

Legal Analysis of the Auction Process and Contracts Concluded With the Winner

Vakhobov Shokhjakhon Umidjon ugli

Independent researcher at Tashkent State University of Law, Leading specialist of the State Assets Management Agency under the Cabinet of Ministers of the Republic of Uzbekistan

Abstract: Auction trading is one of the important tools for realizing property, goods, services, and rights in a market economy. Through auctions, various assets such as state property, land plots, vehicles, and intellectual property objects are sold in an open, competitive, and transparent environment. Contracts concluded with the winner upon completion of the auction are of key importance as the main final stage of these legal relationships. This article provides a comprehensive analysis of the legal foundations of auction trading, the procedures for conducting auctions, as well as the specific legal aspects of contracts concluded with auction winners. Additionally, the article presents analytical conclusions and proposals based on problems encountered in practice, legal disputes, and foreign experience.

Keywords: auction sales, auction, tender, privatization, land plot, state-owned share, agricultural land, international experience.



This is an open-access article under the [CC-BY 4.0](https://creativecommons.org/licenses/by/4.0/) license

INTRODUCTION

In the context of an increasingly globalized and digitalized economy, auction-based mechanisms for public procurement and the privatization of state-owned assets have emerged as vital instruments for promoting transparency, economic efficiency, and fair competition. Auctions serve as a widely adopted legal and procedural framework within the public sector for the allocation of state resources, the disposition of public property, and the procurement of goods and services. According to the World Bank, the global public procurement market exceeds 13 trillion USD annually, with a substantial share of transactions facilitated through auction platforms. This underscores the strategic importance of auctions as a regulatory and operational tool in ensuring accountability and optimal resource management in both developed and developing economies.[1]

In the context of Uzbekistan's transition to market-oriented economic mechanisms, auction-based sales have gained increasing prominence, especially through digital platforms such as “E-auksion” and the State Property Privatization Portal. These platforms have enabled the efficient and transparent disposal of public assets to private ownership. According to the 2023 annual report of the State Assets Management Agency of the Republic of Uzbekistan, more than 17,000 state-

owned properties were put up for auction via digital platforms, resulting in contracts valued at over 9.2 trillion Uzbek soums (State Assets Management Agency 2023) []. These statistics highlight not only the dynamic development of auction trading in the national economy but also the critical legal and economic implications of contracts concluded as a result of such auctions.

This study seeks to comprehensively examine the legal, procedural, and practical dimensions of auction sales and the formation of contracts arising from their results. It aims to identify existing challenges within the current framework and to propose evidence-based recommendations aligned with both international standards and national legislation.

MATERIALS AND METHODS

An auction is an open and competitive method of selling and purchasing property, services, or rights, wherein participants submit their bids (prices), and the participant offering the highest or most favorable bid is declared the winner. This process ensures transparency and contributes to the efficient functioning of the market.

Articles 379 to 381 of the Civil Code of the Republic of Uzbekistan comprehensively regulate the types of auctions, general concepts of auctions and tenders, contract formation procedures, organization and conduct of auctions, as well as the legal consequences of violating these rules. The existence of this normative legal framework plays a crucial role in ensuring the legality of auction procedures and serves as a fundamental mechanism for preventing and resolving disputes arising in practice.

According to data from the World Bank and Transparency International, countries lacking digitized or effectively regulated auction systems are exposed to an increased risk of corrupt practices. In such contexts, there have been documented cases where participants receive advance information, and winners are predetermined through covert arrangements and personal connections. These practices undermine the principles of transparency, fairness, and competition that are fundamental to the integrity of auction processes [3].

In many developing countries, practical implementation of auction results is often compromised by the failure of winning participants to fulfill their contractual obligations. Common issues include violations of deadlines, non-payment or delayed payments, and failure to initiate or complete the agreed activities. These shortcomings undermine the effectiveness of the auction mechanism as a tool for transparent and efficient allocation of public assets.

For instance, in 2020, the Anti-Corruption Agency of Nigeria reported that several companies which won public land auctions failed to finalize payment within the stipulated period or did not proceed with the promised investments. As a result, the contracts had to be annulled, and the auction process had to be repeated, causing significant administrative delays and financial losses (Economic and Financial Crimes Commission 2020) [4].

In the context of Uzbekistan, several challenges persist in relation to the regulatory framework governing auction procedures and contract formation. Existing normative legal documents at times lack sufficient clarity and specificity, particularly regarding the procedural aspects of conducting auctions and the standardization of contract terms. This regulatory ambiguity gives rise to inconsistent interpretations and varying approaches in similar situations, ultimately resulting in legal uncertainty, administrative inefficiencies, and an increased likelihood of disputes among stakeholders.

Secondly, in Uzbekistan, there are recurring cases in which winning bidders fail to fully comply with their contractual obligations or significantly delay the execution of their responsibilities. One of the key contributing factors is the weakness of post-auction monitoring and enforcement mechanisms, which hinders timely and effective accountability.

Moreover, despite the introduction of electronic auction platforms aimed at increasing accessibility and transparency, significant disparities remain in terms of regional technical infrastructure. In particular, rural and remote areas face challenges such as frequent technical malfunctions, low internet bandwidth, and limited digital literacy among users. These issues collectively reduce the effectiveness of digital auction systems and may hinder equitable participation in the auction process.

The existence of these problems necessitates conducting scientific research in this particular direction.

The mechanisms of auction bidding and contract formation resulting from auction results have been extensively studied by scholars in disciplines such as international law, economics, and public administration. Much of the academic literature focuses on increasing the transparency of auction procedures, improving the legal framework for contract formation, and identifying effective mechanisms for ensuring contract enforcement.

Prominent contributions to the theoretical foundations of auction systems have been made by Nobel Prize-winning economist Paul Milgrom and his colleague Robert Wilson. In their pivotal work on auction theory, they emphasize: "Successful outcomes in auctions require complete and symmetrical distribution of information among participants, well-defined contractual obligations, and effective oversight mechanisms." [5].

In the context of government procurement and public asset privatization, the risk of corruption remains a significant concern when auction outcomes do not translate into enforceable and transparent contractual obligations. Susan Rose-Ackerman, a leading scholar in the field of law and economics, underscores this issue by stating: "Competitive auctions must be held when selling state property, but if the contract terms are not geared towards implementation, these processes will remain an area with a high risk of corruption." (Rose-Ackerman 1999:150) [6]. This insight highlights the necessity for not only competitive bidding processes but also robust post-auction governance structures that ensure compliance, reduce discretionary power, and strengthen institutional accountability.

A study analyzing Uzbekistan's auction practices by R. Khakimov and M. Egamberdieva identifies several critical elements necessary for the legal and practical integrity of the process. The authors assert: "A crucial aspect in selling state property through auction is the legal validity of the contract concluded with the winning party, the effectiveness of control mechanisms for its implementation, and the precise definition of the contract terms" [7]. This observation aligns with international best practices, including those outlined by the World Bank. The World Bank's Procurement Guidelines emphasize that: "The post-auction contracting stage, particularly in public sector procurement, requires mechanisms aimed at ensuring transparency and preventing conflicts of interest" [8]. These insights highlight the intersection of legal certainty, institutional capacity, and anti-corruption safeguards in the successful implementation of auction-based public procurement systems.

RESULTS AND DISCUSSION

It is worth noting that a significant regulatory development occurred with the adoption of Presidential Decree No. PQ-5197 of July 24, 2021, which introduced a unified procedure for conducting electronic online auctions in Uzbekistan. This decree represents a fundamental legal instrument aimed at streamlining the procedures for electronic auctions, enhancing transparency, and safeguarding the rights of participants [9].

The adoption of this legal framework marked a critical step toward eliminating systemic issues such as corruption, excessive bureaucracy, nepotism, and cronyism, which had previously hindered the efficiency of public asset management. The reform particularly impacted the leasing

of agricultural land plots, the privatization of state assets, the leasing of state property, and the enforcement of judicial decisions involving the auctioning and sale of relevant objects through digital platforms.

Furthermore, the regulatory framework distinguishes between open and closed forms of auctions and tenders. In open auctions and tenders, participation is available to any interested party [10]. In contrast, closed auctions and tenders are limited to individuals or entities who receive special invitations, reflecting the specific nature or sensitivity of the transaction involved.

In accordance with the reforms introduced by Presidential Decree No. PP-5197 dated July 24, 2021, a unified procedure for conducting electronic online auctions was established in Uzbekistan. This regulatory act marked a significant step towards simplifying auction procedures, increasing transparency, and ensuring the protection of participants' rights [11]. It provided a legal framework addressing previously existing issues such as corruption, bureaucracy, nepotism, and cronyism, which were pervasive in public asset management.

As a continuation of this initiative, the Cabinet of Ministers of the Republic of Uzbekistan adopted Resolution No. 118 dated March 17, 2022, which approved the "Regulations on the Procedure for Conducting Online Auctions for the Sale of State Property, Lease of Agricultural Land Plots, and Enforcement Proceedings." This Regulation serves as a comprehensive guide for organizing online auctions and provides a legal basis for the digitalization of various state functions related to the allocation of property.

According to the Regulation, all online auctions must be conducted through a single electronic platform, "E-auksion," managed by a specialized organization. This centralization is intended to eliminate inconsistencies and to provide equal access and information to all participants. The Regulation outlines detailed procedures for listing assets, setting initial prices, accepting bids, and determining winners. Moreover, it prescribes strict timeframes and formats for each procedural step, thus minimizing arbitrary discretion by officials [12].

One of the noteworthy features of the Regulation is the provision for two types of auctions—open and closed. In open auctions, participation is open to any individual or legal entity that meets the established requirements, whereas in closed auctions, only specifically invited entities may participate. This dual structure enables flexibility in sensitive transactions while preserving competitiveness in general public asset sales.

The Regulation also provides mechanisms to ensure accountability and prevent manipulation. For example, Article 20 of the Regulation stipulates that the auction process must be recorded and stored digitally, which helps prevent *ex post facto* changes or disputes over bid sequences. Additionally, unsuccessful auctions are subject to re-announcement under revised conditions to prevent stagnation in asset circulation.

Despite these advancements, several challenges remain. One issue is the uneven access to high-speed internet across the country, particularly in rural areas. This creates a digital divide that can disadvantage potential bidders in remote regions. Another challenge is the low level of digital literacy among some segments of the population, which may hinder effective participation in electronic auctions [13].

Moreover, there are instances where winning participants delay contract execution or fail to meet their obligations. Although the Regulation establishes penalties for non-compliance, the monitoring and enforcement mechanisms need further strengthening. It is necessary to build institutional capacity for post-auction contract supervision and introduce real-time monitoring tools.

From a legal standpoint, the Regulation successfully aligns with international best practices in procurement and public asset management. It incorporates principles of transparency,

accountability, and inclusivity, which are central to modern governance. However, it is essential that future amendments to the Regulation address the practical challenges of enforcement and ensure wider public awareness and training on auction procedures.

At the same time, in practice, violations of contractual obligations are observed in some cases regarding state property objects privatized through electronic auctions. A clear example of this is the case of the "Yangiyer Cotton Ginning Plant" in 2020. This enterprise was sold to a private sector representative through an electronic auction, and an agreement was signed between the parties that included investment and infrastructure obligations. However, the buyer did not comply with the established conditions, failed to pay the full value of the property, and did not implement the planned investments.

In particular, the disregard for clauses related to infrastructure development and social responsibility caused serious objections from government agencies. The State Assets Management Agency of the Republic of Uzbekistan issued a decision to unilaterally terminate the contract and took measures to return the facility to state control.

In response to this action, the buyer deemed this decision illegal and appealed to the court. The dispute was heard in the Tashkent Regional Economic Court, and the trial lasted more than eight months. In its final decision, the court confirmed the buyer's violation of the terms of the contract and found the State Assets Management Agency's decision to terminate the contract to be lawful. The facility was ultimately returned to state ownership.

This situation demonstrates the necessity of having robust contract formation stages and mechanisms for monitoring the implementation of state property privatization processes through electronic auctions. The contractual obligations need to be written in a clear, measurable, and executable manner, with a particularly strong monitoring system for infrastructure and investment commitments. Otherwise, the breach of obligations by investors will not only cause economic damage but also negatively impact the institutional reputation of the state.

Such disputes can be time-consuming in judicial practice, lead to the cessation of economic activity, and negatively affect employment and the social situation in the region. Therefore, one of the priorities of state policy should be ensuring the legal force of contracts concluded as a result of auctions, establishing regular oversight of their implementation, and developing mechanisms for prompt intervention when necessary.

Moreover, such disputes can undermine investor confidence. Investors participating in privatization processes seek assurance in an environment based on the principles of legality, transparency, and stability. If the clarity of conditions set by the state and their mandatory implementation are not ensured, there is a possibility of decreased interest in long-term investment projects.

In conclusion, the practical situation with the "Yangiyer Cotton Ginning Plant" illustrates that the existing system of privatizing state property through electronic auctions should function in harmony not only with organizational mechanisms but also with control and judicial-legal mechanisms. This case justifies the need to analyze the current legal framework and develop a strong monitoring system and prompt response measures in contractual relations. At the same time, the stability of the electronic auction system and the strength of investor confidence depend on the effectiveness of such legal mechanisms.

References

1. World Bank. 2021. *Benchmarking Public Procurement*. Washington, DC: World Bank Group. Retrieved February 11, 2021 (<https://bpp.worldbank.org/>)
2. State Assets Management Agency of the Republic of Uzbekistan. 2023. Website. Retrieved January 24, 2023 (<https://davaktiv.uz/>)
3. Transparency International. 2022. Global Corruption Report. Retrieved [date you accessed the site], from <https://www.transparency.org/en/publications/global-corruption-report-2022> .
4. Economic and Financial Crimes Commission. 2020. Annual Report 2020. Retrieved May 16, 2025 (<https://efcc.gov.ng/efcc/publications/annual-reports>)
5. Milgrom, Paul, and Robert Wilson. 2020. *Putting Auction Theory to Work*. Stanford, CA: Stanford University Press.
6. Rose-Ackerman, Susan. 1999. *Corruption and Government: Causes, Consequences, and Reform*. Cambridge: Cambridge University Press.
7. Khakimov, R., and M. Egamberdieva. 2021. “Legal Mechanisms in the Sale of State-Owned Assets: Uzbekistan’s Experience.” *Journal of Legal Reform* 4(2): 78–88.
8. World Bank. 2016. *Procurement Regulations for IPF Borrowers: Procurement in Investment Project Financing*. Washington, DC: World Bank.
9. Yukins, Christopher R. 2010. “A Versatile Prism: Assessing Procurement Law through the Principal-Agent Model.” *Public Contract Law Journal* 40(1):68. Retrieved from <https://www.jstor.org/stable/25756781>.
10. Xakimov, Ravshan, and Maftuna Egamberdiyeva. 2022. “Auksion Savdolari Orqali Davlat Mulkini Realizatsiya Qilishning Huquqiy Asoslari.” *Yuridik Fanlar Jurnali*, no. 3, p. 57. Retrieved from <https://tsul.uz>.
11. World Bank. 2016. “Homepage.” Retrieved February 24, 2016 (<https://www.worldbank.org>).
12. World Bank. n.d. *Procurement Regulations for IPF Borrowers, Annex IV*, p. 92. Retrieved from <https://www.worldbank.org/en/projects-operations/products-and-services/brief/procurement-new-framework>.
13. Uzbekistan E-Procurement Portal. 2023. “Auksion Asosida Shartnoma Andozasi.” Retrieved from <https://davaktiv.uz/uz/pages/view?id=98E-auksion>.