



FOLKETINGET
STATSREVISORERNE



FOLKETINGET
RIGSREVISIONEN

August 2025
– 20/2024

Extract from Rigsrevisionen's report
submitted to the Public Accounts Committee

The audit of the Danish public accounts for 2024

1. Purpose and conclusion

1. Rigsrevisionen has audited the Danish public accounts for 2024. The purpose of the audit is to assess whether the public accounts are correct and whether the government has, overall, complied with the appropriations. The report is intended to provide the basis for the Danish Public Accounts Committee’s review of the public accounts and the Folketing’s consideration of the public accounts. Rigsrevisionen’s opinion on the audit of the public accounts for 2024 appears in appendix 1.

We have also audited the financial statements for 2024 of the individual ministries and their compliance with the terms of the appropriations granted. The financial statements of the ministries form part of the public accounts, since each ministry is responsible for a section of the public accounts. We issue separate audit opinions on each ministry’s section of the public accounts.

Figure 1 shows the four types of audit opinions that we use. Our conclusion depends on whether misstatements, including appropriation deviations, are material.

Figure 1
Rigsrevisionen’s standard audit opinions

POSITIVE OPINION	MODIFIED OPINION	ADVERSE OPINION	NO OPINION GIVEN
			
Misstatements are not material	Misstatements are material but not pervasive	Misstatements are material and pervasive	Misstatements are not known

A *positive opinion* means that the accounts are correct, i.e. free from material misstatements. We consider misstatements in the overall public accounts to be material if they exceed 1% of the government's total expenditure and revenue, corresponding to approx. DKK 18.2 billion in 2024. As a general rule, we consider misstatements in a ministry's section of the public accounts to be material if they exceed 2% of the ministry's total revenue and expenditure or exceed DKK 1 billion.

A *modified opinion* means that the majority of the accounts are correct, but that there are material misstatements in isolated parts of the accounts.

An *adverse opinion* means that the accounts are not correct, i.e. there are material misstatements that cannot be isolated to specific parts of the accounts.

No opinion given means that we cannot assess whether the accounts are correct, because the ministry does not have the necessary documentation.

In addition to the four audit opinions in figure 1, we use the concept of *emphasis of matter*. An emphasis of matter means that we draw attention to information in the financial statements which, for example, has been prepared on an uncertain basis, but without misstatements having been identified. Finally, we describe cases where ministries have weak financial management, without misstatements having been identified.

Reasonable assurance

A conclusion with a reasonable assurance means that Rigsrevisionen has carried out sufficient audit work to make it probable that there are no material misstatements in the public accounts.

The audit has been conducted in compliance with the Danish standards of public-sector auditing, which provide a *reasonable assurance* that the audit will detect material misstatements in the public accounts.

Drafts of the cases in this report have been submitted to the relevant ministries for consultation. Following the consultation, we have adjusted the report to ensure that there is agreement on the facts of the cases. The assessments in the report are those of Rigsrevisionen. The ministries' comments on the individual cases are only reproduced insofar as they wished to provide supplementary information. The responsible ministers must, pursuant to section 18(2) of the Auditor General's Act, submit reports to the Danish Public Accounts Committee on what measures and considerations the cases have given rise to. Rigsrevisionen considers the reports in a memorandum to the Danish Public Accounts Committee, which will, for example, also show whether the minister agrees with the Committee's and Rigsrevisionen's assessment of the case. In considering Rigsrevisionen's memorandum on the reports, the Danish Public Accounts Committee decides, among other things, whether a case should be closed or continue to be monitored.

Conclusion

Rigsrevisionen assesses that the Danish public accounts for 2024 are correct and thus free from material misstatements. This means that the public accounts have been prepared in accordance with the appropriation acts and the government accounting regulations and reflect the government's revenue, expenditure, assets and liabilities in 2024. Rigsrevisionen further assesses that the appropriations have, overall, been used in accordance with the regulations on the use of appropriations.

Rigsrevisionen also assesses that the individual ministries' financial statements are correct and thus free from material misstatements, except for the financial statements of the Ministry of Industry, Business and Financial Affairs. We have issued a modified opinion due to material misstatements in a defined part of the ministry's financial statements. The misstatements concern the Danish Business Authority and amount to a total of DKK 487 million. The misstatements are due firstly to the fact that revenue and expenditure from the final settlement of a large number of subsidy cases relating to COVID-19 support schemes are missing from the accounts, even though the authority has decided the cases. Secondly, the authority has failed to write down receivables from bankrupt companies.

Finally, Rigsrevisionen reports on eight cases that do not give rise to modified opinions, but where we have found misstatements, uncertainties and weaknesses in financial management that we wish to draw to the attention of the Danish Public Accounts Committee, cf. below.

The Ministry of Culture has breached the appropriation and expenditure regulations in connection with the Danish Film Institute's agreement on *Filmtaget* without authorisation.

Rigsrevisionen *emphasises* two cases to draw attention to information in the accounts that has been prepared with uncertainty:

- The Ministry of Taxation's valuation of debt owed to the state remains uncertain.
- The Ministry of Food, Agriculture and Fisheries' provision for compensation to mink breeders and related industries has been prepared with uncertainty.

In five cases, we draw attention to weaknesses in the ministries' financial management. The cases are mentioned to highlight the need for the ministries to reduce the risk of misstatements in future accounts and minimise the risk of fraud:

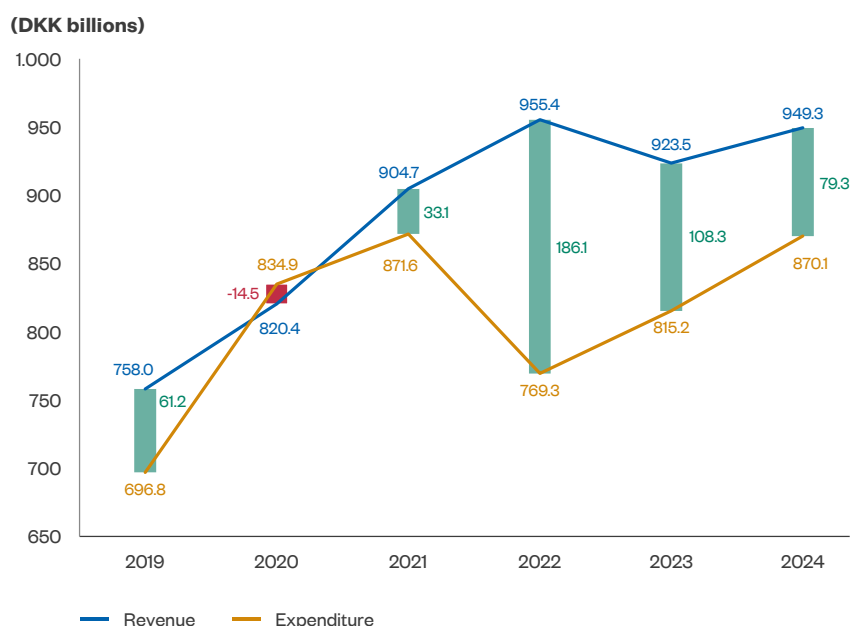
- The Ministry of Taxation's management of user rights remains inadequate.
- The Ministry of Defence continues to have weak financial management.
- The Ministry of Defence and the Ministry of the Interior and Health continue to have inadequate invoice handling.
- The Ministry of Defence has not provided sufficient information on possible future expenditure for cleaning up PFAS pollution on Defence sites.
- The Ministry of Industry, Business and Financial Affairs has misstatements in two guarantees.

1.1. Background

2. The Minister for Finance presented the public accounts for 2024 to the Folketing on 31 March 2025. The government's revenue is recorded at DKK 949.3 billion, and expenditure is recorded at DKK 870.1 billion. This results in a surplus of DKK 79.3 billion. Figure 2 shows how the government's revenue, expenditure and surplus have developed over the past six years.

Figure 2

The government's revenue, expenditure and surplus or deficit in the period 2019-2024 (current prices)



Note: Differences are due to rounding.

























Source: Rigsrevisionen based on the public accounts for 2019-2024.

It appears from figure 2 that the government's revenue has been higher than expenditure in all years except 2020, when there was a deficit. From 2023 to 2024, the expenditure and revenue increased. Expenditure rose by approx. DKK 54.9 billion, partly as a result of rising expenditure on pensions, transfers to municipalities and regions and procurement of equipment. Revenue increased by approx. DKK 25.9 billion, partly due to higher tax revenue and additional revenue from VAT and energy duties.

Table 1 shows our conclusions on the individual parts of the public accounts and which cases are mentioned in the report.

Table 1

Rigsrevisionen's conclusions on the audit of the public accounts for 2024

	The accounts are correct and the transactions are in compliance with the appropriations	The case is mentioned in the report
The overall Danish public accounts (sections 1-42)		
Sections 1-2. The King and members of the Royal Danish Household		
Section 5. The Prime Minister's Office		
Section 6. The Ministry of Foreign Affairs		
Section 7. The Ministry of Finance		
Section 8. The Ministry of Industry, Business and Financial Affairs	MODIFIED OPINION	See subsection 2.1 and 5.5
Section 9. The Ministry of Taxation		See subsection 4.1 and 5.1
Section 10. The Ministry of Economic Affairs		
Section 11. The Ministry of Justice		
Section 12. The Ministry of Defence		See subsection 5.2, 5.3 and 5.4
Section 14. The Ministry of Immigration and Integration		
Section 15. The Ministry of Social Affairs, Housing and Senior Citizens		
Section 16. The Ministry of the Interior and Health		See subsection 5.3
Section 17. The Ministry of Employment		
Section 18. The Ministry of Higher Education and Science		
Section 20. The Ministry of Children and Education		
Section 21. The Ministry of Culture		See subsection 3.1
Section 22. The Ministry of Ecclesiastical Affairs		
Section 23. The Ministry of Environment		
Section 24. The Ministry of Food, Agriculture and Fisheries		See subsection 4.2
Section 25. The Ministry of Digital Government and Gender Equality		
Section 28. The Ministry of Transport		
Section 29. The Ministry of Climate, Energy and Utilities		
Section 38. Taxes and duties		
Sections 35-37 and sections 40-42. General reserves, pension, interest, relending, movements in cash position, servicing national debt (net)		

Note: The audit of section 1 and section 2 of the public accounts concerns the Prime Minister's Office's calculation and registration of transfers to the Royal House. We do not audit section 3 of the public accounts, the Folketing. Three additional ministries were established in a government reshuffle in August 2024. These ministries are the Ministry of Resilience and Preparedness, the Ministry of Senior Citizens, and the Ministry of Green Transition. The three new ministries did not submit financial statements in 2024, since their accounting information is included in the financial statements of the ministries from which their responsibilities were transferred.

We have audited the 21 ministries that appear in the public accounts for 2024, cf. table 1. In addition, we have audited other central sections of the public accounts, for example section 38. Taxes and duties.

We are monitoring 26 cases from previous reports. We continuously monitor the cases to assess whether the ministries have addressed the Danish Public Accounts Committee's remarks and the conclusions of the report. We only mention the cases in this report if there has been a lack of progress in the case, or if we assess that the case can be closed.

Appendix 1. Rigsrevisionen's report on the audit of the Danish public accounts for 2024



Report on the audit of the Danish public accounts for 2024

Rigsrevisionen has audited the main section of the public accounts (i.e. section A. Summaries and section B. Appropriations and financial statements), relevant specifications of budgets and accounts and settlement of appropriations. The financial statements of the Danish parliament (the Folketing), are not audited by Rigsrevisionen. The public accounts shall be prepared in accordance with relevant appropriation acts (i.e. the Finance Act and Supplementary Appropriation Act for 2024) and the government accounting regulations.

Rigsrevisionen assesses:

- that the public accounts are correct in all material respects;
- that the government has observed the terms of appropriations in all material respects.

Basis for opinion

We have conducted the audit in compliance with the Danish standards of public-sector auditing which ensures that we meet the requirements of the Auditor General Act, sections 3 and 17 (cf. *Consolidated Act no. 101 of 19 January 2012*).

The section *Rigsrevisionen's responsibility for auditing the financial statements* provides more details on our responsibility according to the standards for public-sector auditing.

In compliance with the Auditor General Act, section 1, sub-section 6, the auditor general is independent in performing her duties. Rigsrevisionen assesses that the audit evidence obtained is sufficient to provide a basis for our conclusion.

With the issue of this opinion, the audit of the public accounts for 2024 is completed. However, Rigsrevisionen may later decide to re-examine issues relating to this and previous accounting years, which may lead to the disclosure of new information and result in a reassessment of items examined in this report.

The ministries' responsibility for the financial statements

The Minister for Finance presents the public accounts to the Folketing. The public accounts are presented in compliance with the relevant finance act and supplementary appropriation acts. The public accounts should include all government income and expenditure concerning the past fiscal year and assets and liabilities and movements in these in the year. The public accounts consist of the financial statements of the ministries, which include the financial statements of the individual government bodies and public enterprises.

The ministries are responsible for presenting correct financial statements in compliance with the appropriation acts and government accounting regulations. The ministries are also responsible for establishing the internal controls necessary to facilitate the preparation of financial statements free from material misstatement, whether due to fraud or error. The ministries and the individual government bodies and public enterprises under the remit of the ministries are also responsible for applying appropriate accounting policies and making accounting estimates that are reasonable in the circumstances.

The public accounts include information provided by *Udbetaling Danmark* (government body managing public benefits) and the Danish municipalities. The relevant ministries are responsible for entering the information in the accounts in compliance with the appropriation acts and current government accounting regulations. Because *Udbetaling Danmark* and the municipalities submit their annual accounts later than the central government, the ministries cannot verify all the information provided by *Udbetaling Danmark* and the municipalities before the public accounts are presented. It is, therefore, essential that the information received from *Udbetaling Danmark* is verified subsequently and before Rigsrevisionen expresses its opinion on the public accounts. The verification is obtained when *Udbetaling Danmark*'s financial statements and annual report are audited by an approved auditor before Rigsrevisionen expresses its opinion on the public accounts. The information provided by the municipalities is verified through auditor reports that are available after Rigsrevisionen has expressed its opinion on the public accounts. The ministries are, therefore, required to correct any misstatements subsequently to ensure the correctness of the public accounts, when viewed over several years.

Moreover, the ministries are responsible for observing the terms of the appropriations and other relevant regulations. The ministries are responsible for ensuring that transactions are funded as required, and that income and expenses included in the public accounts are generated and used in compliance with the objectives and terms set out in the appropriation acts. If these original conditions are no longer present, the ministries are under obligation to inform the Folketing and apply for adjustment of the appropriations.

The departments supervise that government bodies and public enterprises comply with the government accounting regulations and approve the annual financial statements prepared by these bodies.

Rigsrevisionen's responsibility for auditing of the financial statements

Our objective is to obtain reasonable assurance about whether the public accounts as a whole are free from material misstatement, whether due to fraud or error, or affected by material variances to appropriations, and to issue an auditor's report that includes our opinion. Reasonable assurance is not a guarantee that an audit conducted in accordance with good public-sector auditing practice will always detect material misstatement or variances to appropriations, when those exist. Misstatement and variance to appropriations can arise from fraud or error and are considered material if, individually or in total, they could reasonably be expected to be material.

We conduct the audit in compliance with the standards for public-sector auditing, which means we exercise professional judgement and maintain professional scepticism through the audit. We also:

- Identify and assess the risk of material misstatement in the financial statements, whether due to fraud or error, and the risk of material variances to appropriations, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient to provide a basis for our opinion. The risk of not detecting material misstatements resulting from fraud is higher than for misstatements resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations or the override of internal control.
- Obtain an understanding of internal control relevant to the audit to design audit procedures that are appropriate in the circumstances, but not to express an opinion on the effectiveness of the ministries' internal control.
- Evaluate the appropriateness of the accounting policy used by the ministries and the reasonableness of the accounting estimates and related disclosures made by the ministries.
- Verify that the information provided by Udbetaling Danmark, unemployment insurance funds or the municipalities is reflected correctly in the accounts prepared by the ministries and whether the ministries have verified information relating to previous accounting years and corrected the financial statements as required.
- Compare the accounting figures with the relevant appropriations to assess compliance with the terms of the appropriations.

The audit of the public accounts includes audits of financial statements concerning specific sections of the appropriation acts included in the public accounts. Our conclusions concerning these audits appear from our opinions on the individual ministerial remits or other sections of the public accounts. If our opinions are qualified or otherwise modified, it will appear in this report, the Public Accounts Committee will be informed hereof in this report.

Opinion on compliance and performance audit

The ministries are responsible for ensuring that the transactions comprised by the financial statements comply with appropriations, legislation and other regulations, as well as with agreements concluded and generally accepted practice. The ministries are also responsible for taking due financial considerations into account in the administration of the funds and the operation of the government bodies and public enterprises comprised by the public accounts. The ministries are also responsible for establishing systems and processes that support economy, efficiency and effectiveness.

In compliance with the standards for public-sector auditing, it is our responsibility to select subject matters relevant to both compliance audit and performance audit of the public accounts. These audits are planned and prioritised five years ahead. The scope of each audit is limited to specific transactions, systems or processes that entail a risk of significant violations of the regulations or weaknesses in the administration.

We report our conclusions and the scope of the audit to the relevant departments. Material compliance breaches or weaknesses in the administration, including critical remarks in the opinion on a section of the public accounts, are reported to the Public Accounts Committee in the Report on the audit of the government's administration in 2024.

Rigsrevisionen, 7 August 2025

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