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PUBLIC PROCUREMENT MANAGEMENT IN UKRAINE: IMPLEMENTATION OF EUROPEAN PRACTICES AND STANDARDS

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УПРАВЛІННЯ ПУБЛІЧНИМИ ЗАКУПІВЛЯМИ В УКРАЇНІ: ІМПЛЕМЕНТАЦІЯ
 ЄВРОПЕЙСЬКОЇ ПРАКТИКИ ТА СТАНДАРТІВ

The relevance of this study is underscored by the growing role of public procurement as an instrument for ensuring the efficient use of budgetary resources, promoting transparency in public administration, and implementing Ukraine's European integration policy under martial law and during the post-war recovery. Particular importance is attached to aligning the national procurement system with European Union law and to introducing modern digital and control mechanisms. The purpose of the article is to provide a comprehensive analysis of the transformation of Ukraine's public procurement system in 2022–2024 in the context of implementing European standards and to substantiate directions for improving procurement management. The study applies methods of analysis and synthesis, comparative legal analysis, statistical analysis, systemic and structural-functional approaches, and the method of generalizing official reports and analytical materials. The results indicate that in 2023–2024, the competitive environment gradually recovered and procurement efficiency improved, as reflected in a higher share of successful procedures, increased supplier participation, and greater budgetary savings. The decisive role of the Prozorro electronic system in ensuring transparency and accountability of procedures is substantiated. Fragmentary harmonization of national legislation with EU directives, persistent institutional constraints, and insufficient effectiveness of control mechanisms are identified. An author's approach to improving public procurement management is proposed, based on developing risk-oriented analytics, electronic auditing, the professionalization of authorized officers, and integrating donor standards into recovery processes. The proposed measures aim to strengthen institutional capacity, reduce abuses, and enhance trust among businesses and international partners. The practical significance of the study lies in the possibility of applying the results obtained to the activities of contracting authorities and control bodies, as well as to the formulation of public financial policy.

Актуальність цього дослідження підкреслюється зростанням ролі державних закупівель як інструменту забезпечення ефективного використання бюджетних ресурсів, сприяння прозорості в державному управлінні та реалізації політики європейської інтеграції України в умовах воєнного стану і під час повоєнного відновлення. Особливе значення надається узгодженню національної системи закупівель із законодавством Європейського Союзу та впровадженню

сучасних цифрових і контрольних механізмів. Метою статті є комплексний аналіз трансформації системи державних закупівель України у 2022–2024 роках у контексті впровадження європейських стандартів та обґрунтування напрямків удосконалення управління закупівлями. У дослідженні застосовано методи аналізу та синтезу, порівняльно-правового аналізу, статистичного аналізу, системного та структурно-функціонального підходів, а також метод узагальнення офіційних звітів та аналітичних матеріалів. Результати свідчать про те, що у 2023–2024 роках конкурентне середовище поступово відновлювалося, а ефективність закупівель підвищувалася, що відбивалося у вищій частці успішних процедур, збільшенні участі постачальників і більшій економії бюджетних коштів. Обґрунтовано вирішальну роль електронної системи Prozorro в забезпеченні прозорості та підзвітності процедур. Визначено фрагментарну гармонізацію національного законодавства з директивами ЄС, постійні інституційні обмеження та недостатню ефективність механізмів контролю. Запропоновано авторський підхід до вдосконалення управління державними закупівлями, що базується на розробці ризик-орієнтованої аналітики, електронного аудиту, професіоналізації уповноважених посадових осіб та інтеграції стандартів донорів у процеси стягнення. Запропоновані заходи спрямовані на зміцнення інституційного потенціалу, зменшення зловживань і підвищення довіри між бізнесом та міжнародними партнерами. Практичне значення дослідження полягає в можливості застосування отриманих результатів до діяльності замовників та органів контролю, а також до формування державної фінансової політики.

Key words: public finance, digital governance, competitive procedures, institutional capacity, risk-oriented control, post-war recovery, European integration.

Ключові слова: державні фінанси, цифрове врядування, конкурентні процедури, інституційна спроможність, ризик-орієнтований контроль, післявоєнне відновлення, європейська інтеграція.

THE PROBLEM STATEMENT IN GENERAL FORM AND ITS CONNECTION WITH IMPORTANT SCIENTIFIC OR PRACTICAL TASKS

The transformation of the public administration system and the deepening of European integration processes in the direction of public procurement are gaining particular importance as tools for implementing state policy, ensuring the effective use of budget resources, and increasing the transparency of public finances. The level of public trust in state institutions, the economy's investment attractiveness, and the stability of the financial system largely depend on the quality of the procurement system's functioning [1, p. 343]. The study's relevance is enhanced by the conditions of martial law, the need for operational support for state and defense needs, and the tasks of post-war reconstruction in Ukraine. Under these circumstances, the public procurement system must combine the efficiency of managerial decision-making with compliance with the principles of competition, openness and accountability, which requires constant improvement of regulatory and organizational mechanisms [2]. An essential factor in the development of the national public procurement system is the fulfillment of Ukraine's obligations under the European integration course, in particular, the implementation of European Union (hereinafter referred to as the EU) directives and the harmonization of national legislation with the EU acquis. Approaching European standards

involves not only a formal update of the legal framework but also the transformation of management practices, the development of digital control tools, and the development of professional human resources [3, p. 451]. Therefore, it is imperative to assess the current state of the public procurement system, identify trends in its development, and justify priority areas for improving management, taking into account the challenges of wartime and the needs of long-term economic recovery.

ANALYSIS OF RECENT RESEARCH AND PUBLICATIONS

The issue of public procurement in Ukraine is examined through the prism of martial law, digital transformation, and European integration processes, which significantly affect public administration mechanisms and the use of budgetary resources. In particular, the studies by D. Zakharov and O. Fedorova [1, p. 343] and A. Panteleymonenko et al. [2] substantiate the need to combine simplified procedures with strengthened control and risk-monitoring tools during martial law. The authors argue that excessive expansion of non-competitive mechanisms creates additional corruption threats and requires institutional balancing. At the same time, the works of G. Kotina et al. [4, p. 38] and T. Shvydka [3, p. 452] focus on the processes of institutional convergence of Ukraine with the EU acquis. Researchers emphasize that harmonizing legislation increases competitiveness, trust, and the public value of

procurement, transforming it from a purely procedural mechanism into a tool for strategic development. A separate area of research concerns the legal support for contractual relations in procurement. Thus, K. Rezvorovych et al. [5, p. 171] draw attention to gaps in the regulation of force majeure circumstances and dispute resolution procedures, which reduce the stability of contractual relations in crisis conditions. The issues of the digitalization of procurement and public administration are widely discussed in the articles by O. Stashchuk et al. [6], O. Dyachenko [7, p. 30], and I. Dynnyk [8, p. 312]. Scientists have shown that the introduction of electronic tools not only increases procedural efficiency but also creates new mechanisms of transparency, public control, and institutional trust. In the context of global challenges, N. Kantsedal et al. analyze the impact of the military conflict on the global financial system and government spending, emphasizing the growing role of public procurement in stabilizing the economy [9, p. 662]. At the same time, T. Brik and V. Protsenko emphasize that the level of criminogenic risks and institutional weakness negatively affects support for reforms, including in public procurement [10, p. 91].

The generalization of scientific approaches shows that modern research presents a comprehensive view of public procurement as a multidimensional tool of public administration, the effectiveness of which depends on the combination of legal regulation, digital technologies, institutional capacity, and compliance with European standards. At the same time, existing research mainly focuses on individual aspects of the system's functioning, necessitating an integrated analysis of managerial, regulatory, and analytical mechanisms for the development of public procurement in the context of post-war transformation.

FORMULATION OF THE OBJECTIVES OF THE ARTICLE (TASK STATEMENT)

The purpose of the article is a comprehensive analysis of the functioning of the public procurement system in Ukraine under martial law and European integration processes, an assessment of the level of implementation of European standards in the field of procurement, as well as substantiation of areas for improving the management of procurement processes, taking into account the tasks of post-war recovery. To achieve the goal, the article provides for the implementation of the following tasks: 1) to analyze the institutional and regulatory framework for the functioning of the public procurement system in Ukraine under martial law and European integration processes; 2) to assess the dynamics of the leading indicators of efficiency and the level of competition in the field of public procurement in 2022—2024; 3) to substantiate priority areas for improving the management of procurement processes taking into account European standards and the needs of post-war recovery.

PRESENTATION OF THE PRIMARY MATERIAL OF THE STUDY

Public procurement is an essential tool for implementing state policy in public finance management and socio-economic development. Through procurement

mechanisms, the state provides financing for priority industries, infrastructure projects, and social initiatives, thereby creating stable demand in the domestic market [1, p. 344].

In the budget policy system, public procurement helps optimize the use of financial resources, set market prices, improve the quality of goods and services, and reduce transaction costs. Effective organization of the procurement process ensures a rational allocation of budget funds, minimizes the risk of misuse, and increases the effectiveness of public spending. At the same time, electronic procedures, openness of information, and standardization of requirements for participants strengthen the anti-corruption component of procurement, reduce the risk of abuse, and increase the accountability of government bodies. This helps strengthen public trust in public resource management mechanisms [6]. Thus, public procurement should be considered a comprehensive tool of public administration, combining the implementation of state policy, budgetary efficiency, and the creation of a transparent environment.

During martial law, the functioning of the electronic defense procurement system, regulated by the Resolution of the Cabinet of Ministers of Ukraine No. 1275 [11] and providing for special thresholds, exceptions, and simplified procedures, is of particular importance. In particular, procurements up to UAH 200 thousand for goods and services and up to UAH 1.5 million for works can be carried out through direct contracts. In contrast, procurements above the established thresholds are carried out through the Prozorro system using competitive or simplified procedures. Specific categories of defense procurement related to state secrets and armaments are exempt from standard regulations for national security reasons. In general, Resolution No. 1275 [11] forms a special defense procurement regime that combines accelerated decision-making with elements of control and limited openness. At the same time, the draft law No. 11520 [12], submitted in 2024 and aimed at harmonization with EU law, provides for updating bidding procedures and the development of innovative partnerships and joint procurement. However, some provisions of the draft law have prompted comments from the expert community about the potential risks of reducing budget savings, weakening the competitive environment, and expanding customers' discretionary powers. This necessitates aligning its norms with EU directives, in particular Directive 2014/24/EU [13], as well as the European Commission's recommendations under the Enlargement and Implementation Package of the Association Agreement between Ukraine and the EU [14].

In general, the Draft Law No. 11520 [12] reflects Ukraine's aspirations for European integration in the field of public procurement; however, its implementation requires further refinement, taking into account anti-corruption standards, financial sustainability, and post-war reconstruction objectives. At present, the legal regulation of procurement is based on the Law of Ukraine "On Public Procurement" No. 922-VIII [15] and subordinate regulatory legal acts adopted during the period of martial law.

The electronic platform Prozorro [16] plays a key role in the system's functioning: it provides uniform standards for conducting procedures, integrates with state registers,

and automates the main stages of procurement. In 2025, the digitalization of document flow using a qualified electronic signature has become particularly important, helping reduce the impact of the human factor and increase the legal certainty of management decisions. The sphere of defense procurement operates under a special regime defined by the Resolution of the Cabinet of Ministers of Ukraine No. 1275 [11], which provides for the use of direct contracts within the established thresholds, as well as exceptions for procurement related to state secrets and national security. This approach combines accelerated adoption of management decisions with elements of centralized control and limited openness of information. In modern practice, the main procedures remain open tenders with features, electronic catalogs on Prozorro Market, negotiated procedures, and, in exceptional cases, direct contracts, which ensure the flexibility and proportionality of regulation in accordance with European standards. In general, regulatory transformations and the introduction of digital tools have created the prerequisites for increasing the efficiency and transparency of the procurement system. At the same time, assessing the effectiveness of its development requires further analysis of the dynamics of quantitative and cost indicators in the context of military adaptation and European integration (Table 1).

As shown in Table 1, despite the positive dynamics of financial and procedural indicators, an essential indicator of governance quality in public procurement remains the level of competition and the involvement of business entities in tender procedures. Competition is a key mechanism for setting fair prices, improving procurement quality, and minimizing corruption risks, which aligns with the basic principles of the European model of public procurement.

Under martial law and a changing regulatory environment, the dynamics of suppliers' participation in procurement have undergone significant changes. The reduction in the number of participants in 2022 was due to high levels of uncertainty, logistical constraints, and risks associated with conducting economic activities. In the future, thanks to the stabilization of procedures, the development of digital tools and increased predictability of the rules of the game, a gradual restoration of the competitive environment is observed in 2023–2024. In view of this, it is appropriate to analyze indicators that characterize customer and supplier participation in public procurement, as well as the level of actual competition in the system (Table 2).

The data presented in Table 2 confirm significant changes in the structure of public procurement participants in the period under study. Thus, in 2022, there was a sharp reduction in the number of active suppliers and a decline in competition, due to the economic crisis conditions. At the same time, in 2023–2024, market activity gradually returned, as evidenced by increases in the number of competitive procedures and the average number of proposals submitted. An increase in the level of competition to 2.38 proposals per lot in 2024 indicates a strengthening of business confidence in the institutional capacity of the procurement system and its gradual approximation to European standards of openness and fair competition. This dynamic results from both internal institutional reforms and a targeted policy to harmonize national legislation with European Union law in the field of public procurement.

Table 1. Dynamics of key indicators of public procurement in Ukraine in 2022–2024

Indicator	2022	2023	2024
Number of completed procurements, thousand	484	270	378
Number of announced procurements, thousand	–	3,600	3,612
Share of successful procedures, %	–	68.0	71.3
Share of competitive procurements by value, %	40	72	70–79*
Average number of bids	1.85	2.02	2.38
Volume of successful procurements, billion UAH	198	–	1,180
Volume of budget savings, billion UAH	–	7.8	51.8

* depending on threshold values (Ukrainian and European thresholds).

Source: constructed by the author based on [16].

Table 2. Indicators of competition and participation in public procurement in Ukraine in 2022–2024

Indicator	2022	2023	2024
Number of customers, in thousands	30	17	19
Number of participants, in thousands	181	37	40
Number of competitive procedures, in thousands	160	400	530
Average number of offers per lot	1.85	2.02	2.38

Source: constructed by the author based on [16].

In this context, analyzing the implementation of EU directives and their impact on the formation of a modern model of public procurement management in Ukraine is particularly relevant. Harmonization of national legislation on public procurement with EU law is a key priority of the state's European integration policy and an essential prerequisite for the formation of a transparent, competitive, and efficient public procurement market. The basis of the European regulatory model in this area is Directive 2014/24/EU on public procurement [13] and Directive 2014/25/EU on procurement by entities operating in the water, energy, transport and postal services sectors [17]. In Ukraine, the directives above are being implemented through a systematic update of legislation, in particular by preparing and finalizing draft law No. 11520 [12], aimed at aligning national procedures with European standards of transparency, competition, and non-discrimination for participants. At the same time, the effectiveness of these transformations should be assessed not only from the standpoint of formal compliance with regulatory acts, but also by comparing practical mechanisms for the functioning of the public procurement system in Ukraine and the EU Member States. To this end, Table 3 summarizes the main characteristics of the European and national public procurement models, allowing us to identify the degree of their convergence, existing institutional differences, and areas for further harmonization.

The comparison shows significant convergence between the national public procurement system and the European model in key institutional and procedural parameters. At the same time, formal harmonization of the regulatory framework and the development of digital infrastructure are not always accompanied by full compliance of procurement practices with EU standards.

An objective assessment of the actual state of implementation of European requirements in public procurement is provided in the European Commission Report on Ukraine within the framework of the EU Enlargement

Table 3. Comparative characteristics of approaches to public procurement in Ukraine and the EU

Criterion	European Union (Directives 2014/24/EU, 2014/25/EU)	Ukraine (2022–2024)
Basic principles	Transparency, competition, proportionality, non-discrimination, value for money	Transparency, competition, and adaptation of procedures to martial law conditions
Main electronic platform	TED and the national electronic platforms of the Member States	Single electronic system Prozorro
Average level of competition	On average, 3–5 offers per lot	Growth from 1.85 to 2.38 offers per lot
Access to information	Complete transparency of data at all stages of procurement	Openness with temporary restrictions under martial law conditions
Control and monitoring system	European Court of Auditors, national audit bodies, specialized control services	State Audit Service, Antimonopoly Committee, e-audit system
Legal framework	EU Directives and the implementing legislation of the Member States	Law of Ukraine No. 922-VIII, draft No. 11520

Source: summarized by the author based on the analysis of sources [11–15; 17].

Table 4. Positive and problematic aspects of the development of Ukraine's public procurement system according to the EU assessment, 2024–2025

Evaluation Area	Positive results	Constraints and challenges
Legislation	Preparation of draft law No. 11520; development of PPP	Incomplete implementation of EU directives; delayed adoption of the law
Digitalization	Development of Prozorro, analytical modules, and e-contracts	Limited integration with other IT systems
Development Strategy	Implementation of the Strategy 2024–2026	Insufficient clarity of performance indicators
Control	Implementation of risk indicators	Weak proactive monitoring
Defense Procurement	Authorized persons in military units	Political influence; regulatory uncertainty
Competition	Increased share of competitive procedures	Low use of non-price criteria

Source: summarized by the author from [18].

Package for 2025 [18], which characterizes progress in this area as limited. Analysis of the provisions of the specified document allows us to identify both the positive outcomes of system reform and the problematic aspects that hinder its further development. The European Commission report for the period from September 2024 to August 2025 notes that, despite some positive developments, the level of harmonization of Ukrainian legislation on public procurement with the EU *acquis* remains incomplete [18]. In particular, the process of adopting draft law No. 11520, intended to ensure the comprehensive approximation of national regulations to EU directives, is in the finalization stage, which limits the pace of institutional adaptation.

Progress in the professionalization of procurement activities and the development of the Prozorro electronic

system are positively assessed, particularly in the implementation of analytical tools and risk-based monitoring. At the same time, the European Commission emphasizes the insufficient effectiveness of the control system, the limited use of risk indicators and the weak preventive component of supervisory activities [18]. The report pays special attention to problems in defense procurement, particularly cases of political influence on the activities of specialized institutions and the lack of clarity in the regulatory distinction between civilian and military procedures. In addition, an excessive focus on price when evaluating tender offers is noted, which may negatively affect the quality of purchased goods and services. The results presented in the Report are summarized in Table 4.

The generalization of the European Commission's assessment results allows us to conclude that Ukraine's public procurement system is at the stage of institutional transition from a crisis model of functioning to a stable, European-oriented management system. Despite achievements in the field of digitalization and procedural standardization, systemic limitations associated with slow legislative adaptation, insufficient control efficiency and fragmentation of strategic planning remain. Eliminating these problems is a prerequisite for Ukraine's full integration into the single European public procurement market.

Based on the analysis of regulatory and legal changes, statistical indicators of the functioning of the public procurement system in 2022–2024, as well as the European Commission's assessments of the level of implementation of European standards, it is advisable to form a comprehensive approach to further improving the management of procurement processes in Ukraine (Table 5).

The proposed system of directions for improving public procurement management focuses on establishing a multi-level regulatory model that integrates regulatory, digital, institutional, and personnel tools. Its implementation will enable a shift from predominantly procedural control to risk-based management aimed at preventing violations and improving the efficiency of budgetary resource use. Of particular importance is the development of analytical and audit digital modules that create the basis for automated detection of corruption risks and increase the transparency of procurement processes. At the same time, the professionalization of authorized personnel will contribute to the development of a stable management culture in public procurement. The integration of donor standards and post-war recovery mechanisms into the Prozorro system will ensure consistency between national procurement policy and international financial support programs and increase Ukraine's investment attractiveness.

Thus, the further development of the public procurement system in Ukraine should be based on a combination of competitive mechanisms, digital transformation, professional training of personnel and strategic coordination with European and international partners. The implementation of the proposed directions will create the prerequisites for the formation of a sustainable, transparent and institutionally mature public finance

Table 5. Directions for improving public procurement management in Ukraine

Direction	Main problem	Proposed tool	Expected result	European integration effect
Reducing the share of non-competitive procedures	Excessive use of direct contracts	Strengthening the justification of exceptions; automated control in the Prozorro system	Increase in the share of open trades	Approach to the principles of open competition
Strengthening risk analytics	Fragmentary monitoring	Development of artificial intelligence modules and analysis of large data sets	Early detection of violations	Compliance with EU practices in the field of risk-based control
Developing an electronic audit	Limited digitalization of control	Integration of the Prozorro system with the electronic audit of the State Audit Service of Ukraine	Increase in preventive supervision	Strengthening financial accountability
Professionalizing authorized persons	Uneven level of competences	Mandatory certification and continuous professional development programs	Improvement in the quality of procedures	Harmonization with EU training practices
Implementing donor standards	Different requirements of international partners	Uniform contract templates	Increase in investor confidence	Consistent with the practices of the European Bank for Reconstruction and Development and the European Investment Bank
Integrating into reconstruction processes	Fragmentary procurement	Rebuild-Prozorro platform	Transparency of recovery processes	Compliance with the principles of the Recovery Fund

Source: author development.

management system capable of functioning effectively in the conditions of post-war reconstruction and full integration into the European Union.

CONCLUSIONS AND PROSPECTS FOR FURTHER RESEARCH IN THIS AREA

As a result of the study, it was found that the public procurement system in Ukraine in 2022—2024 underwent significant changes due to martial law, digitalization, and European integration. A gradual restoration of the competitive environment, an increase in the share of successful procedures, and an increase in budget savings in 2023—2024 were identified. It has been proven that the Prozorro electronic system is a key tool for ensuring transparency and accountability in procurement processes, and the development of its analytical and control modules contributes to the implementation of risk-based management. At the same time, the preservation of a significant share of non-competitive procedures and the limited use of non-price criteria indicate institutional restrictions.

A generalization of the provisions of EU directives and European Commission assessments revealed the fragmented nature of the harmonization of national legislation and public procurement practices with European standards, which has led to limited progress in this area. The feasibility of implementing a comprehensive approach to improving procurement management is substantiated, which involves reducing non-competitive procedures, strengthening risk analytics, developing electronic auditing, professionalizing authorized persons, and integrating donor standards into post-war reconstruction processes. Prospects for further research include assessing the impact of digital tools and risk-based control on procurement efficiency, as well as studying the role of public procurement in implementing Ukraine's reconstruction programs.

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