



# State Procurement Agency

## 2025 Annual Performance Report

Tbilisi

2026



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**New platforms have been implemented to make public procurement fully transparent, and the results are already visible: there is a significantly increased interest from private companies to participate in state tenders.**



**Irakli Kobakhidze**



## Introduction

This report presents a comprehensive analysis of the ongoing processes, implemented reforms, and achieved results within the state procurement sector throughout 2025. During the reporting period, 27,796 open electronic tenders were announced through the Unified Electronic State Procurement System, and 26,441 tenders reached final status. Out of these, contracts were signed in 20,202 cases, representing 76% of successful tenders. This underscores the high efficiency and stable functioning of the system.

In 2025, the total value of state procurement amounted to 6,380,651,379 GEL. From here: Open Electronic Procedures / Tenders 4,547,554,328 71.25%, Open Electronic Consolidated (Centralized) Tenders 718,988,460 11.25%, Simplified Procurement (also reflected in the e-system) 1,114,108,591 17.50% were carried out through simplified procurement (which are also reflected in the electronic system).

It is noteworthy that the total volume of simplified procurement has decreased compared to the previous year, from 1,182,743,811 GEL to 1,114,108,591 GEL, which represents an approximate decrease of 5.8% and accounts for 17.5% of total state procurement.



*„...As you know, in order to prevent corruption and malpractice, we had to suspend a number of infrastructure projects last year. As a result, approximately 400 million GEL remained unspent last year, which was carried over to the Ministry's budget for this year...“*

**Excerpt from the statement delivered by Irakli Kobakhidze at the meeting of the Government of Georgia on 8 April 2026.**



In terms of centralized procurement, 714 consolidated electronic tenders were announced in 2025 with a total value of 718,988,460 GEL, representing an approximate increase of 17.8% compared to the previous year. The savings achieved in this category reached approximately 27 million GEL, while the savings compared to retail and wholesale prices exceeded 339 million GEL, which indicates a massive economy of scale obtained through centralized procurement and the effective use of these approaches.

The system's efficiency is also confirmed by the savings indicators. During the reporting period, the difference between the estimated and contracted values amounted to 393,838,912 GEL (9.1%), while since the introduction of the electronic system through 2025, total savings have exceeded 5 billion GEL. These results indicate the existence of a competitive environment and a high degree of optimization of budgetary resources.

Significant progress was also recorded in terms of market participant activity. In 2025, the average number of bidders increased from 2.02 to 2.22, which is a direct indicator of growing competition. During the same period, 3,104 new business entities were registered in the system, while the total number of suppliers reached 62,579 by the end of 2025, including 2,787 non-resident suppliers from 85 countries. During the reporting period, special attention was paid to the use of a risk-based monitoring system and the effective functioning of electronic systems, which ensured the timely identification of potential violations and the prevention of possible risks. At the same time, the Agency's active involvement in legal disputes and court proceedings significantly contributed to the establishment of uniform practice and the effective enforcement of existing legislation.

The report also places significant emphasis on issues related to institutional development. As part of the training programs conducted in 2025, 341 participants were trained, while the total number of trained individuals between 2014 and 2025 reached 7,705. These figures demonstrate significant progress in the professionalization of the system and the development of human capital.

The 2025 data clearly confirms that Georgia's public procurement ecosystem represents a stable, efficient, and development-oriented institutional mechanism, reinforced by modern IT technologies. The achieved results and implemented reforms create a solid foundation for the further development of the system, which, in turn, ensures the effective management of public finances, strengthens the competitive environment, and promotes economic growth.

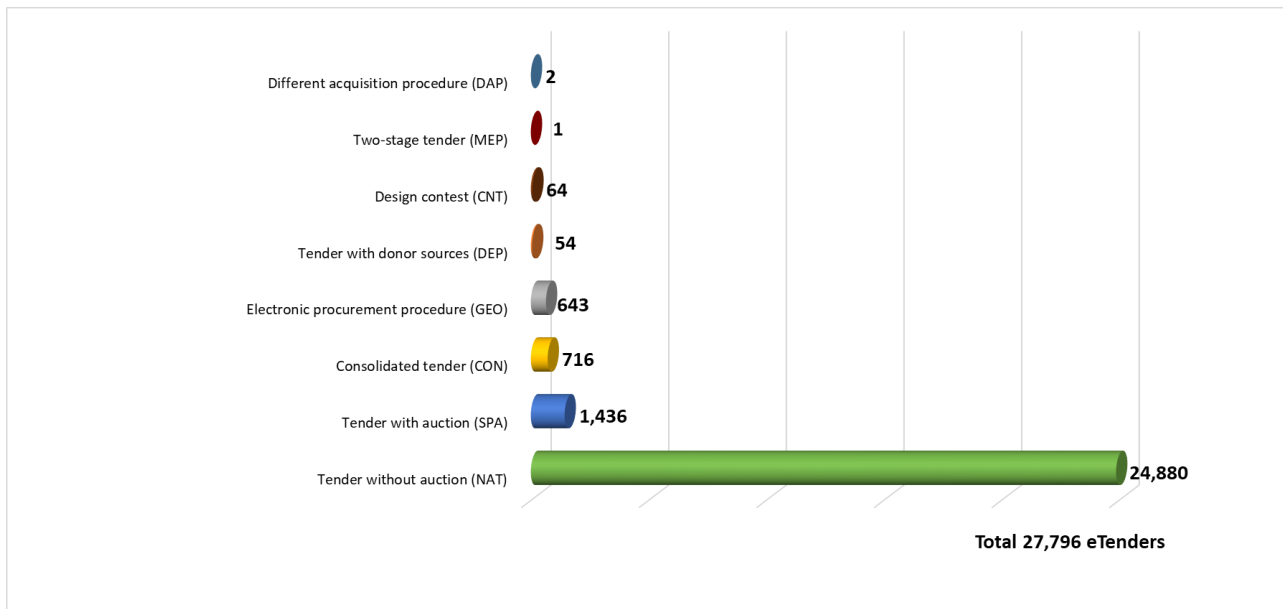


# 1. Key Indicators of Public Procurement

## 1.1 Number and Types of Announced Tenders

In 2025, 27,796 open electronic tenders were announced through the Unified Electronic System of State Procurement (hereinafter: the eProcurement System or the electronic system).

Diagram N1: Number of electronic procurement procedures announced in 2025 according to tender types



As in 2024, a similar trend was observed in 2025, when the highest number of tenders was announced during the November–December period. This circumstance is generally linked to the fact that procuring entities seek to ensure the advance and timely implementation of procurements planned for the following year.



Diagram N2: Distribution of tenders announced in 2024 according to months

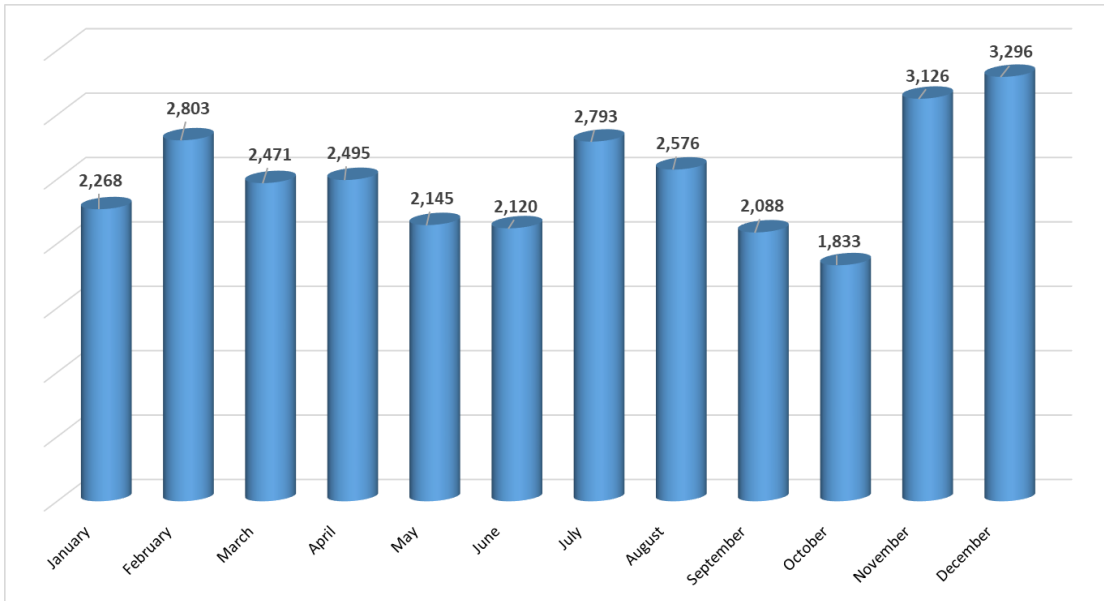
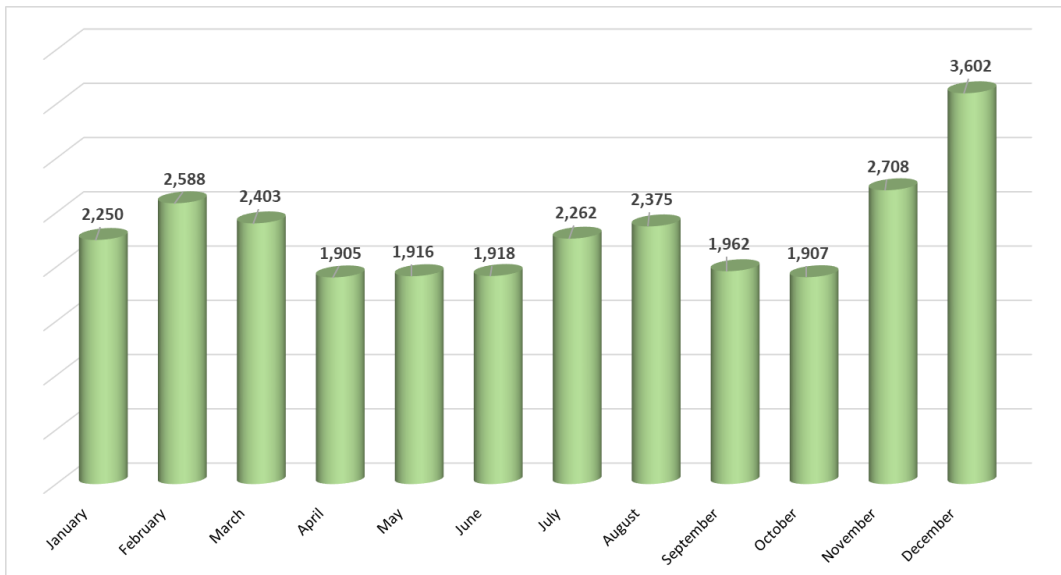


Diagram N2: Distribution of tenders announced in 2025 according to months

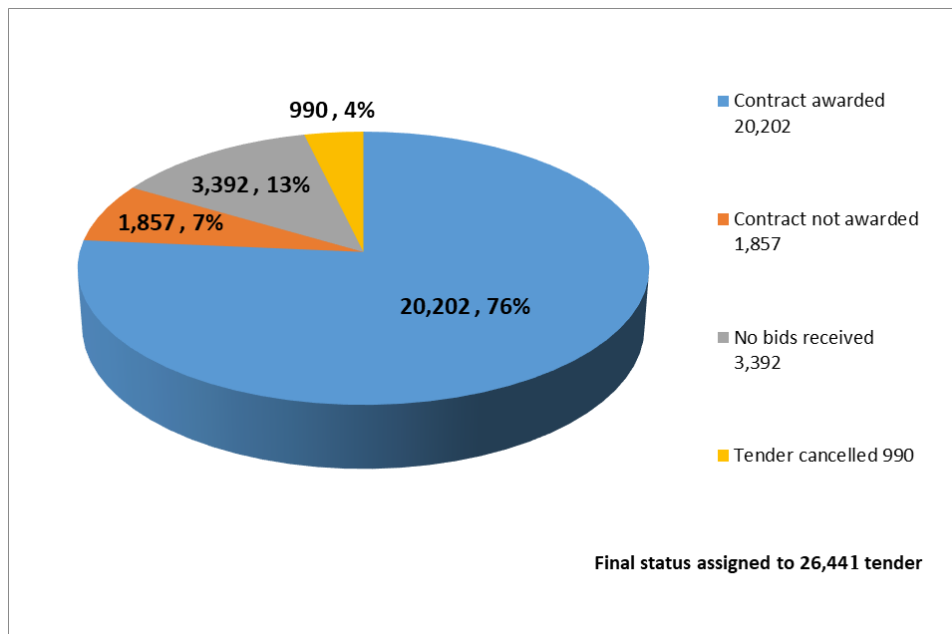


## 1.2 Value of State Procurement Contracts and Tender Statuses

During the reporting period, a final status was assigned to 26,441<sup>1</sup> tenders. Contracts were signed in 20,202 cases, representing 76% of successfully completed tenders. This figure remains percentage-wise unchanged compared to the previous year, further confirming the efficiency of the system and the productivity of the state procurement process. Tenders ending with a negative outcome totaled 1,857; 3,392 tenders failed to take place, and 990 tenders were terminated. In total, the number of these categories amounted to 6,239, accounting for 24% of the tenders assigned a final status.

A detailed distribution of the final statuses of tenders is presented in Diagram N4.

Diagram N4: Final Statuses Assigned to Tenders in 2025<sup>2</sup>



It should be noted that as a result of amendments made to the Law of Georgia "On State Procurement," the monetary thresholds defined for simplified procurements were increased starting April 19, 2023:

<sup>1</sup> The difference between the number of announced tenders and the number of tenders with a finalized status is due to the fact that announced tenders only include those that were initiated during the year 2025, whereas tenders that were assigned a finalized status in 2025 include state tenders announced both in 2025 and in previous years.

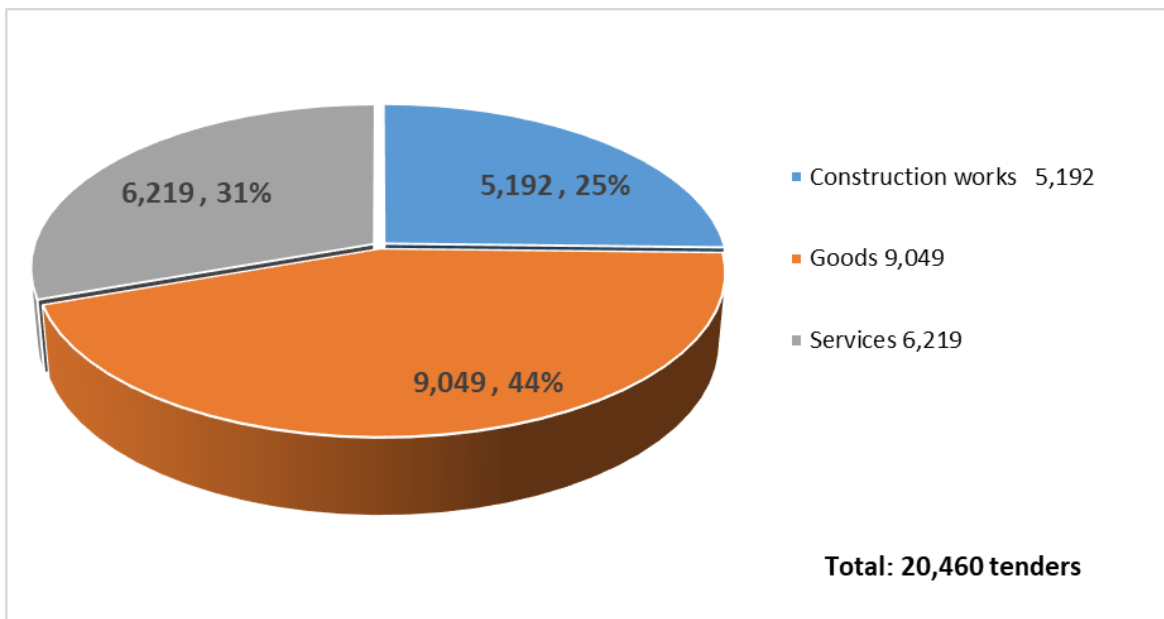
<sup>2</sup> These data do not include GEO, DEP, CON, GRA, and B2B tenders.



up to 10,000 GEL for goods and services, and up to 20,000 GEL for construction works. Naturally, this change led to a decrease in the number of tenders within these thresholds.

In 2025, the total number of contracts signed on the basis of tenders amounted to 20,460<sup>3</sup>. Their breakdown is as follows: 5,192 contracts were signed for construction works (approximately 25%), 9,049 for the procurement of goods (approximately 44%), and 6,219 for services (approximately 31%). The distribution of contracts signed through tenders by procurement category is reflected in Diagram N5. For comparison, in 2024, the highest number of contracts was concluded for the procurement of goods (9,588; 43%), followed by the procurement of services (6,889; 31%), and finally, construction works (5,728; 26%).

*Diagram N5: Distribution of Concluded Contracts in 2025 by Procurement Object*



In 2025, the total value of state procurement amounted to 6,380,651,379 GEL, which is approximately 6.1%<sup>4</sup> of the country's Gross Domestic Product (GDP). Out of this total, contracts executed through electronic tenders accounted for 4,547,554,328 GEL (71.25%), consolidated (electronic) tenders

<sup>3</sup> The data includes GEO, DEP, CON, GRA, and B2B tenders.

<sup>4</sup> According to preliminary data from the National Statistics Office of Georgia (Geostat), the Gross Domestic Product (GDP) for 2025 equals 104.6 billion GEL. Source: <https://www.geostat.ge/ka/modules/categories/23/mtliani-shida-produkti-mshp>



accounted for 718,988,460 GEL (11.25%), while the total value of simplified procurements amounted to 1,114,108,591 GEL (17.5%).

*Diagram N6: Value of State Procurement Contracts in 2025*

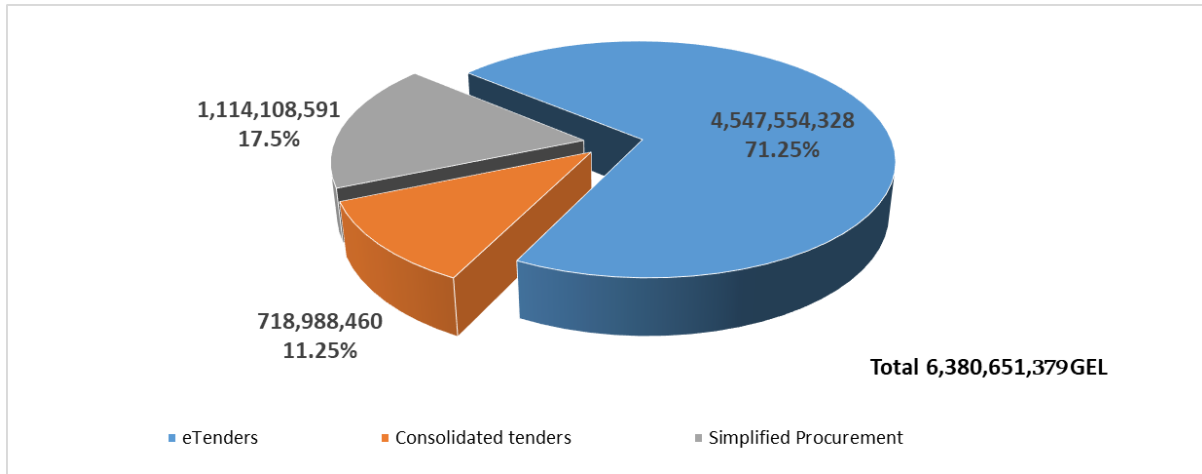
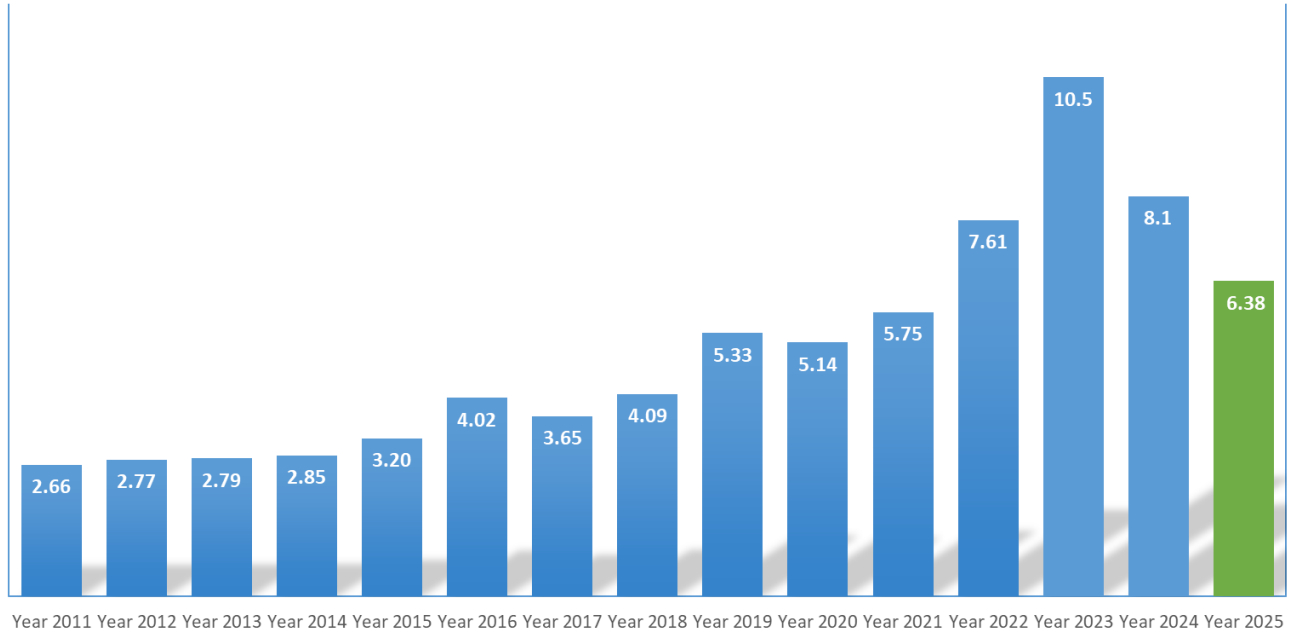




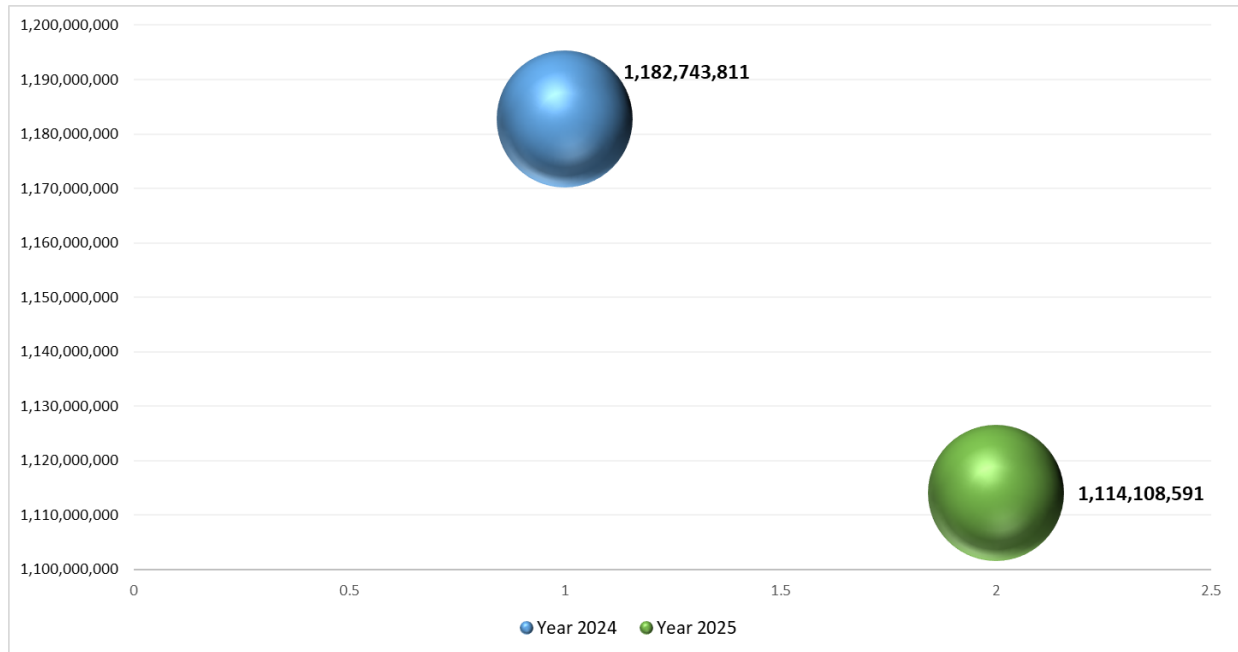
Diagram N7: Total Values of State Procurement Contracts by Year (Billion GEL)



It is noteworthy that the total volume of simplified procurements has decreased compared to the previous year, from 1,182,743,811 GEL to 1,114,108,591 GEL, which represents an approximate 5.8% decline and accounts for 17.5% of the total procurement budget.



Diagram N8: Total Volume of Simplified Procurements in State Procurement in 2024-2025



A positive growth dynamic is also reflected in centralized procurement. The number of consolidated tenders announced in 2024 amounted to 666, and in 2025, it increased to 714, representing an approximate 7.2% numerical growth. The value of contracts signed during centralized procurements has also increased. Specifically, this indicator stood at 610,373,220 GEL in 2024 and rose to 718,988,460 GEL in 2025, which is an increase of 108,615,240 GEL, or approximately 17.8%. Naturally, the growth in both the number and value of consolidated tenders was reflected in a decrease in the total number and value of electronic tenders announced by other procuring organizations (so-called regular, "conventional" tenders).

Diagram N9 below shows the value of simplified procurement contracts in 2025, the total volume of which amounted to 1,114,108,591 GEL. Out of this volume, conventional simplified procurements accounted for 652,335,004 GEL (58%), agricultural subsidies for 232,000,000 GEL (21%), procurements of goods and services within the monetary threshold for 200,953,594 GEL (18%), and urgent construction works within the monetary threshold (in most cases, to eliminate the consequences of natural disasters) for 28,819,993 GEL (3%).



Diagram N9: Value of Simplified Procurement Contracts in 2025

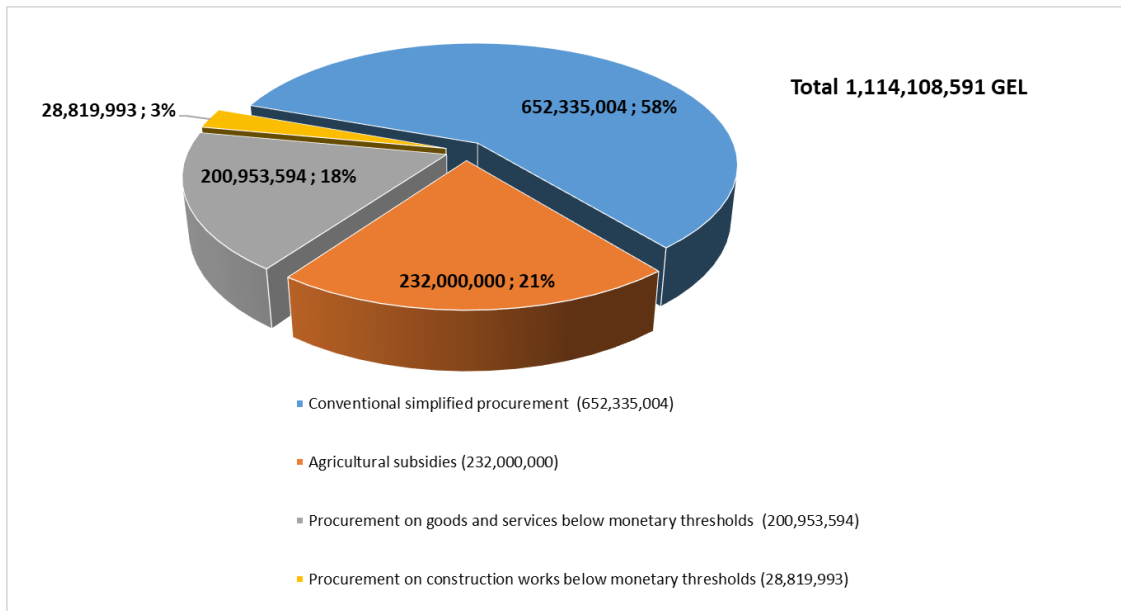
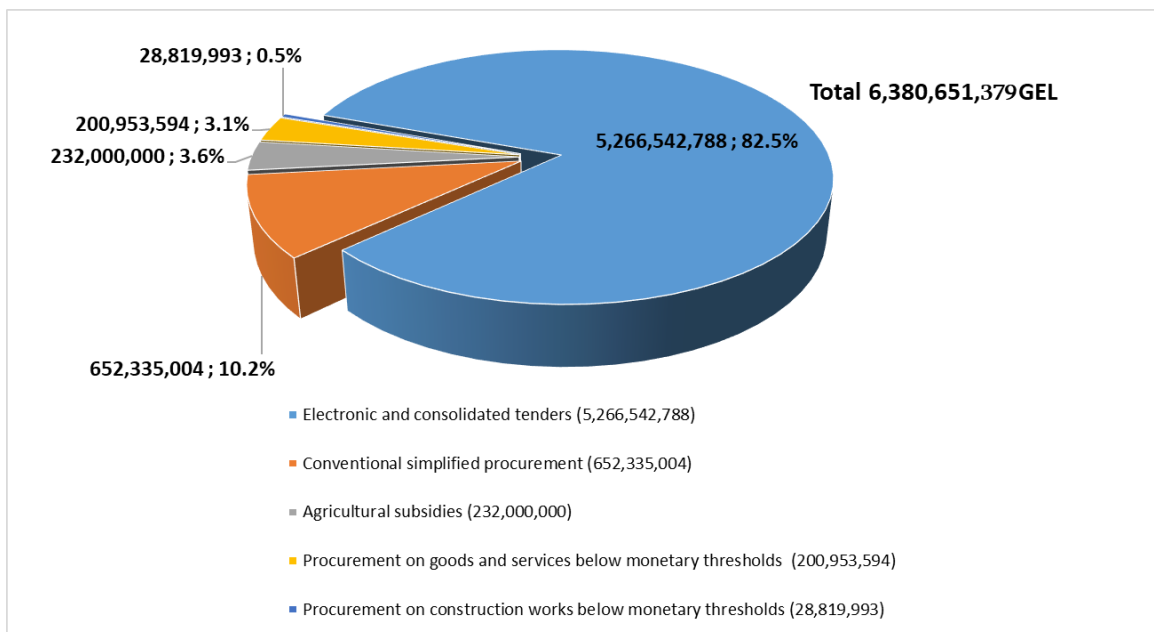


Diagram N10: Volumes of Simplified Procurements, Subsidies, Electronic Tenders, and Consolidated Tenders in 2025





In 2025, the metrics for both the quantity and contract value of electronic tenders slightly decreased in various aspects compared to 2024. Specifically, the total number of tenders with concluded contracts decreased from 21,859 to 20,202, while the contract value of open electronic tenders dropped from 6,348,923,845 GEL to 4,547,554,328 GEL. This data is provided in detail in Tables N1 and N2.

*Table N1: Quantity of tenders carried out in 2024 and 2025 in terms of contract value<sup>5</sup>*

Contract value	2025 year	2024 year
10,000 and less	4,774	4,969
10,001 - 20,000	3,098	3,381
20,001 - 30,000	2,104	2,173
30,001 - 40,000	1,361	1,437
40,001 - 50,000	1,003	1,082
50,001 - 100,000	2,705	2,904
100,001 - 200,000	1,972	2,316
200,001 and more	3,185	3,597
<b>Total</b>	<b>20,202</b>	<b>21,859</b>

*Table N2: Net contract value of tenders carried out in 2024 and 2025 in monetary terms<sup>6</sup>*

Contract value	2025 year	2024 year
10,000და ნაკლები	25,025,951	25,606,857
10,001 - 20,000	46,346,747	50,421,874
20,001 - 30,000	52,844,653	54,794,442
30,001 - 40,000	48,136,220	50,869,715
40,001 - 50,000	45,611,970	49,218,885
50,001 - 100,000	195,272,744	210,945,201
100,001 - 200,000	286,987,922	337,146,680
200,001 and more	3,847,328,121	5,569,920,191
<b>Total</b>	<b>4,547,554,328</b>	<b>6,348,923,845</b>

<sup>5</sup> The data does not include GEO, DEP, CON, GRA, and B2B tenders.

<sup>6</sup> The data does not include GEO, DEP, CON, GRA, and B2B tenders.



In Tables N3 and N4 below, the total contract values of the organizations with the largest procurement volumes are calculated, as well as the total value of the largest contracts concluded for specific CPV categories. In terms of the total contract value executed through tenders, the first place is occupied by the State Sub-Agency under the Ministry of Infrastructure of Georgia—the Roads Department of Georgia, with 78 tenders resulting in concluded contracts, the total contract value of which exceeded 562 million GEL. The second and third positions are held by the Tbilisi City Hall with 205,356,669 GEL (number of concluded contracts: 237) and the Municipal Development Fund of Georgia with 176,002,117 GEL (number of concluded contracts: 52).

*Table N3: "Top 10" Contracting authorities in 2025 by Total Contract Value of Tenders <sup>7</sup>*

N	Contracting Authorities	Number of tenders (contract awarded)	Total contracted value
1	The State Subordinate Agency - Roads Department of Georgia under the Ministry of Infrastructure of Georgia	78	562,254,808
2	Tbilisi City Hall	237	205,356,669
3	Georgia Municipal Development Fund	52	176,002,117
4	N (N) LP Municipal Infrastructure and Improvement Division	92	159,142,203
5	Tbilisi Transport Company	174	133,690,874
6	Ministry of Economy and Finance of Adjara Autonomous Republic	8	129,610,455
7	LEPL National Health Agency	73	103,164,810
8	The Ministry of Internal Affairs of Georgia	412	93,972,276
9	LTD "Georgia Gas Transportation Company"	30	76,033,781
10	Kutaisi City Hall	211	69,023,164
	<b>Total</b>	<b>1,367</b>	<b>1,708,251,157</b>

Just like last year, in 2025, the highest total number of contracts by procurement category was concluded for "CPV45200000 Works for complete or part construction and civil engineering work." The number of these contracts reached 3,483, while their total contract value amounted to 2,372,145,644 GEL (see Table N4).

<sup>7</sup> The data in the table includes electronic tenders (including procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders



Table N4: "Top 10" CPV Categories in 2025 by Total Contract Value of Tenders<sup>8</sup>

N	CPV Code	Number of tenders	Total contracted value
1	45200000 - Works for complete or part construction and civil engineering work	3,483	2,372,145,644
2	45400000 - Building completion work	681	191,402,531
3	50100000 - Repair, maintenance and associated services of vehicles and related equipment	847	162,689,368
4	45100000 - Site preparation work	412	136,479,479
5	34100000 - Motor vehicles	217	122,990,441
6	66500000 - Insurance and pension services	99	100,292,488
7	45300000 - Building installation work	474	95,847,984
8	33600000 - Pharmaceutical products	678	93,209,158
9	71200000 - Architectural and related services	141	70,641,960
10	33100000 - Medical equipments	695	68,792,050
	<b>Total</b>	<b>7,727</b>	<b>3,414,491,104</b>

The data from 2025 reflects the stability of the state procurement system, its efficient functioning, and a positive dynamic of development. These trends confirm that the Unified Electronic State Procurement System is a living organism that effectively responds to both market demands and regulatory changes, ensuring the flexibility and sustainability of the processes. At the same time, a competitive environment and a high standard of transparency are maintained, which ultimately contributes to the efficient spending and management of budgetary funds, as well as the maximum protection of state interests.

<sup>8</sup> The data in the table includes electronic tenders (including procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders



## 1.3 Savings and the Number of Bidders in Tenders

As a result of implementing the Unified Electronic State Procurement System, the use of electronic procedures in 2025 once again ensured significant savings of budgetary funds; the total difference between the estimated and contract values exceeded 5 billion GEL (see Table N5).

*Table N5: Savings Indicators in Completed Tenders between 2010–2025*

Year	Total Savings in GEL
2010-2011	191,478,127
2012	155,610,107
2013	231,053,588
2014	241,132,563
2015	299,704,216
2016	278,435,040
2017	258,395,794
2018	285,736,820
2019	354,097,061
2020	416,575,867
2021	604,987,814
2022	423,761,645
2023	451,239,315
2024	472,051,759
2025	393,838,912
<b>Total</b>	<b>5,058,098,628</b>

In 2025, contracts with a total value of 3,914,910,706<sup>9</sup> GEL were signed for the procurement of various goods, services, and construction works, while the difference between the estimated and contract values amounted to 393,838,912 GEL (9.1%). Compared to the previous year, the absolute savings have decreased; however, the percentage of savings increased by 1 percentage point compared to 2024 (8.1% in 2024 vs. 9.1% in 2025). The growth of this indicator points to the efficiency of the state procurement system and the maintenance of a competitive environment.

<sup>9</sup> The data in the table includes electronic tenders (including procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders.

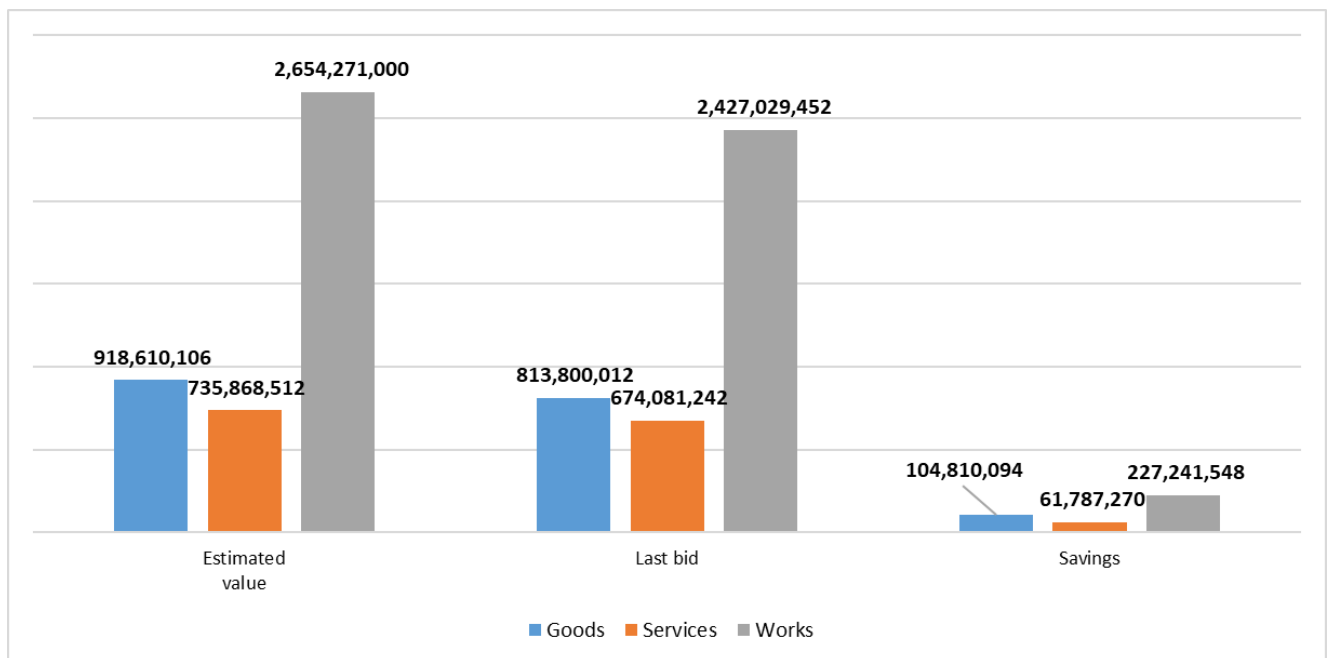


In percentage terms, the largest savings were recorded in the procurement of goods, while in monetary terms, the largest savings occurred in construction works (see Table N6). The total value of contracts for goods alone reached nearly 814 million GEL, the value of executed contracts in the service sector exceeded 674 million GEL, and the same indicator for construction works exceeded 2.4 billion GEL.

Table N6: Savings Indicators in Completed Tenders in 2025

Procurement category	Estimated value	Last bid	Savings	%
<b>Goods</b>	918,610,106	813,800,012	104,810,094	11.4%
<b>Services</b>	735,868,512	674,081,242	61,787,270	8.4%
<b>Works</b>	2,654,271,000	2,427,029,452	227,241,548	8.6%
<b>Total</b>	<b>4,308,749,618</b>	<b>3,914,910,706</b>	<b>393,838,912</b>	<b>9.1%</b>

Diagram N11 reflects the volume of savings achieved across different procurement categories





The tables below reflect the savings achieved through tenders broken down by procuring organizations and CPV categories (Tables N7 and N8). These tables show the "Top 10" procuring organizations whose announced tenders recorded the highest savings, as well as the "Top 10" CPV categories in which the largest amount of funds was saved as a result of the tenders.

*Table N7: "Top 10" Contracting authorities in 2025 by Savings <sup>10</sup>*

N	Contracting authorities	Estimated value of tenders	Last Bid	Savings	%
1	Tbilisi City Hall	243,681,705	203,321,669	40,360,036	17%
2	The State Subordinate Agency - Roads Department of Georgia under the Ministry of Infrastructure of Georgia	256,353,110	225,675,736	30,677,374	12%
3	LEPL National Health Agency	114,444,225	103,152,810	11,291,415	10%
4	N (N) LP Municipal Infrastructure and Improvement Division	168,346,132	158,877,203	9,468,929	6%
5	Georgia Municipal Development Fund	149,594,682	140,159,936	9,434,746	6%
6	Kutaisi City Hall	77,002,429	68,496,164	8,506,265	11%
7	The Ministry of Internal Affairs of Georgia	93,027,219	84,838,616	8,188,603	9%
8	LTD "TbilService Group"	51,326,725	43,683,457	7,643,268	15%
9	LTD "The Joint Water Supply Company of Georgia"	47,014,267	39,665,836	7,348,431	16%
10	RUSTAVI CITY MUNICIPALITY	59,475,498	52,684,889	6,790,609	11%
Total				139,709,676	

<sup>10</sup> The table includes only the "Top 10" procurement categories for which at least 50 electronic tenders were announced during the reporting year. The data in the table includes electronic tenders (excluding procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders.



Table N8: "Top 10" CPV Categories in 2025 by Savings<sup>11</sup>

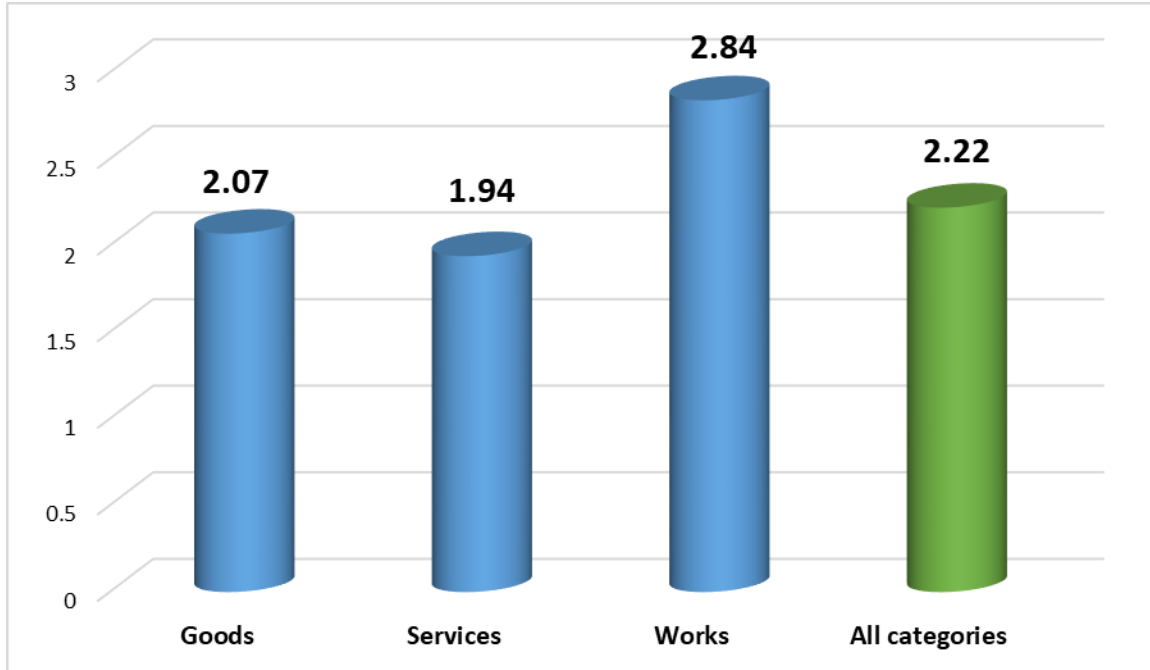
N	CPV code	Estimated value of tenders	Last Bid	Savings	%
1	45200000 - Works for complete or part construction and civil engineering work	2,183,800,247	2,018,258,979	165,541,268	8%
2	34100000 - Motor vehicles	152,204,426	122,990,441	29,213,985	19%
3	45100000 - Site preparation work	163,707,888	136,479,479	27,228,409	17%
4	71300000 - Engineering services	71,658,529	48,615,800	23,042,729	32%
5	45400000 - Building completion work	189,417,256	169,156,327	20,260,929	11%
6	45300000 - Building installation work	115,164,460	100,919,639	14,244,821	12%
7	33100000 - Medical equipments	81,886,365	68,863,012	13,023,353	16%
8	66500000 - Insurance and pension services	93,604,734	83,437,076	10,167,658	11%
9	33600000 - Pharmaceutical products	100,993,525	93,596,256	7,397,269	7%
10	79900000 - Miscellaneous business and business-related services	25,736,861	21,884,469	3,852,392	15%
<b>Total</b>				<b>313,972,813</b>	

Compared to 2024, the average number of bidders increased from 2.02 to 2.22. Broken down by procurement objects, the growth was recorded as follows: Construction works: the indicator increased from 2.38 to 2.84; Goods: increased from 2.03 to 2.07; Services: increased from 1.70 to 1.94.

<sup>11</sup> The table includes only the "Top 10" procurement categories for which at least 50 electronic tenders were announced during the reporting year. The data in the table includes electronic tenders (excluding procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders.



Diagram N12: Average Number of Bidders by Procurement Object in 2025<sup>12</sup>

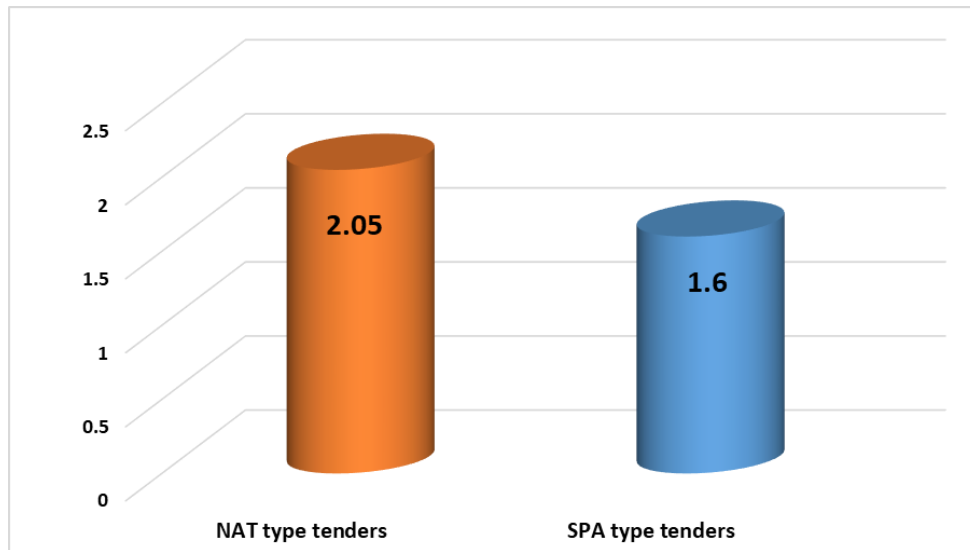


Compared to the previous year, an increase in average participation was also recorded both in NAT-type tenders (from 2.05 to 2.25) and in SPA-type tenders (from 1.60 to 1.72).

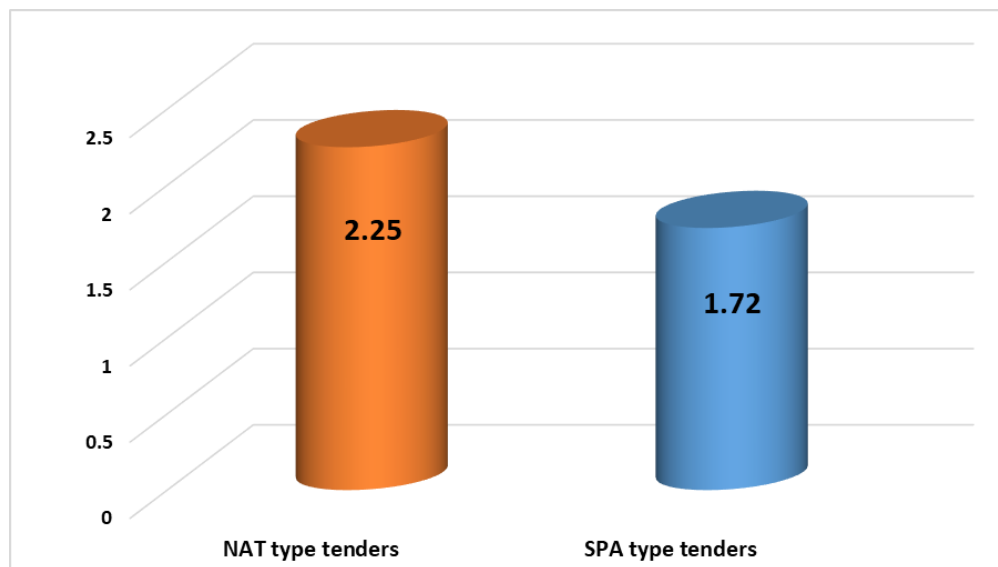
<sup>12</sup> The average number of bidders is calculated based on tenders completed in 2025 for which state procurement contracts have been executed. The data does not include GEO, DEP, GRA, CON, and B2B tenders.



*Diagram N13: Average Number of Bidders by Tender Type in 2024*



*Diagram N14: Average Number of Bidders by Tender Type in 2025*





In addition to the statistical data mentioned above, the following tables (N9 and N10) present the average number of bidders both by individual CPV codes and by tenders announced by procuring organizations.

During the reporting period, the highest average number of bidders—4.76—was recorded in tenders announced for "CPV 18300000 - Clothing." As for procuring organizations, the highest average indicator was recorded in tenders announced by the Municipal Development Fund of Georgia.

*Table N9: "Top 10" CPV Categories in 2025 by the Highest Average Number of Bidders<sup>13</sup>*

N	CPV Code	Number of tenders	Number of bidders	Average number of bidders
1	18300000- Garments	21	100	4.76
2	39100000 - Furniture	66	273	4.14
3	18200000 - Outwear	681	2,365	3.47
4	45400000 - Building completion work	211	720	3.41
5	31700000 - Electronic,electromechanical and electrotechnical supplies	21	71	3.38
6	45100000 - Site preparation works	412	1,365	3.31
7	38300000 - Measuring instruments	24	75	3.13
8	42500000 - Cooling and ventilation equipment	114	350	3.07
9	18900000 - Luggage, saddlery, sacks and bags	21	64	3.05
10	37400000 - Aircraft and spacecraft	58	175	3.02

<sup>13</sup> The table includes only the "Top 10" procurement categories for which at least 20 electronic tenders were announced during the reporting year. The data in the table includes electronic tenders (including procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders



*Table N10: "Top 10" Procuring Organizations in 2025 by the Highest Average Number of Bidders<sup>14</sup>*

<b>N</b>	<b>Contracting authorities</b>	<b>Average number of bidders</b>
<b>1</b>	<b>Georgia Municipal Development Fund</b>	<b>5.06</b>
<b>2</b>	<b>Khelvachauri Municipal Inspection, Infrastructure and Improvement Division NNLE</b>	<b>4.40</b>
<b>3</b>	<b>Tbilisi Agency on the Management of Day Nursery Institutions</b>	<b>4.00</b>
<b>4</b>	<b>Gardabani Municipality</b>	<b>3.69</b>
<b>5</b>	<b>Dusheti Municipality</b>	<b>3.50</b>
<b>6</b>	<b>MTSKHETA MUNICIPALITY CITY HALL</b>	<b>3.49</b>
<b>7</b>	<b>Ozurgeti Municipality</b>	<b>3.38</b>
<b>8</b>	<b>Terdjola Municipality</b>	<b>3.32</b>
<b>9</b>	<b>Kaspi Municipality</b>	<b>3.26</b>
<b>10</b>	<b>Tbilisi Gldani District Gamgeoba</b>	<b>3.24</b>

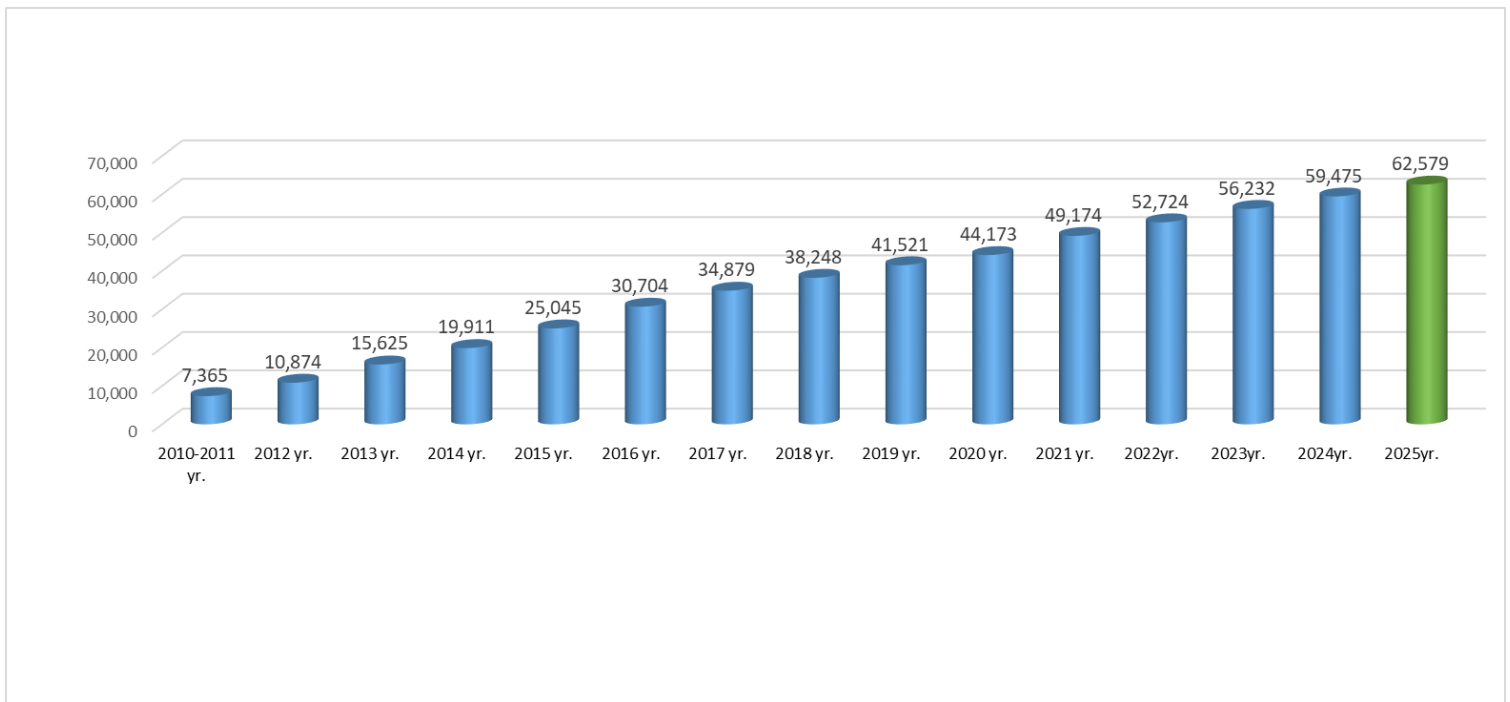
<sup>14</sup> The table includes only the "Top 10" procurement categories for which at least 20 electronic tenders were announced during the reporting year. The data in the table includes electronic tenders (including procurements with a price list) and does not include GEO, DEP, CON, GRA, and B2B tenders.



## 1.4 Registered Users in the System and Winning Suppliers in Procurements

In 2025, 3,104 new business entities registered in the eProcurement system, bringing the total number of registered suppliers to 62,579 by the end of the year (see Diagram N15). Notably, the upward trend of non-resident suppliers registered in the system continues to hold. During 2025, 126 new non-resident suppliers registered, and currently, a total of 2,787 non-resident suppliers from 85 countries are registered and actively participating in announced tenders. Additionally, 75 new procuring organizations were added to the system, bringing their total number to 4,797 by the end of the year.

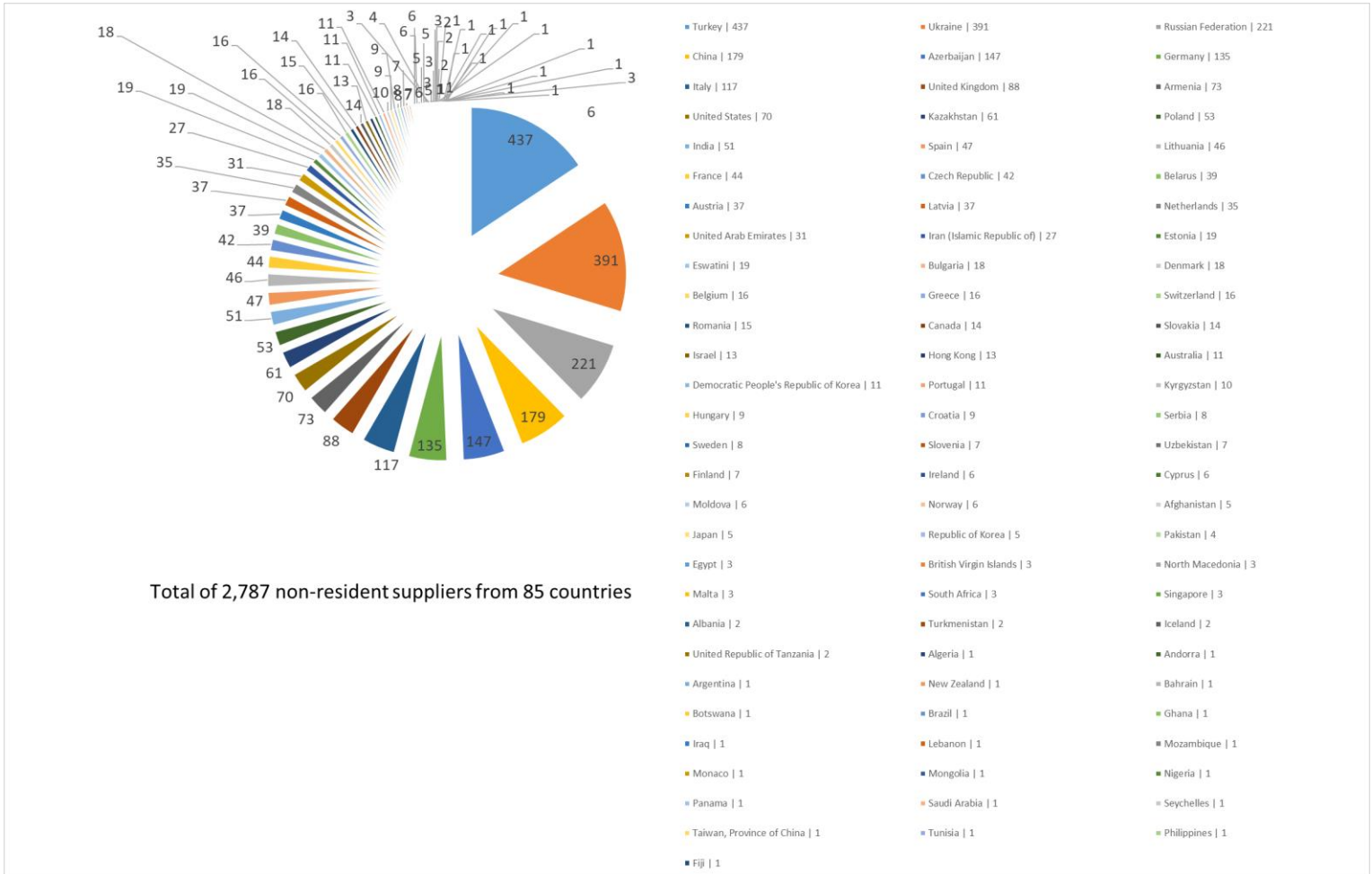
*Diagram N15: Number of Registered Suppliers in the eProcurement System by Year*



Detailed information about non-resident economic operators is shown in Diagram N16.



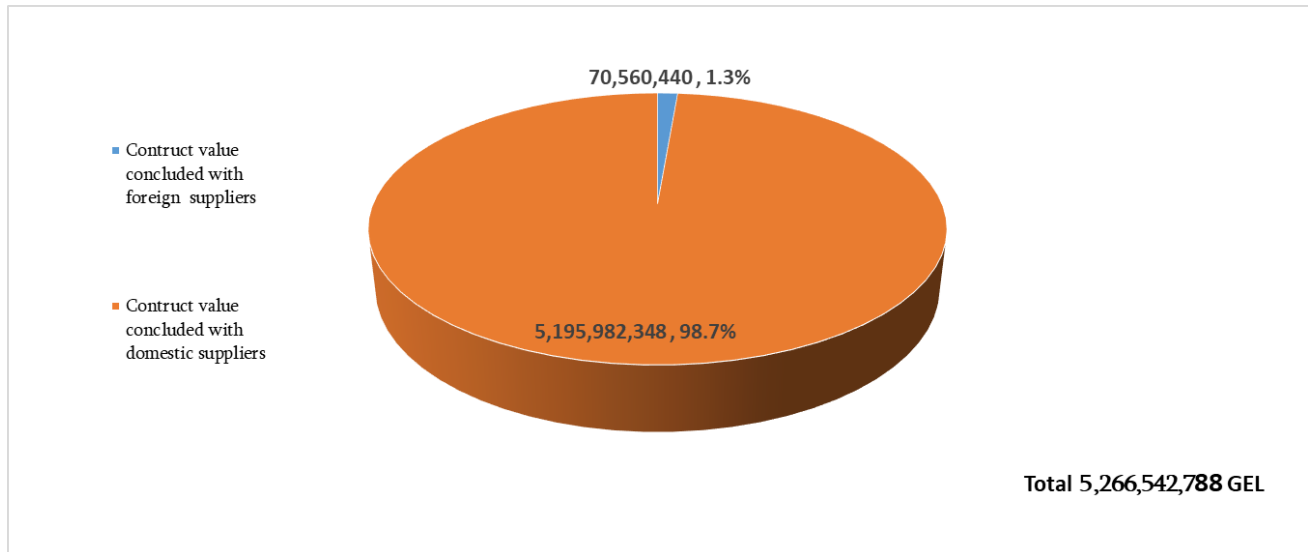
Diagram N16: Number of Registered Non-Resident Suppliers in the eProcurement System by Country



In 2025, the total value of state procurement contracts signed with non-resident companies as a result of tenders exceeded 70 million GEL, which accounts for 1.3% of the total value of contracts signed through tenders.



*Diagram N17: Share of the Value of Contracts Executed with Non-Resident Suppliers  
Based on Tenders in 2025*



By country, the highest value contract was signed with a Hungarian company, amounting to 36,665,209 GEL, which represents the majority of the total volume. This is followed by Poland (7,729,268 GEL) and Denmark (6,616,480 GEL). Significant contract volumes were also executed with companies from Bulgaria (5,875,242 GEL) and Germany (4,443,652 GEL). Relatively smaller volumes were recorded in the cases of Switzerland (2,356,268 GEL) and Swaziland (1,712,740 GEL). The value of contracts distributed among the remaining countries is relatively small and includes the Czech Republic, Lithuania, Romania, Ukraine, the United Kingdom, Serbia, Slovakia, France, and Latvia (see Table N11).



*Table N11: Value of Contracts Executed with Non-Resident Suppliers Based on Tenders in 2025  
by Country*

Country	Total Value of Awarded Contracts	Number of contracts
Hungary	36,665,209	1
Poland	7,729,268	4
Denmark	6,616,480	7
Bulgaria	5,875,242	2
Germany	4,443,652	3
Switzerland	2,356,268	2
Swaziland (Eswatini)	1,712,740	1
Czech Republic	1,460,840	1
Lithuania	1,342,900	1
Romania	1,044,833	1
Ukraine	733,128	1
United Kingdom	289,933	2
Serbia	152,786	1
Slovakia	52,000	1
France	47,230	1
Latvia	37,930	1
<b>Total</b>	<b>70,560,440</b>	<b>30</b>



*Table N12: "Top 10" Contracts Executed with Non-Resident Suppliers Based on Tenders in 2025 by Value*

N	Tender type	Contracting authorities	Country	Supplier	Procurement Category	Contract value
1	NAT250010850	LEPL National Health Agency	Hungary	Sanofi-Aventis Private Co. Ltd	33600000 – Pharmaceutical products	36,665,209
2	NAT240020486	LEPL Service Agency of the Ministry of Internal Affairs of Georgia	Poland	UTAL Spolka z ograniczona odpowiedzialnoscia	34900000 – Miscellaneous trasport equipment and spare parts	7,559,206
3	SPA250000100	LEPL "State Military Scientific Technihal Centre "Delta"	Bulgaria	Stroyproject Ltd	24600000 – Explosives	5,808,743
4	NAT250017557	LEPL National Health Agency	Denmark	novo norrdisk a/s denmark	33600000 – Pharmaceutical products	4,556,494
5	NAT250011231	LEPL Service Agency of the Ministry of Internal Affairs of Georgia	Germany	MUEHLBAUER ID SERVICES GMBH	22400000 – Stamps, cheque forms, banknotes, stock certificates,trade advertising material,catalogues and manuals	2,301,696
6	NAT250010154	Georgian Public Broadcaster	Germany	Broadcast Solutions GmbH	32300000 – Television and radio receivers and sound or video recording or reproducing apparatus	2,003,559
7	NAT250009609	National Environmental Agency	Swaziland (Eswatini)	GEOTEST AG	73100000 – Research and experimental development services	1,712,740
8	NAT250005755	"SAKAERONAVIGATSIA" Ltd	Czech Republic	Air Navigation Services of the Czech Republic	71600000 – Technical testing, analysis and consulting services	1,460,840
9	NAT250003575	LEPL National Health Agency	Switzerland	F.Hoffmann-La Roche Ltd	33600000 – Pharmaceutical products	1,456,785
10	NAT250015101	Georgian Public Broadcaster	Lithuania	TVC Solutions, UAB	72200000 – Software programming and consultancy services	1,342,900
<b>Total</b>						<b>64,868,171</b>

In 2025, the total value of the "Top 10" largest contracts executed with non-resident suppliers through tenders amounted to nearly 65 million GEL. The highest value contract was signed in a tender announced by the LEPL National Health Agency, valued at 36,665,209 GEL, for the procurement category "CPV 33600000 - Pharmaceutical Products" (see Table N12).



## 1.5 Procurements with Donor Funds - DEP Tenders

In 2025, contracts were executed in 21 DEP-type electronic tenders (procurements funded by donor organizations) within the unified electronic state procurement system, which were financed by various international financial institutions and donors. The total estimated value of these tenders exceeded 656.9 million GEL.

In 2025, the largest contract was signed in a tender financed by the Asian Infrastructure Investment Bank, with its value reaching nearly 564.2 million GEL. Significant volumes were also recorded through financing from the World Bank (11 tenders, 35.4 million GEL) and the Nordic Environment Finance Corporation (3 tenders, 36.1 million GEL). Under the Asian Development Bank, 4 tenders were carried out (21 million GEL), while 2 tenders were implemented with financing from the International Fund for Agricultural Development (320 million GEL).

The tables presented below reflect the distribution of the number and value of contracts by both donors and procuring organizations.

*Table N13: Distribution of the Total Contract Value of DEP Tenders in 2025 by Donors*

Donor	Number of DEP tenders	Contract Value
World Bank	11	35,379,113
International Fund for Agricultural Development (IFAD)	2	319,400
Asian Development Bank (ADB)	4	20,987,545
Asian Infrastructure Investment Bank (AIIB)	1	564,171,846
Nordic Environment Finance Corporation (NEFCO)	3	36,062,807
<b>Total</b>	<b>21</b>	<b>656,920,711</b>



*Table N14: Distribution of the Total Contract Value of DEP Tenders in 2025 by Procuring Organizations*

<b>Contracting Authority</b>	<b>Number of DEP tenders</b>	<b>Contract Value</b>
Georgia Municipal Development Fund	5	35,080,894
Open Net	2	47,275,180
Ministry of Environment and Agriculture of Georgia	9	4,170,730
National Agency of Public Registry	4	6,222,060
Tbilisi Transport Company	1	564,171,847
<b>Total</b>	<b>21</b>	<b>656,920,711</b>



## 2. Improvement of the Legal Framework

In 2025, numerous significant changes were made to the legislation regulating state procurement to improve the current legal framework, refine state procurement procedures, and ensure the effective implementation of the state procurement reform.

**Among the implemented reforms, a notable development was the law adopted by the Parliament of Georgia on November 12, 2025, "On Amendments to the Law of Georgia on State Procurement" (№1056-IVთს-XIთბ; 17/11/2025), authored by the State Procurement Agency. Under this legislative amendment:**

- Starting June 1, 2026, an institutionally independent Legal Entity of Public Law (LEPL) – the Central Procuring Authority – will be established and designated as the entity authorized to execute centralized procurements. Additionally, the term "centralized procurement" is defined, and the core matters related to the functioning of the Central Procuring Authority are established. These include the legal basis of its activities and its primary functions, the procedure for appointing its head and their powers, its source of funding, as well as organizational and reporting matters. At the same time, it is established that consolidated tenders will be conducted by the tender commission of the Central Procuring Authority instead of a tender commission designated by the Government of Georgia. This new commission will be established by the head of the Central Procuring Authority with a composition of no fewer than 3 members.

Furthermore, according to the law, the Central Procuring Authority will additionally hold the power to execute activities related to centralized procurements. This can be carried out based on an application from a procuring organization, either free of charge or for compensation in accordance with the rules established by the Government of Georgia.

The detailed rules and conditions for executing centralized procurement, as well as other matters related to centralized procurement (including market research procedures, conflict of interest issues, rules and conditions for submitting guarantees for advance payments, as well as detailed rules and conditions for uploading relevant data within the framework of centralized procurement into the unified electronic state procurement system, etc.), will be determined by a legal act of the Government of Georgia;

At the legislative level, the issue of conducting market research has been regulated, given that analyzing current market conditions—market research—represents one of the most critical stages for achieving the objectives outlined in the Law of Georgia "On State Procurement."

- Furthermore, to fulfill the obligations under this legislative amendment and to establish the requirement for managing the market research process in a way that provides the procuring organization with the most complete and comprehensive picture of existing market offers, the Agency developed a new regulation. Approved by Order №78 of the Chairman of the State



Procurement Agency on December 30, 2025, the "Rule on Conducting Market Research by a Procuring Organization" establishes the legal and procedural framework for the market research process, defining, among other things, the following:

- In the case of a contest or an electronic tender, the estimated value of the state procurement must not exceed the arithmetic mean of the prices surveyed through the market research methods defined by this rule. Additionally, for the purposes of this rule, the estimated value of the state procurement may also be determined based on the minimum price or a price lower than the minimum among the surveyed prices. It was also established that in the case of a simplified procurement, the value of the simplified procurement shall be determined by the minimum price among the prices surveyed in accordance with the market research methods defined by this rule;
- The results of the market research shall remain legally valid for three months from the date of completion of the market research (from the moment the market research notice is assigned the status "Market Research Completed"). If the state procurement is not executed within this timeframe, the procuring organization must conduct the market research again, adhering to the conditions established by the law and this rule;
- Market research entails both the mandatory use of the MRS module and communication with potential suppliers and/or requesting necessary information/documentation from them, using the electronic system, holding open house days, and more. Additionally, the specific cases in which a procuring organization is not required to use the MRS module were defined;

In addition to the above, regarding market research, Order №79 of the Chairman of the State Procurement Agency dated December 30, 2025, also amended Order №2 of the Chairman of the State Procurement Agency dated February 10, 2011, "On the Approval of the Reporting Rule for a Procuring Organization." This amendment established the authority of a procuring organization to conduct preparatory work, in accordance with the annual plan and established legal procedures, prior to carrying out the market research;

- To ensure the uninterrupted functioning and refinement of the system, support the development of its new components and modules, facilitate the provision of services tailored to the interests of system users, and create new services, the legally established fee for publishing a tender/contest notice and tender/contest documentation, as well as for submitting a proposal, was set at 100 GEL (instead of 50 GEL, and in some cases, 25 GEL).



It is noteworthy that once the Central Procuring Authority is established (starting June 1, 2026), a fee of 100 GEL will be introduced for submitting proposals in the case of consolidated tenders. Furthermore, from the same date, the winning bidder in a consolidated tender will also be required to pay an amount to the account of the Central Procuring Authority, not exceeding 1% of the value of the procurement contract to be concluded.

At the same time, to fulfill the obligations under this legislative amendment, Orders №73, №74, №75, №76, and №77 of the Chairman of the State Procurement Agency dated December 26, 2025, introduced amendments to the following acts:

Order №15 of the Chairman of the State Procurement Agency dated June 23, 2011, "On the Approval of the Amounts and Payment Procedure for Fees to Publish Tender Notices, Tender Documentation, Contest Notices, and Contest Documentation";

Order №12 of the Chairman of the State Procurement Agency dated June 14, 2017, "On the Approval of the Rule for Conducting Electronic Tenders";

Order №8 of the Chairman of the State Procurement Agency dated July 30, 2018, "On the Approval of the Rules and Conditions for Executing Procurements through the Unified Electronic State Procurement System by a Private Purchaser and for Utilizing this System";

Order №3 of the Chairman of the State Procurement Agency dated August 21, 2019, "On the Approval of the Rules and Conditions for Applying Monetary Thresholds Established by EU Directives in the Field of State Procurement

Order №7 of the Chairman of the State Procurement Agency dated May 22, 2015, "On the Approval of the Rules and Conditions for the State Procurement of Design Services through a Contest."

- The approach to determining the timeframes for conducting an electronic tender has been revised. The selection of the applicable timeframe will primarily depend on the value of the procurement object rather than on the aggregate value of homogeneous procurement objects. It was also established that the separate procurement of homogeneous procurement objects from a single source of funding within the same budget year shall not be considered an artificial splitting of public procurement, provided that the procurement is carried out using electronic procurement tools.

Furthermore, in order to fulfill the obligations arising from the above legislative amendments, Order No. 72 of 26 December 2025 of the Chairman of the State Procurement Agency introduced amendments to Order No. 27 of 25 December 2015 of the Chairman of the State Procurement Agency on the Approval of the Methodology for Detecting the Artificial Splitting of Public Procurement. Among other changes, it was determined that, in the case of an electronic tender conducted on the basis of a price list (pre-catalogue/pre-price schedule), the



contractual value of the procurement object shall be taken into account for the purposes of assessing artificial splitting.

- In order to enhance the flexibility of procuring entities, additional exemptions from the scope of application of the Law were introduced. In particular, the Law of Georgia on Public Procurement no longer applies to arbitration and mediation services, as well as to legal services related to the protection of a client's interests in courts, administrative or law enforcement authorities, international arbitration proceedings, and other dispute resolution mechanisms, both in Georgia and abroad.

In addition, the following were designated as exemptions: legal advisory services required for the above-mentioned proceedings; notarization, apostille certification, and legalization of documents; legal services provided by court-appointed or legally appointed representatives and guardians; other legal services connected with the exercise of public-law powers; as well as services related to the participation of witnesses, experts, and interpreters in foreign countries, where such services are necessary to protect the interests of the procuring entity before international or foreign legal institutions.

It should be noted that the approaches relating to the above-mentioned exemptions, market research, the fees established for the submission of tender/competition proposals and for the publication of tender/competition notices and documentation, as well as the establishment and operation of a central purchasing body and the payment by the successful bidder of the relevant fee to the account of the central purchasing body, have already been incorporated into the Law of Georgia on Public Procurement, which was prepared by the State Procurement Agency and submitted by the Government of Georgia under the legislative initiative procedure in order to ensure the fulfilment of the obligations arising from the Association Agreement with the European Union.

As a result of the implemented reform, the national legislation has been further aligned with the relevant European Union directives and regulations. In turn, this ensures the fulfilment of the obligations undertaken under the Association Agreement and promotes legislative and institutional approximation with the European Union.

**In addition to the above, it should be noted that during 2025 the State Procurement Agency prepared and, in accordance with the established procedure, issued a number of important secondary legislative acts, including:**

- In accordance with the established procedure, Order No. 59 of 21 March 2025 and Order No. 60 of 11 April 2025 of the Chairman of the State Procurement Agency were issued to amend



the Order of the Chairman of the State Procurement Agency No. 12 of 14 June 2017 on the Approval of the Rules for Conducting Electronic Tenders.

As a result of these amendments, with a view to facilitating the uninterrupted implementation of infrastructure projects and the provision of water supply and wastewater services, as well as ensuring the effective implementation of the measures envisaged by Government of Georgia Decrees No. 493 of 17 March 2025 and No. 733 of 20 April 2023, it was determined that, for the specific CPV codes provided in Annex No. 2 to the Order, an electronic tender may also be conducted on the basis of a price list (pre-catalogue/pre-price schedule) where the public procurement is carried out in accordance with the above-mentioned Government Decrees.

- By Order No. 61 of 3 June 2025 of the Chairman of the State Procurement Agency, amendments were made to Order No. 22 of 27 November 2015 of the Chairman of the State Procurement Agency on the Approval of Additional Qualification Requirements for Positions within the State Procurement Agency. As a result of the amendments, the legal act was brought into compliance with the requirements established under Georgian legislation. In addition, the basic qualification requirements for the position of Information Security Manager were defined.
- By Order No. 62 of 18 June 2025 of the Chairman of the State Procurement Agency, amendments were made to Order No. 12 of 14 June 2017 of the Chairman of the State Procurement Agency on the Approval of the Rules for Conducting Electronic Tenders. As a result of these amendments, one of the methods for conducting electronic tenders was abolished, namely the special procedure for conducting an electronic tender for the procurement of works (DAP electronic tender).
- By Orders No. 63, No. 64, and No. 65 of 20 August 2025 of the Chairman of the State Procurement Agency, amendments were introduced to: Order No. 7 of 22 May 2015 on the Approval of the Rules and Conditions for the Public Procurement of Design Services through a Competition; Order No. 13 of 17 August 2015 on the Determination of the Criteria for Simplified Procurement and the Approval of the Rules for Conducting Simplified Procurement; and Order No. 12 of 14 June 2017 on the Approval of the Rules for Conducting Electronic Tenders.

As a result of these amendments, it became possible to submit a performance guarantee, as well as an advance payment guarantee, through the electronic procurement system in the form of an electronic document. An exception applies to performance guarantees and advance



payment guarantees issued by non-resident entities, which must be submitted to the procuring entity exclusively in hard-copy form.

Furthermore, it was established that where a performance guarantee or an advance payment guarantee is submitted in the form of an electronic document, such document must bear a qualified electronic signature of an authorised person, as defined by Georgian legislation, and must also be affixed with a qualified electronic seal.

- By Orders No. 66 and No. 67 of 2 October 2025 of the Chairman of the State Procurement Agency, amendments were introduced to the Order of the Chairman of the State Procurement Agency No. 12 of 14 June 2017 on the Approval of the Rules for Conducting Electronic Tenders and to Order No. 11 of 28 July 2016 on the Approval of the Rules for Conducting Two-Stage Electronic Tenders. According to these amendments, a submitted cost estimate (bill of quantities) is no longer subject to clarification if the number of unpriced items exceeds 5% of the total number of priced items (instead of the previous threshold of 1%).

- By Orders No. 68, No. 69, and No. 70 of 24 October 2025 of the Chairman of the State Procurement Agency, amendments were introduced to Order No. 2 of 26 February 2016 on the Approval of the Rules and Conditions for Maintaining the White List, Order No. 13 of 17 August 2015 on the Determination of the Criteria for Simplified Procurement and the Approval of the Rules for Conducting Simplified Procurement, and Order No. 12 of 14 June 2017 on the Approval of the Rules for Conducting Electronic Tenders.

As a result of these amendments, it was established that, for registration in the White List, a supplier must possess at least three certificates issued by different contracting authorities confirming the proper performance of obligations under public procurement contracts concluded during the last three years. It was also determined that the contract value must not be less than GEL 50,000 in the case of goods or services procurement, and not less than GEL 200,000 in the case of works procurement.

Furthermore, the amendments introduced a phased increase in the advance payment guarantee requirements for White List suppliers. From 1 January 2026, such suppliers must submit a guarantee in the amount of 60% of the advance payment; from 1 January 2027 — 70%; and from 1 January 2028 — 80%, in accordance with the terms of the contract.

It was also established that, in cases where the obligation to resubmit a performance guarantee and/or advance payment guarantee arises during the execution of a contract, the supplier shall submit a guarantee equal to the full amount of the advance payment and/or the required performance guarantee, if:



the supplier's White List registration period has expired or its registration has been revoked; the supplier is registered in the White List, but at the time of the initial submission of the performance guarantee and/or advance payment guarantee (if applicable), it was not registered in the White List.

- By Order No. 71 of 19 December 2025 of the Chairman of the State Procurement Agency, amendments were introduced to Order No. 12 of 14 June 2017 on the Approval of the Rules for Conducting Electronic Tenders.

As a result of these amendments, the method for calculating the performance guarantee in the case of works procurement was redefined. In particular, the amount of the performance guarantee for works contracts is determined as follows:

- from 2% to 10% of the contract value — if the value of the contract to be concluded with the winning tenderer is less than GEL 30,000,000;
- from 5% to 10% of the contract value — if the value of the contract is less than GEL 30,000,000 and, at the same time, the final price offered by the winning tenderer during electronic bidding is 20% or more lower than the estimated procurement value;

from 2% to 20% of the contract value — if the value of the contract to be concluded with the winning tenderer equals or exceeds GEL 30,000,000.

- from 5% to 20% of the contract value — if the value of the contract to be concluded with the winning tenderer equals or exceeds GEL 30,000,000 and, at the same time, the final price offered by the winning tenderer as a result of electronic bidding is 20% or more lower than the estimated value of the procurement object.

- By Order No. 76 of 26 December 2025 of the Chairman of the State Procurement Agency, amendments were introduced to Order No. 3 of 21 August 2019 on the Approval of the Rules and Conditions for the Application of Monetary Thresholds Established by EU Directives in the Field of Public Procurement. As a result of these amendments, the updated monetary thresholds established by EU Directives, in accordance with European Commission Regulation (EU) 2023/2495 of 15 November 2023, were reflected in the public procurement regulatory framework.



### 3. Centralized procurement

In 2025, in order to ensure the efficient management and expenditure of budgetary funds, the State Procurement Agency, within the scope of the powers granted by the relevant legal acts of the Government of Georgia, identified winning suppliers through centralized procurement (so-called consolidated tenders) for various types of goods and services within 343 tenders (see Table No. 15), which is 38 tenders more compared to 2024.

*Table No. 15: Number of consolidated tenders announced in 2025, by procurement object type*

N	Procurement Object	Number of announced eTenders (winner identified)
1	Pharmaceutical products (medications)	95
2	School transportation services	65
3	Various food products for security forces	59
4	Tyres for light-duty vehicles	33
5	Tyres for heavy-duty vehicles	14
6	Various food products for Tbilisi kindergartens	14
7	Vehicle insurance services	11
8	Light motor vehicles and scheduled fleet management services	9
9	Oil products (fuel)	6
10	Medical consumables	6
11	A4 printing paper	4
12	Disposable medical gloves	4
13	M3 category buses	2
14	Printing and delivery of books (school textbooks)	2
15	Fuel briquettes	2
16	Printers and cartridges	1
17	Uninterruptible power supplies (UPS)	1
18	Personal computers	1
19	Laptops	1
20	Laptops for the LEPL Education and Science Infrastructure Development Agency	1



21	Standard portable/handheld computer for first-grade students and their teachers – standard netbook	1
22	Motor oil and oil filters for vehicles	1
23	Accumulators of vehicles	1
24	Purchase of body/worn cameras (with perpetual licenses), including related services, equipment, accessories, and software for the Ministry of Environmental Protection and Agriculture of Georgia	1
25	Purchase of video surveillance systems for certain public schools (including installation, setup, and technical support services)	1
26	Purchase of centralized wireless network (Wi-Fi) equipment and related services for public schools	1
27	School desks and chairs	1
28	Various types of office furniture	1
29	Office chair (wheeled)	1
30	Conference chair	1
31	Non-sterile medical gauze and shoe covers	1
32	Medical masks	1
	<b>Total</b>	<b>343</b>

As in previous years, in order to ensure the implementation of consolidated tenders, the necessary legal and organisational measures defined by legislation were carried out. Draft Government decrees on the announcement of consolidated tenders were prepared, and model contracts to be concluded under each consolidated tender were developed and published on the official website of the State Procurement Agency.

The table below (Table No. 16) provides detailed information on procurement carried out through consolidated tenders in 2025. The initial estimated total value of procurements carried out under these tenders in 2025 amounted to GEL 745,891,455 (it should be noted that this amount includes multi-year procurements, under which payments commence in 2025). The final value achieved through electronic bidding reached GEL 719 million, while the total savings achieved through electronic auctions amounted to up to GEL 27 million.



It should also be noted that in many cases, as a result of effective market research and consultations conducted by the relevant department of the Agency, minimum prices are recorded as initial estimated prices in consolidated tenders. For this reason, the savings achieved through electronic bidding may appear lower, whereas in reality the savings compared to planned benchmarks are higher. In such cases, the indicator of savings generated solely through electronic bidding does not provide an objective picture of the effectiveness of centralised procurement. Therefore, in order to objectively assess the results of the centralised procurement reform, it is also advisable to take into account retail and market prices (see Table No. 16).

In 2025, the savings achieved through consolidated tenders, in relation to the retail and wholesale prices of the relevant procurement objects, exceeded GEL 339 million.

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*Table No. 16: Consolidated tenders announced in 2025 by procurement object, quantity, initial total*

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N	Procurement Object	Number of announced eTenders (winner identified)	Number of announced in quantity	Initial total value (GEL)	Total value obtained from traidding in an eTender (GEL)	Total savings obtained from traidding in an eTender (GEL)	Estimated savings (in relation to the average market price)(GEL)
1	Printers and cartridges		1 7,039 units of the printer and cartridges (for 161,170,000 pages of cartridges for it)	12,226,050.00	12,226,050.00	-	15,639,306.00
2	Uninterruptible power supplies (UPS)		1 7,598 unit	645,830.00	630,634.00	15,196.00	144,362.00
3	Personal computers		1 12,013 unit	22,224,050.00	22,163,985.00	60,065.00	7,568,190.00
4	Laptops		1 3,971 unit	7,147,800.00	7,147,800.00	-	1,985,500.00
5	Laptops for the LEPL Education and Science Infrastructure Development Agency		1 14,000 unit	22,204,000.00	22,204,000.00	-	7,000,000.00
6	Standard portable/handheld computer for first-grade students and their teachers – standard netbook		1 56,000 unit	50,400,000.00	42,392,000.00	8,008,000.00	17,640,000.00
7	A4 printing paper		4 1'210'000 Package	11,437,500.00	10,794,500.00	643,000.00	2,261,626.84
8	Oil products (fuel)		6 93'996'000 liters	227,472,180.00	227,472,180.00	-	65,312,811.67
9	Vehicle insurance services		11 Numbered on the balance sheet of 494 contracting authorities - 15 764 for vehicles, with total value 734,602,989 GEL	26,454,923.05	25,024,682.00	1,430,241.05	9,501,658.00
10	M3 category buses		2 18 unit	10,439,406.00	10,427,110.00	12,296.00	-
11	Light motor vehicles and scheduled fleet management services		9 1 502 unit	93,511,358.00	89,219,599.00	4,291,759.00	-
12	Motor oil and oil filters for vehicles		1 447 740 liters of oil and 60 000 pieces of filters	5,877,505.62	5,877,505.62	-	1,939,577.00
13	Accumulators of vehicles		1 11 533 unit	2,648,154.00	2,648,154.00	-	953,335.00
14	Tyres for light-duty vehicles		33 63 184 unit	14,769,480.00	14,137,171.90	632,308.10	4,430,844.00
15	Tyres for heavy-duty vehicles		14 17 355 unit	9,384,599.00	8,496,320.80	888,278.20	2,815,000.00
16	Various food products for security forces		59 148 type of food product	62,369,202.37	61,536,692.97	832,509.40	42,469,703.27
17	Various food products for Tbilisi kindergartens		14 56 type of food product	30,779,602.12	30,124,308.68	655,293.44	24,872,772.65
18	Purchase of body/worn cameras (with perpetual licenses), including related services, equipment, accessories, and software for the Ministry of Environmental Protection and Agriculture of Georgia		1 Procurement of 450 body/worn cameras for the LEPL National Food Agency and the LEPL National Forestry Agency, with perpetual licenses, including related services, equipment, accessories, and software	1,200,000.00	850,440.00	349,560.00	2,061,376.00
19	Purchase of video surveillance systems for certain public schools (including installation, setup, and technical support services)		1 Procurement of video surveillance systems for 85 public schools, including related services (installation, setup, and technical support)	4,910,000.00	4,277,000.00	633,000.00	3,672,965.00
20	Purchase of centralized wireless network (Wi-Fi) equipment and related services for public schools		1 Procurement of goods and related services for the establishment of a centralized wireless network (Wi-Fi) for 347 public schools	8,910,000.00	7,886,000.00	1,024,000.00	28,114,000.00
21	Printing and delivery of books (school textbooks)		2 5 647 735 Textbook	18,656,206.31	18,656,206.31	-	50,238,400.00
22	School transportation services		65 School student transportation services in Tbilisi and 62 municipalities of Georgia	56,825,428.54	52,680,804.16	4,144,624.38	-
23	Fuel briquettes		2 5766.50 Tone	5,478,175.00	5,215,520.00	262,655.00	3,434,230.00
24	School desks and chairs		1 83 000 Set of school desk and chair	13,280,000.00	12,186,284.00	1,093,716.00	6,073,716.00
25	Various types of office furniture		1 13 types of office furniture, total 12 649 unit	1,977,946.73	1,877,945.73	100,001.00	1,965,734.00
26	Office chair (wheeled)		1 12 683 unit	2,511,234.00	2,384,404.00	126,830.00	1,293,666.00
27	Conference chair		1 19 937 unit	1,026,954.87	986,881.50	40,073.37	807,450.00
28	Pharmaceutical products (medications)		95 14,025,951 pieces of medicine of 652 different names, dosages and forms	14,797,087.71	13,573,802.43	1,223,285.29	24,540,468.69
29	Non-sterile medical gauze and shoe covers		1 2,467,010 pairs of shoe cover and 183,213 pieces of gauze	448,744.54	443,248.15	5,496.39	730,901.51
30	Disposable medical gloves		4 17,118,025 pairs of medical gloves	3,121,125.90	2,960,436.53	160,689.38	6,529,698.29
31	Medical consumables		6 24,513,059 pieces of medical consumables of 80 different names	2,640,389.89	2,390,663.46	249,726.43	4,926,798.55
32	Medical masks		1 2,913,026 unit	116,521.04	96,129.86	20,391.18	588,431.25
	<b>Total</b>		<b>343</b>	<b>745,891,455</b>	<b>718,988,460</b>	<b>26,902,995</b>	<b>339,512,522</b>



Compared to 2024, both the initial estimated total value of procurements and the final amount achieved through electronic bidding increased. At the same time, the savings achieved in 2025 (GEL 26,902,995) significantly exceeded the 2024 figure, when approximately GEL 16 million in savings was recorded as a result of bidding.

In 2025, the launch of tenders for new procurement objects resulted in significant budgetary savings, as well as improvements in the quality indicators and standardisation of procurement items.

In addition, in 2025, the planning and initiation of tender procedures began for the following budget years for the procurement of specialised workwear, footwear, and accessories for various contracting authorities, as well as equipment for kindergartens (toys, furniture, textiles, tableware, kitchen appliances, and equipment).

As in previous years, the State Procurement Agency continues to actively carry out analytical and research activities aimed at identifying additional procurement objects for potential aggregation, standardisation, and consolidation. This work is focused on identifying goods and services for which centralised procurement would be appropriate, taking into account efficient use of budgetary funds and other state interests.

As a result of the above-mentioned highly successful activities, in 2025 amendments were introduced to the Law on Public Procurement, on the basis of which, from 1 June 2026, a new independent state institution will be established — the Legal Entity under Public Law “Central Purchasing Body”. This body will, in cases defined by the Government of Georgia, conduct consolidated tenders for the procurement of homogeneous goods and/or carry out procurements on behalf of and for the benefit of other contracting authorities, including those exceeding the monetary thresholds established by the Government of Georgia.

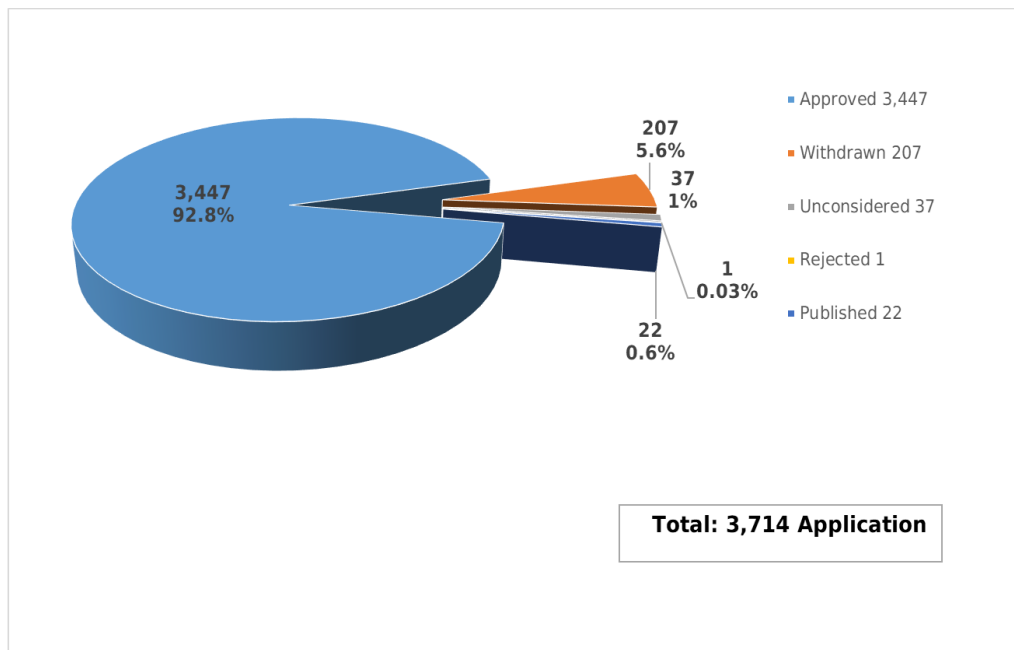


## 4. Simplified procurement

In 2025, a total of 3,714 applications were submitted to the specialised SMP module of the Unified Electronic Public Procurement System for the implementation of simplified procurement. Out of these submissions:

- 3,447 cases, consent was approved;
- 207 applications were withdrawn;
- 37 applications were left unconsidered;
- 1 application was rejected;
- 22 applications were published.<sup>15</sup>

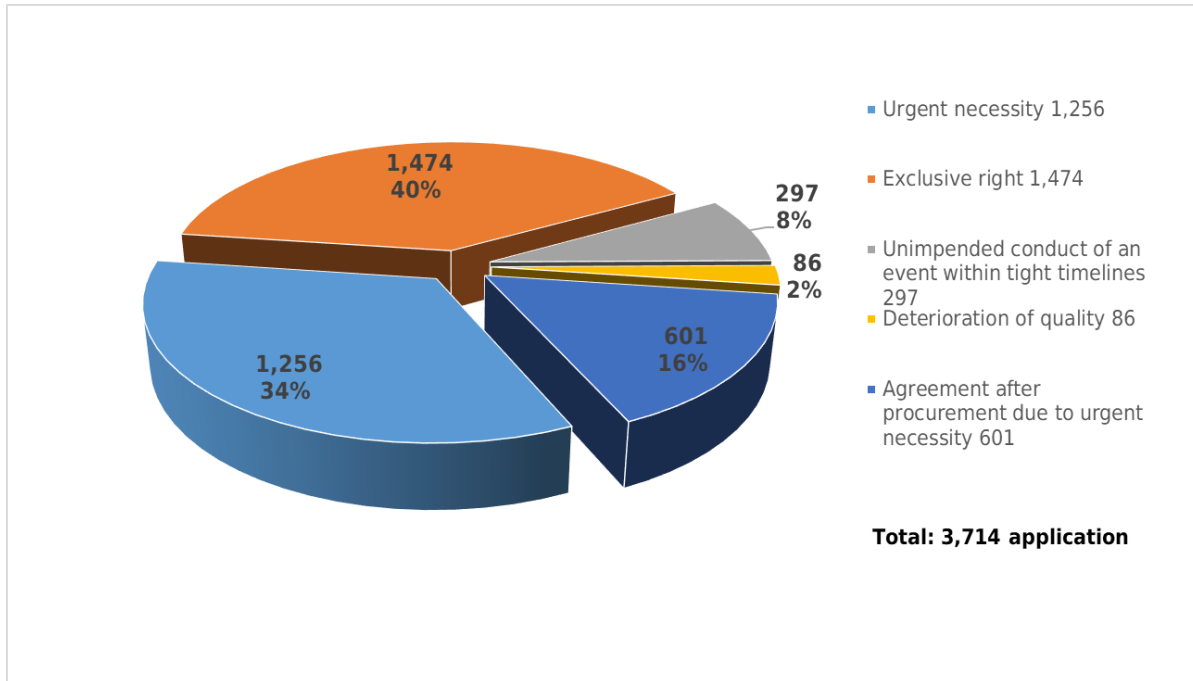
*Diagram No. 18: Distribution of applications submitted to the electronic simplified procurement approval module in 2025 by application status*



<sup>15</sup> This status is assigned to a procurement in cases where the value of the simplified procurement is equal to or exceeds the monetary thresholds established by the EU Directives applicable in the field of public procurement.



Diagram No. 19: Distribution of applications submitted to the electronic simplified procurement approval module in 2025 by basis of request



Consent under simplified procurement grounds was granted on the following bases:

Urgent necessity — 1,123 consents;

Exclusive right — 1,416 consents;

Unimpeded conduct of an event within tight— 262 consents;

Deterioration of quality— 71 consents;

Agreement after procurement due to urgent necessity— 575 consents, mainly related to emergency response and mitigation measures caused by natural disasters.

Detailed statistical data on applications submitted by contracting authorities to the Agency and the decisions taken by the Agency in 2025 are provided in Table No. 17.



*Table No. 17: Detailed statistics of applications submitted to the electronic simplified procurement approval module in 2025*

Grounds of Procurement	Approved	Withdrawn	Unconsidered	Rejected	Published	Total
Urgent necessity	1,123	101	14	1	17	1,256
Exclusive right	1,416	46	12	-	-	1,474
Unimpended conduct of an event within tight timelines	262	32	3	-	-	297
Deterioration of quality	71	12	3	-	-	86
Agreement after procurement due to urgent necessity	575	16	5	-	5	601
<b>Total</b>	<b>3,447</b>	<b>207</b>	<b>37</b>	<b>1</b>	<b>22</b>	<b>3,714</b>

## 5. “White List” management

During the reporting period, there was a slight decrease in the total number of decisions regarding the registration of economic operators in the Register of Qualified Suppliers in public procurement (the “White List”).

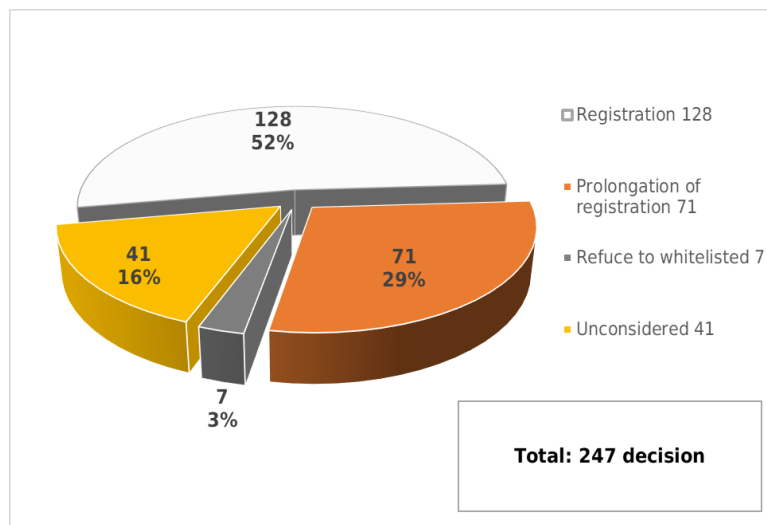
In 2025, the total number of decisions reached 247, whereas in 2024 this figure was 262.

The detailed breakdown of the decisions is as follows:

- 128 suppliers were registered in the “White List” (115 in 2024);
- the registration period was extended for 71 suppliers (89 in 2024);
- 7 applications received a negative decision (7 in 2024);
- 41 applications remained unconsidered (51 in 2024).

The data indicate that in 2025 the number of decisions on registration extensions amounted to 71, representing a significant share of the total decisions. This reflects the active and continuous participation of already registered economic operators in the public procurement process, which in turn demonstrates a level of trust in the system.

*Diagram No. 20: Distribution of decisions on registration in the “White List” in 2025 by status*





## 6. “Black List” management

In 2025, in accordance with the applicable legislation, the total number of decisions related to the Register of Unreliable Suppliers (the “Black List”) amounted to 439, compared to 465 in 2024.

The statistical breakdown of decisions is as follows:

in 311 cases, suppliers were registered in the “Black List” (337 in 2024);

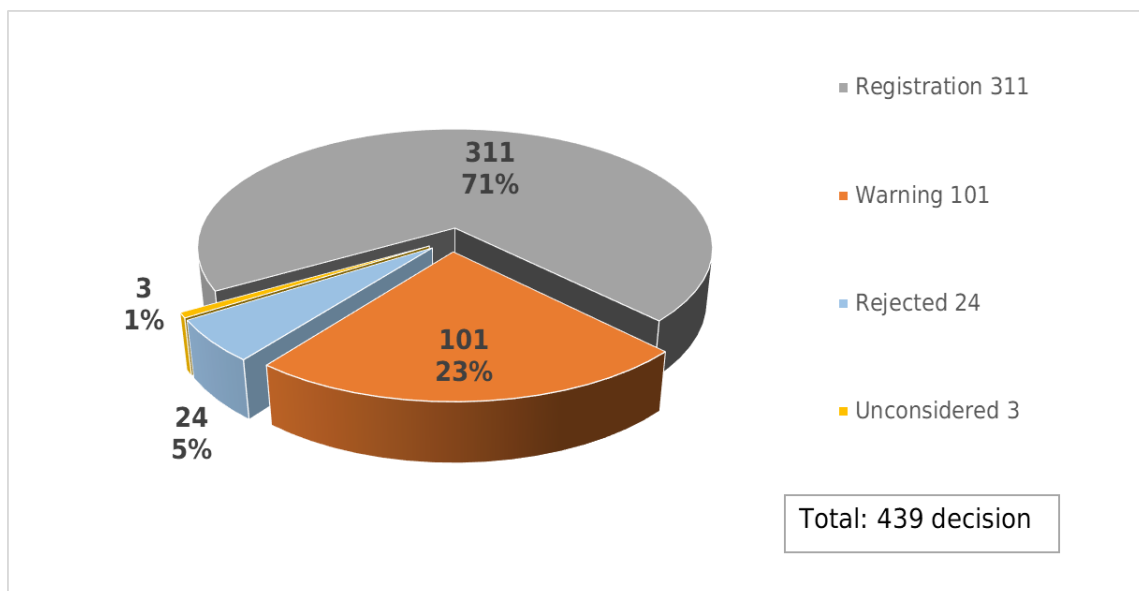
101 suppliers received warnings (95 in 2024);

24 applications rejected (21 in 2024);

3 applications remained unconsidered (12 in 2024).

The analysis of the data indicates that a significant share of decisions relates to inclusion in the “Black List”, reflecting the effective use of supervisory mechanisms defined by legislation by the Agency. At the same time, the use of the warning instrument demonstrates the active implementation of preventive measures, which contributes to further strengthening standards of integrity in the public procurement process.

Diagram No. 21: Distribution of decisions on registration in the “Black List” in 2025





## 7. Administrative offences and court disputes

In 2025, as a result of monitoring activities, 62 reports were prepared regarding detected cases of administrative offences. Following the examination of each case, the relevant legal qualification was assigned in accordance with the corresponding provisions of the Code of Administrative Offences of Georgia, and written notifications were sent to the respective persons.

Within the conducted proceedings, 60 administrative offence reports were drawn up, involving 120 individuals.

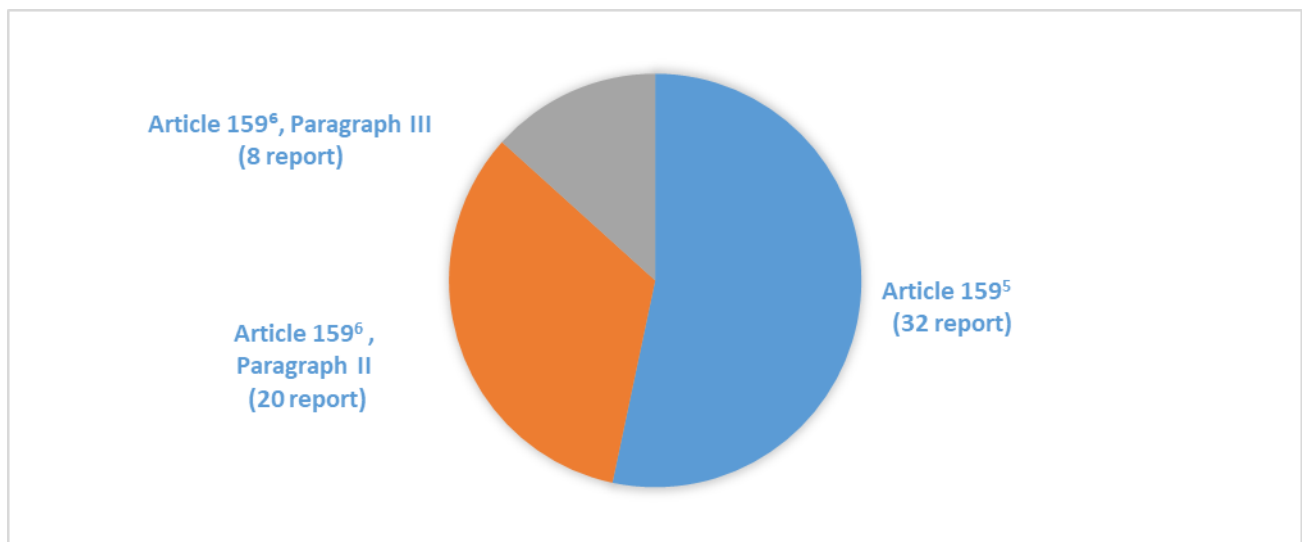
In 2025, administrative offence reports were issued by the authorised person of the State Procurement Agency under Article 159<sup>5</sup> of the Code of Administrative Offences of Georgia (incorrect selection of the public procurement method or artificial splitting of public procurement) and Article 159<sup>6</sup> (violation of public procurement procedures).

Detailed information on administrative offence reports drawn up by the Agency is presented in the diagram (see Diagram No. 22).

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*Diagram No. 22: Administrative offence reports drawn up by the State Procurement Agency in 2025*

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The State Procurement Agency's administrative offence reports and the relevant case materials were submitted to the Tbilisi City Court. As a result of the court proceedings, it was established that all cases constituted administrative offences. Accordingly, the offending persons were found guilty under the relevant articles and parts of the Code of Administrative Offences of Georgia and were issued a verbal warning.

In 2025, a total of 209 court hearings were held with the participation of the State Procurement Agency. In the same year, 29 resolutions related to registration in the "Black List" were appealed and are currently under judicial review. It should be noted that in 2025 the court applied interim measures in relation to the "Black List" in 11 cases, which were appealed by the Agency. Accordingly, the Agency prepared 11 interlocutory appeals in administrative cases, of which 8 were dismissed and 3 remain under consideration.

In 2025, 4 consolidated tenders were also challenged in court, as well as 2 resolutions regarding registration in the "White List".

In addition, the State Procurement Agency acted as a party in 1 civil case, which, upon the Agency's motion and in accordance with jurisdictional rules, was transferred for consideration to the Administrative Cases Chamber.

In 2025, the State Procurement Agency submitted cassation appeals in 2 cases, which are currently under review by the Administrative Chamber of the Supreme Court of Georgia. In the same year, the Agency initiated administrative proceedings in 6 cases related to the return of electronic bid security guarantees. In 4 of these cases, the tenderers returned to the Agency's account the monetary amounts provided under the electronic guarantees, while in 2 cases claims were filed with the court for the recovery of the funds.



## 8. Monitoring of public procurement procedures

The Agency annually conducts monitoring of electronic tenders with the statuses “contract awarded”, “terminated”, “not awarded”, and “completed with negative outcome”, filtered based on various risk factors and criteria. Upon detection of disqualification of tenderers, the compliance of such disqualifications with the established rules is verified. The termination process of tenders is also reviewed, in particular the accuracy and completeness of the stated reasons in tender termination reports.

The risk-based monitoring system, which has been integrated into the Unified Electronic Public Procurement System since 2014 and is continuously updated every year (with new risk factors added and existing criteria adjusted), ensures continuous automated notifications to the relevant department. This enables the Agency to promptly identify potential violations and take timely and appropriate measures.

In 2025, monitoring was carried out over thousands of contracts uploaded to the CMR module of the eProcurement system, as well as announced competitions. Detailed data are provided in Table No. 18:

*Table No. 18: Monitoring of public procurement procedures in 2025*

N		Quantity
1	How many tenders were monitored with the status "Contract Awarded"	12,530
2	How many tenders with the statuses "Cancelled", "No bids received", or "Contract not awarded" were processed	1,599
3	How many tenders were monitored in the system for the purpose of verifying the compliance of bidder disqualifications	7,642
4	How many contests were monitored	29
5	How many administrative reports were prepared	48
6	How many letters regarding the detected violations	1,670
7	How many contracts concluded through simplified procurement procedures were monitored	21,208
8	How many reports were prepared regarding changes in tender statuses, changes in the disqualification status of bidders in tenders, and changes in the final statuses assigned to concluded contracts (through both tender and simplified procurement procedures)	1,197



## 9. Human resources development

The Training Centre of the State Procurement Agency aims to develop the professional knowledge and skills of employees of state institutions and local self-government bodies in the field of public procurement. Participants of the training programmes acquire both theoretical and practical knowledge of the legislative framework of public procurement, procurement stages, procedures and tools, and are introduced to international best practices and modern approaches. This contributes to the lawful implementation of public procurement, transparent spending of the state budget, and the creation of a competitive environment.

In both the previous and the current year, the Training Centre actively cooperated with foreign and local organisations. As donors and partners, they made a significant contribution to the organisation of joint trainings and seminars.

In 2025, the Training Centre's partners from the public sector included:

- Administration of the Government of Georgia;
- Personal Data Protection Service.

In 2025, the Agency's Training Centre conducted 15 training cycles on the topic "Public Procurement Course", with participants from all regions of Georgia. The groups included procurement specialists from state agencies, municipalities, city halls, and municipal councils. Representatives of the General Prosecutor's Office of Georgia and business organisations also participated in the trainings.

In 2025 alone, 341 participants were trained, while the total number of trained participants in 2014–2025 reached 7,705.

In addition to the above-mentioned basic course, additional training programmes were conducted with a different structure:

- Training tailored to the needs of the Personal Data Protection Service;

It is noteworthy that in 2025 the Administration of the Government of Georgia initiated an online learning course for specialists employed in public institutions. The Training Centre of the State Procurement Agency successfully cooperated with the Administration and developed a new online module — "Public Procurement Course", which is available on the electronic platform: <https://elearning.hr.gov.ge/>

The Training Centre continues to develop new programmes and seminars in order to support the professional development of public servants and increase the efficiency of public procurement processes.



## 10. Communication with users

As in previous years, in 2025 the State Procurement Agency actively worked on informing target groups about issues related to public procurement. The information process included both the clarification of legislative and institutional aspects, as well as familiarisation with issues related to the use of the electronic procurement system.

According to 2025 data:

- the number of incoming and processed letters addressed to the Agency amounted to 11,510;
- the number of outgoing letters from the Agency was 3,613;
- 2,227 letters were received and processed via the Agency's official email info@procurement.gov.ge, while 1,066 emails were sent;
- the Agency's call centre handled a total of 13,811 incoming and processed calls. In most cases, hotline staff provide answers both on issues defined by legislation and on various practical matters, including the use of the electronic system, monitoring, consolidated procurement, and other topics. Detailed information is presented in Table No. 19 below;
- in 2025, 18 requests for public information were received and answered within the statutory deadlines.

*Table No. 19: Statistics of calls received on the Agency's hotline in 2025*

Content of Call	Quantity	%
Technical Parameter/Questions Regarding System functional	7,248	52.5
Issues related to banking services	1,129	8.2
Questions regarding regulations	3,041	22.0
Questions regarding Review Body/Appeal System	594	4.3
Consolidated tenders	1,608	11.6
Questions regarding urgent necessity procurement	148	1.1
other	43	0.3
<b>Total</b>	<b>13,811</b>	<b>100</b>



Through system notifications built into the eProcurement system, as well as through the use of services on the web portal [procurement.gov.ge](http://procurement.gov.ge), interested parties in public procurement are able to continuously receive information about news, amendments, announcements, recommendations, the introduction of new regulations, and the development of other services.

Through the system, users are also able to receive timely and detailed information about tenders of interest to them. In 2025, the total number of system-generated notifications sent amounted to approximately 65 million, while the number of SMS notifications reached 229,578.



## 11. International relations

Throughout the year, active preparatory work was carried out for the entry into force of the new Law on Public Procurement from the beginning of 2027. In parallel, in order to further align the current Law on Public Procurement with EU Directives, significant amendments were implemented to ensure the advance incorporation of certain provisions from the new law. These legislative changes ensure that, during the transitional period until the new law enters into force in 2027, the existing legislation is brought into closer alignment with EU Directives. The respective legislative amendments were adopted by the Parliament of Georgia on 12 November 2025. Corresponding communication was maintained with the Agency's international partners.

Within the framework of the Association Agreement between Georgia and the European Union, the State Procurement Agency continues the process of aligning with the EU so-called Utilities Directive. For this purpose, within an EU-funded project supporting the implementation of the Association Agreement, an international expert prepared a draft law aimed at legal approximation with the EU Utilities Directive. In this context, several meetings were held with the leadership of the Georgian National Energy and Water Supply Regulatory Commission, with the objective of aligning the country's utilities sector legislation with EU standards.

During the year, several working meetings were held with the Public-Private Partnership Agency. The meetings focused on the implementation of obligations undertaken under the EU Association Agreement, which includes legal approximation with the EU Concessions Directive. It is noteworthy that, for this purpose, the Parliament of Georgia has already adopted the Law on Public-Private Partnerships, regarding which the European Commission has expressed a number of comments aimed at ensuring its full compliance with the relevant EU Directive. During the meeting, the parties agreed on the next steps for incorporating the European Commission's comments into the law.

Throughout 2025, the Agency periodically prepared quarterly and annual plans and reports on the implementation of international obligations, including within the framework of the EU Association Agreement (AA-DCFTA) and the Public Financial Management (PFM) reform. Active cooperation also continued with international organisations and experts from GIZ, the World Bank, the Asian Development Bank, and OECD/SIGMA projects.

In order to ensure the effective implementation of relevant reforms, the Deputy Chairman of the Agency and the Head of the Department actively participated in the work of various coordination councils and commissions established by the Government.



In March 2025, within the framework of the visit of the Prime Minister of Georgia to Tashkent, the 10th session of the Intergovernmental Commission on Economic Cooperation between Georgia and Uzbekistan was held. Within the framework of the Commission, a Memorandum of Understanding was signed between the State Procurement Agency of Georgia and the Treasury Service of the Ministry of Economy and Finance of Uzbekistan. The conclusion of this memorandum will contribute to strengthening partnership between the two institutions and facilitate the exchange of information on public procurement legislation and institutional arrangements.

On 16 May 2025, the State Procurement Agency hosted a delegation from Belarus, consisting of representatives of the Ministry of Health of Belarus and the Belarusian Universal Commodity Exchange. In order to promote the development of trade relations between the two countries, interest was expressed in signing a Memorandum of Understanding between the State Procurement Agency and the Belarusian Universal Commodity Exchange, which will contribute to strengthening cooperation in the field of public procurement.

On 29–30 May 2025, a study visit was conducted to the State Procurement Agency by a delegation from the Ministry of Economy and Finance of Uzbekistan. The delegation was led by the Head of the Treasury Service and the Deputy Minister. It should be noted that the visit took place within the framework of the Memorandum of Understanding signed between the two institutions. The purpose of the visit was to exchange experience in the field of public procurement, with particular emphasis on Georgia's practice of centralised public procurement, administration of the electronic procurement system, and sharing the Agency's advanced experience in legal and institutional arrangements.

In June 2025, a Regional Forum on Sustainable Development was held, attended by senior officials of the State Procurement Agency. The forum brought together international experts and diplomats, who focused on key issues related to the country's sustainable development.

In September 2025, at the initiative of the U.S. Embassy, a business meeting was held with the Embassy's Economic Attaché, aimed at providing American companies with information on participation in Georgia's public procurement system.

The State Procurement Agency continues close cooperation with the World Bank. Several working meetings were held with the World Bank's representative for the Caucasus region, and future areas of cooperation were planned. It is noteworthy that the World Bank continues to use Georgia's electronic procurement system for conducting its own procurement activities. The World Bank also expressed interest in developing a new procedure similar to the DEP module, tailored to the updated procurement rules of donor organisations (IFIs, MDBs).



In close cooperation with the World Bank, a new donor-funded procurement procedure (DFP) was developed and integrated into the electronic system, where electronic procurement will be conducted based on the so-called “two-envelope principle”. It is noteworthy that the DFP procedure is intended for the procurement of large-scale infrastructure works. The new module is scheduled to go live in 2026.

On 18–21 November 2025, a delegation from the Turkish Public Procurement Authority (KIK) visited the State Procurement Agency. The purpose of the study visit was to share advanced experience in the field of public procurement between the two institutions. During the visit, business meetings were held, where the parties were introduced to the electronic procurement systems of both countries, as well as their advanced practices and ongoing reforms. It should be noted that the visit was supported by the Turkish Cooperation and Coordination Agency (TIKA). Within the framework of this support, a reciprocal visit of the State Procurement Agency to the Republic of Türkiye was also planned, along with the signing of a Memorandum of Understanding to further strengthen partnership relations between the two institutions.

On 26–27 November 2025, senior officials of the State Procurement Agency participated in the international seminar “2025 International Procurement Workshop of the Asia Pacific Public Procurement Network” held in Seoul, Republic of Korea. The seminar was organised by the Asian Development Bank and the Public Procurement Service of the Republic of Korea. Participants discussed modern global trends and challenges in the development of public procurement systems.

On 8–11 December 2025, within the framework of the Budapest Diplomatic Dialogue, staff members of the State Procurement Agency participated in the fourth round of seminars held in Budapest. The aim of the initiative was to strengthen professional and diplomatic relations between Georgia and Hungary, as well as to familiarize participants with Hungary’s best practices in public administration, economic development, and European Union integration. Representatives of the State Procurement Agency studied Hungary’s experience of EU accession. The seminars covered topics such as the management of EU structural funds, financial assistance mechanisms, tax policy, anti-fraud measures, as well as institutional and budgetary frameworks.

On 21–23 December 2025, the Joint Commission on Trade and Economic Cooperation between Georgia and Serbia was held in Belgrade, the capital of Serbia. Among other issues, cooperation in the field of public procurement was discussed at the Commission, which was reflected in the official minutes of the session.



## 12. Cooperation with international partners

