

NEWS

**OF THE NATIONAL ACADEMY OF SCIENCES OF THE REPUBLIC OF KAZAKHSTAN
SERIES OF SOCIAL AND HUMAN SCIENCES**

ISSN 2224-5294

Volume 4, Number 320 (2018), 30 – 36

MRNTI 14.35.07

UDC 378.3

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**MODEL OF LOCAL FINANCING OF HIGHER INSTITUTIONS,
AS A TOOL TO INCREASE EFFICIENCY OF IMPLEMENTATION
OF PERSONNEL POLICY IN THE REGIONS**

Abstract. Financing of training of highest qualification personnel in the Republic of Kazakhstan is traditionally affected from two sources: under the state order and at the expense of individual customers. The state order for staff training is the main tool for regulating the supply of education services in the economic spheres of the Republic for the demand for specialists and a mechanism for implementing the principle of free education. At the same time, the contingent formation model that provides the entrant who won the grant of the right to choose a university (state order placement) does not allow to provide the principle of gradual implementation of the state personnel policy, i.e., it does not contribute to the effective implementation of the personnel policy at the regional level. Territorial mobility of entrants and graduates introduces elements of spontaneity into the formation of the regional labor market and hinders the process of effective supply of qualified personnel to enterprises and organizations of the region. As a variant of solving the problems of higher education staffing supply for regions, the model of training financing is offered in the academic paper, in terms of which, the tool of demand and supply balancing for the training is the state order as the main tool and the local budget – as the tool of which is complementarity to the state order supporting personnel demand balance at regional level.

Key words: the budget financing, the state order, the personnel policy of the region, regional funding of staffing, funding standard.

Introduction. The main sources of higher education professional training funding in the Republic of Kazakhstan are state grants and the budget of the entrant's family. The training of specialists financed by the employers in the Republic is restricted. The participation of employers in the training of specialists, as a rule, is realized on the terms of co-financing in the system of technical and vocational education in the framework of the dual technology project being implemented in the Republic [1].

Conducting a survey of employers on the issue of readiness for social partnership within the framework of training of specialists (including in the framework of dual technology) has showed that employers are interested in cooperation with universities, are ready to provide places for practice and work, but they are not ready to participate in the financing process of training, which requires alternative sources of funding, which allow solving not only personnel, but also social and demographic problems of the region.

The model of financing the training of specialists proposed in the research is oriented to solve the personnel policy at the regional level and complements the state mechanism of staffing of the branches of the economy of the Republic of Kazakhstan, as the existing model of the formation of the university contingent does not ensure the gradual implementation in the republic-region scheme.

The model of local funding of staffing is considered as a differentiated financing from the local budget of entrants who did not receive a state grant, but scores a high points in the framework of the unified national testing (UNT) with a partial payment of their tuition to the cost established by the

university that will expand the group of the existing sources of financing the training of specialists with higher education in the republic and will solve the personnel policy problems at the regional level.

The essence of the model of local financing of the region's personnel supply is as follows:

- regional government bodies, within the established standard, allocate funds from the local budget to finance training on required the region specialties;
- The standard for allocating funds for training from the local budget is determined by analogy with the size of the state order in the budget of the republic;
- funding from the local budget is allocated to graduates who have received high passing scores, but who have not received a state educational grant;
- Grant financing from the local budget is co-financing format, the amount of which is determined by the number of points scored in the framework of a unified national test, according to the differentiation scale proposed in the research;
- co-financing of training is implemented on a contractual basis, involving the development (at least 5 years) of university graduates at the enterprises of the region.

Methods. When developing the model for financing of the training of specialists with higher education for the region from the local budget resources, the academic paper was conducted the research and analyze the content of existing formal and informal mechanisms and procedures for financing educational services in the system of higher education; questioning of employers on issues of social partnership and willingness to co-finance training; analysis of existing mechanisms to ensure the balance of supply and demand in personnel in the regional labor market: domestic and foreign experience [2,3,4].

As methods of substantiation and argumentation of conclusions and recommendations, the methods of statistical and analytical analysis, structural analogy and forecasting of development tendencies of the investigated factors were used in the academic paper.

Results of the research. The target audience of the local financing model is the applicants who did not receive state grants, but gained high scores on the results of the unified national testing. The range of ranking of groups of grantees from local budget funds in the study was taken by analogy with the graduation of the UNT performance evaluation by the Ministry of Education and Science of the Republic of Kazakhstan [5], Table 1.

Table 1 - Ranking of groups of potential grantees of funds from the local budget

Ranking groups of entrants for points of unified national testing	Financing groups from the local budget	The amount of financing from the local budget%
101-130	1	100%
90-100	2	75%
71-89	3	50%
60 - 70	4	25% - 40%

When determining the amount of funding from the local budget in the research, first of all, the degree of probability of receiving a state educational grant by the ranking groups of entrants was taken into account.

Ranking groups with a range of UNT scores from 90 to 130 (1 and 2 groups) are not the main category of subjects of the financing model, as the risk of non-receipt of an educational grant by the subjects of this group is not large. The choice of the specialty by the representatives of this group is, as a rule, conscious and, most often, uncontested, that is, in the case of non-receipt of the grant, the applicant is ready to be trained on paid form at the expense of the family budget. Taking into account the high level of basic training within the framework of the proposed financing model, this category of entrants is financed in the amount of 75% -100% of the amount of funds for training in a particular university of the region.

The most likely group of the model of financing from the local budget are entrants who did not receive an educational grant, but who received the scored points at the level of the average UNT score, but not more than 90 points (the third group of entrants' ranking). Their number, taking into account the expected by the years of graduates and the dynamics of the results of the UNT, in the research on the region is predicted on average in the range of 400-500 people. The number of UNT scores higher than 70

and up to 89 points indicates a sufficient quality of basic knowledge of entrants and thereon the right of entrants to apply for funding their training within the local budget. At the first stage, in the absence of accurate statistics of the entrants of this group, it is proposed to co-finance the training in the ratio of 50% of the cost of training at the expense of the local budget and 50% - at the expense of the applicant's own funds (family budget funds).

Participation in the process of local funding for the training of the entrants who scored less than 70 points by the results of UNT (the 4th group of entrants' ranking) is recommended in the research on a residual principle, i.e., if there is a need, not covered by the entrants of the first three groups. The range of funding from the local budget for this group is proposed to be determined in the range of 25% - 40%, depending on the actual number of points scored.

The research proposes to define the standard for allocating funds for the training from the local budget as follows: 1) the specific weight of the state order for the training of specialists with higher education in the total amount of the state budget is determined; 2) the specific gravity calculated in clause 1 is taken as the base one when determining the standard for financing the training from the local budget resources. Thus, the principle of conformity and continuity in ensuring uniformity of approaches to the implementation of personnel policy at the level of the state and the region will be implemented; 3) rated on the standard of the funding and will be distributed among entrants for personal additional payments from the municipal budget for the studies acceptance.

An obligatory condition for financing within the framework of the proposed model is the training in the specialties that are defined by the region (local authorities), the conclusion of the contract for the training and internship after completion of the university at the enterprises of the region for at least 5 years.

The discussion of the results.

World experience of the functioning of the system of higher education shows that, despite the specific nature of the national models of financing the staffing of the national economy, and, accordingly, the implementation of educational services and university activities, their obligatory attributes are monotypic by form but different in content financing mechanisms, including grant financing, financing of training by the employers and the individual customers of educational services – natural persons [6,7,8].

Modern trends in the development of the system of higher education, including the transformation of universities into autonomous and entrepreneurial universities, the formation of scientific and educational hubs, the introduction of dual training technology in the educational process objectively imply the formation of multi-channel financing of higher educational institutions, including state orders for higher education educational services; regional mechanisms for financing the training of higher education institutions in accordance with the needs of the economy of the territory; mechanisms of maintenance of the financial stability of universities by attracting sources of additional funding and income provision from the sale of intellectual products, etc.; mechanisms of social partnership and co-financing of training of specialists by employers [9,10,11].

Stabilization of the economic development of Kazakhstan and the economic situation of the subjects of the national economy of the state conditioned the growth of the demand for the human resources of higher professional education, which was reflected in the dynamics of the state order. In 2017, the state educational order is amounted to 37932 units and for the last 5 years it increased by 23.3% (30758 in 2013) [12].

It should be noted that the state order through its financial component (state grants) structures the demand for higher education specialties and is potentially focused on balancing the supply and demand of highly qualified personnel at the level of the national economy as a whole. However, the existing mechanism for the distribution of government orders does not fully ensure the balance of supply and demand in personnel at the level of the regional economy. In its framework, state order placement by regions is determined not by the needs of the territory, but by the preferences of entrants in choosing a university - a potential place of study, which does not allow regions to efficiently formulate their personnel policy within the framework of the state orders. The model for financing the training of qualified specialists in the region that require at the universities at the expense of the local budget is a purposeful tool for solving this problem. The substantiation of its content in the research is conducted on the grounds of the materials of the Pavlodar region.

According to the data in Table 2, the number of holders of the state grant from the total number of entrants who participated in the tender for its acceptance in the Pavlodar region in 2017 increased 2.5 times compared to 2015 [13].

Table 2 - Dynamics of participants in the competition for educational grants and holders of the state grants in the Pavlodar region

	2015		2016		2017	
	person	%	person	%	чел	%
The number of entrants who applied for an UNT participation	2787		2564		2537	
Scored the points on the ground of UNT including	2181		1351		1534	
60-70	397	15,22	289	17,42	108	5,5
71-89	899	34,47	658	39,66	285	14,67
90-100	419	16,07	163	9,8	373	19,2
101-130	466	17,87	241	14,52	768	39,54
Participated in the competition doe state educational grant receipt	2608	93,58	1659	64,7	1942	76,54
The number of the holders of the state grant	491	18,82	807	31,47	1237	63,7
The proportion of the number of holders of the state grant to the number of participants in the competition for its receipt	18,8		48,6		63,7	

This situation is explained by the growth of entrants who take part in the competition for technical and pedagogical specialties, for which the government offers the largest number of grants, on the one hand, and the growth in the number of school graduates in 2017, who received over 90 points (58.7%), on the other hand. In 2015 and 2016, more than 90 points scored 33.9% and 24.3%, respectively.

On average, 40% -50% of entrants who passed the UNT and participated in the competition for a state educational grant did not become holders of grants. As the experience of the admission commissions of regional universities shows, a smaller part of these entrants make out an application for a paid form of training, and most prefer the budgetary form of education in technical and vocational education (TVE) institutions and, most often, without continuing work on the acquired specialty, that shows the social, not the production function of such financing.

The introduction of the model of local financing of the supplying of the region with specialists with higher education, in accordance with the methodology adopted in the study, primarily involves the determination of the proportion of the state order for the training of specialists with higher education in the total state budget of the republic, which for the past two years is 0.15 % - 0.14%, Table 3. For the base standard when determining the standard of funding for training from the local budget 0.14% standard was adopted, which is explained by the obvious rates of growth of the state budget.

Table 3 - Share of state educational grants of the Republic of Kazakhstan in the volume of the state budget

Indicator name	2013	2014	2015	2016	2017
State budget of RK, blntenge[14,15]	5152,7	5697,4	4538,1	7648,3	9609,0
State order (state educational grants), persons[16, 17]	35053	34165	31668	31702	37932
Stateordervalue, blntenge(based on the average cost of a state grant – 357.5 thousand tenge)	12,53	12,21	11,32	11,33	13,56
Specific weight of the cost of the state educational order (grants) in the state budget of the Republic of Kazakhstan, %	0,24	0,21	0,25	0,15	0,14

The main factors potentially influencing the value of the standard for financing training under the IFC at the level of the Pavlodar region are objectively: positive dynamics in the development of the regional economy and, consequently, the need for personnel; an increase in the number of applicants who gain more than 70 points; an increase in the number of applicants participating in the competition for a state grant for training and grant holders.

Over the past 3 years, the amount of funding for training specialists with higher education as part of the state order in relation to the budget of the Pavlodar region averages 0.21%, which is 50% higher than in the republic for 2016 - 2017 (Table 4).

Table 4 - The share of the cost of state educational grants of the Pavlodar region in the amount of the regional budget

Indicator name	2015	2016	2017
Number of holders of state grants for Pavlodar region	491	807	1237
The cost of the state order for the Pavlodar region, billion tenge (based on the average cost of the state grant 357.5 thousand KZT)	0,176	0,289	0,442
Budget of Pavlodar region (excluding target transfers), billion tenge[18]	90,9	155	200
Specific weight of the cost of state educational grants for Pavlodar region in the budget of the region, %	0,2/0,3*	0,21/0,26*	0,22/0,3*

Note: * The calculation was made without taking into account targeted transfers from the republican budget

Taking into account the fact that the share of the cost of state educational grants for the Pavlodar region in the regional budget (excluding target transfers from the republican budget) is 2 times higher than the similar index for the republic in accordance with the principle of consistency and continuity in the uniformity of approaches to implementation personnel policy at the level of the state and the region for the funding standard, within the framework of the local financing model, the share of the state educational grant (grants) in the state budget of the Republic of Kazakhstan, reduced by 2 times, that is not 0.14%, but 0.07%.

To confirm the hypothesis of the proposed financing model in the research, we will calculate the volume of local financing for the Pavlodar region based on the average number of applicants for financing - 400-500 people. The initial data for the calculation: the regional budget for 2018 in the amount of 149.3 billion tenge; the norm for financing the training of personnel with higher education for the region within the framework of the proposed model is 0.07%. We expect the volume of funding for training from the local budget according to the established standard: 0.07% from 149.3 billion tenge will be 104.51 million tenge. At an average grant cost of 357.5 thousand tenge, potential grantees with full funding within the given amount of allocated local of the budget can become 292 people and on co-financing terms according to the scheme of 50%: 50% - over 500 people, which corresponds to the potential need in the study for funding training from the local budget.

Conclusions. The proposed model for financing the training of specialists with higher education carries a number of positive aspects: firstly: the region through financing of training from the local budget can effectively solve its personnel problems associated with structural distortions in offering graduates' specialties in the regional labor market; Secondly: entrants will choose the university for training on their own, which will strengthen the competition among the regional universities for the right to conduct training in the framework of the local financing model and, as a result, will positively affect the quality of the training; and, thirdly, the implementation of the local financing model enables local authorities to solve social problems by allocating (other things being equal or within a certain limit) funds for training entrants from socially unprotected layers of the population of the region.

It should be noted that the results of the unified national testing by the regions of the Republic of Kazakhstan differ in their quality level, which affects the dynamics of the number of grant holders in the regions. The regional need for personnel also has its own specifics. Taking into account these peculiarities, regional authorities based on the accumulation of statistics on the proposed model of local financing can later adjust the funding standard taking into account the actual need for personnel.

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ЖЕРГІЛІКТІ АЙМАҚТЫҢ ЖОҒАРЫ ОҚУ ОРЫНДАРЫН ҚАРЖЫЛАНДЫРУ ҮЛГІСІН ЖҮЗЕГЕ АСЫРУ ТӘЖІРИБЕСІ, КАДРЛЫҚ САЯСАТЫ

Аннотация: Қазақстан Республикасы қазіргі таңда дәстүрлі түрде жоғары білікті маман дайындаудың екі жолын жүзеге асыруды. Біріншісі мемлекеттік тапсырыс, ал екіншісі жеке кәсіпкерлердің (жеке тұлғалар) тапсырысы беруі. Мемлекеттік тапсырыс білім беру саласындағы ел экономикасының әр саласында маман жетіспеушілігін реттеп, тегін білім алуға бағытталған. Сонымен қатар талапкерді қамтамасыз ететін контингентін қалыптастырып, грант жеңімпаздары университет таңдау құқығы (мемлекеттік тапсырысты орналастыру) мемлекеттік кадр саясатын жүзеге асыру қағидасын қамтамасыз етуге мүмкіндік бермейді, бірақ бұл аймақтық деңгейде кадр саясатын іске асыруға ықпалын тигізбейді. Қазақстан Республикасының Білім және ғылым министрлігінің жоғары оқу орындарына гранттар беруіне байланысты өңірлердің ерекшелігін ескере отырып, бұл өңірлердің кадрлық мәселелерін шешпейді. Мектеп бітірушілер мен түлектердің аумақтық аймақтық еңбек нарығын қалыптастыруға септігін тигізеді, және облыстың кәсіпорындары мен ұйымдарын білікті кадрлармен қамтамасыз етеді.

Қорыта келгенде, жоғары білімі бар мамандармен өңірлерді қамтамасыз ету мәселелерін шешудің нұсқасы ретінде, мемлекеттік тапсырыс - негізгі құрал және жергілікті бюджет - сұраныс теңгерімін қамтамасыз ететін мемлекеттік тапсырысты толтыратын құрал ретінде қосымша мемлекеттік тапсырыс, өңірлік деңгейдегі кадрлар сұранысын толтыру.

Түйін сөздер: бюджеттік қаржыландыру, мемлекеттік тапсырыс, өңірдің кадрлық саясаты, кадрларды өңірлік қаржыландыру, қаржыландыру стандарты.

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МОДЕЛЬ МЕСТНОГО ФИНАНСИРОВАНИЯ ВУЗОВ, КАК ИНСТРУМЕНТ ПОВЫШЕНИЯ ЭФФЕКТИВНОСТИ РЕАЛИЗАЦИИ КАДРОВОЙ ПОЛИТИКИ РЕГИОНОВ

Аннотация. В настоящее время финансирование подготовки кадров высшей квалификации в Республике Казахстан традиционно осуществляется из двух источников: в рамках госзаказа и за счет средств индивидуальных заказчиков (физических лиц). Госзаказ на подготовку выступает главным инструментом регулирования соответствия предложения образовательных услуг существующему в отраслях экономики республики спросу на специалистов и механизмом реализации принципа бесплатного образования. При этом модель формирования контингента, предоставляющая абитуриенту, выигравшему грант право выбора вуза (размещения госзаказа) не позволяет обеспечить принцип ступенчатости реализации государственной кадровой политики, то есть не способствует эффективной реализации кадровой политики на региональном уровне. Несмотря на принимавшиеся и принимаемые Министерством образования и науки Республики Казахстан действия по размещению грантов по вузам с учетом отраслевой специфики регионов, это не решает кадровых проблем регионов. Территориальная мобильность абитуриентов и выпускников вносит элементы стихийности в формирование рынка труда регионов и затрудняют процесс эффективного обеспечения предприятий и организаций региона квалифицированными кадрами.

Как вариант решения вопросов кадрового обеспечения регионов специалистами с высшим образованием в работе предлагается система финансирования подготовки, в рамках которой основным инструментом сбалансированности спроса и предложения на подготовку выступает госзаказ – как основной инструмент и местный бюджет – как инструмент, дополнительный к государственному заказу, обеспечивающий сбалансированность потребности в кадрах на уровне региона.

Ключевые слова: бюджетное финансирование, государственный заказ, кадровая политика региона, региональное финансирование кадрового обеспечения, норматив финансирования.

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