

Секция 1:

Национальные и европейские тренды в государственном и муниципальном управлении

Mihály Lados

CHANGING LOCAL GOVERNMENT FINANCE IN HUNGARY: NEW DIRECTIONS

Hungary is among those 15 countries which required IMF loan to avoid the bankruptcy of the state when the global financial and economic crises reached the country in 2009. The crisis arrived at the Hungarian border when the country has started to implement the consolidation of the state budget because of the high – above 80% of the GDP – public debt, including fast growing local public debt. The country was under double pressure to handle the negative processes. After twenty years of the start of Transition in Hungary there was the first time when the winner party had more than two-third majority in the Parliament. It gave the chance for changes in the Hungarian local government system (LGS) which accumulated plenty of problems by the disharmony between the scale of local governments (LGs) and the allocation of functions, local responsibilities (task assignments) and resources. The weak financial conditions of LGs became more visible by the global financial and economic crisis. The new government adopted a new act on local governments in December 2011 which was going into force from 2013.

The objective of the paper is to demonstrate the space for local actions of municipalities to react on a situation when both global crises and national consolidation of public debt effect local governments.

The paper consists of three main sections:

1. Direction of changing governance in Hungary after 2010 to handle the crisis
2. Evaluation of potential effects of changes to local government finance (LGF)
3. Case of Municipality of Győr

The direction of changes in Hungary since 2010 has been align the emerging theory of Neo-Weberian State since the second half of the 2000s. However, for the Hungarian Government that means strong central government(CG) and centralisation of public functions. This is just against with the courses of decentralisation of the state in Hungary in the last two decades. By the real actions, these directions implement two substantial changes in the system affecting LGS:

- To separate LG responsibilities and the state administration functions which were delegated to LGs in the past 20 years by creating Government Offices on the county level and District Offices on the level of small regions.

- Changing the responsibilities for primary and secondary education and public health (hospitals) from LGs to CG.

The described changes affect both side of local budgeting. Both the separation of LG responsibilities and state administration functions and the transfer of part of education and public health responsibilities from LG to CG reduce the pressure on local expenditures. The question is that how CG able to finance those services where LGs ensured significant additional local resources to complete the required financial background. Parallel to the decreasing costs, CG reduces CG transfers: normative grants and social security transfers and shared taxes – Personal Income Tax (PIT) and Motor Vehicle Tax – to LGs. To eliminate the negative effects of the strong decrease of local revenues CG consolidates the entire local public debt in 2013 and 2014.

The third part of the paper evaluates the effect of global crises and the national consolidation of public debt and the new directions of governance on the case of a municipality. Győr is a 130,000 inhabitant city, the sixth biggest city in Hungary. This municipality had been rather a better of position during the two decades course of decentralisation. It is an industrial city, a major target area of Foreign Direct Investment in Hungary and with significant local tax revenues. The analysis focuses on the relative changes of this position discussing the following questions:

- Potential space for local actions to handle the effects of global economic crises: local economic development by municipality of Győr.
- Effects of the changing structure of responsibilities and revenues on the balance of local budget.

The final part of the paper is concluding the interconnection of the findings about the general situation in the countries and the specific experience of a local government. This provides a good starting point for formulation of conclusions and potential policy recommendations both on the national and local level.

Author

Mihály Lados — head of department, C West Hungarian Research Institute of Institute of Regional Studies Centre for Economic and Regional Studies, Hungarian Academy of Sciences, Győr, Hungary, e-mail: adosm@rkk.hu

Hellmut Wollmann

THE PROVISION OF PUBLIC SERVICES IN EUROPEAN COUNTRIES FROM PUBLIC TO PRIVATE — AND BACK TO PUBLIC/MUNICIPAL?

In addressing the institutionalization of the provision of public services the paper selects and focuses, for a cross-country and cross-policy analysis, on U.K., France, Italy and Germany and the service sectors of water and energy provision. In pursuing a developmental (historical) approach the paper is guided by the

question whether and which changes the organisational forms of service delivery have undergone in the sequence of the public sector-centred advanced welfare state climaxed in the 1970s and the neo-liberal private sector-committed policy shift that became dominant since the early 1980 and possibly of a recent “comeback” of public/municipal sector and whether these changes have shown cross-country and cross- policy convergence or divergence.

Author

Hellmut Wollmann — Prof. em. Dr. jur., c/o Humboldt-Universität zu Berlin, Institut für Sozialwissenschaft + c/o IfS Institut für Stadtforschung und Strukturpolitik Berlin, Berlin, Germany, e-mail: hellmut.wollmann@rz.hu-berlin.de

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М.В. Глух

ЗАРУБЕЖНЫЙ ОПЫТ УПРАВЛЕНИЯ ЖИЛИЩНО-КОММУНАЛЬНОЙ СФЕРОЙ ПО ПОВЫШЕНИЮ КАЧЕСТВА ПРЕДОСТАВЛЯЕМЫХ КОММУНАЛЬНЫХ УСЛУГ

Проанализирован зарубежный опыт управления жилищно-коммунальным хозяйством, с целью его использования для усовершенствования сферы ЖКХ в Украине через предоставление качественных коммунальных услуг.

Ключевые слова: жилищно-коммунальное хозяйство, государственное управление, зарубежный опыт, реформирование ЖКХ, услуги ЖКХ.

Информация об авторе

Глух Марина Васильевна — проректор по научно-педагогической работе, Киевский университет рыночных отношений, Украина, Киев, e-mail: marina_gluh@ukr.net

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Е.А. Капогузов

ПЕРСПЕКТИВЫ ИНСТИТУЦИОНАЛИЗАЦИИ НЕГОСУДАРСТВЕННЫХ ФОРМ ВОЗДЕЙСТВИЯ НА КАЧЕСТВО ПРОИЗВОДСТВА ГОСУДАРСТВЕННЫХ УСЛУГ: МЕТОДОЛОГИЧЕСКИЕ АСПЕКТЫ И ВОЗМОЖНОСТИ АПРОБАЦИИ НА РЕГИОНАЛЬНОМ УРОВНЕ

В рамках доклада обозначаются характеристики, отличающие ситуацию в сфере защиты прав потребителей государственных и частных услуг, представляются типичные механизмы воздействия со стороны

потребителей на их качество и обсуждаются возможности для нормативных рекомендаций улучшения ситуации в данной сфере.

Показано, что в условиях неразвитой институциональной среды происходит замещение неработоспособных формальных институтов (политических институтов демократии, судебных институтов) неформальными связями. Преодолеть слабость базовых институтов инфорсmenta в сфере производства государственных услуг можно за счет использования ресурса внесудебного механизма контроля со стороны негосударственных (независимых) институтов гражданского общества, представляющих интересы потребителей публичных услуг. При переходе в практическую (нормативную) плоскость данный вопрос требует институционализации такого механизма через выработку рутин внесудебных форм воздействия и предполагает наличие организации, осуществляющей поддержку и сопровождение индивидуальных и коллективных действий.

Ключевые слова: государственные услуги, качество, гражданское общество, роль потребителей, институциональный анализ.

Информация об авторе

Капогузов Евгений Алексеевич — кандидат экономических наук, доцент, заведующий кафедрой экономической теории и предпринимательства, Омский государственный университет им.Ф.М. Достоевского, Россия, Омск, e-mail: egenk@mail.ru

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М.В. Вихорева

ПРОБЛЕМНО-ОРИЕНТИРОВАННЫЕ ТЕХНОЛОГИИ ДЛЯ ФОРМИРОВАНИЯ КОМПЕТЕНЦИЙ ПРИ ИЗУЧЕНИИ ДИСЦИПЛИНЫ «МАРКЕТИНГ ТЕРРИТОРИЙ»

В статье обобщен 10-летний опыт использования различных образовательных технологий при изучении маркетинга территорий в БГУЭП. Сделан вывод о том, что наиболее подходящей технологий по формированию знаний, умений и навыков студентов специальности «Государственное и муниципальное управление» при изучении дисциплин маркетингового характера является проблемно-ориентированное обучение. Оно позволяет формировать навыки командной работы, моделировать процесс разработки и принятия управленческого решения, учиться находить ответы на вызовы социально-экономического развития территорий. В качестве конкретных методов проблемного обучения рассмотрены: межвузовская командная олимпиада, «Научные дебаты», работа по заказам органов власти и управления.

Ключевые слова: компетенции, проблемно-ориентированные образовательные технологии, проблемное обучение, научно-исследовательская работа студентов, маркетинг территорий.

Информация об авторе

Вихорева Мария Васильевна — кандидат экономических наук, доцент, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: vmv2000@mail.ru

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Е.А. Бахтаирова

ПЕРЕХОД ОТ ИНФОРМАТИЗАЦИИ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ К ОТКРЫТОМУ ПРАВИТЕЛЬСТВУ

С опорой на историческую ретроспективу, рассматриваются процессы использования информационно-коммуникационных технологий в государственном управлении. Сформулированы причины неудач перехода к информационному обществу в советский период. Приведены данные международных рейтингов, характеризующие современные достижения России в процессе перехода к открытому правительству. Выделены основные вехи постсоветского этапа развития – информатизация государственного управления, электронное правительство, открытое правительство. На основе разработанных автором критериев, проведен сравнительный анализ концепций электронного правительства и открытого правительства. В общих чертах охарактеризован современный уровень открытости органов государственной власти РФ.

Ключевые слова: информационное общество, электронная Россия, электронное правительство, электронные услуги, электронная демократия, открытые данные, открытое правительство.

Информация об авторе

Бахтаирова Елена Александровна — кандидат экономических наук, доцент, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: lenokrus@mail.ru

КОРРУПЦИЯ В РОССИИ: ИСТОРИЯ, ФАКТЫ, ПЕРСПЕКТИВЫ

В данной статье представлен краткий обзор опыта борьбы с коррупцией в России, охватывающий времена как царской, так и современной России. Статья отражает трансформацию и развитие подходов к определению понятия коррупции. Автор формулирует причины разрастания коррупции в стране, последствия коррупции, рассматривает методы борьбы с коррупцией, анализирует международные оценки уровня коррупции в России. На основе изложенного материала определены приоритетные методы борьбы с коррупцией.

Ключевые слова: коррупция, антикоррупционная политика, экономические преступления, власть.

Информация об авторе

Баевский Анфим Алексеевич — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: anfim89@mail.ru

ОЦЕНКА ЭФФЕКТИВНОСТИ ДЕЯТЕЛЬНОСТИ ЛЕЧЕБНОГО УЧРЕЖДЕНИЯ

Экономические изменения, происходящие, в нашей стране оказывают свое влияние и на систему здравоохранения. В современных условиях развития общества оказание квалифицированной медицинской помощи становится все более и более дорогостоящим. Проводимая реструктуризация в системе здравоохранения в РФ происходит, в большинстве случаев, без учета оценки эффективности деятельности лечебно-профилактических учреждений. По результатам анализа современной научной литературы можно сделать вывод об отсутствии единого подхода к пониманию и оценке эффективности деятельности лечебных учреждений. На основе обобщения материала оценена сложившаяся ситуация в связи с необходимостью научной разработки оценки эффективности деятельности лечебных учреждений.

Ключевые слова: лечебное учреждение; деятельность лечебного учреждения; оценка эффективности деятельности лечебного учреждения.

Информация об авторе

Шамсудинова Дарья Зинуровна – заместитель главного врача по организационно-методической работе Государственного бюджетного учреждения здравоохранения Иркутская государственная областная детская клиническая больница, 664022, Иркутск, б-р Гагарина 4, e-mail: shamsudinova_d.z@mail.ru

I.N. Eritsyán

FEATURES OF THE STATE OF THE XXI CENTURY

Adhering to the modern Western interpretations of the notions of the state, from our point of view, today, a state must have a combination of the following characteristics: 1. organizational and legal basis (the availability of documents, which set out the purpose and tasks of the state: the Constitution, the military doctrine, legislation) 2. authorities (public authorities; the head of state (the government); the Parliament, court); 3. subordinate organizations (law enforcement, the military, and administrative organization. 4. territory; 5. population; 6. resources; 7. citizenship; 8. state symbols; 9. the state language (languages) 10. sovereignty subject (to capacity act in the international legal field as recognized by the other States).

However, only in the XXI century, the state can become a rightful participant in the world politics, which can influence the processes occurring in the world, not just in the above characteristics, but in the case of obtaining political recognition by the member States of the international Organization of the United Nations (hereinafter the UN). The need for such recognition, due to the fact that countries that are not recognized by UN member States, to date, are subject, to political, economic and cultural destabilization. For the development of the listed sectors and providing the external security, the preservation of territory integrity its territory is possible only in case, which the state would be recognized as a sovereign unit, which is impossible without political recognition of the world community.

Keywords: state; signs of the state; political recognition; world community

Author

Eritsyán Inga Nelsikovna – postgraduate student, History of economic and political doctrines Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: inga.eritsyan@yandex.ru

WESTERN MODELS OF THE WELFARE STATE AND CHOICE OF THE ADVANCED MODEL FOR RUSSIA

The focus of the author's research interest concentrates on the problem of a large scale reform of social policy in Russia. Today many developed countries are undergoing the reforms of social sphere, but the specific feature of the Russian case is that there is need for a new model of social policy.

The concept of the welfare state is very important for the description and explanation of modern processes in the social sphere of developed countries. The welfare state is a modern social state that can provide high living standard for its people on the basis of economic growth and technological development.

There are three basic models of the welfare state in accordance with the best known classification of G. Esping-Andersen. He considered the social processes in many developed countries and made a conclusion about the various existing state's strategies in the social sphere. Liberal, conservative and social democratic models of the welfare state differ by the degree of state's participation in financial security and development of social sphere. Every model and approach has its advantages and disadvantages.

The liberal model is based on state's participation in the social security through law. It is characterized by the minimal level of social help only for the poorest population. At the same time the liberal model of the welfare state doesn't limit personal consumption of social benefits and services because it is founded on the low level of taxes from employers and business. The United States represent the group of states with the liberal model of social policy.

Germany was the first to come up with the idea of social (welfare) state and social market economy. German conservative (corporatist) welfare state is one of the basic models of modern social policy. It is founded on the general social insurance and combines state social help with contribution from citizens to the improvement of their living standard.

Social democratic model (another name is Scandinavian model) proposes full and free access to social benefits and services for all groups of population. This model is characterized by the high level of state activity in the social sphere. The main goal of all Scandinavian welfare states is prevention of poverty. However, high level of living standards for all people is reached by active state redistribution and high taxes.

Modern reforms of social policy are taking place in all the developed states and are caused by the advantages and disadvantages of different welfare state models. Russian social reforms have another main reason. The previous paternalist model of Russian social policy was available only in the conditions of administrative social economic system. Therefore we are interested in the experience of the developed countries in establishing welfare states in the conditions of market economy and its subsequent reforms.

Social policy in modern Russia includes elements from different models. For example we use targeting approach in the social services as in the liberal model. The system of general social insurance is the basis for a conservative welfare state. Finally, Russia continues to provide free access for some social benefits (education, health services, etc.) that is a feature of social democratic model. Therefore, our country is on the way to forming its own model of social policy and the welfare state.

The research-based choice of a model for Russia includes consideration of some tasks:

- to study the experience of welfare state reforms in Western countries;
- to study and analyze the criteria of the effectiveness of social policy models and examples;
- to carry out a comparative analysis of social policy models in order to define the optimal examples applicable to the Russian conditions.

Author

Karpikova Irina Serafimovna – PhD in Economics, Associate Professor, Department of Sociology and Social work, Head of Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: ikarpikova@mail.ru

E.N. Nevzorova

CORRUPTION AND SCALE OF SHADOW ECONOMY

The paper presents a brief overview of research about the nature of informal economy. Author gives consideration to interrelations between definitions: «informal economy», «underground economy» and «shadow economy». Paper advances an assertion about differences of approaches to studying the role of the corruption phenomenon in the underground economy. Author adduces proof that the studying of corruption impact to the economy could be fruitful, if it takes into consideration basic propositions of the theory of property rights.

Here is noted that some contemporary researches contain ambiguous conclusions about the influence of corruption on economy. Paper designates the conditions when corruption can encourage the economic growth.

This research is based on a set of macroeconomic data and international ratings of the institutional environment. The objective of this paper is to implement a cluster analysis for identification and analyzing the interrelations between size of shadow economy, economic welfare, tax burden, corruption perception index, and a set of institutional indicators of doing business by dates of certain countries.

According to results from the analysis, author draws some conclusions about priorities for reforms in institutional business environment, which can stimulate national economic development.

Keywords: institutional environment, shadow economy, corruption, property rights institution, taxation.

Author

Nevzorova Ekaterina Nikolayevna – PhD in Economics, Associate Professor, Department of Economics and Public Administration, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: nevzorova_kat@mail.ru

N. Yu. Shcherbakova

PROBLEM OF EFFICIENCY OF PUBLIC ADMINISTRATION

Theorists and practitioners discuss the efficiency of public administration at all levels, not only in Russia, but also around the world, calling the efficiency of public administration "the main challenge of the XXI century". Thus the concept of "efficiency" of public administration is reduced to finding a solution which is closest to the purpose and is less expensive in terms of resources. In case of limited resources the best achieved result is considered effective.

In the context of the efficiency of public administration there is always a question of side effects of administrative activity. Side effects arise owing to the inability of a state to completely count and control the consequences of its decisions. One of the reasons for such a situation is the lack of information on how the object of management will react to the changes in its objective reality and impossibility to estimate the extent of the object's opposition to the introduced norms and rules. Another reason is connected with mistakes in defining the methods of problem-solving. The history of adoption of state decisions is full of examples when actions directed at solving a problem led to its deterioration.

As a rule, the consequences of such decisions do not become apparent at once but sometimes only after a rather long period of time and in those spheres where they weren't expected. Modern politicians and managers have a tool kit for solving the problem of side effects. Among such tools, public consultations, public discussion of drafts of laws, expert estimates, pilot territories, etc. are used most often. However, the problem of the efficiency of public administration remains actual.

Author

Shcherbakova Natalya Yuryevna – PhD in Economics, Associate Professor, Department of Economics and Public Administration, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: natali2305@mail.ru

Секция 2:

Проблемы территориального развития

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Мариам Маргарян
Рубен Эламирян

ЕВРАЗИЙСКИЙ СОЮЗ КАК ФАКТОР ЭФФЕКТИВНОГО ФУНКЦИОНИРОВАНИЯ МНОГОПОЛЯРНОГО МИРА

Распад СССР и роспуск Организации Варшавского договора привели к окончанию “холодной войны”, обозначив конец биполярного и начало однополярного мира. Постсоветское пространство активно включилось в процессы демократизации и либерализации, приобщения к западным ценностям и моделям общественно-политического устройства, тем самым, рассчитывая за счет быстрой интеграции получить доступ и внедрить новейшие технологические достижения развитых стран, а также с помощью адаптации либерально-демократических ценностей осуществить эффективное государственное управление, поспособствовать становлению гражданского общества. Именно данный исторический процесс позволил американскому политологу Ф.Фукуяме говорить о «конце истории», имея в виду, что «слабость сильных государств — это значит, что многие бывшие авторитарные страны стали демократическими, в то время как бывшие посттоталитарные страны стали просто авторитарными, если не демократическими».

Однако сохранение ядерного потенциала, статуса постоянного члена Совета Безопасности ООН позволило РФ в тяжелейший для страны период демонтажа народно-хозяйственного комплекса, кризиса политического развития и межэтнических распрей, сохранить территориальную целостность и проводить политику трансформации политических и экономических институтов с целью установления в стране либерально-демократических ценностей.

Ключевые слова: Eurasian Union, alternative globalization, modernization, national-cultural identity, multipolar world, cultural polar, neo-Malthusianism.

Информация об авторах

Мариам Маргарян — доктор политических наук, заведующий кафедрой политического управления и анализа Академия государственного управления РА, Республика Армения, Ереван.

Рубен Эламирян — кандидат политических наук, преподаватель Российско-Армянского (Славянского) университета, Республика Армения, Ереван, e-mail: rub.elamiryan@gmail.com

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ББК 65.9(2Рос=4Маг)

Г.М. Голобокова
А.Г. Дохнич

ЭКОНОМИЧЕСКИЙ ПРОРЫВ СЕВЕРНОГО РЕГИОНА НА ОСНОВЕ ЭФФЕКТИВНОЙ ИННОВАЦИОННОЙ И ИНВЕСТИЦИОННОЙ ПОЛИТИКИ (НА ПРИМЕРЕ МАГАДАНСКОЙ ОБЛАСТИ)

Описан опыт и основные направления создания региональной инновационной системы. Предложены и апробированы на примере Магаданской области механизмы инновационной политики, нацеленные на устойчивое развитие экономики на основе приоритетов регионального развития. Приведены показатели, характеризующие состояние инновационной деятельности и описаны проблемы, препятствующие инновационному развитию, исследована зависимость роста инвестиционной привлекательности территории от инновационной активности. Дан анализ зон опережающего развития, выбранных в качестве основных элементов экономического прорыва северного региона.

Ключевые слова: механизмы инновационной политики Магаданской области, региональная инновационная система, инвестиционная привлекательность территории, региональный ресурсный потенциал, зоны опережающего развития, межрегиональное сотрудничество.

Информация об авторах

Голобокова Галина Михайловна — доктор экономических наук, профессор, ведущий эксперт управления инновационной политики министерства экономического развития, инвестиционной политики и инноваций Магаданской области, Россия, Магадан, e-mail: golobokovagm@inbox.ru.

Дохнич Андрей Геннадьевич — начальник управления инновационной политики министерства экономического развития, инвестиционной политики и инноваций Магаданской области, Россия, Магадан, e-mail: dohnich@regadm.magadan.ru.

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ББК 65.9(253.7)

Е.А. Колодина

ИССЛЕДОВАНИЕ ПРОЦЕССА ТРАНСФОРМАЦИИ РЕГИОНАЛЬНОЙ ЭКОНОМИЧЕСКОЙ ПОЛИТИКИ НА ПРИМЕРЕ ИРКУТСКОЙ ОБЛАСТИ

Статья посвящена исследованию трансформации региональной экономической политики. Процесс трансформации рассматривается на примере одного из регионов РФ - Иркутской области. В статье определяется

сущность региональной политики федерального и субфедерального уровней. Рассматривается роль региональной элиты в формировании региональной экономической политики, ее взаимоотношения с исполнительной вертикалью. Показана зависимость приоритетов региональной политики от предпочтений губернаторов. Доказано, что стратегический подход к развитию региона невозможен при частой смене губернаторов. Оценивается результативность региональной экономической политики, реализуемой в Иркутской области как характеристика достижения объявленных целей.

Ключевые слова: регион, региональная экономическая политика, трансформация, региональная элита, губернатор, стратегия регионального развития, Иркутская область.

Информация об авторе

Колодина Елена Алексеевна — доктор экономических наук, профессор, заведующий кафедрой экономики и государственного управления, 664003, г. Иркутск, ул. Ленина, 11, e-mail: kolodina@bk.ru

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А.В. Седякина

РОЛЬ СОЦИАЛЬНОЙ ИНФРАСТРУКТУРЫ В РАЗВИТИИ РЕГИОНА

В статье рассмотрен понятийный аппарат теории социальной инфраструктуры как важной составной части региональной экономики. Предложена классификация объектов социальной инфраструктуры. Основаниями для классификации социальной инфраструктуры выбраны потребности населения. Затронуты проблемы развития социальной инфраструктуры в сельских поселениях Байкальского региона. Обоснована необходимость повышения эффективности деятельности органов власти в сфере развития объектов социальной инфраструктуры. Ни один регион не способен обеспечить себе развитие, не вкладывая денежные средства в развитие здравоохранения, образования, культуры и других секторов социальной сферы.

Ключевые слова: регион, инфраструктура региона, социальная инфраструктура, государственное регулирование социальной инфраструктурой региона.

Информация об авторе

Седякина Александра Валерьевна — аспирант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: _edelveis_@mail.ru

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Е.А.Сиренко

ОЦЕНКА ЭФФЕКТИВНОСТИ ГРАДОСТРОИТЕЛЬНЫХ РЕШЕНИЙ

Статья посвящена проблемным вопросам управления развитием территории. Проанализированы особенности оценки городской среды, её составляющих. Автором сформулировано понятие градостроительного решения. На основе проведенного исследования выявлена необходимость оценки эффективности градостроительных решений, принимаемых органами власти.

Ключевые слова: управление развитием территории, городская среда, градостроительное решение.

Информация об авторе

Сиренко Екатерина Андреевна — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11.

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О.В. Купаносова

НАИБОЛЕЕ АКТУАЛЬНЫЕ ПРОБЛЕМЫ ЛЕСНОЙ ОТРАСЛИ ИРКУТСКОЙ ОБЛАСТИ

Лесопромышленный комплекс России, включающий лесозаготовительные предприятия, а также компании деревообрабатывающей и целлюлозно-бумажной промышленности, в настоящее время не относится к числу ведущих отраслей российской индустрии. С утверждением, что лесному комплексу России по силам играть значительно более активную роль в экономике, сейчас согласны практически все. Однако в подходах к стимулированию развития российского ЛПК единства до сих пор нет. Между тем, и государство, и бизнес, и общество заинтересованы в получении реальной картины отечественного ЛПК.

В статье рассматриваются наиболее актуальные проблемы в лесной отрасли России и Иркутской области.

Ключевые слова: лесная отрасль, проблемы лесной отрасли, институциональные проблемы.

Информация об авторе

Купаносова Ольга Владимировна — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: magistr@mail.ru

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А.В. Купаносов

ОБНОВЛЕНИЕ ЖИЛИЩНО-КОММУНАЛЬНОГО КОМПЛЕКСА КАК ПРИОРИТЕТНАЯ ЗАДАЧА ДЛЯ РЕГИОНАЛЬНЫХ И МУНИЦИПАЛЬНЫХ ОРГАНОВ ВЛАСТИ

В статье рассматриваются основные этапы, реформирования ЖКХ, цели и задачи, показаны механизмы и возможные источники финансирования капитального ремонта многоквартирных домов по сохранению и развитию жилищного фонда.

Ключевые слова: реформа ЖКХ, многоквартирные дома, товарищества собственников жилья, управляющие компании, жилищно строительный кооператив, твердобытовые отходы, внутридомовое газовое оборудование, капитальный ремонт, горячее водоснабжение, единый кассовый центр, договорные цены, жилищный фонд, энергоэффективность, энергоаудит, коммунальные услуги, жилищная проблема, инвестиционные проекты строительства, стоимость жилья.

Информация об авторе

Купаносов Алексей Викторович — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: magistr@mail.ru

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К.А. Леонов

ПРОБЛЕМА БЕДНОСТИ СЕЛЬСКОГО НАСЕЛЕНИЯ ЗАБАЙКАЛЬСКОГО КРАЯ

В статье рассматриваются причины и результаты бедности сельского населения Забайкальского края. Основной причиной бедности является развал сельскохозяйственного производства и массовая безработица. Безработица в Забайкальском крае носит длительный, затяжной характер, вследствие чего имеют место негативные процессы, связанные со снижением уровня и качества жизни в селе. Происходит старение сельского населения и отток трудоспособного молодого населения в районные центры и города региона. У основной части населения наблюдается нежелание работать,

апатия, общая деградация, низкая мобильность, отсутствие интереса к профессиональному переобучению и переквалификации. Указанные социальные проблемы должны стать объектом внимания федеральных органов власти, поскольку на региональном уровне нет необходимых ресурсов для вывода экономики региона из кризиса.

Ключевые слова: сельская бедность, сельская безработица, снижение уровня жизни.

Информация об авторе

Леонов Константин Александрович — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: arcticaamir@gmail.com

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Н.С. Найда

ПРОБЛЕМА КОНСОЛИДАЦИИ ПРОГРАММ РАЗВИТИЯ МУНИЦИПАЛЬНЫХ ОБРАЗОВАНИЙ ИРКУТСКОЙ ОБЛАСТИ С ПРИОРИТЕТАМИ РЕГИОНА

В статье описаны особенности разработки и реализации программ социально-экономического развития муниципальных образований Иркутской области, рассмотрена проблема недостаточной согласованности между муниципальными программами развития территорий и программой развития региона в целом. Также в статье обосновывается необходимость в разработке типовой формы программы социально-экономического развития муниципальных образований в целях упрощения контроля за их реализацией и обеспечения прозрачности публикуемой информации.

Ключевые слова: социально-экономическое развитие, стратегическое планирование, Иркутская область, муниципальное развитие.

Информация об авторе

Найда Никита Сергеевич — магистрант, кафедра экономики и государственного управления, Байкальский государственный университет экономики и права, 664003, Иркутск, ул. Ленина, 11, e-mail: nikitnayda86@gmail.com

PROBLEMS OF RUSSIAN PENSION SYSTEM

The pension protection institution plays an important role in the life of contemporary society. However, Russian pension system operates on a low level, it does not fulfill all the tasks assigned to it in modern society. The level of financial security of Russian pensioners is low, the extent of evasion of compulsory payments to the budget of the State Pension Fund is large. National pension system does not contribute to the formation of qualitative human capital, does not stimulate the development of labour relations.

The pension system of Russia is being reformed. The reform began in 1991 and it has continued up to the present time. However, this country has not yet succeeded in creating an effective pension system. The state pension is small – only about 10 thousand roubles. This money can only sustain a pensioner`s life, but cannot give him quality life.

Also Russian pension system has one more problem – the deficit of the State Pension Fund. The State Pension Fund`s own income can provide only half of its budget. Only transfers from the Russian federal budget make it possible to balance the State Pension Fund budget. It costs 1 to 2 trillion roubles every year.

Besides, Russian businesspeople consider the pension contributions to be too much of a pressure on their businesses. Some of them evade this payment. The value of state pension is too small, and it depends only a little on the contributions paid for each person. So workers are not motivated to pay the full amount of the contributions. Employers and staff make conspiracy to evade this payment. Many workers evade paying pension contributions for the whole working period, but in pension period they demand to be paid the full amount of state pension. This situation increases the deficit of the State Pension Fund.

The next stage of the Russian pension reform started in 2014. It is called systemic contradictions of state social policy. The regular changes in pension laws are unable to overcome these contradictions. They usually create an imitation of Russian pension system`s sustainable development - their role is reforms for the sake of reforms. These reforms show Russian citizens that the Russian Government shares the resentment against the pension system and understands the low level of their pension, and also does something to change the current situation.

In the situation of the pension reform continuing for over the last 20 years the Russian Government cannot be blamed for inactivity. Almost every year something changes in pension legislation: the amount of mandatory payment; the insurance contributions changes for the single social tax, and then back; the structure of state pension which is divided into 3 parts (base, insurance, accumulated), and then only into 2 parts (insurance and accumulated). There are regular changes to the calculation of the pension; the valorization of its size; and so on and so forth. The result is the same: the amount of pension is small, the State Pension Fund has a large budget deficit; employers evade paying contributions.

Pension reform illustrates the Government can deal with the pension reform, but cannot reach their goals.

This problem is caused by the presence of a controversial pension policy of the Russian Government. On one hand, the Russian Government uses the pension system as an important tool in its paternalistic social policy. On the other hand, the Russian Government seeks to transform the national pension system to market economics model of individuals generating their own incomes. The Russian Government wants to reduce budgetary transfers to the State Pension Fund and shift responsibility for the low level of pensions onto employers and employees.

In particular, the Russian Government is earning political capital by increasing the size of the State pension. To win the loyalty of the population it increased the amount of pensions by more than it is requirement by the pension legislation.

At the same time, the paternalistic social policy is costs Russian Government quite a lot. In order to increase the amount of the pension exceeding the income of the State Pension Fund the Government has to provide subsidies of 1-2 trillion rubles from the federal budget.

Another attempt to make auto-financing mechanisms work in Russian pension system was the adoption of a new method of calculating the amount of the state pension at the end of 2013. This is a method based on point estimates equivalent to the contributions paid to the State Pension Fund. It is expected that each worker will want to work longer in order to earn more pension points. In this case pensioners receiving lowest amount of pension will blame themselves and their employer, who did not pay all their earnings officially and thereby evaded contributions.

I think two contradictory objectives cannot be achieved at the same time: the Russian Government keeping the authority to provide people with the State pension at a decent level, and shifting on the pensioner's and their employers the responsibility for the low amount of the State pension. They cannot simultaneously receive political dividends and distance themselves from pension problems. So the systemic problems of the Russian pension system are not solved, they are camouflaged by the constant pension reform in this country. Not many people are able to identify if the national pension system has improved or deteriorated since the next changes.

I fear that the changes in 2013 may be the next step in the simulation of government pension reform in this country to soothe the public opinion which is actively criticizing the Russian pension system. And in 5-10 years, when the experts will understand again that the current pension system is inefficient, the pension legislation will be rewritten again. These pension reforms do not change the economic basics of the national pension system, but only prolong the interim period and promise improvements in the future.

Author

Fedotov Dmitry Yuryevitch – PhD in Economics, Professor, Dean of Tax and Customs Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: fdy@inbox.ru

I.A. Kuznetsova

USE OF HOMEOSTATIC MODEL FOR THE COGNITIVE ANALYSIS OF INVESTMENT PROJECTS IMPLEMENTATION IN THE IRKUTSK REGION

The paper describes the system researches evaluating the conditions of investment climate of the Irkutsk region. The research proves the necessity of use of all-methodological approach to the solution of modern practice problems, first of all, the problems of managing of complex social and economic systems.

At the present stage of the development of system researches there were developed two directions: the first one is a theoretical justification of specific approaches to system researches, and the second one is a determination of methods of efficiency increasing while using methodical tools for the solution of actual practical tasks.

The basis of this article is the original homeostatic approach to managing of the investment processes, considering an internally contradiction in a control system. The offered approach to modeling of social and economic systems allows discovering the organizational mechanisms, developing techniques and schemes, which provide the organic interaction between the administrative equipment and people responsible for the tasks performing.

Author

Kuznetsova Irina Alfredovna — PhD in Technical Sciences, Associate Professor, Department of Informatics and Cybernetics, Baikal State University of Economics and Law, Russia, Irkutsk.

Yu.V. Arbatskaya

THE LEGAL PROBLEMS IN THE SPHERE OF STRATEGIC PLANNING

Strategic planning is an important condition for the development of any country.

Unfortunately, the issues related to the construction of an integrated system of planning of Russian socio-economic development, as well as issues that are connected with the regulation of this system, rarely become the object of the research interests of lawyers. However, there is a number of legal problems in this area.

For example, there is no legal definition of the term ‘strategic planning’. And the publications on the problem do not contain a single universally accepted definition of this term.

Strategic planning system can be defined as a sequence of actions on the formulation of national development priorities; it is a complex of activities linked in space (performers), time (deadlines) and resources aimed at implementing these strategic goals and objectives.

Each stage is fixed in strategic planning documents, which should be established according to the federal law, the laws of the subordinate entities of the Russian Federation and the acts of the representative bodies of local self-government. Thus, we can speak of a system of strategic planning in the material sense – a set of these documents.

Also it should be noted that good planning is based on prediction - predicting the future through research methods. Consequently, the strategic planning system should include not only the planned, but also the forward-looking documents.

Currently, the planning and forecasting of socio-economic development are regulated by the Federal Law of July 20, 1995 № 115-FZ “On State Forecasting and Programs for Socio-economic Development of the Russian Federation.”

This federal law has many disadvantages.

Perhaps the most significant disadvantage is the fact that the documents of planning and forecasting socio-economic development of Russia prescribed by the Federal Law № 115-FZ are poorly coordinated among themselves; the consistency and continuity of the development of long-term , medium-term and short-term documents are not always clearly defined.

Another significant drawback of the Federal Law № 115-FZ is the lack of links between strategic planning and budget planning. The Federal Law № 115-FZ contains no mechanism aimed at practical realization of long-term and medium-term plans, which, as a rule, are all innovative projects, and without the provision of state support are unlikely to be realized.

In addition, the Federal law does not determine any principles of planning and forecasting of social and economic development in the regions of the Russian Federation or municipalities, and especially does not set any requirements to the sub-federal documents.

Thus, Russia needs a new law on strategic planning.

So far, the State Duma has introduced a draft law on government strategic planning, and it has passed the first reading, but it needs substantial revision.

Without solving these problems and reforming this sphere the transition of the national economy to the way of innovative development will be impossible.

Author

Arbatskaya Yuliya Valeryevna – PhD in Law, Associate Professor, Dean of Civil and Entrepreneur Law Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: julart@yandex.ru

T. G. Bakhmatova
Yu. A. Chusova

METHODICAL APPROACHES TO THE ASSESSMENT OF ORPHANS EXCLUSION IN EMPLOYMENT

The phenomenon of orphans' social exclusion is considered as a process of excluding orphans from productive social life. The article considers objective and subjective factors of orphans' exclusion in the sphere of employment, describes economic problems facing orphans on the labour market. The authors analyze various methods of measuring orphans' social exclusion; determine problems of implementing these methods at the empirical level and, thus, prove the necessity of their verification due to their oblique relation to the subject at issue; substantiate the necessity of working out a new method that would include a system of certain empirically measured indicators of orphans' social inclusion/exclusion in labour sphere, and propose indicators of orphans' social exclusion on labour market that reflect its both objective and subjective manifestations.

Keywords: orphans; social exclusion; indicators of exclusion; labour market, system of empirically measured indicators of orphans' social inclusion/exclusion

Authors

Bakhmatova Tatyana Georgiyevna – PhD in Economics, Associate Professor, Department of Sociology and Social work, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: bakhmat@mail.ru

Chusova Yuliya Aleksandrovna – Assistant Lecturer, Department of Sociology and Social work, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003.

N.A. Bryanskaya

SYSTEM ANALYSIS AS INSTRUMENT OF PROVIDING SUSTAINABLE DEVELOPMENT OF ENTERPRISE

System analysis, in the opinion of a number of authors (C. Optner, U. I. Chernyak, C. Yang, E. P. Golubkov and others), must provide a transition from the state of problem situation to the desired ultimate goal, by successive implementation of certain steps (stages):

1. Identification of problems.
2. Forming general aim and criterion.
3. Decoupling the aim.
4. Development of options and decision-making model.
5. Estimation of alternatives and search for decision.
6. Rof the decision.

7. Estimation of the efficiency of decisions and consequences of their realization.

8. Planning an organization for achieving the aims.

Identification of problems is one of the most difficult stages of system analysis which includes the following method: drawing up a list of problems, drawing up a catalog of problems and formation of the graph of problems. In drawing up a list of problems in most cases the methods of economic analysis and expert estimations are used. Structuring of problems requires broad practical experience. In this regard there is a need for development of techniques allowing standardizing these works.

Standardization of problems needs to be begun with the creation of a tree of functions.

Any system carries out some functions. In creating the tree of functions and the analyzing the functions of a control system the question is raised: that does the system do irrespective of the fact how it works. In this paper, under function we consider the ability to take actions meeting the basic needs of a system.

Author

Bryanskaya Natalya Aleksandrovna – PhD in Economics, Associate Professor, Department of Economics of Enterprise and Entrepreneurship, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: natalya_bryanskaya@mail.ru

O. I. Gorbunova

THE ROLE OF ECOLOGICAL MANAGEMENT IN SOLVING ENVIRONMENTAL PROBLEMS

In the process of the development of civilization mankind has repeatedly faced complex problems sometimes of a planetary scale. But in full extent most of global problems appeared in during the second half of the 20th century. Global problems, first, are those concerns the whole mankind, second, they lead to significant economic and social losses and can threaten the existence of civilization, and, finally, they can be solved only by the integrated efforts of all mankind.

Key words: sustainable development, ecological problems, environmental management system (EMS), ISO 14001, environment.

Author

Gorbunova Olga Ivanovna – PhD in Technical Sciences, Associate Professor, Department of Economics and Business Management, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: olgavaliko@mail.ru

THE ROLE OF DECISION MAKER IN THE CURRENT SYSTEMS OF RISK MANAGEMENT

This article provides an overview of the risk management systems in enterprises defines the basic problem and identifies the solution option. Each enterprise needs protection from external and internal risk factors, but practice shows that there is no integrated risk management system in every case. The accumulated experience allows reviewing a few integrated risk management systems. These systems enable you to evaluate systematically the degree of risk exposure, minimize losses, accept the risk or use insurance protection.

Keywords: risk management, decision maker.

Author

Kelberg Elena Igorevna – Senior Lecturer, Department of Economy and Management in Investment and in Real Estate, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: kelberg_ei@isea.ru

Ye. K. Kopylova

IMAGINARY AND PRETENDED OBJECTS: NEW DEVELOPMENTS IN ACCOUNTING LEGISLATION

Currently accountants often use mechanism of imaginary and pretended deals in their practice to optimize tax. However, this method is wrong because this type of deals should be declared null and, accordingly, it can't be an option of tax optimization.

Changes to the Federal Accounting Act, which determined the essence of imaginary and pretended accounting objects, have come into force since January 1, 2014. An imaginary object in accounting is a nonexistent object, reflected in accounting only for the sake of form (including unrealized costs, nonexistent liabilities and unreal deals). A pretended object is defined as an object, which is reflected in accounting instead of another object with the purpose to cover him (including pretended deals). Reserves, funds and the cost of making them are not considered imaginary accounting objects by the legislation of the Russian Federation. The definition of these objects is given in the new edition of Part 2, Art. 10 of the Federal Accounting Act.

Thus, it is not permitted to adopt for accounting the facts of economic life, which are imaginary and pretended deals.

It should be noted that before these changes to the Federal Accounting Act there were no direct references imaginary and pretended deals in accounting legislation. Void transactions were only mentioned in Art. 170 of the Civil Code. In this situation, accountants often abused these objects.

For example, organization A purchases a warehouse building from organization B. An immaterial additional contract, such as a consulting services contract, is made by organizations A and B in order to reduce property tax. Thus, the contract price of the warehouse purchase is decreased by the consulting services contract price. As a result the price of the building and the tax base for property tax decrease. This is an example of an imaginary deal.

If an object is identified as imaginary or pretended, it will be necessary to consider the deal void, to null the tax consequences, and recognize illegal tax avoidance.

Author

Kopylova Yekaterina Konstantinovna – PhD in Economics, Senior Lecturer, Accounting and Audit Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: kopylovaek@gmail.com

S. A. Kurgansky

HUMAN CAPITAL AND HUMAN DEVELOPMENT IN RUSSIA

In Russia active studies in human capital begun in 1990s and have been continued in 2000s. Most theories attempt to break down human capital into some components for analysis. This article is intended to analyze structure of human capital and estimate national human capital. The author suggests that the general structure of human capital might be formalized like in a matrix. That performance pretend to estimate and analyze different aspects of human capital and investment in it based on the system performance. It is justified that national human capital is directly related to human development; therefore Human Development Index is convenient and clear indicator of estimating country's human capital. The HDI published by UN put Russia among countries with high human capital assets. Thus, the accumulation of human capital, reflected in growth of HDI, is the foundation of further sustainable economic growth.

Keywords: human capital, human development, structure of human capital, estimating of human capital, human development index.

Author

Kurgansky Sergey Aleksandrovitch – Doctor habil. (Economics), Professor, Banking and Securities Department, Head of Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: kurgan2612@mail.ru

WORLD CRICIS, REINDUSTRIALIZATION AND CITIES

Nowadays the discussion about necessity and possibility of reindustrialization, or new industrialization, is going on among economics scholars as well as policy makers and public officials of authorities of all levels. The main courses of that reindustrialization and its' spatial features are discussed. The paper intends to answer the question: does it make sense to talk about any 'new urbanization' connection with a new industrialization? The connection between two processes – industrialization and urbanization – is reviewed within the paper, as well as characteristics of new industrialization. Possible courses of urbanization are researched taking into account contemporary tendencies of allocation of population.

Keywords: reindustrialization, new industrialization, urbanization, allocation of population.

Author

Meteleva Elena Rastislavna – Doctor of Science in Economics, Professor, Department of Economics and Public Administration, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: elenameteleva@ya.ru

A.V. Rasputina

NEW RULES FOR ISSUING MEDICAL SICK LEAVE CERTIFICATES IN 2014

Russia has launched an experiment on issuing and filling out electronic sickness certificates in 2014. The pilot project is being implemented only in Moscow, St. Petersburg, Tatarstan, Samara region and, possibly, in Nizhny Novgorod region.

In Moscow in 2014 the new system will only be put into practice in the Central Clinical Hospital of the Administrative Department of the President of the Russian Federation and in N. V. Sklifosovsky Science and Research Institute of Emergency Medicine. Also the pilot programme will include one adult and one children's polyclinic. In Samara region the participants of the experiment will be the enterprises with the experience of working with in-house medical units, for example, AvtoVAZ, Russian Railways and others. It is planned to introduce electronic sick leave certificates throughout Russia by 2016 if the project proves to be successful.

The essence of the project is in the fact that when a person applies to a polyclinic, the doctor will give him only a slip with the dates of the disease. The patient will give this document to his employer. The doctor will fill out the

certificate electronically. The electronic certificate will be sent to the Social Insurance Fund of the Russian Federation by the medical institution.

The employer, getting the slip, will be obliged to provide the Fund with the information on the average earnings of the employee. The patient's personal data, the information about his accumulated period of work, etc. will be transferred from the Pension Fund of Russia (PFR). After that non-cash payments will be made directly from the Social Insurance Fund of the Russian Federation into a payments centre and the insured person will be able to obtain them at a bank or a post office.

The organizers of the experiment claim that the «electronic sick leave» project will simplify the work of doctors greatly, sparing them from the necessity to fill in forms of sick leave certificates, on which they spend 30 percent of their working time; it will also make it more comfortable for the patients to apply to medical organizations and will save a lot of money (the Social Insurance Fund spends from 128 to 130 million rubles on the sick leave certificate forms). Moreover, the electronic system will help to eliminate from circulation counterfeit certificates, and frequent inspections will not be necessary. For the patient all the information (starting from the opening date of the certificate and ending with the payment of the allowance) will also be available. These data will be presented in the person's profile in the virtual electronic office of the Social Insurance Fund.

The problem of counterfeit certificates is clearly exaggerated. For example, in Samara region of 120 thousand sick leave certificates issued in the region only 14 were forged, two cases were prosecuted. But those slips which medical institutions will issue for patients will not be protected from forgery at all.

Doctors in Samara have also mastered the process of filling out medical certificates: in 2012 only 4 percent of them were filled out incorrectly.

Employers are not relieved from routine, but get even more bureaucratic work. Calculation of average earnings is still considered necessary, and the employer's paying for the first three days of a person's incapacity was not canceled. Now, only the data on average earnings should be submitted to the Social Insurance Fund.

The Pension Fund of Russia is notorious for its sluggishness, so fast calculations of the allowances in the Social Insurance Fund are not to be expected. The authors of the experiment somehow forgot that sick leave certificates are considered in calculating alimony. How the Social Insurance Fund is supposed to learn about remains a complete mystery. It is also unclear how the payments center of the Social Insurance Fund is going to learn the details of the patient's bank account or his home address. So a person will have to wait for months to receive his sick leave allowance.

Fortunately for employers, in 2014 all other organizations will pay these allowances on the basis of a paper sick leave certificate.

Author

Rasputina Alla Vladimirovna – PhD in Economics, Senior Lecturer, Department of Accounting and Audit, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: rasp77@mail.ru

SOCIOLOGICAL STUDY OF QUALITY OF WORKING LIFE FACTORS IN ORGANIZATION

The paper analyses staff's and employer's opinions about quality of working life factors based on sociological data. According to the opinion of Russian scientists, the borrowing of the generally accepted concept of quality of working life, focused on the social aspects of labor activity, has certain difficulties, associated not only with cultural peculiarities, but also with the level of socio-economic position of Russian employed population, which differs from that of abroad.

Keywords: quality of working life; factors; personnel; employer.

Author

Taraban Olga Vyacheslavovna – Assistant lecturer, Department of Sociology and Social work, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: magistr.exam@mail.ru

A.A. Timofeeva

STOCK MARKET COLLECTIVE INVESTMENT

In general, investment on stock market is a placement of proprietary funds, outside funds and external funds into different derivatives – securities. The market player who accomplishes this kind of activity is called an investor. In economic literature we can find the description of retail, private, institutional, qualified, collective and other sorts of investors. By the way, different authors use different approaches splitting them off into types, because there is no legislative order in criteria of classifying investors into exact group. For the moment, there is only a definition for the “qualified investor” in legislative system, which is contained in federal law “On Securities Market”.

More often, the main criterion for defining the types of investors is their legal form of organization. So, it is considered that individual investors are private customers and institutional investors are corporate customers. Sometimes the State is referred to as an institutional investor. Often such terms “collective investor” and “institutional investor” are used as synonyms.

The main idea of investment is financial borrowings from entities for their future pooling and investing in different assets. There are quite enough forms of collective investment on the stock market. Some of them are formed on the voluntary basis, like mutual investment funds. This form of collective investment is preferable among those who don't have large sums of money, in other words for

those who can't make direct investment. Also, the collective investment advantages are:

1) The potential to get higher profit in comparison with self – investment. This can be achieved through professional management and risk diversification.

2) Cost minimization. This can be achieved through increased investment.

However, there are examples in Russian practice when individual funds must be accumulated into common pool and turned over to trust management according to the legislative system of Russian Federation. The following assets, in particular, are to be turned over to trust management:

- Pension assets
- Indemnification funds of self-regulated organizations (if these funds are more than 20 m rubles)
- Savings for housing provision for servicemen
- Endowment of nonprofit institution

In the last years pension assets have been the main source of investment for collective investors. According to managing companies this tendency will be constant in two years to come. At the same time, it is necessary to expand other forms of collective investment which will bring additional long-term investments into Russian economy.

Author

Timofeeva Anna Aleksandrovna – Ph.D. in Economics, Senior Lecturer, Banking and Insurance Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: ashalak_a@mail.ru

Wang Nana

THE RESEARCH OF THE PROMOTION OF ECONOMIC COOPERATION BETWEEN HENAN PROVINCE OF CHINA AND RUSSIA WITH THE CONSTRUCTION OF ZHENGZHOU COMPREHENSIVE EXPERIMENTAL ZONE FOR AIRPORT-BASED ECONOMY

On March 7th 2013, the State council officially ratified the Planning and Development of Zhengzhou Comprehensive Experimental Zone for Airport-based Economy. Zhengzhou, as the capital of Henan Province located in the central plains of China, has been approved to build China's first Comprehensive Experimental Zone for Airport-based Economy (CEZAE). Including Zhengzhou Airport, the Comprehensive Bonded Zone and its surrounding industrial parks, the Experimental Zone will surely become an efficient way and ideal platform for Chinese enterprises, especially enterprises in Henan province to introduce foreign resources and participate in international competition. With the enhancement of

agglomerative effectiveness, the Experimental Zone has attracted many well-known companies to settle in, such as Foxconn, Air Bridge Cargo Airlines, etc. In January 2013, China's Total volume of imports and exports experienced negative growth, but the Total volume of imports and exports of Henan Province has risen sharply, not only its growth rate ranked first in China, but the Total volume of imports and exports historically ranked among the Top Ten across the nation. In recent years, with the development of Sino-Russian economic cooperation, China has become the largest trading partner of Russia as China's largest neighbor, while Russia has become China's fourth largest trading partner. Therefore, great complementarity exists in the economic structure between the two countries. As the first populous province in central China, Henan undertakes the eastern coastal industrial transfer. With the construction of the Comprehensive Experimental Zone for Airport-based Economy, Henan province should speed up economic cooperation with Russia.

Convenient transportation and rapid development of logistics industry will definitely shorten the distance between Henan province and Russia. With sparse population but rich resources, developed heavy industry with weak light industrial foundation, Russia's economic structure has great contrast with that of Henan province, which has a large population and scarce resources, relatively undeveloped education but developed light and manufacturing industry. Therefore, the Comprehensive Experimental Zone for Airport-based Economy will surely bring opportunities for cooperation between Russia and Henan province.

Author

Wang Nana – postgraduate student, World Economy and International Business Department, Baikal State University of Economics and Law, 11 Lenin str., Irkutsk, 664003, e-mail: nanaprivet@126.com

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Л.В. Каницкая

РАЗВИТИЕ ТУРИСТСКИХ ДЕСТИНАЦИЙ НА БАЙКАЛЬСКОЙ ПРИРОДНОЙ ТЕРРИТОРИИ: ОСНОВНЫЕ ЗАДАЧИ¹

В настоящее время доля туристической индустрии, как в целом по России, так и в региональной экономике невелика и не превышает 1%. В государственной программе РФ «Развитие культуры и туризма на 2013–2020 гг.». предполагается проведение ратификации конвенции ЮНВТО (UNWTO, где UN – Организации Объединенных Наций, WTO – название Всемирной организации по туризму: World Tourism Organization) по защите туристов и поставщиков туристических услуг, а также утверждение профессиональных

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стандартов в сфере туризма. В международной практике туризма с 1990-х гг. оценка развития или оценка устойчивости туристической сферы деятельности осуществляется посредством системы индикаторов UNWTO, включающих социо-экономические показатели, показатели правового обеспечения туристической деятельности и экологические показатели – всего более сорока показателей. Тогда как целевыми индикаторами развития сферы туризма в программе РФ указаны только четыре: уровень удовлетворенности граждан РФ качеством предоставления услуг; объем платных услуг, оказанных населению в сфере внутреннего и въездного туризма; количество средств размещения; количество иностранных граждан, прибывших в Российскую Федерацию. К тому же в данной программе не предусмотрено никаких программно-целевых инструментов достижения целей развития туристической индустрии.

В данной статье сформулированы основные задачи, решение которых необходимо для разработки инструментария, позволяющего снижать различного рода риски, предотвращать или корректировать нежелательные последствия, вносить ограничения в деятельность, принимать верные управленческие решения при осуществлении деятельности по развитию сферы туризма.

Информация об авторе

Каницкая Людмила Васильевна – доктор химических наук, заведующая Байкальской лабораторией эколого-экономических разработок, Байкальский государственный университет экономики и права, 664003, г. Иркутск, ул. Ленина, 11, e-mail: kanlv@mail.ru