

## SECTION 5.

### LAW AND INTERNATIONAL LAW

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## **THE METHODOLOGY FOR CONDUCTING A CONFORMITY ASSESSMENT REGARDING THE ABSENCE OF COMPETITION FOR TECHNICAL REASONS, WHICH MUST BE DOCUMENTED BY THE PROCURING ENTITY IN CASE OF PARTICIPATION OF A NON-RESIDENT PARTICIPANT IN THE PROCUREMENT**

The legal mechanism for procurement in Ukraine is set out in the Law of Ukraine “On Public Procurement” [1]. Starting from October 2022, procuring entities are obliged to procure goods, works and services in accordance with the Law of Ukraine ‘On Public Procurement’ [1] and the Peculiarities of Public Procurement of Goods, Works and Services for Procuring Entities Provided for by the Law of Ukraine ‘On Public Procurement’ for the period of martial law in Ukraine and within 90 days from the date of its termination or cancellation, approved by the Resolution of the Cabinet of Ministers of Ukraine No. 1178 dated 12.10.2022 [2] (hereinafter referred to as the Specifics No. 1178) and/or the Specifics of Defence Procurement for the Period of Martial Law, approved by the Resolution of the Cabinet of Ministers of Ukraine No. 1275 dated 11.11.2022 (hereinafter referred to as the ‘Specifics No. 1275) [3] These regulations establish the legal and economic basis for procurement of goods, works and services for customers to ensure their protection from military threats. Procuring entities, in accordance with these regulations, must proceed from the existing need for procurement or the need for planned procurement in the following year.

According to the fourth paragraph of sub-clause 5 of clause 13 of the Specifics No. 1178 [2], the procuring entity may purchase goods and services (except for routine repair services) whose cost is equal to or exceeds UAH 100 thousand, routine repair services whose cost is equal to or exceeds UAH 200 thousand, works

whose cost is equal to or exceeds UAH 1.5 million without using open tenders and/or an electronic catalogue for the procurement of goods in the event that goods, works or services can be supplied, performed or rendered exclusively by a certain entity.

In accordance with the first paragraph of clause 9 of the Specifics No. 1275 [3], the purchase by public customers of defence goods and services, other goods and services for guaranteed security and defence needs, the cost of which is equal to or exceeds UAH 200 thousand, defence works and works for guaranteed security and defence needs, if their cost is equal to or exceeds UAH 1.5 million (except for procurement of goods, works and services for defence purposes that constitute a state secret, as well as procurement of weapons, military and special equipment, ammunition and their components and services for the development, repair, modernisation of weapons, military and special equipment, ammunition and their components, goods, works and services for the construction of military engineering and fortification structures), without procurement in the electronic procurement system is allowed in the presence of one of the circumstances specified in clause 13 of the Specifics No. 1178 [2].

**Therefore, the necessary conditions for the procurement of goods, works and services under these legal provisions are: first, the value of the procurement subject, as defined by the Specifics No. 1178 [2] or Specifics No. 1275 [3] (threshold); second, the existence of a documented basis for the procuring entity to prove the absence of competition for technical reasons.**

Applying this ground, the procuring entity shall publish a report on the procurement contract concluded without the use of the electronic procurement system in the electronic procurement system within 10 working days from the date of the contract conclusion.

Together with such a report, the procuring entity shall publish in the electronic procurement system the procurement contract and its annexes, as well as the justification for the procurement. Such justification in the form of a procuring entity's administrative decision or other document shall be prepared by an authorised person or other official (officer) of the procuring entity and agreed (approved) by the head of the procuring entity or another person designated by the head of the procuring entity.

Thus, given that the ground is applied only if there is documentary evidence of the absence of competition for technical reasons, the relevant justification must contain a reference to the document confirming this. In essence, such a document is proof of the existence of the relevant ground. The form and authority issuing such a

document are determined by what exactly constitutes the basis for the lack of competition.

The list of documents that can confirm the grounds for the absence of competition for technical reasons is not approved, as it depends on what exactly was such a reason. However, such a document must confirm that goods, works or services due to any justified and confirmed technical reasons, including those established by law, can be performed, supplied or provided exclusively by a certain business entity in the absence of an alternative.

According to clause 8 of part six of Article 40 of the Law of Ukraine ‘On Public Procurement’ [1], the legislator outlines the list of possible documents on which such justification is based, namely: expert, regulatory, technical and other. Providing an official explanation of the document that must properly confirm the specified basis for the procurement carried out in the absence of competition for technical reasons, the Ministry of Economy, by letter No. 3304-04/60124-06 dated 03.10.2020 [4], draws attention to the fact that the customer independently determines the documents confirming the existence of such a procurement condition. However, such a position regarding “...independently determines the document...” creates a problem in the practical implementation of this clarification and the legal provision in general. The essence of the problem lies in the desire of many expert institutions to declare their ability to provide expert opinions in order to receive an order for work, and with it the corresponding income for the expert institution. And it succeeds because customers, when ordering expert opinions, do not find out the competence of the expert institution to provide the relevant expert service. As a result, the question of the grounds for procurement is confirmed by documents of poor quality or those that have no legal force, since there are no requirements at the legislative level for expert institutions and a document by which the procuring entity confirms the absence of competition for technical reasons. In their decisions, the courts argue that the only appropriate document to confirm the absence of competition for technical reasons is an expert opinion provided by an expert institution that: (1) has the appropriate authority under the charter; (2) the qualifications and competence of the experts of such an institution are confirmed by documents [5]. We positively support the resolution of this issue in this way. But we believe that an expert institution should also meet additional requirements, namely: (3) an expert opinion (examination result), which should ensure the legitimacy of the procurement, should be created only under controlled conditions established in accordance with the requirements: DSTU EN ISO/IEC 17020:2019 (EN ISO/IEC 17020:2012, IDT; ISO/IEC 17020:2012, IDT) - Management system

of the inspection body; ISO 9001:2015, IDT (DSTU ISO 9001:2015) – Quality management systems; ISO 37001:2016, IDT (DSTU ISO 37001:2018) – Anti-corruption management systems; DSTU ISO/IEC 27001:2023 (ISO/IEC 27001:2022, IDT) – Information security management systems. This means that the expert body must implement the requirements of the specified international ISO standards in its activities and be accredited and certified in accordance with the requirements of these standards. (4) the risks of professional activity of an expert institution should be covered by a voluntary professional liability insurance contract in case of damage to third parties caused by the conformity assessment (expert opinion). And such a third party is, first of all, the procuring entity as the consumer of the expert opinion. **Therefore, at the legislative level, the responsibility for conducting a conformity assessment regarding the absence of competition for technical reasons, which must be documented by the procuring entity, needs to be strengthened by establishing requirements for an expert institution that provides such services in the field of public procurement, and a clear definition and document by which the procuring entity must confirm the said grounds is required.**

The scientific literature rightly emphasises that it is “...the expert assessment of an independent expert institution that provides transparency in procurement and is a kind of competitive mechanism in such procedures...” [6, p.161]. If the procurement is carried out without conducting it in the electronic procurement system during the period of martial law in Ukraine, i.e. as an exception, the compliance of the grounds for such procurement must be established by an independent professional examination to provide an expert opinion on the assessment of compliance of the grounds for such application. However, at the same time, the expert institution must meet the legislatively defined requirements and the activities of the institution itself must meet certain criteria (standards), which are confirmed by accreditation and certification in accordance with the requirements of international ISO standards. Therefore, we agree with the scientific position of Krylova O. that the main purpose of ensuring effective transparent procurement, creating a competitive environment in the field of public procurement is an objective, impartial evaluation of tender proposals, professionalisation of procurement and development of fair competition [6, p.161], and independent professional expertise can perform a corresponding positive function in this regard.

Conducting a conformity assessment regarding the absence of competition for technical reasons, which must be documented by the procurement customer, has certain peculiarities, and, first of all, these peculiarities are observed in cases of participation of a non-resident participant in the procurement.

It appears that with this legal basis, the legislator conceptually defined that protection of competition in Ukraine is one of the main guidelines for legislative regulation of economic activity in order to promote the healthy development of economic relations in Ukraine. Competition is the basis for the functioning of a market economy, which provides for the free exercise of economic activity based on the principle of diversity and freedom of entrepreneurship. The main thrust of the state's competition policy is to conduct competition through fair means.

In modern scientific and legal doctrine, the concept of 'competition' is understood as rivalry (competition) between different participants in the market economy for the most favourable conditions for the production and sale of goods and services, for the appropriation of the largest profit. It acts as a force that mobilises personal economic interest and entrepreneurial potential and aims to maximise their realisation, ensuring the interaction of supply and demand that balances market prices. Therefore, the 'absence of competition' is the actual absence of rivalry (competition) between different participants in the market economy for the most favourable conditions for the production and sale of goods and services, for the appropriation of the largest profit [7, p.102].

The Great Encyclopaedic Dictionary of Law defines economic competition as the competition of business entities when their independent actions limit the ability of each of them to influence the general conditions for the sale of goods on the market, stimulate the production of these goods (works, services) required by the consumer [8].

Thus, the conformity assessment of the absence of competition for technical reasons, which must be confirmed by the procuring entity, must be ensured, given that the conceptual framework of state regulation of the country's sustainable development is based on the harmonious (balanced) development of economic, social (public), environmental and institutional components, which is implemented through the development, approval and implementation of relevant conceptual regulatory documents.

An expert study of the absence of competition for technical reasons is carried out by conducting a thorough analysis and obtaining conclusions and justifications through research scientific procedures with the use of specialised legal and/or specialised knowledge possessed by experts, using empirical methods, including comparative analysis and synthesis, induction and deduction, abstraction, generalisation, analogy and others.

The methodology for proving the absence of competition on technical grounds is based on the following analysis processes:

Firstly, the study should establish the correspondence between the data on the subject matter of the procurement to be carried out and the data on the probable supply of goods (performance of works and provision of services) that can be provided by the participant as an exclusively defined business entity. A document containing initial data on the subject matter of procurement may be an order for an expert opinion, if the procurement entity directly applies to an expert institution for an expert opinion, or a letter from the procurement entity to the procurement participant, if the probable procurement participant directly applies to the expert institution for an expert opinion, fulfilling a kind of instruction given to it by the procurement entity to obtain an expert opinion by the said letter.

The data on the procurement to be carried out should contain a clear name of the procurement item with reference to a single procurement classifier, for example, procurement of goods for DK 021:2015 42120000-6 – Pumps and compressors; procurement of services for DK 021:2015 50530000-9 – Equipment repair and maintenance services, etc. In such documents, the procuring entity, while announcing its intention to carry out the procurement and to study the issue of the possible participation of the tenderer, must also outline the technical requirements for the subject of procurement, as well as determine which qualification criteria provided for in part two of Article 16 of the Law of Ukraine “On Public Procurement” [1] must be met by the tenderer.

Secondly, the study should establish the compliance of the participant's powers in the procurement. If the procurement participant is not the manufacturer of the goods (contractor, service provider), the authorised company must have exclusive rights granted by the manufacturer of the goods (contractor, service provider) to participate, which are documented. In addition, the participant must provide a document (extract from the state or trade register, etc.) confirming its registration as a legal entity in the country of its residence.

Thirdly, taking into account the conclusions of the courts that the documentary justification of ‘lack of competition for technical reasons’ is considered to be more objective if it is based on external regulatory and/or technical documents adopted and/or approved by the competent authority in accordance with the law [9], the study should be based on the results of the analysis of the market for goods, works and services ordered to identify all possible suppliers of goods (contractors, service providers) to Ukraine that are the subject of procurement. Such market analysis should be based on data from customs databases and other possible sources. A specialised organisation must document its right of access to probable closed sources and the right to use their data in analytical work in order to prevent risks of

refuting the results of the market analysis of goods (works and services). **Therefore, the analysis of the market of goods, works and services should contain information on the sources from which the relevant information was obtained and on the authority of the specialised organisation to use the relevant data in analytical works if it was obtained from closed sources, since it is the result of the analysis of the market of goods (works, services) that refutes or proves the statement that the participant is the only supplier of goods (performer of works, provider of services) to Ukraine that are the subject of the procurement to be carried out.**

Fourthly, the study must establish the tenderer's compliance with the qualification criteria set by the procurement customer in accordance with part two of Article 16 of the Law of Ukraine “On Public Procurement” [1]. Compliance is established based on the documents provided by the tenderer. The scientific literature notes that a clear definition by the procuring entity of the qualification criteria and the list of documents confirming them allows avoiding practical problems and ambiguous understanding of the legal provision, namely: “...a method of documentary confirmation of the tenderer's compliance with the qualification criteria in accordance with the law...” [10, c.62]. In the absence of a method of documentary confirmation by the participant of the relevant qualification criterion established by the procurement customer, the study is based on documents provided by the participant at its own discretion.

**Conclusions.** The developed methodology allows to ensure proper assessment of compliance with the absence of competition for technical reasons, which must be confirmed by the procurement customer in the case of participation of a non-resident participant in the procurement, in accordance with the fourth paragraph of subparagraph 5 of paragraph 13 of the Specifics No. 1178 or the first paragraph of paragraph 9 of the Specifics No. 1275, an expert institution that meets the following requirements: (1) has the relevant powers under the charter; (2) the qualifications, competence and authority of its experts are confirmed by documents; (3) is accredited and certified in accordance with the requirements DSTU EN ISO/IEC 17020:2019 (EN ISO/IEC 17020:2012, IDT; ISO/IEC 17020:2012, IDT) – Management systems of the inspection body; ISO 9001:2015, IDT (DSTU ISO 9001:2015) – Quality management systems; ISO 37001:2016, IDT (DSTU ISO 37001:2018) – Anti-corruption management systems; DSTU ISO/IEC 27001:2023 (ISO/IEC 27001:2022, IDT) – Information security management systems; (4) the risks of its activities are covered by a voluntary professional liability insurance contract in case of damage to third parties.

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PROCEEDINGS OF THE  
VII INTERNATIONAL SCIENTIFIC  
AND THEORETICAL CONFERENCE

THE DRIVING FORCE OF  
SCIENCE AND TRENDS  
IN ITS DEVELOPMENT

08.11.2024

COVENTRY  
UNITED KINGDOM

*with the proceedings of the*

VII International Scientific and Theoretical Conference


**The driving force of science  
and trends in its development**

08.11.2024

Coventry, United Kingdom

**Coventry, 2024**

UDC 082:001  
T 44

 <https://doi.org/10.36074/scientia-08.11.2024>




Chairman of the Organizing Committee: Goldenblat M.

Responsible for the layout: Bilous T.

Responsible designer: Bondarenko I.

T 44 **The driving force of science and trends in its development:**  
collection of scientific papers «SCIENTIA» with Proceedings of the VII  
International Scientific and Theoretical Conference, November 8,  
2024. Coventry, United Kingdom: International Center of Scientific  
Research.

ISBN 979-8-88955-773-9 (series)  Bowker

DOI 10.36074/scientia-08.11.2024

Papers of participants of the VII International Multidisciplinary Scientific and Theoretical Conference «The driving force of science and trends in its development», held on November 8, 2024 in Coventry are presented in the collection of scientific papers.

The conference is included in the Academic Research Index ReserchBib International catalog of scientific conferences and registered for holding on the territory of Ukraine in UKRISTEI (Certificate № 401 dated June 12<sup>th</sup>, 2024).



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UDC 082:001

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ISBN 979-8-88955-773-9

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SCIENTIFIC PUBLICATION



WITH THE PROCEEDINGS OF THE VII INTERNATIONAL  
SCIENTIFIC AND THEORETICAL CONFERENCE

**«THE DRIVING FORCE OF SCIENCE  
AND TRENDS IN ITS DEVELOPMENT»**

November 8, 2024 | Coventry, United Kingdom

in English, Ukrainian, Uzbek and Lithuanian

*All papers have been reviewed. Organizing committee may not agree with the authors' point of view. Authors are responsible for the correctness of the papers' text.*

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Signed for publication 08.11.2024. Format 70×100/16.  
Offset Paper 80gsm. Times New Roman and Open Sans typefaces.  
Digital color printing. Conventionally printed sheets 21,29.  
*Circulation: 50 copies. Printed from the finished original layout.*

Publisher [PDF]: Primedia E-launch LLC  
TX 75001, United States, Texas, Dallas. E-mail: [info@primediaelaunch.com](mailto:info@primediaelaunch.com)

Publisher [printed copies]: LLC UKRLOGOS Group  
21005, Ukraine, Vinnytsia, Zodchykh str. 18, office 81. E-mail: [info@ukrlogos.in.ua](mailto:info@ukrlogos.in.ua)  
Certificate of the subject of the publishing business: ДК № 7860 of 22.06.2023.