

LOGISTICS (In economy)

UDC 338.24.01

LOGISTICS OF PUBLIC PROCUREMENT IN FOREIGN COUNTRIES (ON THE EXAMPLE OF USA, GERMANY AND POLAND)

¹Toluev Yuri, ²Mukhtarova Karlygash, ³Mukhtar Yernur,
⁴Akhmetkaliyeva Sandigul, ⁵Kozhakhmetova Assel

¹Doctor of Technical Sciences, Professor, Fraunhofer Institute IFF, Magdeburg, Germany

²Doctor of economic sciences, professor, Al-Farabi Kazakh national University, Almaty, Kazakhstan

³Doctor PhD, Al-Farabi Kazakh national University, Almaty, Kazakhstan, e-mail: pravovedprof@gmail.com

⁴Candidate Technical Sciences, Associate Professor, Altai State University,
Barnaul, Russia, e-mail: sandygula025@gmail.com

⁵PhD candidate, Al-Farabi Kazakh National University, Almaty, Kazakhstan, e-mail: aselekdream@gmail.com

Abstract. Issues of regulating public procurement throughout the world are the subject of close attention from the legislators. Because in this case the buyer in the face of the state is interested in the maximum efficiency of the process. One of the important directions in lawmaking around the world has become the struggle for fair competition, which, according to economic theory, should lead to lower prices. The main problem in the modern practice of public procurement is the “human factor”, which generates corruption and bad faith. This isn't about episodic bribing of officials, but about the merging of government and business, as a result of which, along with competitive methods of selecting suppliers, lobbying has become important. However, it is believed abroad that a well-developed regulatory framework and competent procurement administration may well reduce potential efficiency losses to a minimum (Government purchases abroad, 2017).

The purpose of the study is to consider the theory and practice of public procurement management in developed countries, such as the United States, Germany and Poland, which have many years of specific experience in regulating public procurement, in addition, highlighting the most important aspects of state order placement in Kazakhstan Republic from the scientific research viewpoint.

Key words: government procurement, government order, government regulation, public procurement system, logistics, legislation effectiveness, suppliers, government and business, corruption, competition, price policy, foreign practice.

Шетелдегі мемлекеттік сатып алу логистикасы (АҚШ, Германия және Польша мысалында)

¹Толуев Ю., ²Мұхтарова Қ., ³Мухтар Е., ⁴Ахметкалиева С., ⁵Қожахметова Ә.,

¹Т.ғ.д., профессор, Фраунговерлік институт IFF, Магдебург, Германия, e-mail: vlad17@bk.ru

²Ә.ғ.д., профессор, әл-Фараби атындағы ҚазҰУ, Алматы, Қазақстан

³PhD докторы, әл-Фараби атындағы ҚазҰУ, Алматы, Қазақстан, e-mail: pravovedprof@gmail.com

⁴Т.ғ.к, доцент, Алтай мемлекеттік университеті, Барнаул, Ресей, e-mail: sandygula025@gmail.com

⁵PhD докторанты, әл-Фараби атындағы ҚазҰУ, Алматы, Қазақстан, e-mail: aselekdream@gmail.com

Андапта. Бүкіл әлемде мемлекеттік сатып алуларды реттеу заң шығарушылардың үнемі назарында, себебі іс жүзінде сатып алушының өзі, яғни мемлекет, үдерістің барынша тиімділігіне мүдделі. Әлемдегі заң шығару саласында маңызды бағыттардың бірі, экономикалық теорияға сәйкес, баға төмендеуіне әкелуі тиіс әділ бәсекелестік үшін күрес болып саналады. Мемлекеттік сатып алудың заманауи тәжірибесіндегі басты мәселе – жемқорлық пен сенімсіздік тудыратын «адам факторы». Бұл шенеуніктердің жемқорлығы жайында емес, нәтижесінде жабдықтаушыларды таңдауда бәсекелестік әдістерімен қатар лоббизм маңызды болып отырған үкімет пен бизнестің етене бірігуі туралы. Дегенмен, шет елдерде орын алғандай жақсы дамыған нормативтік база және құзыретті сатып алу әкімшілігі ықтимал шығындарды минимумға дейін төмендетуі мүмкін деп саналады (шетелде мемлекеттік сатып алу, 2017).

Мақаланың мақсаты мемлекеттік сатып алулар жүйесін реттеуде көпжылдық әрі бірегей тәжірибесі бар АҚШ, Германия және Польша тәрізді шетелдердегі мемлекеттік сатып алулар жүйесінің теориясы мен тәжірибесін қарастыру, оған қоса ғылыми зерттеу тұрғысынан ҚР-дағы мемлекеттік тапсырысты жайғастырудың тиімділігін арттырудың аспектілерін ерекшелеу болып саналады.

Түйін сөздер: мемлекеттік сатып алу, мемлекеттік тапсырыс, мемлекеттік реттеу, мемлекеттік сатып алу жүйесі, логистика, заң шығару тиімділігі, жабдықтаушылар, үкімет және бизнес, сыбайлас жемқорлық, бәсеке-лестік, бағалық саясат, шетелдік тәжірибе.

Логистика государственных закупок в зарубежных странах (на примере США, Германии и Польши)

¹Толуев Ю.И., ²Мухтарова Карлыгаш, ³Мухтар Ернур, ⁴Ахметкалиева Сандыгуль, ⁵Кожамбетова Асель

¹Доктор технических наук, профессор, Фраунгоферовский институт IFF, Магдебург, Германия

²Доктор экономических наук, профессор, Казахский национальный университет им. аль-Фараби, Алматы, Казахстан

³Доктор PhD по специальности «Логистика», Алматы, Казахстан, e-mail: pravoredprof@gmail.com

⁴Кандидат технических наук, доцент Алтайский государственный университет, Барнаул, Россия,
e-mail: sandygula025@gmail.com

⁵Докторант PhD, Казахский национальный университет им. аль-Фараби, Алматы, Казахстан, e-mail: aselekdream@gmail.com

Аннотация. Вопросы регулирования государственных закупок во всем мире являются объектом пристального внимания со стороны законодателей – ведь в данном случае сам покупатель, то есть государство, заинтересован в максимальной эффективности процесса. Одним из важных направлений в законотворческой деятельности во всем мире стала борьба за честную конкуренцию, которая, согласно экономической теории, должна привести к снижению цен. Главная проблема в современной практике госзакупок – “человеческий фактор”, порождающий коррупцию и недобросовестность. Речь идет не об эпизодическом подкупе чиновников, а о сращивании власти и бизнеса, вследствие которого наряду с конкурентными методами выбора поставщиков важную роль стало играть лоббирование. Однако, как считают за рубежом, хорошо проработанная нормативная база и грамотное администрирование закупок вполне могут свести возможные потери эффективности к минимуму (*Госзакупки за рубежом, 2017*).

Целью статьи стала попытка рассмотреть теорию и практику управления системой государственных закупок в зарубежных развитых странах таких, как США, Германия и Польша, имеющих многолетний и специфичный опыт регулирования системы государственных закупок, выделяя при этом наиболее важные с точки зрения научного исследования аспекты повышения эффективности размещения госзаказа в РК.

Ключевые слова: государственные закупки, государственный заказ, государственное регулирование, система государственных закупок, логистика, эффективность законодательства, поставщики, государство и бизнес, коррупция, конкуренция, ценовая политика, зарубежная практика.

Introduction. The principles of procurement and placement of orders generally accepted in world practice are formulated in the laws of individual countries and are set forth in a number of international documents, such as EU Directives, the WTO Multilateral Agreement on Public Procurement, documents of the Organization of Asia-Pacific Economic Cooperation and others. Differences in the laws of individual countries exist due to the priorities of the economic policies of a state. The degree of centralization of the economy has a significant impact. The specification of international provisions takes place at the level of national legislation, taking into account the specifics of the state’s economic policy. Sectoral regulations are issued, which make it possible to formulate specific provisions reflecting the specifics of a particular industry on the basis of general national legislation in a number of countries.

The state is the most important customer in the domestic market for state needs in almost all developed countries. World practice shows that the most effective way to implement all the principles of procurement is holding public competitions. There is no worthy alternative to the process of placing state orders, because the secrecy and subjectivity of their implementation give rise to corruption and wasteful spending of budget funds.

According to the classification of the Organization of Economic Cooperation countries, depending on the degree of freedom of the procurement authorities in choosing a supplier, competitions are divided into automatic and discretionary. Discretionary tenders provide procurement authorities with greater freedom in choosing a supplier, since only part of the contract terms are announced in advance. For automatic tenders, the basic terms of the contract (delivery terms, payment terms, technical specifications,

etc.) are indicated. award of the contract takes place automatically. The cases of application of these contests and the procedure for their conduct are usually strictly regulated by transactions (Asaul A.N., Grakhov V.P., Koscheev V.A., Chibisov V.E., 2005).

Literature review. Such foreign scientists as Johnson J.S., Zielińska A., Kloss D.J, Lambert D., Lanzillotti, Linders M., Mate E., McAfee, McMillan, Prudzienica M., Stoke J., Porter, Tixier D., Toluev YI, Watsr D., Firon X.E. and etc. devoted their researches to the problems of procurement logistics.

Among the Russian scientists-experts in the field of science “Logistics” and its various scientific and practical areas (procurement logistics, government procurement) can be noted such scholars as Andreeva A., Antonov V.I., Asaul A.N., Burkov V.N., Grakhov V.P., Kiseleva O.V. Koshcheev V.A., Pokrovskaya V.V., Uskova E.A., Chibisov V.E. and others. Among Kazakhstani authors, the works of Akhmetkalieva S.K, Dairabaeva N.K., Zhanuzakova N.T., Mukhtar E.S., Mukhtarova K.S, Ospanova D.A. are significant. The listed authors have devoted their works to the issues of procurement logistics and public procurement at the international and national levels.

Materials and methods. The research methodology is based on the use of a systems approach and systems analysis, theoretical and informational material of an economic and legal nature, including works of foreign

and Kazakhstan economists in the field of logistics. As an information base, the paper used analytical studies on public procurement of such foreign countries as Germany, Poland, the United States, legislative acts and reports of international organizations working in the field of public procurement, European Union studies and information retrieval systems posted on the global Internet.

The authors use research methods such as logistic analysis, marketing, statistical review, management, logical, economic and statistical, comparative analysis, and others. The work used visual material in the form of diagrams and diagrams.

Results and discussion. The United States of America (USA) has good experience in regulating the public procurement system. The US government is the largest customer of goods and services for state needs among developed countries. Government procurement accounts for about a third of all total federal budget expenditures.

Government procurement in the US economy is called the Federal Contracting System (FCC). The US government is by far the largest customer in the world. The annual volume of contracts for the supply of GWS for the last fiscal 2016 exceeded \$ 500 billion and accounts for more than 16.5% of the total public spending.

The expenditure part of government contracts presented in the following figure (Budget Report of the US Government, 2016.) – see fig. 1:

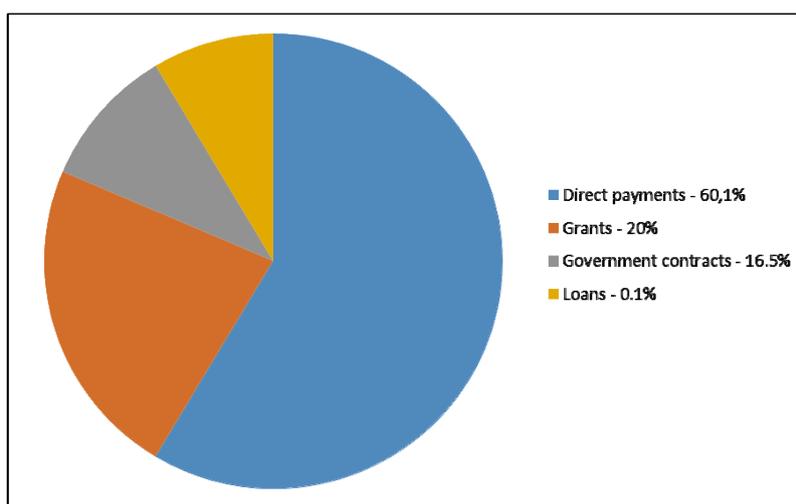


Figure 1. Expenditure items of the US Federal Government in 2016 (US Government Budget Report, 2016.)

FCC participants are more than 160 thousand commercial organizations. Almost 12.5% of the

working population of the United States (about 17 million people) are engaged in government contracts.

The first law in the United States that regulate the FCC was adopted in 1792, according to which the Ministry of Finance and Defense was vested with the main powers in the field of public procurement.

At the same time, the Great Depression of the 1930s of XX century became a powerful push for the development of the FKS.

During these years, the government of Franklin Delano Roosevelt was looking for ways out of the Great Depression, which shook the foundations of the capitalist system. The mechanism of indirect state regulation of the economy was built into the free market economy, and the state sector of the economy was created. The state assumed the function of producing public goods, caring for pensions, sickness benefits and unemployment. The ideas of the English economist John Keynes were implemented by President Roosevelt in the New Deal policy. Keynes creatively used the experience of state regulation accumulated by Western countries during the First World War, and the experience of Soviet Russia in creating a command economy. The result of Roosevelt, three times elected for the presidency, was the creation of a mixed economic system in the United States, combining the advantages of a free market and government regulation. Subsequently, this model was implemented in Europe (US Federal Contract System, 2016)

Thus, the legislative framework of the FCC was laid in the middle of the 20th century with the adoption of the Procurement Act of Federal Property and Services (1949) (Act on procurement of federal property and services, 2016).

US law in the field of FCC was subjected to a serious audit as not sufficiently reflecting the increased role of purchasing products for state needs in 1994. The result of the audit was the emergence of a law on improving federal acquisitions, which resulted in the modernization of the entire FCC, with an emphasis on information policy and the formation and use of information resources in the system. The organization of public procurement procedures was also analyzed (by 1994, there were 889 general controlling laws and regulations). Now, the federal commissioners for CPs were given a great deal of independence in choosing the forms, methods, and methods of conducting procurement for the needs of the state.

The legislation significantly simplified the contract procedure for small purchases and at the same time supported e-commerce. The term "e-commerce" in this case refers to electronic technologies for business operations, including e-mail, Internet, bulletin boards, payment cards,

money transfer, virtual data exchange, etc. (US Federal Contract System, 2016). All these documents are consolidated into uniform Procurement Rules for Federal Needs (Federal Acquisition Regulations – FAR). The defense order is governed by the Defense Procurement Rules for Supplements, which are an addition to the FAR (DFARS) (FAR, 2016). It should be noted that federal legislation does not regulate the procurement of states, counties and municipalities, but only specifies the general principles on the basis of which local procurement laws are created. Attempts to unify local procurement legislation were not crowned with success: only a few states brought their legislation into full compliance with the federal one. However, the federal procurement information system of the United States provides information on 400-500 thousand contracts with a unit cost of more than \$ 25 thousand and 17 million contracts with a small unit value annually concluded by federal agencies (totaling about \$ 200 billion). Thus, the central federal procurement information system is a source of consolidated information on the state of emergency (Andreeva A., 2016)

Thus, today, each US federal agency is obliged to form and maintain the maintenance of a computer database containing unclassified information on all contracts of unit value in excess of \$ 25,000 over the last five fiscal years. All departments must send this information to the Central Federal Procurement Information System. Federal agencies use standard document forms and unified data formats to provide information on contracts. In addition to the submitted list, departments should have electronic data identifying subcontracts under contracts for a total amount of \$ 5 million or more (Antonov V.I., Kiseleva O.V., 2013).

At the same time, the US legislation along with Kazakhstan has a number of similarities, such as determining equal rights between a customer and a contractor when fulfilling a government contract, but the customer's preemptive right to unilateral refusal of an order. In order to accumulate information on the planning of public procurement in the United States, multi-level spreadsheets are available that are available to outside observers. This information system allows you to track public procurement plans even before trading. Information on each purchase is available in the information system in the context of US government agencies, the price range, the form of the contract and its implementation, there is also information about the responsible person for each contract. The American practice of individual planning models each future purchase in stages from the moment the demand for goods, work or services

arises to the moment the contract is implemented and the delivered goods, work and services are accepted.

The participation of businesses in US public procurement tenders opens up great opportunities for the participating country. The total public procurement of the federal government in 2016 amounted to about 6.9 trillion USD.

US law provides an opportunity for both US and foreign companies to participate in public procurement. However, in order to have a chance to win a tender, you must first carefully study the procedure for participation in tenders. (US public procurement system, 2017). Requests for proposals – a direction of requests for purchases of at least three suppliers. The customer establishes the criteria for evaluating proposals received, the value, the order of application in their evaluation. These criteria relate to the capabilities of the supplier in managerial and technical characteristics, the most beneficial – the proposal submitted to them to solve the task, as well as the price offered to them, including the costs of operation, maintenance and repair. When conducting a request for proposals, it is permissible to hold negotiations or allow the customer to revise proposals.

Negotiations are confidential, and all applicants who have submitted their proposals, as well as proposals that have not been rejected, can participate in them. After negotiations, the customer offers suppliers to submit by a certain date their final versions, from which the best is chosen. As part of the ongoing unification of procurement rules, more and more attention is being paid to uniform standards. Most European countries are gradually

adjusting their legislation based on European Union directives.

Meeting the requirements of the European Union, the public procurement procedure control system in Germany has its own specific features. The state procurement monitoring system in Germany consists of two levels:

- the appeals instance – in the form of an independent institution;
- judicial authority – in the form of a judicial authority.

The opportunity to challenge the results of placing a state order in court has become a successful innovation in Germany. Decisions made by both instances of control of the public procurement system are published and serve to further develop the transparency of public procurement. Since the law establishes an accelerated procedure for the consideration of complaints against the actions of the customer, the cancellation of the decision on the placement of the state order does not lead to a delay in the spending of budget funds and the purchase of goods for state needs (Antonov V.I., Kiseleva O.V., 2013).

There are open and closed one- and two-stage tenders, quotation requests and purchases from a single source in the EU, which are also familiar to us in our national government procurement practice.

At the same time, among the most developed EU countries, Germany has extensive experience in organizing public procurement, whose regulation of the PP system meets the EU requirements, but has certain specifics, which is clearly shown in the following figure (see Fig. 2):

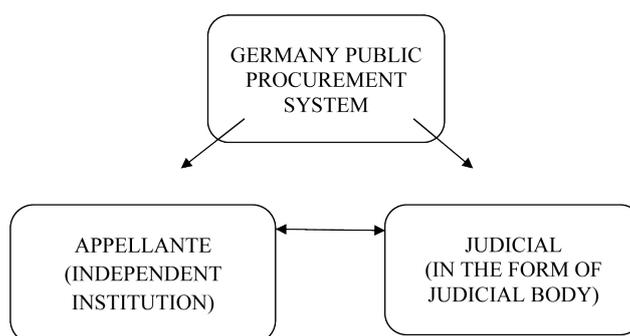


Figure 2. German public procurement system

* Note: compiled by the authors based on data from the German public procurement system

The possibility to challenge the placement of a state order in court has become a successful innovation in Germany.

Since the law establishes an expedited procedure for the consideration of complaints against the actions of the customer, the cancellation of the

decision on the placement of the state order does not lead to a delay in the spending of budget funds and the purchase of goods for state needs. Decisions in the form of a Resolution issued by both instances are published in open access and serve to develop and further improve public procurement.

In addition, the public organization of experts and scientists that called “Government Order Forum” has existed for a long time and successfully exchanges views and forms a public attitude to new phenomena in the field of public procurement in Germany. The forum annually awards the prize for the best research work in the field of public procurement – Public Procurement Award. It should be noted that it was German public procurement legislation that was used as the basis for lawmaking of the EU government procurement.

So, Germany is obliged to comply with European legislation on public procurement as a

member of the European Union. The requirements of the European Union concerning the creation of a competitive environment and the inadmissibility of discrimination fit organically into German law. It is the European legislation governing public procurement that borrowed from the German legislation a section of the law on the inadmissibility of restricting competition (antitrust law), which corresponds to the basic requirements of the draft European Constitution, where state satisfaction is viewed as a principle of a market economy (URL, 2019).

In general, the costs of government procurement in Germany, as in most developed countries, are covered from the state or territorial budgets, special government and extra-budgetary funds generated from tax and other types of revenues, including income from the activities of the state structures themselves, which is presented by the author in the following figure (see figure 3):

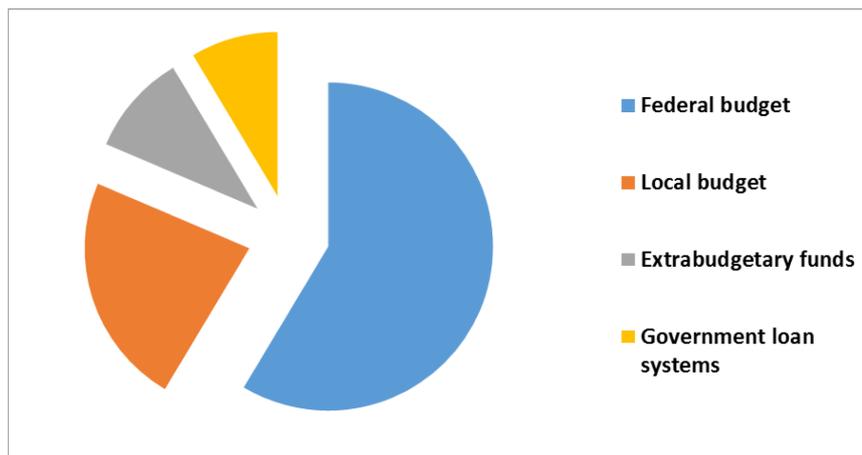


Figure 3. Sources of the formation of the GZ Germany

* Note: compiled by the authors based on data from the German public procurement system

The important role of government procurement in Germany is the principle of free competition in the field of employment, having a significant impact on the regional policy of placing government orders on the territory of individual countries. This is manifested in the fact that national companies have the priority right to enter into public contracts. As Pokrovskaya V.V. and Uskova E.A. note, the above principle on the German government order market, like other European countries, is caused by existing discriminatory preferences, i.e. a way of unequal access to the development of a state order on the part of the state body financing them in relation to non-resident companies.

The preference on the part of the customer to the national enterprises is based on such factors as the German mental principle, the lack of a language barrier and the European rules in the field of trade exchange, remuneration of labor, indexation of utility tariffs, safety measures for the operation of products, public health and environmental protection. specific to Germany as a European country. Restrictions associated with the requirement to ensure national security within the country and the regulation of the national economy may also become an obstacle to the participation of foreign suppliers in the state of emergency. To the number of discriminatory measures can also be attributed to the requirements of

the state order, which are based only on the national standards, and which in turn are an insurmountable barrier for foreign manufacturers (Pokrovskaya VV, Uskova EA, 2008)

Meanwhile, the author's interest is attracted by the government procurement logistics of the Republic of Poland. This interest is due to such factors as, an interesting geographical location and great potential.

So in the north of Poland is washed by the Baltic Sea; borders:

- in the west with Germany – 467 (456) km.,
- in the south-west with the Czech Republic – 790 (615) km.,
- in the south with Slovakia -539 (420) km.,
- in the southeast with Ukraine – 529 (428) km.,
- in the east with Belarus – 416 (605) km.,
- in the northeast with Lithuania – 103 (91) km and Russia (Kaliningrad region) – 206 (210) km.,
- In addition, Poland borders the zones of Denmark and Sweden through the economic zone in the Baltic Sea.

The total length of the borders is 3582 km, of which -3054 (2888) km. of land and 528 (491) sea (Economy of Poland, 2016).

Poland, being in the center of Europe, performs the role of a transport corridor between Belarus and Germany and is used by very many transport companies to actively transport various goods from the European Union to the countries of the Eurasian Economic Union. The public procurement system in Poland is distinguished by the multilateral cooperation of representatives from various spheres of public and state life. In 2002, the Public Service Information Center was established in Poland, the purpose of which is to increase the access of ordinary citizens and civil servants themselves to information about the types of public services, the areas of activity of individual state bodies and institutions, etc. (Ospanova DA, 2016). These partnerships can be initiated both for business entities operating on a non-profit basis in non-governmental organizations, and in government agencies that work at the local, regional, national or even international level.

The very idea of partnership convinces and activates as many diverse objects as possible, which increases the chance of developing strong connections and realizing many social goals, in particular, in which the supremacy of partnership is of paramount importance. Due to this, joint efforts (actions) are observed in the public procurement system, in which persons from the public sector are equal parties. They unite efforts to solve common social and economic problems, thereby being

open to all participants in the public procurement system (Zielińska A., Prudzienica M., Mukhtar E., Mukhtarova K., 2016).

Thus, we may assume that these partnerships do not have opposing interests and strategies.

Conclusion

1. Based on the experience of countries with a developed system of state procurement regulation, it can be concluded that the public procurement system has become the main part of the progressive process of commodity exchange in the national economy. As a rule, the issue of material and technical supply for state needs in developed countries is solved by acquiring the necessary material and intangible resources, goods, works and services through various logistic processes in the state procurement system of the state.

2. As mentioned earlier, the US legislation along with Kazakhstan has a number of similarities, such as determining equal rights between a customer and a contractor when fulfilling a government contract, but the customer's preemptive right to unilateral refusal of an order. However, the authors of this study are particularly interested in the American methods of the system of individual planning of public procurement and public procurement through request for proposals and competitive negotiations to further improve the regulation of logistics processes in the public procurement system.

The US public procurement policy declares that the contract at the lowest price is false. It is highly likely to result in losses that the customer cannot control. When choosing a contractor, preference is often given to a participant who has a higher cost of his own work, but minimizes overall costs (Dayrabaeva N.K., 2017).

3. At the same time, the participation of the judicial system in the field of public procurement and, accordingly, the procedure for the expedited procedure for the consideration of complaints about the actions of the customer, are of no less interest to the author of this study. For example, the cancellation of the decision on the placement of state orders does not lead to a delay in the expenditure of budgetary funds and the purchase of goods for state needs. At the same time, decisions in the form of a Resolution issued by both instances are published in open access and serve to develop and further improve the public procurement system.

4. As it's known, the implementation of the transport transit potential of Kazakhstan on the example of Poland will further develop the national public procurement system through the

transport and communications complex, ensure its competitiveness in the global market of services and, accordingly, will continue to stimulate the growth of transportation of goods through Kazakhstan's territory. This can be achieved by increasing the level of transport infrastructure and the development of competitiveness of domestic carriers in the foreign market, as well as through the effective use of transit potential.

5. In foreign procurement practice the main basic principles include: transparency (transparency) – openness and availability of information on procurement; accountability and compliance procedures (accountability and duprocess) – strict adherence to procurement procedures under state and public control; open and effective competition – non-discrimination; fairness – equal opportunities for all procurement participants.

At the same time, Germany has great experience in organizing public procurement among the most developed EU countries, the regulation of which in the GZ system meets the EU requirements, but has certain specific features. It should be noted that it was German public procurement legislation that was used as the basis for lawmaking of the EU government procurement.

6. Based on the analysis of the experience of public procurement in countries with market economies, we can draw the following conclusions:

1) the public procurement system is the most important lever of state regulation of the economy of any country.

2) through government procurement, the government ensures the implementation of its economic and social programs, stimulates the development of various sectors of the national

economy, supports national producers in the face of international competition, provides for conducting research, creating and introducing new technologies, supporting small businesses, etc. and also regulates some social processes.

3) the state, acting in the person of the largest consumer of products of a number of industries, has a significant impact on the dynamics and structure of the economy. In EU countries, in key areas with a high degree of dependence on government orders (high-tech industry, heavy engineering) investments are considered as the main means of stimulation. Traditionally, in high-tech areas (aerodynamic industry, computer science, electronics), the share of government orders is about 40-50% of total production, in construction – 25%.

4) the experience of government procurement as a system of organizing the logistics of public procurement allows the use of the concepts-concepts, concepts and methods adopted in this science. Modern logistics is a dynamic, constantly evolving science, in whose field of interest fall into its large areas of economic activity.

5) the use of the logistic concept in the procurement system can significantly improve the efficiency of competitive purchases for state needs based on the principles of “systematic, integrity, optimization of total costs” [95], i.e. due to consideration of processes in a complex, from system positions.

6) public procurement logistics as a specific area of logistics pursues the strategic goal of improving the procurement process, i.e. maximization of the result of this process with minimal costs, thereby solving the information logistic problem of reducing transactions (Asaul A.N., Grakhov V.P., Koscheyev V.A., Chibisov V.E., 2005).

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