

TENDER FILE / TERMS OF REFERENCE

(Competitive bidding procedure / Framework Contract)

Purchase of national consultancy services in the field of preventing and fighting against corruption in Ukraine.



The Council of Europe is currently implementing activities aimed at anti-corruption transformation in Ukraine. In that context, it is looking for Provider(s) for the provision of national consultancy services in the field of preventing and fighting against corruption and economic crime to be requested by the Council on an as needed basis.

A. TENDER RULES

This tender procedure is a competitive bidding procedure. **In accordance with Rule 1395 of the Secretary General of the Council of Europe on the procurement procedures of the Council of Europe¹, the Organisation shall invite to tender at least three potential providers for any purchase between €2,000 (or €6,000 for intellectual services) and €184,000 tax exclusive.**

This specific tender procedure aims at concluding a **framework contract** for the provision of deliverables described in the Act of Engagement (See attached). A tender is considered valid for 180 calendar days as from the closing date for submission. The selection of tenderers will be made in the light of the criteria indicated below. All tenderers will be informed in writing of the outcome of the procedure.

The tenderer must be either a natural person, a legal person or consortium of natural and/or legal person.

Tenders shall be submitted **by email only** (with attachments) **to the email address indicated in the table below, with the following reference in subject: "National consultancy services for ACT in Ukraine (BH9397)".** Tenders addressed to another email address **will be rejected**.

The general information and contact details for this procedure are indicated on this page. You are invited to use the CoE Contact details indicated below for any question you may have. **All questions shall be submitted in English, at least 5 (five) working days before the deadline for submission of the tenders and shall be exclusively addressed to the email address indicated below with the following reference in subject: "Questions – National consultancy services ACT in Ukraine".**

Type of contract ►	Framework Contract
Duration ►	Until 31 December 2026 (possible extension until 31 December 2028)
Deadline for submission of tenders/offers ►	26 August 2026 18h00 (Kyiv time)
Email for submission of tenders/offers ►	anticorruption.ukraine@coe.int
Email for questions ►	anticorruption.ukraine@coe.int
Expected starting date of execution ►	09 September 2026

B. EXPECTED DELIVERABLES

Background of the Project

The project is dedicated to implementing effective anti-corruption policies and tools, making a real impact on Ukraine's security, economy, and future prosperity. The project aims to support Ukrainian authorities to prevent and fight against corruption and at both strategic and operational levels to assess, mitigate, and manage corruption risks. By advancing legislative reforms, strengthening judicial independence, fostering civic engagement, and improving capacities of Ukrainian authorities, the project supports alignment with European

¹ The activities of the Council of Europe are governed by its [Statute](#) and its internal Regulations. Procurement is governed by the Financial Regulations of the Organisation and by [Rule 1395 of 20 June 2019 on the procurement procedures of the Council of Europe](#).

Union accession requirements and acts on recommendations from the Council of Europe's monitoring body (GRECO), ensuring the enforcement of international standards in the field of anti-corruption.

The Council of Europe is looking for up to 10 (ten) Provider(s) in Lot 1 and 5 (five) providers in Lot 2 (provided enough tenders meet the criteria indicated below) in order to support the implementation of the project with a particular expertise on preventing and fighting against corruption and economic crime.

This Contract is currently estimated to cover up to 10 activities, to be held by 31.12.2026. This estimate is for information only and shall not constitute any sort of contractual commitment on the part of the Council of Europe. The Contract may potentially represent a higher or lower number of activities, depending on the evolving needs of the Organisation.

For information purposes only, the total budget of the project amounts to 600.000 Euros and the total amount of the object of present tender **shall not exceed 50.000 Euros tax exclusive** for the whole duration of the Framework Contract. This information does not constitute any sort of contractual commitment or obligation on the part of the Council of Europe.

Lots

The present tendering procedure aims to select Provider(s) to support the implementation of the project and is divided into the following lots:

Lots	Maximum number of Providers to be selected
Lot 1: Consultancy Services for the Prevention of Corruption Consultancy services to support the enhancement of the national legislative and regulatory framework, as well as the development and delivery of training programmes in the field of preventing and combating corruption. This Lot covers one or more of the following areas: - Strengthening strategic and institutional anti-corruption frameworks. - Legal and policy analysis, including analysis of draft laws in the anti-corruption field, policy formulation, implementation and evaluation. - Designing and implementing mechanisms for integrity and prevention, including controls and monitoring over asset declarations, illicit enrichment, inaccurate or false statements in declarations. - Conducting corruption risk assessments (national, sectoral and individual entity level). - Addressing conflicts of interest, and promoting integrity and ethics in the public sector. - Developing and implementing whistleblower protection systems. - Drafting, reviewing, and promoting codes of conduct for civil servants and the wider public service. - Conducting research in the areas of funding of political parties and election campaigns and lobbying. - Conducting training on the abovementioned subjects if needed.	10
Lot 2: Consultancy Services for the Investigation, Prosecution, and Adjudication of Corruption and Related Economic Crime Consultancy services to support the detection, investigation, prosecution and adjudication of corruption and related economic offences including the development and delivery of training programmes in these areas. This Lot covers one or more of the following areas: - Techniques for the detection, investigation, prosecution and adjudication of economic crime involving corruption. - Intelligence gathering, including open-source intelligence (OSINT), and enhancing national cooperation in the fields of anti-corruption, anti-money laundering (AML) and counter-terrorist financing (CFT).	5

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| <ul style="list-style-type: none"> - Development and application of confiscation mechanisms and recovery of criminal assets, including civil confiscation of illicit assets (encompassing asset tracing, freezing, confiscation, recovery, and management of assets in corruption-related proceedings). - Investigating economic crime committed through crypto assets and other novel financial instruments. - Facilitating effective interagency cooperation in corruption cases. - Enhancing international cooperation mechanisms for the investigation, prosecution, and adjudication of corruption and related economic crimes. - Application of criminal measures against legal entities in corruption cases. - Use of forensic expertise for the investigation and prosecution of economic crime cases. - Use of financial intelligence and financial investigations for tackling economic crimes. - Conducting training on the above-mentioned subjects if needed. | |
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Lot 1 concerns *consultancy services, including the production, assessment and review of policy documents, laws, by-laws, procedures and other relevant documents; the analysis and provision of relevant curricula, courses and training materials; the design of training courses for target audiences; the development of course outlines; the adaptation of training materials to the needs of specific professional groups and to the Ukrainian legal context; and the delivery of targeted capacity-building activities for the prevention, investigation, prosecution and adjudication of corruption and related economic crimes.*

Lot 2 concerns *the provision of consultancy services (legal opinions, reviews, guidance, training courses or curricula etc) to support the Ukrainian authorities in detection, investigation, prosecution and adjudication of corruption and related economic offences.*

The Council will select the abovementioned number of Provider(s) per lot, provided enough tenders meet the criteria indicated below. Tenderers are invited to indicate which lot(s) they are tendering for (see Section A of the Act of Engagement).

Only those Providers whose score, following the assessment of the Award Criteria (see Section E below), is equivalent to or higher than 70 will be selected under each Lot.

Scope of the Framework Contract

Throughout the duration of the Framework Contract, pre-selected Providers may be asked to:

Under Lot 1:

- Preparation of opinions, assessments, surveys, analytical reports, guides, reviews, revisions, written inputs to peer review processes and recommendations to national authorities aimed at strengthening the institutional and legal framework for effective prevention of corruption and related economic crimes in Ukraine.
- Review and improvement of internal methodologies, procedures and operational practices of relevant institutions to enhance integrity and conflicts of interest monitoring, asset declaration verification, corruption risk assessment, and policy formulation, implementation and evaluation;
- Assessment and strengthening of integrity mechanisms and compliance frameworks applicable to public officials, including conflict-of-interest rules, lobbying regulation and related safeguards;
- Development and enhancement of internal integrity tools, procedures and compliance mechanisms within public institutions and law enforcement bodies to improve institutional resilience against corruption;
- Strengthening of asset declaration systems, integrity verification mechanisms and illicit enrichment controls;
- Design and delivery of targeted capacity-building activities for competent authorities involved in the prevention of corruption and related economic crimes;

Under Lot 2:

- Design and delivery of targeted capacity-building activities for the detection, investigation, prosecution and adjudication of corruption cases, including OSINT, investigation of economic crime cases involving crypto assets and applying corporate liability mechanisms.
- Preparation of opinions, assessments, guides, analytical reports, reviews, revisions on the Ukrainian framework for the recovery of criminal assets, including interagency cooperation in corruption cases, civil confiscation of illicit assets and international cooperation mechanisms for the investigation, prosecution, and adjudication of corruption and related economic crimes.

The above list is not considered exhaustive. The Council reserves the right to request deliverables not explicitly mentioned in the above list of expected services, but related to the field of expertise object of the present Framework Contract for the lot concerned.

In terms of **quality requirements**, the pre-selected Service Providers must ensure, *inter alia*, that:

- The services are provided to the highest professional/academic standard;
- Any specific instructions given by the Council – whenever this is the case – are followed.

If contracted by the Council of Europe, the deliverables shall be provided personally by the persons identified in the offer of the Provider whose CVs have been presented to the Council of Europe (See section E. below), in accordance with the terms as provided in the present Tender File and Act of Engagement.

In addition to the orders requested on an as-needed basis, the Provider shall keep regular communication with the Council to ensure continuing exchange of information relevant to the project implementation. This involves, among others, to inform the Council as soon as it becomes aware, during the execution of the Contract, of any initiatives and/or adopted laws and regulations, policies, strategies or action plans or any other development related to the object of the Contract (see more on general obligations of the Provider in Article 3.1.2 of the Legal Conditions in the Act of Engagement).

Unless otherwise agreed with the Council, written documents produced by the Provider shall be in English (see more on requirements for written documents in Articles 3.2.2 and 3.2.3 of the Legal Conditions in the Act of Engagement).

C. FEES

Tenderers are invited to indicate their fees, by completing and sending the table of fees, as attached in Section A to the Act of Engagement. These fees are final and not subject to review.

The Council will indicate on each Order Form (see Section D below) the global fee corresponding to each deliverable, calculated on the basis of the unit fees, as agreed by this Contract.

D. HOW WILL THIS FRAMEWORK CONTRACT WORK? (ORDERING PROCEDURE)

Once the selection procedure is completed, you will be informed accordingly. Deliverables will then be delivered on the basis of Order Forms submitted by the Council to the selected Provider (s), by post or electronically, on **an as needed basis** (there is therefore no obligation to order on the part of the Council).

Pooling

For each Order, the Council will choose from the pool of pre-selected tenderers for the relevant lot the Provider who demonstrably offers best value for money for its requirement when assessed – for the Order concerned – against the criteria of:

- quality (including as appropriate: capability, expertise, past performance, availability of resources and proposed methods of undertaking the work);
- availability (including, without limitation, capacity to meet required deadlines and, where relevant, geographical location); and
- price.

Each time an Order Form is sent, the selected Provider undertakes to take all the necessary measures to send it **signed** to the Council within 2 (two) working days after its reception. If a Provider is unable to take an Order or if no reply is given on his behalf within that deadline, the Council may call on another Provider using the same criteria, and so on until a suitable Provider is contracted.

Signature of orders

An Order Form is considered to be legally binding when the Order, signed by the Provider, is approved by the Council, by displaying a Council's Purchase Order number on the Order, as well as by signing and stamping the Order concerned. Copy of each approved Order Form shall be sent to the Provider, to the extent possible on the day of its signature.

Delivery

Each deliverable has to be accompanied by the filled-out [AI tool questionnaire](#).

E. ASSESSMENT

Exclusion criteria and absence of conflict of interests

(by submitting a tender, you declare on your honour not being in any of the below situations)²

Tenderers shall be excluded from participating in the tender procedure if they:

- have been sentenced by final judgment on one or more of the following charges: participation in a criminal organisation, corruption, fraud, money laundering, terrorist financing, terrorist offences or offences linked to terrorist activities, child labour or trafficking in human beings;
- are in a situation of bankruptcy, liquidation, termination of activity, insolvency or arrangement with creditors or any like situation arising from a procedure of the same kind, or are subject to a procedure of the same kind;
- have received a judgment with res judicata force, finding an offence that affects their professional integrity or serious professional misconduct;
- do not comply with their obligations as regards payment of social security contributions, taxes and dues, according to the statutory provisions of their country of incorporation, establishment or residence;
- are an entity created to circumvent tax, social or other legal obligations (empty shell company), have ever created or are in the process of creation of such an entity;
- have been involved in mismanagement of the Council of Europe funds or public funds;
- are or appear to be in a situation of an actual, potential or perceived conflict of interest; a conflict of interests arises where any person has a personal interest which is such as to influence, or appear to influence, the impartial and objective exercise of their responsibilities under this procedure. A personal interest includes any advantage to themselves, their relatives or personal relationships (including based on political or national affinity), business or financial interests or any other interest shared with another party. If tenderers have any personal interests that are relevant to this tender procedure, **they must fully disclose these in a separate document submitted with the tender;**
- are retired Council of Europe staff members or are staff members having benefitted from an early departure scheme;
- are currently employed by the Council of Europe or were employed by the Council of Europe on the date of the launch of the procurement procedure;
- are subject to restrictive measures applied by the United Nations Security Council or the European Union. In the case of legal persons, the restrictive measures imposed on the tenderer's owner(s) or executives will also exclude the tenderer from participating in this tender procedure.

Eligibility criteria

The eligibility criteria determine the conditions for participating in a procurement procedure and define the essential requirements that each bidder must comply with. Bidders shall demonstrate that they fulfil the following criteria:

² The Council of Europe reserves the right to ask tenderers, at a later stage, to supply the following supporting documents:

- An extract from the record of convictions or failing that an equivalent document issued by the competent judicial or administrative authority of the country of incorporation, indicating that the first three and sixth above listed exclusion criteria are met;
- A certificate issued by the competent authority of the country of incorporation indicating that the fourth criterion is met;
- For legal persons, an extract from the companies register or other official document proving ownership and control of the Tenderer;
- For natural persons (including owners and executive officers of legal persons), a scanned copy of a valid photographic proof of identity (e.g. passport).

Eligibility criteria	Document/s to be submitted
<u>Education</u> : University degree in one of the following fields: law, finance, public administration, international relations, public policy or other fields related to anti-corruption studies;	CV
<u>Work experience</u> : At least 5 years of experience in the anti-corruption area related to corruption prevention, law enforcement, prosecution, judiciary, academia, research, non-governmental organisations or private sector.	CV
<u>Specific thematic expertise</u> : confirmed knowledge of and expertise in Ukrainian frameworks related to areas in tender Lots, including expertise in operational roles, legal research and analysis, production of strategic and/or operational documents, developing and implementing training programmes and/or other areas of expertise as evidenced by the information included in the supporting documents.	CV Samples of previous work
<u>Language skills</u> : Native/fluent in Ukrainian; at least B1 (with reference to the CEFR (Common European Framework of Reference for Languages) level of English.	CV Samples of previous work

The above eligibility criteria will be assessed **on the basis of the documents listed in the table and, where relevant, on the basis of other supporting documents** listed in Section G.

For legal persons only: legal persons are requested to include in their bids the profiles of **a maximum of 3** natural persons proposed to be assigned to the contract. The status of each natural person included in the bid must be specified, and in particular whether they are employees or subcontractors. **Each natural person included in the bid will be assessed against the above eligibility criteria.** The Council reserves the right not to accept the inclusion in the contract of persons who do not meet the eligibility criteria or to reject a bid entirely if no profiles met the eligibility criteria.³

For consortia only: each consortium member **will be assessed against the eligibility criteria above.** Consortium members who are legal persons are requested to provide the profiles of a maximum of 3 natural persons proposed to be assigned to the contract. The status of each natural person included in the bid must be specified, and in particular whether they are employees or subcontractors.

Each natural person included in the bid submitted by a consortium – whether as an individual consortium member or as a natural person attached to a legal person – will be assessed against the above eligibility criteria. The Council reserves the right not to accept the inclusion in the contract of persons who do not meet the eligibility criteria or to reject a bid entirely if no profiles meet the eligibility criteria.⁴ For a consortium to be validly constituted, at least two consortium members must satisfy the eligibility criteria.

Award criteria

The award criteria aim at assessing the quality of a bid in order to **identify the bid/s offering the best value for money**. Eligible bids will be assessed against the following award criteria:

Award criteria	Document/s to be submitted
Quality of the offer (80 points), including: ▪ Extent and pertinence of the bidder's work experience in the field relevant for the call/lot (20 points);	CV

³ If awarded a contract, legal persons undertake to entrust the execution of order forms only to the persons approved by the Council for inclusion in the contract. If, during the period of validity of the contract, it becomes necessary to replace one or more of the persons included in the contract, the legal persons undertake to assign to the contract only persons who satisfy the eligibility criteria above and to inform the Council without delay.

⁴ If awarded a contract, consortium members who are legal persons undertake to entrust the execution of order forms only to the persons approved by the Council for inclusion in the contract. If, during the period of validity of the contract, it becomes necessary to replace one or more of the persons included in the contract, consortium members who are legal persons undertake to assign to the contract only persons who satisfy the eligibility criteria above and to inform the Council without delay.

▪ Quality and pertinence of the bidder's expertise (20 points); ▪ Quality of the samples of previous work submitted, including drafting skills (20 points); ▪ Language skills (10 points); ▪ Experience in working at the international level and/or with international organisations (10 points);	Examples of previous work Motivation letter References
Financial offer (20 points)	Completed and signed Act of Engagement

The above award criteria will be assessed based on the bidder's capacity, as outlined in the supporting document, or on the basis of a consolidated assessment of the combined capacity of all eligible profiles or consortium members if the bid is submitted by a legal person or a consortium.

Additional rules applicable to the submission and assessment of the bids

The bidders' attention is drawn to the following additional rules governing the assessment of the bids:

- The Council reserves the right to hold interviews with prima facie eligible tenderers;
- Unless expressly provided otherwise in the tender documents, a bidder may not submit more than one bid for the same procurement procedure. Bidding for more than one lot – where a contract is divided into lots – is allowed;
- In the same procurement procedure, natural person may not submit a bid on his/her own behalf and, at the same time, be included in a bid submitted by a legal person or a consortium. In such cases, the Council of Europe reserves the right to exclude the bid submitted by the natural person from the procurement procedure;
- In the same procurement procedure, a legal person may not submit a bid and, at the same time, be a member of a consortium also bidding under the same procurement procedure. In such cases, the Council of Europe reserves the right to exclude the bid submitted by the legal person from the procurement procedure;
- The Council reserves the right to reject any bid if, in its sole judgment, the financial offer is abnormally low or high. The Council may request clarification from the bidder before making its determination.

The Council reserves the right to hold interviews with tenderers.

F. NEGOTIATIONS

The Council reserves the right to hold negotiations with the bidders in accordance with Article 20 of Rule 1395.

G. DOCUMENTS TO BE PROVIDED

1. **One** completed and signed copy of the Act of Engagement No. 9397-2026-1;⁵
2. A detailed CV (3 pages maximum), preferably in Europass Format, demonstrating clearly that the tenderer fulfils the eligibility criteria, as well as demonstrating the best compliance with the award criteria;
3. Motivation letter demonstrating how the tenderer's knowledge and experience matches the Council of Europe needs stated in the tender;

⁵ The Act of Engagement must be completed, signed and scanned in its entirety (i.e. including all the pages). The scanned Act of Engagement may be sent page by page (attached to a single email) or as a compiled document, although a compiled document would be preferred. For all scanned documents, .pdf files are preferred.

4. At least two samples of relevant work in English produced within the previous 5 (five) years by the tenderer under a specific Lot (e.g. reports, training materials) or relevant excerpts of such materials;
5. At least two references (including position, phone number and email of reference persons);
6. A list of all owners and executive officers, for legal persons only;
7. Registration documents for legal persons only;
8. When relevant, a document disclosing the provider's personal interests that are relevant for this procedure, in compliance with the instructions laid down above under the 'Exclusion Criteria' above (bullet point 7 in Section E 'Assessment').

All of the abovementioned documents, when submitted, must include in their title the number according to the list above, the contract number (9397-2026-1), the name of the document, and the name of the signatory.

All documents shall be submitted in English, failure to do so will result in the exclusion of the tender. The documents listed under points 6 and 7 of the list of required documents that relate to legal persons may be submitted in Ukrainian. If samples of previous work are in Ukrainian, the tenderer may submit the Ukrainian-language versions, provided that they are accompanied by a complete English translation. If any of the documents listed above are missing, the Council of Europe reserves the right to reject the tender.

Documents may be submitted via file sharing services such as WeTransfer, Dropbox, OneDrive, etc.). In this case, the link must mandatorily remain active for at least 30 days after the deadline for the submission of the bids. Failure to ensure this may lead to the bid being excluded from the procurement procedure.

The Council reserves the right to reject a tender if the scanned documents are of such a quality that the documents cannot be read.

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