in entirety, the plenary time spent increased. Although the average time is slightly lower than the peak of the 6th session (701 seconds), these data demonstrate a return to the pre-war format of considering draft laws.

Plenary time for laws adopted in the second reading and in entirety (the first reading of which took place before the 13th session)

Session	Average	Median
4	1,003 s (17 min)	258 s (4 min)
5	3,527 s (59 min)	139 s (2 min)
6	1,439 s (24 min)	408 s (7 min)
7	449 s (7 min)	141 s (2 min)
8	440 s (7 min)	79 s (1 min)

9	872 s (14.5 min)	193 s (3 min)
10	1,226 s (20 min)	477 s (8 min)
11	834 s (14 min)	471 s (8 min)
12	866 s (14 min)	434 s (7 min)
13	872 s (14,5 min)	496 s (8 min)

Draft laws considered only in the second reading during the 13th session were reviewed in the session hall at roughly the same pace as in the previous two sessions. It can be said that the speed of consideration of draft laws in the second reading has reached a plateau characteristic of the Verkhovna Rada during the period of the full-scale invasion. As in the previous three sessions, more than half of the draft laws are discussed longer than before the beginning of the invasion. For 50% of draft laws adopted in the second reading and in entirety (the first reading of which took place before the 12th session), plenary time increased.

Plenary time for laws, both of whose readings took place during the 13th session

Session	Average	Median
4	2,000 s (33 min)	1,423 s (24 min)
5	2,178 s (36 min)	1,178 s (20 min)
6	4,851 s (81 min)	1,556 s (26 min)
7	798 s (13 min)	367 s (6 min)
8	910 s (15 min)	285 s (5 min)
9	920 s (15 min)	547 s (9 min)
10	4,830 s (80 min)	830 s (14 min)
11	1,714 s (29 min)	881 s (15 min)
12	4,593 s (77 min)	1,705 s (28 min)
13	1,723 s (29 min)	1,257 s (21 min)

Draft laws, both of whose readings took place during the 13th session, were considered at the level of the 11th session. The average consideration time of draft laws was about 29 minutes, and the median was 21 minutes. This indicates a slight reduction in time compared to the 12th session, although it still remains among the highest indicators since the beginning of the full-scale invasion. For half of the draft laws, the duration of discussion in the session hall decreased by about seven minutes compared to the previous session. Thus, in terms of the format of consideration of draft

laws in the session hall, the 13th session continues to move towards the pre-invasion period. For 90% of draft laws, the plenary time for both readings decreased compared to the 12th session.

The five longest draft laws in terms of the time of consideration in the plenary session hall are presented in Annexe 6.

Committees

Summary

- The most heavily loaded committees are the Committee on Legal Policy (64 opinions provided), the Committee on Social Policy (52 opinions), the Committee on National Security (50 opinions) and the Committee on Law Enforcement (49 opinions).
- The Committee on Social Policy, the Committee on Legal Policy, the Committee on National Security and the Committee on Law Enforcement each had more than two draft laws allocated and opinions provided per MP. In five committees, the workload (number of opinions provided) did not exceed 0.5 per MP.

  During the 13th session, the committees of the Verkhovna Rada continued to carry out their work under conditions of a significant increase in the number of registered draft laws compared to the 12th session. The total number of opinions provided increased by 186 (from 292 in the 12th session) to 478 opinions, although this is five fewer than the committees provided during the corresponding 11th session. The greatest workload in terms of the number of opinions provided fell on the Committees on Legal Policy, Social Policy, National Security and Law Enforcement. The uneven distribution of workload between committees — in some cases differing by a factor of 26 — raises the question of redistributing responsibilities.

Information on the deadlines for committees' opinions is available in the section on the speed of passage of draft laws.

Opinions on rejection (a total of 69 opinions)

Submitting entity	Number of opinions on rejection of draft laws (share of total opinions on rejection)
MPs of Ukraine	60 (87%)
Government	9 (13%)
President	0

Number of opinions on the rejection of MP's draft laws by factions and groups

Factional affiliation of initiators of draft laws	Number of opinions on rejection of draft laws (share of MPs' opinions on rejection)
Servant of the People faction	23 (38%)
Fatherland faction	8 (13%)
Non-factional	7 (12%)
Restoration of Ukraine group	7 (12%)
European Solidarity faction	4 (7%)
For the Future	4 (7%)
Holos faction	3 (5%)
Dovira group	3 (5%)
Opposition Platform — For Life faction	1 (2%)

During the 13th session, 69 opinions of the main committees on the rejection of draft laws were prepared. Opinions on rejection may indicate both the political loyalty of committees and the level (at least minimal) of quality of draft law preparation. At the same time, as in the 12th session, almost half of the rejected draft laws were alternative ones. Presidential draft laws appear to meet both criteria, as they did not receive any opinions on rejection (though it should be remembered that presidential draft laws were few in number and often related to ratifications and decrees). Governmental draft laws also appear largely unproblematic: only nine of them received opinions on rejection, although it should be noted that this is three times more than in the 11th session, which can be explained by the greater number of governmental draft laws registered compared to the 11th session. The bulk of opinions on rejection were received by draft laws of MPs from the Servant of the People faction, which is logical given the number of MPs in the faction and their legislative activity.

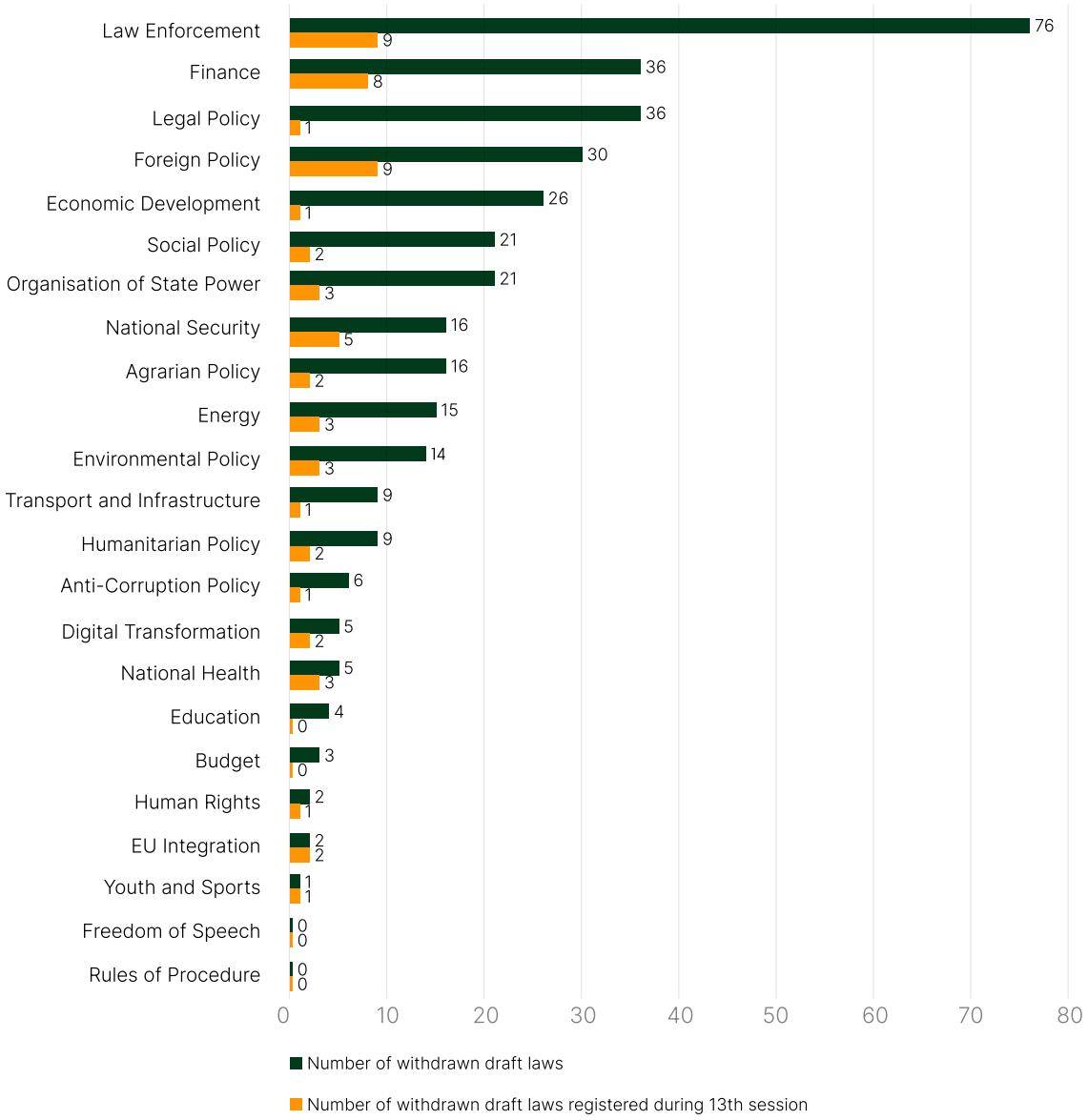
Withdrawn Draft Laws

During the 13th session and for the first time since the beginning of the full-scale invasion, the Verkhovna Rada dismissed the Cabinet of Ministers. The new Prime Minister became Yuliia Svyrydenko, who had previously held the position of First Deputy Prime Minister — Minister of Economy of Ukraine.

The dismissal of the Government undoubtedly affected the lawmaking activity of Parliament. According to the Rules of Procedure of the Verkhovna Rada, a draft law submitted by the Cabinet of Ministers is considered withdrawn if, before its adoption in the first reading as a basis, the powers of the Cabinet of Ministers are terminated. Due to the dismissal of the Government, 353 such draft laws were withdrawn, 59 of which (17%) had been registered during the 13th session.

This means that all subsequent governmental draft laws to be considered in the first reading as a basis will be those registered [by the Svyrydenko Government rather than the Shmyhal Government], starting from the 13th session and onwards.

Number of withdrawn draft laws



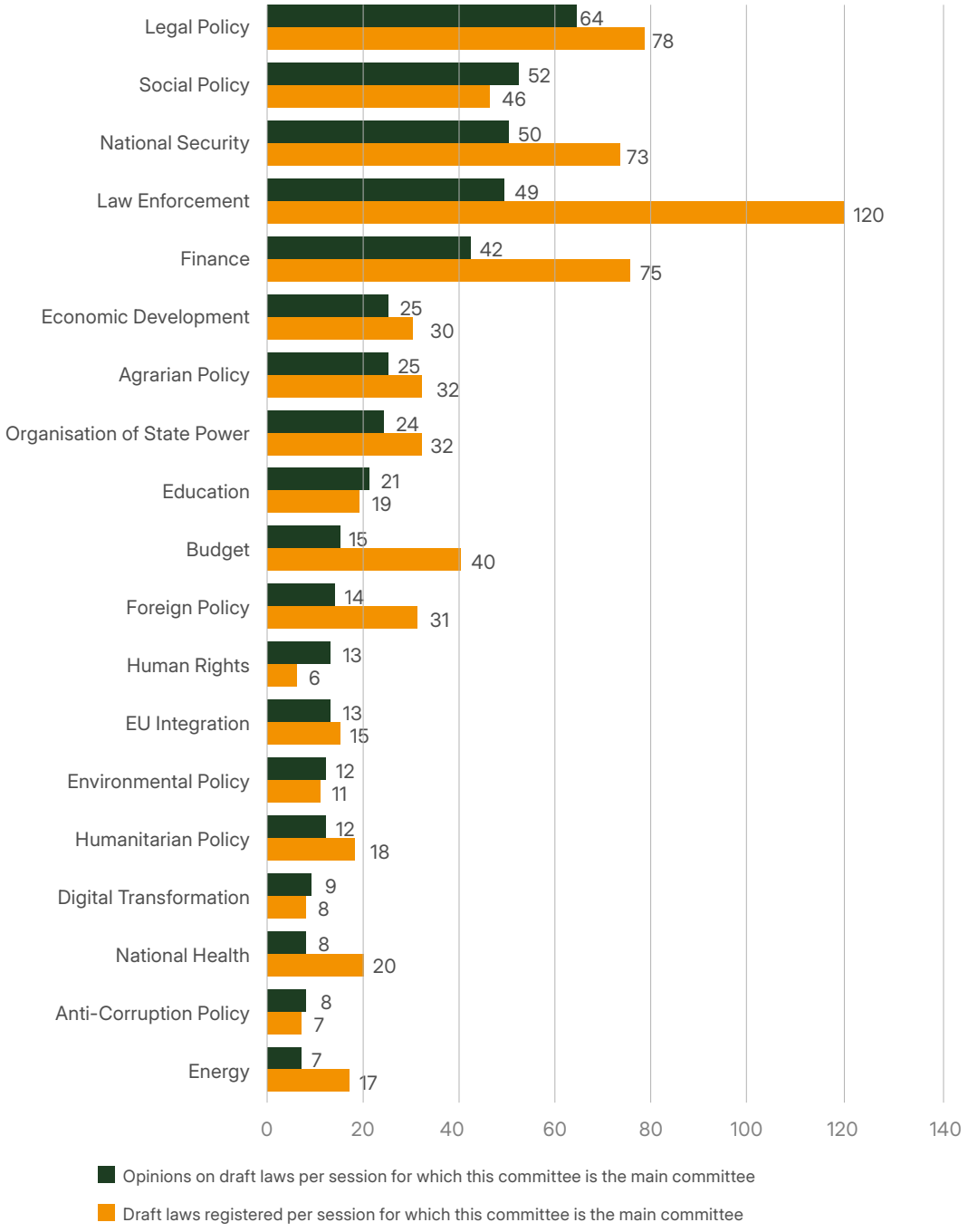
The committees most affected by the withdrawal of governmental draft laws were the Committee on Transport and Infrastructure (76 withdrawn draft laws), the Committee on Finance and the Committee on Legal Policy (36 withdrawn draft laws each). The Committee on Freedom of Speech and the Committee on Rules of Procedure had no registered governmental draft laws at all, and therefore no withdrawn ones.

Committees' Workload

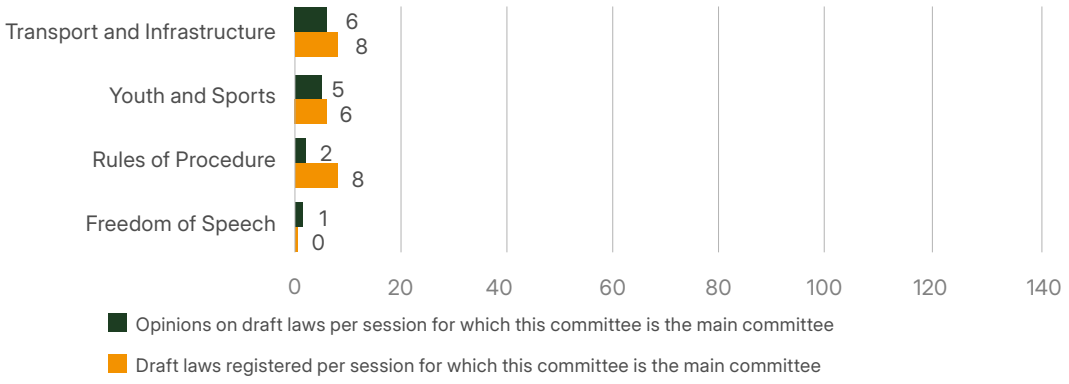
When reviewing the workload of committees, it should be borne in mind that this monitoring **calculates workload primarily on the basis of the number of opinions of the main committees**. This method is used due to the availability of data (open data format). Specifically, information on

the opinions of the main committees is constantly available on the website of the Verkhovna Rada, is regularly updated and covers all opinions of the main committees. However, committees, of course, **perform many other functions and tasks in addition to providing opinions of the main committees**. Three committees[17] are required to provide mandatory opinions on all draft laws; committees may also be tasked with preparing opinions as auxiliary committees; committees consider and make decisions in the framework of the oversight function; they review letters and appeals and hold conferences and round tables. These limitations should be considered when reviewing the information below, which is based on the opinions of the main committees.

Workload of the main committees



[17] The Budget Committee, the Committee on Anti-Corruption Policy and the Committee on European Integration.



The chart presented shows two indicators. First, it demonstrates the number of opinions provided by the main committees. The second indicator is the number of draft laws allocated to each committee as the main committee, according to the subject matter of the committees. Together, they show the distribution of lawmaking work regarding the preliminary processing of draft laws.

The greatest workload in terms of the number of opinions provided (64 opinions) fell on the Committee on Legal Policy. Four other committees also had a comparatively high workload: the Committee on Social Policy (52 opinions), the Committee on National Security (50 opinions), the Committee on Law Enforcement (49 opinions) and the Committee on Finance. This is a relatively standard distribution for the last seven sessions of martial law (7th, 8th, 9th, 10th, 11th, 12th and 13th sessions).

The total number of opinions provided increased by 186 (from 292 in the 12th session) to 478 opinions, although this is five fewer than the number provided in the corresponding 11th session. This reflects the increase in the number of draft laws registered in the 13th session (and consequently, in the opinions on them).

The committees that reduced the number of opinions provided the most (compared to the corresponding 11th session) during the 13th session were: the Committee on Finance (-20 opinions), the Committee on Foreign Policy (-13 opinions) and the Committee on Public Health (-10 opinions).

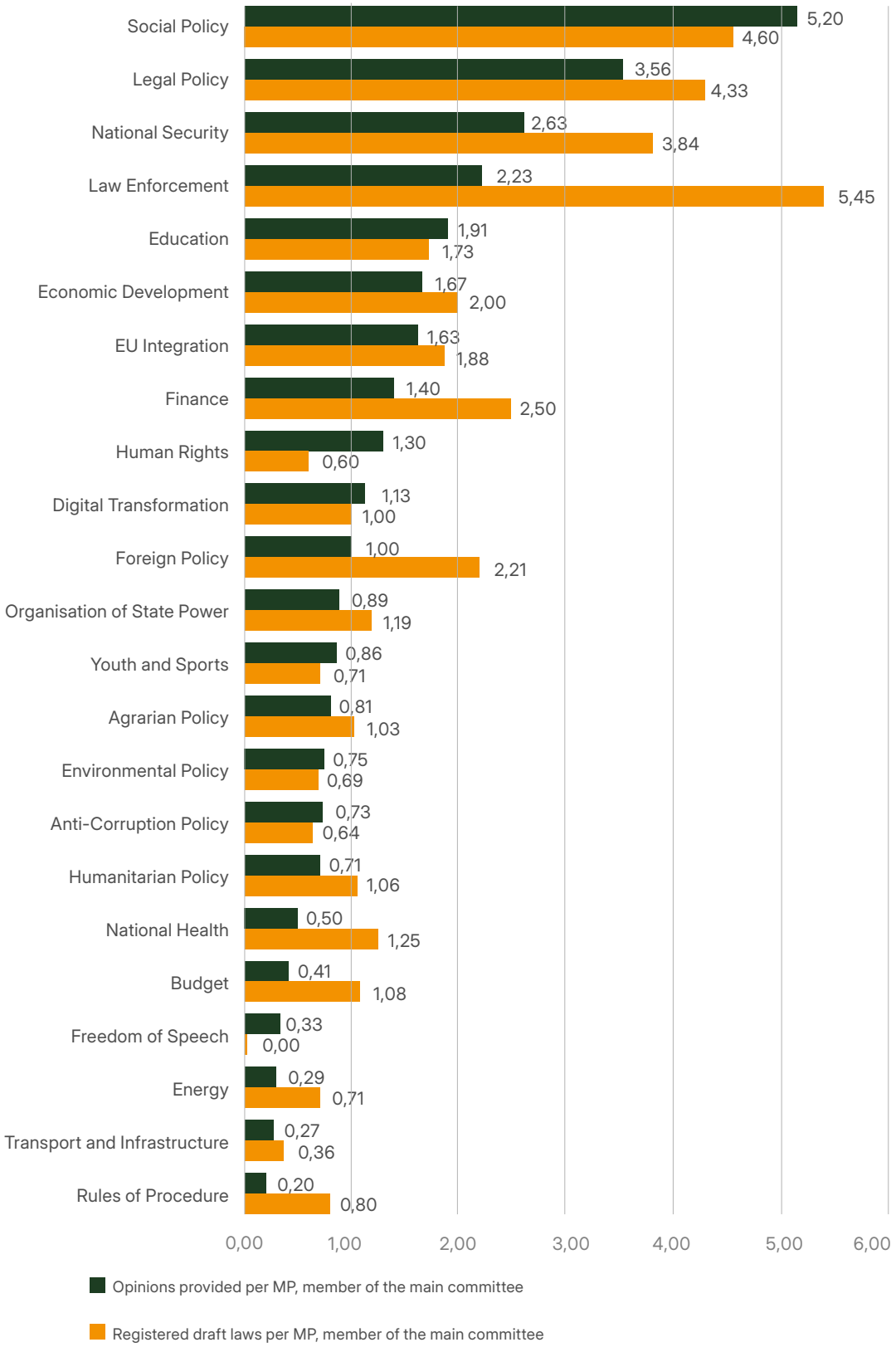
At the same time, in some committees, the number of opinions provided increased compared to the 11th session. The largest increases (compared to the 11th session) were recorded in the Committee on Legal Policy (+27 opinions) and the Committee on Social Policy (+17 opinions).

The number of draft laws allocated to committees, compared to the 11th session, varied from -8 to +25 allocated draft laws.

The potential workload (number of allocated draft laws) for committees decreased the most (compared to the 11th session) in the Committee on Economic Development (-8 allocated draft laws), the Committee on Humanitarian Policy (-6) and the Committee on Environmental Policy and the Committee on Integration into the EU (-5 each).

The potential workload of committees increased for three committees: the Committee on Law Enforcement (+25 allocated draft laws), the Budget Committee and the Committee on State Organisation (+21 each).

Workload per MP of the main committees



Another dimension of committee workload is shown in the chart above, which indicates how many opinions or registered draft laws fall on one MP-member of a committee[18]. Heavy workload (where both the number of allocated draft laws and the number of opinions provided exceed two per MP) was recorded in four committees: the Committee on Social Policy (4.6 draft laws and 5.2 opinions per MP), the Committee on Legal Policy (4.33 draft laws and 3.56 opinions per MP), the Committee on National Security (3.84 draft laws and 2.63 opinions per MP) and the Committee on Law Enforcement (5.45 draft laws and 2.23 opinions per MP). Another three committees had a workload of more than 1.5 opinions per MP: the Committee on Education, the Committee on Economic Development and the Committee on European Integration.

In five committees, the number of opinions provided per MP did not reach 0.5 (in the 11th session, this indicator was below 0.5 in three committees). The smallest number of opinions provided per MP was recorded in the Committee on Rules of Procedure (0.20 opinions per MP), the Committee on Transport and Infrastructure (0.27 opinions per MP) and the Committee on Energy (0.29 opinions per MP).

When comparing the 13th session with the corresponding 11th session, a significant difference in workload can be seen, as the difference in the number of opinions provided per MP ranged from -0.93 to +2.02. The number of allocated draft laws fluctuated slightly less, within a range from -0.67 to +1.6.

The real workload (i.e. the number of opinions provided per MP) decreased the most in the Committee on Foreign Policy (-0.93 opinions per MP) and the Committee on European Integration (-0.63 opinions per MP). The greatest increase in real workload was recorded in the Committee on Social Policy (+2.02 opinions per MP).

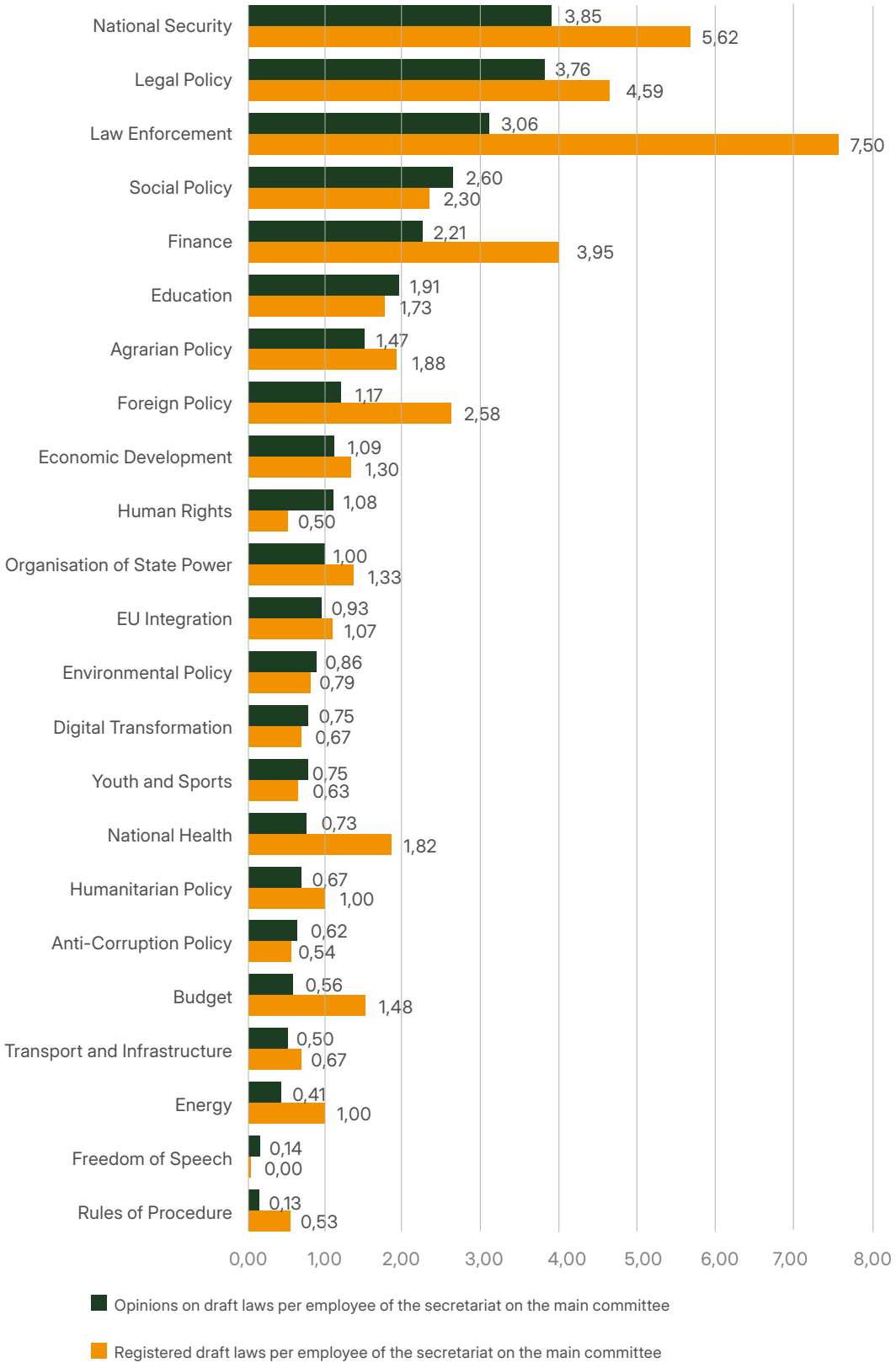
The potential workload decreased the most (compared to the 11th session) in the Committee on Freedom of Speech (-0.67 allocated draft laws per MP). By contrast, the potential workload increased the most in the Committee on Social Policy (+1.60 allocated draft laws per MP) and the Committee on Education (+1.45 allocated draft laws per MP).

The trends in the real and potential workload per committee member generally correspond to the data on the workload of committees as a whole.

When comparing the least and most heavily loaded committees, their **workload differs by a factor of 26**. This situation, which arose during the 13th session, as well as certain trends in committee workload that persist from session to session, highlight the issue of either redistributing MPs or redistributing areas of competence between committees.

[18] Number of MPs at the end of the 12th session; during the 12th session the number of MPs in committees changed.

Workload per employee of the secretariat on the main committee



Heavy workloads (where the number of opinions provided exceeds three per secretariat staff member[19]) were recorded in the Committee on National Security (3.85 opinions per staff member), the Committee on Legal Policy (3.76 opinions per staff member) and the Committee on Law Enforcement (3.06 opinions per staff member). In the 11th session, there were four such committees. For half of the committees, the real workload (number of opinions provided) corresponds to the absolute workload per secretariat staff member.

In three committees, the number of opinions provided did not reach 0.5 per secretariat staff member. These were the Committee on Rules of Procedure (0.13 opinions per staff member), the Committee on Freedom of Speech (0.14) and the Committee on Energy (0.41).

The largest decrease in real workload (number of opinions provided per secretariat staff member) during the 13th session compared to the 11th session was recorded in the Committee on Foreign Policy (-2.21 opinions per staff member) and the Committee on Law Enforcement (-2.12 opinions per staff member). The largest increase in real workload was recorded in the Committee on Legal Policy (+1.71 opinions per secretariat staff member).

When comparing the potential workload (number of draft laws allocated per secretariat staff member) during the 13th session with the 11th session, the largest decreases were recorded in the Committee on Environmental Policy (-1.5 allocated draft laws per staff member) and the Committee on Economic Policy (-1.23 allocated draft laws per staff member). The largest increases in potential workload were recorded in the Committee on Education (+1.39 allocated draft laws per secretariat staff member) and the Committee on Public Health (+0.93 allocated draft laws per staff member).

When reviewing the quantitative indicators of committees' work, it is important to remember the mandatory opinions of auxiliary committees. The Committee on Ukraine's Integration into the EU, the Budget Committee and the Committee on Anti-Corruption Policy have a comparatively low workload as main committees, but they are required to provide their mandatory opinions on all other draft laws, which demands significant resources.

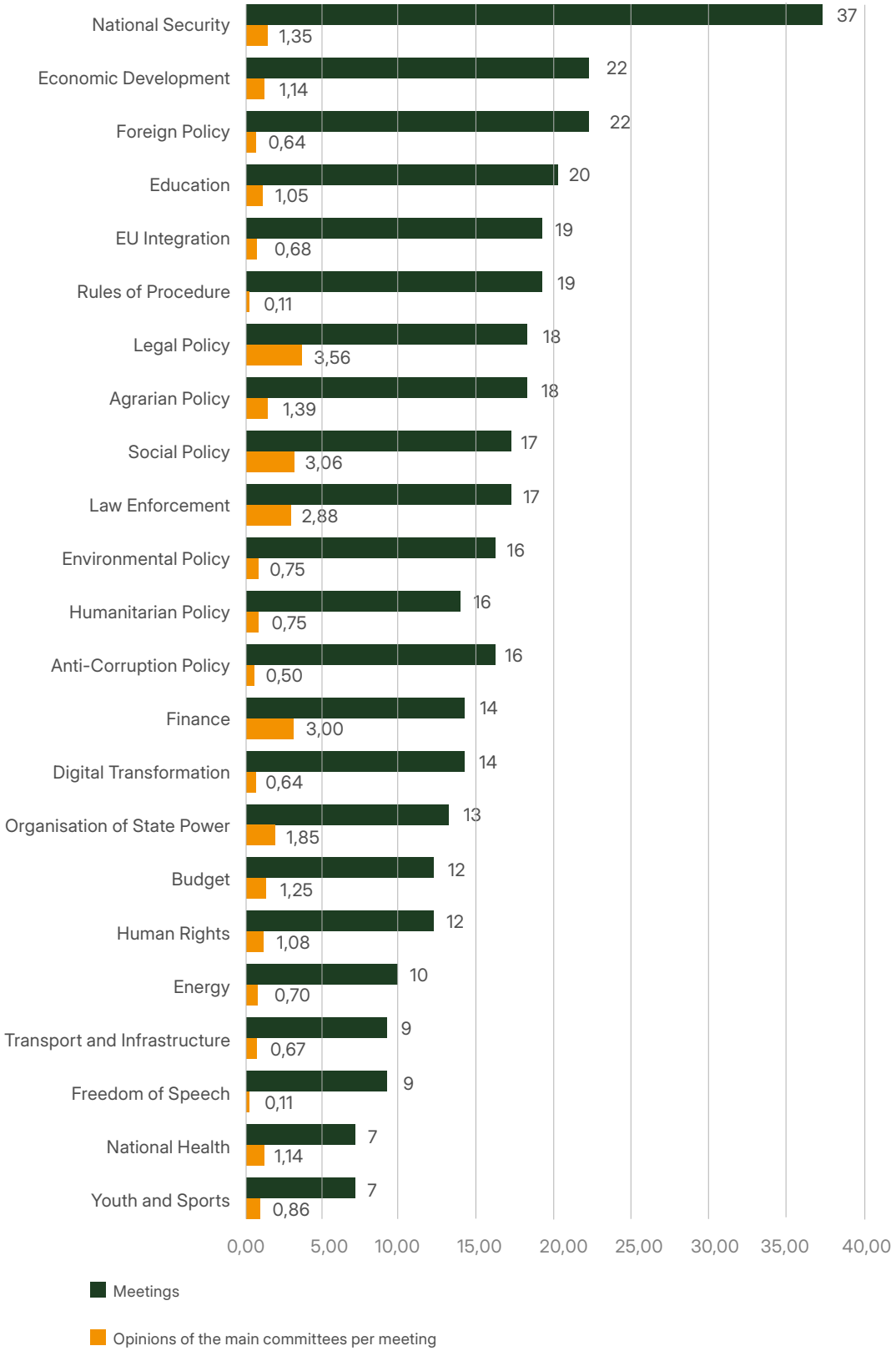
For a better understanding of the specific features of the work of VRU committees, the chart below shows the number of committee meetings and how many main committee opinions were provided on average per meeting.

Only one committee held more than 30 meetings during the 13th session — the Committee on National Security (this committee was also the leader in the number of meetings during the 11th session). More than half of the committees held 15 or more meetings. Fewer than 10 meetings were held by only four committees during the 13th session.

The leader in the number of opinions per meeting was the Committee on Legal Policy (3.56 opinions per meeting). Similar figures were recorded by the Committee on Social Policy (3.06 opinions per meeting), the Committee on Finance (three opinions per meeting) and the Committee on Law Enforcement (2.88 opinions per meeting). In total, only these four committees adopted more than two opinions per meeting. Eleven committees (48% of all committees) adopted fewer than one opinion per meeting. For the 12th session, this figure was 15 committees, and for the 11th session, it was 10 committees.

[19] The calculation of the number of committee secretariat staff was based on data as of early September 2025.

Committee meetings and opinions of the main committees per meeting



The workload of parliamentary committees can also be viewed through the prism of other functions and documents prepared by these committees.

In the table below, the preliminary opinions on draft laws submitted to the main committee make it possible to see the workload of the three mandatory committees: the Committee on Anti-Corruption Policy, the Budget Committee and the Committee on Ukraine's Integration into the European Union. These committees are required to provide their opinions[20] on all draft laws. This function may sometimes demand more resources than providing opinions as main committees.

According to the data, oversight of the implementation of laws and resolutions was carried out most actively by the Committee on Education, Science and Innovation (27 oversight matters), the Committee on Humanitarian Policy (26 oversight matters) and the Committee on Transport and Infrastructure (25 oversight matters). Taken together with the data on workload from draft law work, these figures show that committees with comparatively less involvement in lawmaking compensate by being more active in exercising their oversight function. Some committees can even be called oversight committees, or at least committees with a priority oversight function. For instance, the Committee on Freedom of Speech provided only one opinion as a main committee, but it is among the most active committees in exercising oversight. There are also situations where committees provide more preliminary opinions to main committees than thsey prepare opinions as a main committee for draft laws allocated to them, due to the small number of such laws. For example, the Education Committee, as a main committee, prepared 21 opinions but provided almost twice as many preliminary opinions to other committees (39 preliminary opinions). In the Committee on Digital Transformation, the difference between the opinions provided as a main committee and preliminary opinions to other main committees was almost sixfold (nine main committee opinions versus 60 preliminary opinions).

Activities of the committees of the Verkhovna Rada during the 13th session

Committee	Committee meetings held		Issues considered at committee meetings		Preliminary opinions provided on draft laws to the main committee
	Total	Incl. off-site	Total	Incl. on oversight of laws and resolutions	
Committee on Agrarian and Land Policy	18	0	55	3	2
Committee on Anti-Corruption Policy	16	0	195	0	111
Budget Committee	12	0	569	9	426

[20] This refers to opinions on compliance with the requirements of anti-corruption legislation, budget legislation and obligations in the field of European integration.

Committee	Committee meetings held		Issues considered at committee meetings		Preliminary opinions provided on draft laws to the main committee
	Total	Incl. off-site	Total	Incl. on oversight of laws and resolutions	
Committee on Humanitarian and Information Policy	16	5	85	26	4
Committee on Environmental Policy and Nature Management	16	1	54	13	27
Committee on Economic Development	22	1	64	7	4
Committee on Energy and Utilities	10	0	50	7	11
Committee on National Health, Healthcare and Insurance	7	0	24	7	3
Committee on Foreign Policy and Interparliamentary Cooperation	22	0	58	1	0
Committee on Ukraine's Integration into the European Union	19	1	390	17	350
Committee on Youth and Sports	7	1	43	4	13
Committee on National Security, Defence and Intelligence	37	0	134	22	4

Committee	Committee meetings held		Issues considered at committee meetings		Preliminary opinions provided on draft laws to the main committee
	Total	Incl. off-site	Total	Incl. on oversight of laws and resolutions	
Committee on the Organisation of State Power, Local Self-Government, Regional Development and Urban Planning	13	0	52	0	7
Committee on Education, Science and Innovation	20	0	117	27	39
Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories of Ukraine, National Minorities and Interethnic Relations	12	0	44	3	19
Committee on Legal Policy	18	1	82	0	0
Committee on Law Enforcement	17	0	63	7	0
Committee on Rules of Procedure, Parliamentary Ethics and Support to the Work of the Verkhovna Rada of Ukraine	19	0	96	6	17

Committee	Committee meetings held		Issues considered at committee meetings		Preliminary opinions provided on draft laws to the main committee
	Total	Incl. off-site	Total	Incl. on oversight of laws and resolutions	
Committee on Freedom of Speech	9	0	67	24	22
Committee on Social Policy and Protection of Veterans' Rights	17	0	91	9	7
Committee on Transport and Infrastructure	9	0	55	25	5
Committee on Finance, Taxation and Customs Policy	14	0	51	4	0
Committee on Digital Transformation	14	0	78	10	60
Total:	364	9	2,517	231	1,131

Violations of the Rules of Procedure

Summary

- During the 13th session, the share of violations of the Rules of Procedure in the adoption of laws remained high: approximately 61% of laws were adopted with violations.
- The share of violations in the second reading of draft laws increased compared to the 11th and 12th sessions.
- The overall share of violations of the constitutional timeframe (15 days) for signing laws by the President during the 13th session reached a record 47% for the 9th convocation. The deadline for signing (or submitting proposals) was violated for 51 laws, and another five laws were neither signed, nor vetoed.

  The scale of violations of the legislative procedure during the 13th session remained high. The overall share of draft laws adopted with violations is lower than in the 12th session (66%), in particular due to fewer violations in the first reading. At the same time, the number of violations in the second reading continued to increase.

This section provides information on violations of the Rules of Procedure in the adoption of laws during the 13th session.

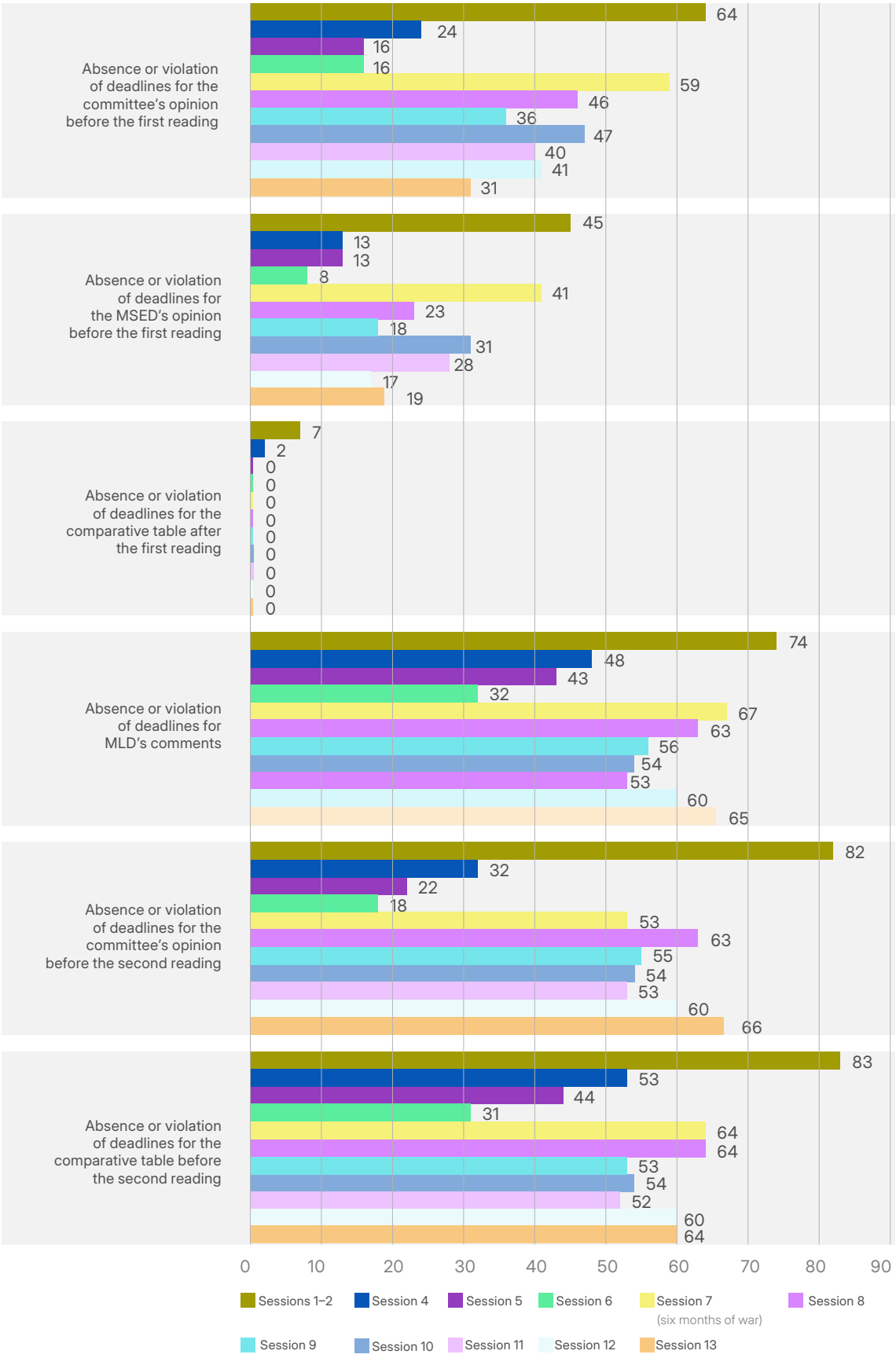
The 13th session showed a partial increase in violations in most categories, although a significant decrease was recorded in breaches of the deadlines for submitting committee opinions for the first reading. The procedures for the consideration of **approximately 61% (almost two-thirds) of laws contained violations** during the 13th session.

During the 13th session, the dynamics of the frequency of violations of the Rules of Procedure varied depending on whether it was the first or second reading. For the first reading, the share of violations decreased compared to the 11th and 12th sessions when looking at the deadlines for opinions of the main committees. As for the other two violations of the first reading procedure, there were no significant changes compared to the 12th session.

For the second reading, the share of violations of the Rules of Procedure increased for all three types of violations tracked at this stage. The scale of violations in both the first and second readings still exceeds the level of violations before the beginning of the full-scale invasion. The increase in the share of violations in the second reading has been observed for three consecutive sessions, which is a negative trend.

In the graphs and the table, the data show the share of draft laws adopted with violations of the Rules of Procedure, presented by sessions.

Distribution of types of violations of the Rules of Procedure in per cent by sessions



Violations of the Rules of Procedure concerning adopted laws in the Verkhovna Rada[21]

Type of violation	Provision of the Rules of Procedure	Total number of laws checked for violations	Number of laws with violations
Opinion of the committee for the first reading (absence of such opinions or violation of the deadlines set for familiarisation with these opinions before their consideration in the session hall)	An opinion shall be provided 7 days before the consideration of the draft law in the session hall at the first reading.	119	37 (31,1%) violations, 37 — violations of the deadlines, including 4 cases where the draft law was adopted on the same day the opinion was provided. All opinions are available.
Opinion of the MSED for the first reading[22] (absence of such opinions or violation of the deadlines set for familiarisation with these opinions before their consideration in the session hall)	An opinion shall be provided 7 days before the consideration of the draft law in the session hall at the first reading.	119	22 (18,5%) violations of the deadlines. All opinions are available.

[21] Unlike previous reports, this monitoring report presents data on violations related to vetoed and non-vetoed draft laws in a single table.

[22] The Rules of Procedure of the Verkhovna Rada do not contain a direct and clear requirement regarding the mandatory nature of opinions of the MSED. Alongside Article 103(4), which provides that in the absence of opinions within 14 days there are deemed to be no comments, there are also provisions requiring MSED opinions:

1) Article 112 establishes that accompanying documents to a draft law shall be provided to MPs no later than seven days before the day of consideration of the draft law at a plenary sitting of the Verkhovna Rada.

2) Article 99(2)(3) provides that expert opinions on a draft law form part of the accompanying documents.

Therefore, it can be concluded that the Rules of Procedure of the Verkhovna Rada are imperfect and contain contradictory provisions. For example, the MSED may provide an opinion after the 14-day deadline (due to workload), and in such a case it is unclear what the main committee should do — treat the absence of timely opinions as meaning there are no comments or consider the comments submitted after the deadline.

Type of violation	Provision of the Rules of Procedure	Total number of laws checked for violations	Number of laws with violations
Comparative table after the first reading (absence of the comparative table or preparation of such a table within deadlines that do not allow all entities to submit their amendments within the time limits established by the Rules of Procedure)	Proposals and amendments shall be submitted to the table no earlier than 14 days after the adoption of the draft law in the first reading, or 7 days in case of shortened timeframes.	77 (draft laws adopted in the second reading)	No violations of the deadlines. All comparative tables are available.
Opinions of the MLD (absence of MLD opinions or violation of the deadlines set for familiarisation with these opinions before their consideration in the session hall)	Comments of the MLD shall be submitted 10 days before the consideration of the draft law in the session hall at the second reading, or 5 days in case of shortened timeframes.	77 (draft laws adopted in the second reading)	50 (65%) violations of the deadlines. All opinions are available[23].
Opinion of the committee for the second reading (absence of committee opinions or violation of the deadlines set for familiarisation with these opinions before their consideration in the session hall)	Committee opinions for the second reading are submitted 10 days before the consideration of the draft law in the session hall at the second reading, or 5 days in case of shortened timeframes.	77 (draft laws adopted in the second reading)	51 (66%) violations of the deadlines. Committee opinions are available for all laws.

[23] The opinion of the Main Legal Department (MLD) was absent for the draft state budget, but this was not considered a violation due to the established practice of the absence of MLD opinions on budgets in different years.

Type of violation	Provision of the Rules of Procedure	Total number of laws checked for violations	Number of laws with violations
Comparative table for the second reading (absence of the comparative table or violation of the deadlines set for familiarisation with these tables before their consideration in the session hall)	Tables must be submitted 10 days before the consideration of the draft law in the session hall at the second reading, or 5 days in case of shortened timeframes.	77 (draft laws adopted in the second reading)	49 (63,5%) violations of the deadlines. All tables are available.

In addition to ordinary violations of the Rules of Procedure, **monitoring was carried out of violations of the Constitution in terms of the 15-day deadline for the President to sign adopted laws** (Article 94 of the Constitution). The monitoring covered 119 laws adopted by the Verkhovna Rada of Ukraine during the 13th session. The signing deadline (or submission of proposals) was violated for 51 laws, i.e., in 43% of cases (in the 12th session, the share was 35%). In addition, five laws were neither signed by the President, nor vetoed, nor received proposals (although the deadline for their signing had already expired). Taken together, these violations amounted to 47%[24] of all laws adopted during the 13th session, which is higher than in the 11th (45%) and 12th (44%) sessions. Thus, almost half of all laws adopted during the 13th session breached the deadlines established by the Constitution of Ukraine[25].

Of course, it does not matter whether the deadline was missed by two days or 102 days — in both cases, it constitutes a violation. Nevertheless, if we look at record-holders in this regard, the longest signing period was 163 days[26].

Violations of the constitutional procedure began to increase with the introduction of martial law. If in the 7th session (the first six months of martial law) violations accounted for 16.4%, then, over the next six sessions, their number almost tripled. In the 13th session, the scale of violations of the constitutional procedure reached the highest level of the 9th convocation of the Verkhovna Rada. The volume of violations during the 13th session remains quite high and, by most indicators,

[24] There was also a violation of the deadline for the President of Ukraine to sign the draft law vetoed in the 13th session — No. 12073 of 27 September 2024. Although the President submitted proposals on time after its adoption in the second reading, the law was signed in breach of the deadline after being re-adopted with the President's proposals.

[25] A violation of the signing deadline also occurred with the repeatedly vetoed draft law No. 11150 of 4 April 2024, which was not included in the monitoring as its adoption and first veto took place during the 11th session.

[26] The record-holder for signing time is Draft Law No. 12271 On Amendments to the Law of Ukraine 'On Enforcement Proceedings' on State Support and Economic Recovery of the Rocket and Space Industry under Martial Law of 2 December 2024.

higher than in the previous two sessions. These violations cannot be explained by shortcomings in normative or procedural rules[27], as the relevant provisions have not changed.

During the 13th session, the President promptly (within the 15-day deadline) vetoed and submitted proposals to two draft laws. The Verkhovna Rada has so far considered only one of them (No. 12073 of 27 September 2024), which was re-adopted with the President's proposals and signed in violation of the deadline established by the Constitution of Ukraine.

One of the two vetoed draft laws was initiated by representatives of the Servant of the People faction, and the other was initiated by an MP from the Platform for Life and Peace group.

[27] According to the Constitution of Ukraine, the President has 15 days to sign a law and officially promulgate it, or to return it with his reasoned and formulated proposals to Parliament. At the decision of the President, the Government organises an expert review of the law submitted for signature. According to the Rules of Procedure of the Cabinet of Ministers, the Government has a maximum of seven days to submit its proposals regarding the signing of the law by the President or reasoned and substantiated proposals on the expediency of the President exercising the right of veto. The time spent on preparing generalised comments and proposals depends both on the scope and complexity of the law and on other factors — the day of the week and time when the copy of the law was received, the number of ministries involved in the review, differences in their positions regarding the adopted law, internal bureaucratic procedures in the ministries, technical reasons, etc. Any combination of these factors may delay the Government's submission of proposals on the law and, accordingly, the President's decision to sign the law or return it to Parliament.

Parliamentary oversight

Summary

- During the 13th session, nine 'Government Question Hours' were held — in total, MPs and ministers spent more than 11 hours asking and answering questions.
- Most questions from MPs concerned the functioning of the state's energy infrastructure and social policy.
- MPs terminated the activities of three temporary commissions and established eight temporary commissions. All three terminated commissions were re-established.
- During the 13th session, MPs submitted 303 enquiries, the largest number since the beginning of the full-scale invasion, although this figure still does not reach the pre-24 February 2022 level.

The exercise of parliamentary oversight is a direct constitutional power of the Verkhovna Rada of Ukraine[28]. A large part of the powers within parliamentary oversight relates to the activities of the Government, as the Cabinet of Ministers of Ukraine is accountable and reportable to the Verkhovna Rada of Ukraine. This part of the monitoring report provides a brief overview of the exercise of the oversight function by Parliament and the changes that took place during the 13th session.

Government Question Hour

The 'Government Question Hour' is a parliamentary oversight instrument that allows MPs to put questions to members of the Cabinet of Ministers on a specified topic and receive answers. Proposals for determining the topic of the 'Government Question Hour' are submitted to the Conciliation Council by parliamentary factions (parliamentary groups). During the 'Government Question Hour', only issues related to the specified topic may be raised. Normally, the minister responsible for the relevant area responds from the rostrum, although questions may also be addressed to the Prime Minister and other ministers.

After the full-scale invasion of Ukraine by the Russian Federation, the holding of the 'Government Question Hour' in the Verkhovna Rada was suspended for security reasons. The first full 'Government Question Hour' after 24 February 2022 was held by the Verkhovna Rada during the 10th session. The return of the 'Government Question Hour' on a regular basis took place from May 2024, during the 11th session.

[28] This monitoring does not analyse indirect parliamentary oversight, i.e. oversight exercised by other bodies and officials (the Accounting Chamber and the Ukrainian Parliament Commissioner for Human Rights).

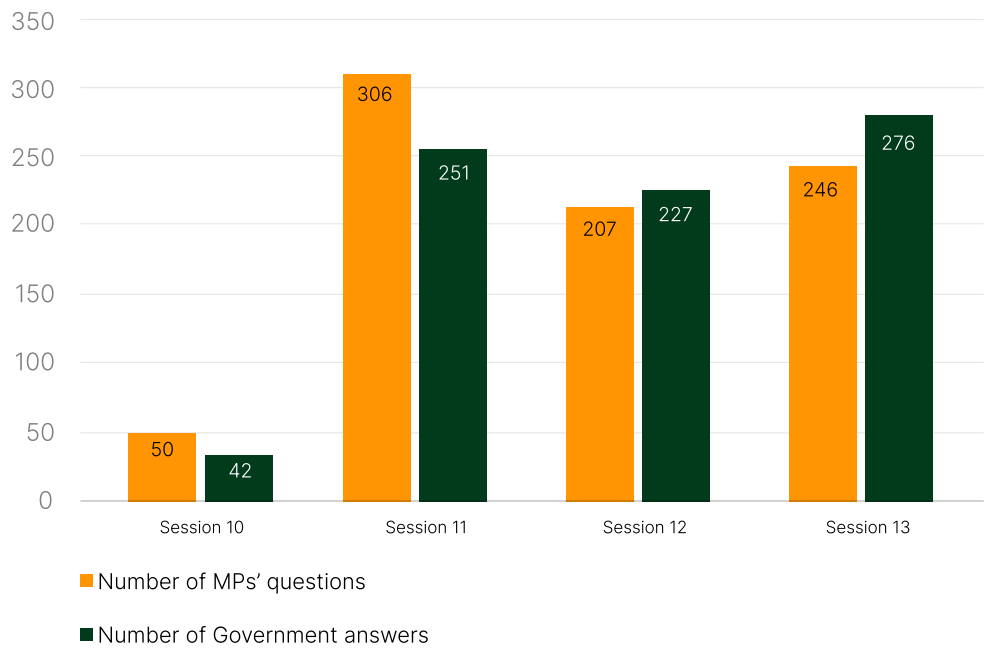
Government Question Hours held

Session	Number of Question Hours held	Total time spent on Government Question Hours	Average time spent on one Government Question Hour
Session 10	1	126 min	126 min
Session 11	8	524,2 min	65,5 min
Session 12	8	564,5 min	69,3 min
Session 13	9	660 min	71,9 min

During the 13th session, nine Government Question Hours were held — in total, MPs and ministers spent more than 11 hours asking questions and receiving answers[29].

MPs may put several questions during one speech, and ministers may answer several questions, or several ministers may answer one question. Given these particularities of the Government Question Hour, the data illustrate MPs' interest in specific topics or even in particular ministers.

Questions and answers



[29] MPs may often yield the floor to another MP during the Government Question Hour to ask a question. Therefore, remarks by MPs lasting less than 10 seconds were removed from the data, as these were most likely such transfers of the floor.

MPs' speeches by factions and groups[30]

	Session 10	Session 11	Session 12	Session 13
Servant of the People	14 (28%)	89 (29%)	68 (33%)	75 (30%)
European Solidarity	6 (12%)	49 (16%)	30 (14%)	44 (18%)
Dovira	4 (8%)	35 (11%)	15 (7%)	26 (11%)
Holos	5 (10%)	27 (9%)	32 (15%)	23 (9%)
Non-factional	3 (6%)	18 (6%)	11 (5%)	20 (8%)
Fatherland	2 (4%)	30 (10%)	24 (12%)	18 (7%)
Platform for Life and Peace	8 (16%)	17 (6%)	11 (5%)	15 (6%)
Restoration of Ukraine	4 (8%)	22 (7%)	10 (5%)	12 (5%)
For the Future	4 (8%)	19 (6%)	6 (3%)	13 (5%)
Total	**50 (100%)**	**306 (100%)**	**207 (100%)**	**246 (100%)**

Most frequently during the 13th session, questions from MPs were answered by Prime Minister of Ukraine Denys Shmyhal, Deputy Prime Minister for the Restoration of Ukraine — Minister for Communities and Territories Development of Ukraine Oleksii Kuleba, Minister of Education and Science of Ukraine Oksen Lisovyi, and Minister of Social Policy of Ukraine Oksana Zholnovych. This distribution is logical, given the role of the Prime Minister in coordinating the activities of the Cabinet of Ministers, and the fact that the listed ministers acted as lead speakers during the Government Question Hours (Deputy Prime Minister Oleksii Kuleba spoke twice).

[30] It should be noted that the Government Question Hour is divided into two parts: 1) questions to members of the Cabinet of Ministers of Ukraine from parliamentary factions (parliamentary groups) and answers to them; 2) questions from MPs to members of the Cabinet of Ministers of Ukraine and answers to them — up to 30 minutes.

List of Government Question Hour topics during the 13th session

Date	Topic	Number of MP's speeches	Number of Government answers
28.02.2025	Formation and implementation of state policy in the field of education under martial law (speaker — Minister of Education and Science of Ukraine Oksen Lisovyi)	25	27
14.03.2025	Implementation of effective social policy under martial law (speaker — Minister of Social Policy of Ukraine Oksana Zholnovych)	30	30
28.03.2025	State veterans' policy, measures taken and planned to ensure the socio-economic rights and guarantees of Ukraine's defenders (speaker — Minister for Veterans Affairs of Ukraine Nataliia Kalmykova)	27	36
18.04.2025	State and prospects for the development of public administration in Ukraine (speaker — Minister of the Cabinet of Ministers of Ukraine Oleh Nemchinov)	28	35
02.05.2025	Implementation of state environmental policy under martial law (speaker — Minister of Environmental Protection and Natural Resources of Ukraine Svitlana Hrynchuk)	22	25
16.05.2025	State of infrastructure and implementation of regional policy under martial law (speaker — Deputy Prime Minister for the Restoration of Ukraine — Minister for Communities and Territories Development of Ukraine Oleksii Kuleba)	27	30
06.06.2025	Formation and implementation of state agrarian policy, ensuring food security under martial law (speaker — Minister of Agrarian Policy and Food of Ukraine Vitalii Koval)	29	27

Date	Topic	Number of MP's speeches	Number of Government answers
20.06.2025	Measures to ensure the functioning of state energy infrastructure under martial law (speaker — Minister of Energy of Ukraine Herman Halushchenko)	31	35
02.08.2025	Preparation of the housing and utilities sector for the 2025/2026 heating season under martial law (speaker — Deputy Prime Minister for the Restoration of Ukraine — Minister for Communities and Territories Development of Ukraine Oleksii Kuleba)	27	31

Temporary Investigative and Special Commissions

The Verkhovna Rada may establish temporary bodies: temporary special commissions and temporary investigative commissions. The task of temporary investigative commissions is to exercise parliamentary oversight by conducting investigations on matters of public interest. Temporary special commissions are established for the preparation and preliminary consideration of issues, as well as for the preparation and revision of draft laws and other acts of the Verkhovna Rada. An MP may simultaneously be a member of no more than two temporary investigative commissions and one temporary special commission. Temporary investigative and temporary special commissions are established for a term of no more than one year.

During the 13th session, Parliament voted to establish eight temporary commissions (five temporary investigative and three temporary special) and terminated the work of three temporary commissions (two of them temporary special commissions). Their list is provided in Annexe 7.

In this convocation, a practice has also emerged of renewing the activities of temporary commissions. Of the three commissions that terminated their work during the 13th session, all three were re-established on the same day they were dissolved. In the case of the Temporary Special Commission on Monitoring the Receipt and Use of International Material and Technical Assistance, this was done by a single resolution, which simultaneously terminated the previous commission and immediately established an identical commission with the same membership.

Temporary commissions by sessions

Session	Temporary commissions established	Temporary commissions terminated
Session 2	7	0
Session 3	1	1
Session 4	4	0
Session 5	2	1
Session 6	3	1
Session 7	6	3
Session 8	5	0
Session 9	6	18
Session 10	4	2
Session 11	5	0
Session 12	5	11
Session 13	8	3

MPs' Enquiries and Appeals

MPs have the right to submit MPs' enquiries and MPs' appeals[31]. The former are a demand by an MP for an official response on matters within the competence of a body or institution, while the latter are a proposal to provide an official explanation or state a position on matters within the competence of a body or institution.

During the 13th session, MPs submitted 303 enquiries, the largest number since the beginning of the full-scale invasion, although this figure still does not reach the pre-24 February 2022 level.

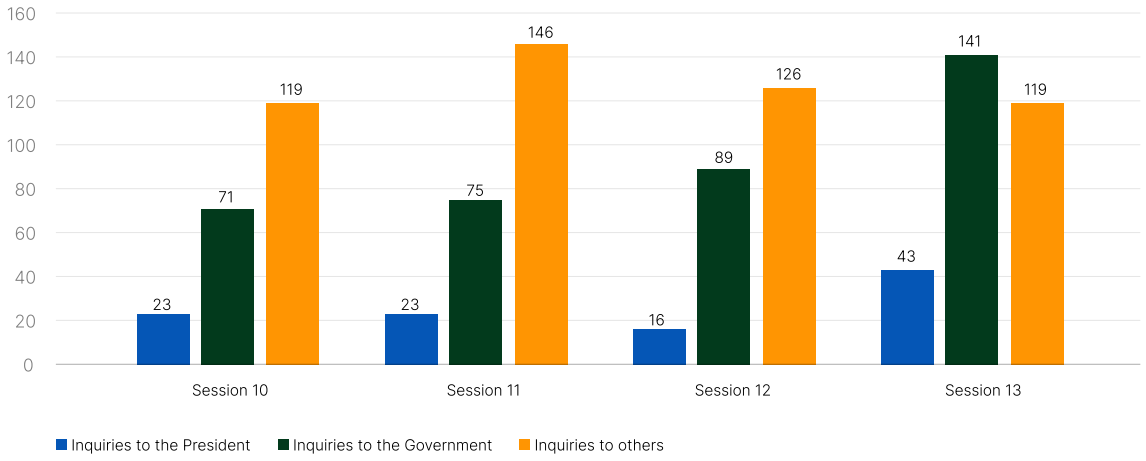
[31] Since MPs' appeals do not require announcement at a plenary sitting and there is no information about their registration, which complicates data collection, they are not the subject of this monitoring.

MPs' enquiries

Session	Total enquiries	Of which to the President
1–2	1,412	4
3	1,291	8
4	702	9
5	1,235	54
6	965	20
7	114	8
8	87	3
9	180	18 (12 on the conferral of titles)
10	213	23 (18 on the conferral of titles)
11	244	23 (20 on the conferral of titles)
12	231	16 (14 on the conferral of titles)
13	303	43 (37 on the conferral of titles)

One feature of post-full-scale invasion MPs' enquiries is the growing number of enquiries to the President regarding the awarding of servicemembers and other persons (most often with the title of Hero of Ukraine). This situation is understandable given the ongoing hostilities and the fact that the conferral of titles and state awards falls within the powers of the President. The MPs' enquiry has thus become one of the instruments for recognising the contribution of servicemembers, alongside citizens' appeals or electronic petitions.

MPs' inquiries by addressee



Annexes

Annexe 1

Time from registration to the first opinion of the main committee

Top five draft laws with the longest time from registration to the first opinion of the main committee

Draft laws	Days from registration to the first opinion of the main committee
Draft Law on Amendments to Certain Laws of Ukraine regarding Publicly Important Passenger Transport Services by Road and Urban Electric Transport No. 4583 of 13.01.2021	1,568
Draft Law on the Status of Members of Parliament — Founders of State Independence of Ukraine No. 6493 of 31.12.2021	1,292
Draft Law on Amendments to Certain Legislative Acts of Ukraine in the Field of Road Transport to Eliminate Existing Legal Conflicts and Align Legislation with Current Realities No. 7541 of 08.07.2022	1,032
Draft Law on Amendments to Certain Legislative Acts regarding the Consideration of Certain Categories of Court Cases in Connection with the Armed Aggression of the Russian Federation No. 7520 of 05.07.2022	962
Draft Law on Amendments to Certain Legislative Acts regarding the Judicial Consideration of Cases on Compensation for Damage Caused by Armed Aggression against Ukraine No. 7520-1 of 18.07.2022	949

Annexe 2

Time from adoption in the first reading to the submission of the first opinion of the main committee for the second reading

Top five[32] draft laws with the shortest time from adoption in the first reading to the provision of the first opinion of the main committee for the second reading

Draft law	Days from the first reading to the submission of the first opinion of the main committee for the second reading
Draft Law on Amendments to the Tax Code of Ukraine regarding Expanding Patients' Access to Medicines Subject to Procurement by the Entity Authorised to Carry Out Procurement in the Field of Healthcare through Managed Access Agreements No. 13134 of 25.03.2025	9
Draft Law on Amendments to Certain Laws of Ukraine regarding the Extension of the Validity of Territorial Planning Documents No. 12283 of 03.12.2024	12
Draft Law on Amendments to the Budget Code of Ukraine regarding the Implementation of the Agreement between the Government of Ukraine and the Government of the United States of America on the Establishment of the US–Ukraine Reconstruction Investment Fund No. 13256 of 02.05.2025	13
Draft Law on Amendments to Article 206 of the Criminal Code of Ukraine regarding the Elimination of Terminological Inconsistencies No. 11203 of 25.04.2024	16
Draft Law on the Establishment of the Specialised District Administrative Court and the Specialised Appellate Administrative Court No. 13302 of 19.05.2025	16

[32] The list contains six draft laws because several of them have the same shortest time.

Top five draft laws with the longest time from the first reading to the submission of the first opinion of the main committee for the second reading

Draft law	Number of days from first reading to submission of the main committee's initial opinion to second reading
Draft Law on Amendments to the Law of Ukraine 'On Tourism' and certain other legislative acts concerning the basic principles of tourism promotion No. 4162 dated 29.09.2020	1,460
Draft Law on the Timber Market No. 4197-d dated 10.09.2021	1,183
Draft Law on Amendments to the Law of Ukraine 'On Public Service' regarding the introduction of uniform approaches to the remuneration of civil servants based on job classification No. 8222 dated 23.11.2022	573
Draft Law on Academic Integrity No. 10392 dated 08.01.2024	398
Draft Law on Amendments to Certain Legislative Acts of Ukraine Regarding the Improvement of the National Qualifications System in Line with Current Labour Market Needs and Other Issues No. 9630 of 21.08.2023	326

Annexe 3

Time from registration of the draft law to its adoption in the first reading and in its entirety

Top five draft laws with the shortest time from registration to adoption in the first reading and in entirety

Draft laws adopted in the first reading and in entirety	Days from registration of the draft law to its adoption in the first reading and in entirety
Draft Law on Amendments to the Law of Ukraine 'On the State Budget of Ukraine for 2025' on Financial Support for the Security and Defence Sector No. 13573 of 31.07.2025	0
Draft Law on the Approval of the Decree of the President of Ukraine 'On Extending the Period of General Mobilisation' No. 13173 of 15.04.2025	1
Draft Law on the Approval of the Decree of the President of Ukraine 'On Extending the Period of Martial Law in Ukraine' No. 13172 of 15.04.2025	1
Draft Law on the Approval of the Decree of the President of Ukraine 'On Extending the Period of Martial Law in Ukraine' No. 13471 of 14.07.2025	1
Draft Law on the Approval of the Decree of the President of Ukraine 'On Extending the Period of General Mobilisation' No. 13472 of 14.07.2024	1

Top five draft laws with the longest time from registration to adoption in the first reading and in entirety

Draft laws adopted in the first reading and in entirety	Days from registration of the draft law to adoption in the first reading and in entirety
Draft Law on Amendments to Certain Laws of Ukraine regarding Expanding the Opportunities of Special General Secondary Education Institutions for the Rehabilitation of Persons with Special Educational Needs and Servicemembers No. 10160 of 18.10.2023	496
Draft Law on Amendments to the Civil Code of Ukraine and Certain Other Laws of Ukraine regarding the Specifics of Providing Data from Public Electronic Registers Held by the Ministry of Justice of Ukraine and Certain Other Public Electronic Registers No. 11533 of 29.08.2024	357
Draft Law on Amendments to Paragraph 19 of the Section 'Final and Transitional Provision' of the Civil Code of Ukraine regarding the Renewal of the Limitation Period No. 11315 of 31.05.2024	348
Draft Law on Repeal of Certain Decrees of the Cabinet of Ministers of Ukraine No. 12158 of 28.10.2024	220
Draft Law on Amendments to the Criminal Code of Ukraine and the Criminal Procedure Code of Ukraine regarding the Prevention of Evasion of Criminal Liability by Persons who Committed Criminal Offences against the Fundamentals of National Security of Ukraine No. 11517 of 22.08.2024	188

Annexe 4

Time from registration of the draft law to its adoption in the second reading and in entirety

Top five[33] draft laws with the shortest time from registration to adoption in the second reading and in entirety

Draft laws adopted in the second reading and in entirety	Days from registration of the draft law to its adoption in the second reading and in entirety
Draft Law on Amendments to the Budget Code of Ukraine regarding the Implementation of the Agreement between the Government of Ukraine and the Government of the United States of America on the Establishment of the US–Ukraine Reconstruction Investment Fund No. 13256 of 02.05.2025	33
Draft Law on Amendments to the Law of Ukraine 'On the State Budget of Ukraine for 2025' on Financial Support for the Security and Defence Sector and Resolution of Priority Issues No. 13439-3 of 14.07.2025	37
Draft Law on Amendments to the Law of Ukraine 'On the Judiciary and the Status of Judges' and Certain Other Legislative Acts of Ukraine regarding the Establishment and Functioning of the Kyiv City District Administrative Court and the Kyiv City Appellate Administrative Court No. 12368-1 of 07.01.2025	50
Draft Law on Amendments to the Law of Ukraine 'On Compulsory Insurance of Civil Liability of Owners of Land Vehicles' regarding Reimbursement of Expenses for Certain Categories of Persons No. 12295-d of 20.02.2025	56
Draft Law on Amendments to Section XXI 'Final and Transitional Provisions' of the Customs Code of Ukraine regarding Support for Enterprises of the Defence Industry No. 13421 of 25.06.2025	57
Draft Law on Amendments to the Tax Code of Ukraine and Other Laws of Ukraine regarding Support for Enterprises of the Defence Industry No. 13420 of 25.06.2025	57

[33] The list contains six draft laws because several of them have the same shortest time.

Top five draft laws with the longest time from registration to adoption in the second reading and in entirety

Draft laws adopted in the second reading and in entirety	Days from registration of the draft law to its adoption in the second reading and in entirety
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding the Recognition as Deported of Citizens of Ukraine who in 1944–1951 were Forcibly Resettled from the Territory of the Polish People's Republic No. 2038 of 03.09.2019	2,143
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding the Regulation of the Road Transport Services Market in Ukraine to Align it with European Union Legislation No. 4560 of 30.12.2020	1,548
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding Improving the Mechanism for Attracting Private Investment through Public–Private Partnerships to Accelerate the Reconstruction of War-Damaged Facilities and the Construction of New Facilities Linked to the Post-War Reconstruction of Ukraine's Economy No. 7508 of 01.07.2022	1,084
Draft Law on Amendments to the Law of Ukraine 'On the Civil Service' regarding the Introduction of Unified Approaches to the Remuneration of Civil Servants based on the Classification of Positions No. 8222 of 23.11.2022	839
Draft Law on Amendments to the Law of Ukraine 'On the Protection of the Interests of Persons in the Field of Intellectual Property during Martial Law Introduced in Connection with the Armed Aggression of the Russian Federation against Ukraine' regarding the Improvement of Patent Legislation No. 9383 of 13.06.2023	673

Annexe 5

Time from the adoption of the draft law in the first reading to its adoption in the second reading and in entirety

Top five[34] draft laws with the shortest time from adoption in the first reading to adoption in the second reading and in entirety

Draft law	Days from adoption in the first reading to adoption in the second reading and in entirety
Draft Law on Amendments to the Tax Code of Ukraine regarding Expanding Patients' Access to Medicines Subject to Procurement by the Entity Authorised to Carry Out Procurement in the Field of Healthcare through Managed Access Agreements No. 13134 of 25.03.2025	14
Draft Law on Amendments to the Budget Code of Ukraine regarding the Implementation of the Agreement between the Government of Ukraine and the Government of the United States of America on the Establishment of the US–Ukraine Reconstruction Investment Fund No. 13256 of 02.05.2025	22
Draft Law on Amendments to Article 30-1 of the Law of Ukraine 'On the Protection of Childhood' regarding the Realisation of the Right of Children to Obtain the Status of a Child Affected by Military Actions or Armed Conflicts No. 12385 of 08.01.2025	27
Draft Law on Amendments to the Law of Ukraine 'On Enforcement Proceedings' regarding State Support and Economic Recovery of the Rocket and Space Industry under Martial Law No. 12271 of 02.12.2024	29
Draft Law on Amendments to the Law of Ukraine 'On the Fundamentals of National Resistance' regarding the Involvement of War Veterans in the Organisation and Implementation of the Preparation of Citizens of Ukraine for National Resistance No. 9421 of 26.06.2023	29
Draft Law on Amendments to Certain Laws of Ukraine regarding the Implementation of the Bolar Provision No. 13087 of 12.03.2025	30

[34] The list contains six draft laws because several of them have the same shortest time.

Top five draft laws with the longest time from adoption in the first reading to adoption in the second reading and in entirety

Draft law	Days from adoption in the first reading to adoption in the second reading and in entirety
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding the Recognition as Deported of Citizens of Ukraine who in 1944–1951 were Forcibly Resettled from the Territory of the Polish People's Republic No. 2038 of 03.09.2019	1,391
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding Improving the Mechanism for Attracting Private Investment through Public–Private Partnerships to Accelerate the Reconstruction of War-Damaged Facilities and the Construction of New Facilities Linked to the Post-War Reconstruction of Ukraine's Economy No. 7508 of 01.07.2022	987
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding the Regulation of the Road Transport Services Market in Ukraine to Align it with European Union Legislation No. 4560 of 30.12.2020	890
Draft Law on Amendments to the Law of Ukraine 'On the Civil Service' regarding the Introduction of Unified Approaches to the Remuneration of Civil Servants based on the Classification of Positions No. 8222 of 23.11.2022	592
Draft Law on Amendments to Certain Legislative Acts of Ukraine regarding the Improvement of the National Qualifications System in line with Current Labour Market Needs and Other Issues No. 9630 of 21.08.2023	341

Annexe 6

Time of consideration of adopted draft laws in the session hall

Top five draft laws with the longest time of consideration in the plenary hall

Draft laws	Minutes spent on consideration of the draft law in the plenary hall
Draft Law on Amendments to the Tax Code of Ukraine in connection with the Adoption of the Law of Ukraine 'On Integrated Prevention and Control of Industrial Pollution' No. 13157 of 07.04.2025	103 min
Draft Law on Amendments to the Budget Code of Ukraine regarding the Implementation of the Agreement between the Government of Ukraine and the Government of the United States of America on the Establishment of the US–Ukraine Reconstruction Investment Fund No. 13256 of 02.05.2025	85 min
Draft Law on Amendments to the Law of Ukraine 'On the Judiciary and the Status of Judges' and Certain Other Legislative Acts of Ukraine regarding the Establishment and Functioning of the Kyiv City District Administrative Court and the Kyiv City Appellate Administrative Court No. 12368-1 of 07.01.2025	81 min
Draft Law on Amendments to Certain Laws of Ukraine regarding Ensuring the Realisation of the Right to Acquire and Retain Citizenship of Ukraine No. 11469 of 07.08.2024	73 min
Draft Law on Amendments to the Tax Code of Ukraine regarding Expanding Patients' Access to Medicines Subject to Procurement by the Entity Authorised to Carry Out Procurement in the Field of Healthcare through Managed Access Agreements No. 13134 of 25.03.2025	69 min

Annexe 7

Temporary commissions established during 13th session

Commission	Date of establishment
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Facts of Corruption or Corruption-Related Offences in Law Enforcement Agencies, Courts and Judicial Authorities	19.06.2025
Temporary Special Commission of the Verkhovna Rada of Ukraine on Monitoring the Receipt and Use of International Military Assistance during Martial Law	18.06.2025
Temporary Special Commission of the Verkhovna Rada of Ukraine on the Protection of Investors' Rights	29.04.2025
Temporary Special Commission of the Verkhovna Rada of Ukraine on Preparing Issues related to Strengthening the Social Protection of Citizens Affected by the Chornobyl Disaster and on the Use of the Territory Contaminated by the Chornobyl Disaster	16.04.2025
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Violations of Ukrainian Legislation in the Implementation of Measures for the Defence of the State	27.03.2025
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Violations of Legislation by Foreign Economic Activity Entities Related to the Non-Return of Foreign Currency Earnings to Ukraine	12.03.2025
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Violations of Ukrainian Legislation in the Fields of Culture, Cultural Heritage Protection, Tourism, Physical Culture and Sport	12.03.2025
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Unlawful Actions by Officials of State Authorities, Other State Bodies and State-Owned Enterprises that Could Have Harmed Ukraine's Economic Security	12.03.2025

Temporary commissions that terminated their activities

Commission	Date of termination
Temporary Special Commission of the Verkhovna Rada of Ukraine on Monitoring the Receipt and Use of International Material and Technical Assistance	18.06.2025
Temporary Special Commission of the Verkhovna Rada of Ukraine on the Protection of Investors' Rights	29.04.2025
Temporary Investigative Commission of the Verkhovna Rada of Ukraine on Investigating Possible Unlawful Actions by Officials of State Authorities, Other State Bodies and State-Owned Enterprises that Could Have Harmed Ukraine's Economic Security	12.03.2025

Agency
for Legislative
Initiatives