

THE IMPACT OF EUROINTEGRATION PROCESON THE STATE POLICY IN THE SPHERE OF HIGHER EDUCATION OF UKRAINE



Abstract

Nowadays higher education in Ukraine meets a number of challenges: insufficient funding, a weak connection with the labor market, missing of quality etc. Higher education institutions must be effective to succeed in research, to provide best academic practices and high quality of studies.

The purpose of the paper is to analyze the the impact of Eurointegration processes on the state policy in the sphere of the higher education of Ukraine and to determine the ways of adaptation of the best European practices to the the state policy in the sphere of higher education of Ukraine.

Benchmarking is crucial for the whole higher educational system as the method of searching for best practices that enables the achievement of the best results by learning from the others, using their experience and collaborating with them. To be appropriate to the educational system, research methodology includes external benchmarking and benchmarking of processes.

Benchmarking being a part of good governance principle in higher education is valuable research both in Ukraine and internationally (e.g. European Benchmarking Initiative). The benchmarking program boosts quality of Ukrainian higher education system, university strategic profiling and performance improving for ensuring the life-long-learning principles in Ukraine.

Key words: *public administration, mechanisms of public administration, higher education, state policy in the sphere of higher education, reformation of higher education, educational policy, educational benchmarking.*

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ВЛИЯНИЕ ПРОЦЕССА ЕВРОИНТЕГРАЦИИ НА ГОСУДАРСТВЕННУЮ ПОЛИТИКУ ВЫСШЕГО ОБРАЗОВАНИЯ

УКРАИНЫ

Анотация

В настоящее время высшее образование в Украине встречается с целым рядом проблем: недостаточное финансирование, слабая связь с рынком труда, недостаточное качество и т.д. Высшие учебные заведения должны быть эффективными для достижения успеха в области исследований, чтобы обеспечить лучшие академические практики и высокое качество исследований.

Целью статьи является анализ влияния воздействия евроинтеграционных процессов на государственную политику в сфере высшего образования Украины и определение пути адаптации лучших европейских практик в государственной политике в сфере высшего образования Украины.

Сравнительный анализ имеет решающее значение для всей системы высшего образования в качестве метода поиска наилучших практик, что даёт возможность достижения наилучших результатов путем изучения практик других стран, используя свой опыт и сотрудничество с ними. Для того, чтобы соответствовать системе образования, методология исследования включает в себя внешние контрольные показатели и проведение сравнительного анализа процессов.

Бенчмаркинг как часть принципа надлежющего управления в сфере высшего образования является ценным исследованием как в Украине, так и на международном уровне (например, Европейская инициатива бенчмаркинга). Программа бенчмаркинга повышает качество украинской системы высшего образования, университетского стратегического профилирования и производительности для улучшения обеспечения принципов обучения на протяжении жизни в Украине.

Ключевые слова: публичное управление, механизмы публичного управления, высшее образование, государственная политика в сфере высшего образования, реформирование высшего образования, образовательная политика, образовательный бенчмаркинг.

ევროინტეგრაციის გავლენა უმაღლესი განათლების სახელმწიფო პოლიტიკაზე უკრაინაში

ანოტაცია

თანამედროვე პირობებში უმაღლესი განათლება უკრაინაში დგას მრავალი პრობლემის წინაშე: არასაკმარისი დაფინანსება, სუსტი კავშირი შრომის ბაზართან, არასაკმარისი ხარისხი და ა.შ. უმაღლესი სასწავლო დაწესებულებები უნდა იყვნენ ეფექტურები წარმატების მისაღწევად კვლევების სფეროში, რათა უზრუნველყონ უკეთესი აკადემიური პრაქტიკა და კვლევების მაღალი ხარისხი.

ნაშრომის მიზანს წარმოადგენს ევროინტეგრაციული პროცესების ზემოქმედების ანალიზი სახელმწიფო პოლიტიკაზე უკრაინაში და სახელმწიფო პოლიტიკის სფეროში საუკეთესო ევროპული პრაქტიკების ადაპტაციის გზების განსაზღვრა უკრაინის უმაღლესი განათლების კუთხით.

უმაღლესი განათლების მთლიანი სისტემისთვის საუკეთესო პრაქტიკის მოძიების მეთოდის საქმეში გადამწყვეტი მნიშვნელობა ენიჭება შედარებით ანალიზს, რაც შეიძლება მიღწეული იქნას სხვა ქვეყნების პრაქტიკების შესწავლის, ასევე საკუთარი გამოცდილების გამოყენებისა და მათთან თანამშრომლობის გამოყენების გზით. იმისათვის, რომ შეესაბამებოდეს განათლების სისტემას, კვლევის მეთოდოლოგია თავის თავში მოიცავს გარე საკონტროლო მაჩვენებლებს და შედარებითი ანალიზის ჩატარების პროცესებს.

ბენჩმარკინგი, როგორც უმაღლესი განათლების სფეროს საკვლევებელი მართვის პრინციპის ნაწილი, ღირებულად რეგორც უკრაინაში, ასევე საერთაშორისო დონეზე

(მაგ. ბენჩმარკინგის ევროპული ინიციატივა). ბენჩმარკინგის პროგრამა ამაღლებს უკრაინის უმაღლესი განათლების სისტემის ხარისხს, უნივერსიტეტის სტრატეგიულ პროფილირებას ა და მწარმოებლურობას უკრაინაში სწავლების პრინციპების გაუმჯობესებისთვის.

საკვანძო სიტყვები: საჯარო მმართველობა, საჯარო მმართველობის მექანიზმები, უმაღლესი განათლება, სახელმწიფო პოლიტიკა უმაღლესი განათლების სფეროში, უმაღლესი განათლების რეფორმირება, განათლების პოლიტიკა, განათლების ბენჩმარკინგი.

Introduction

The process of getting of the education is the activity to assimilate the material and spiritual cultural values. One of the missions of the education is to form in the young generation the responsible attitude to the preservation and enrichment of historical, scientific and cultural heritage. Education and culture are the focuses of the entire world community. They are the leading factors of social progress and the development of the civilization.

To ensure the global progressive development of the education is important to know the system specific of the education in different countries. These peculiarities are in the models of the education, educational purposes, educational content, forms, types and the quality of the education.

The state policy in the sphere of higher education of Ukraine is aimed at the reformation of the educational field according to the modern trends and the economical facilities of the state to provide human potential development. The mechanisms of public administration play the key role in the area of the implementation of the state policy. Therefore, the analysis of the mechanisms of the public management in the area of higher education is the prospective task.

In the period of dynamic changes in the services' market of state higher education strategic management of universities is of particular importance. The increasing interest for the competitiveness of higher education institutions has become not only a duty but a management standard. Public universities do not have any choice to operate in the global market of educational services, seeking to make their educational offer attractive and able to meet the needs of wider group of stakeholders. Therefore, the strategic benchmarking should be emphasized as the modern method and the tool

contributing to the increasing in the efficiency of the state policy in the field of higher education. For this reason, university authorities are interested in opportunities for improvement in various areas of universities, particularly in the area of strategic management and management accounting.

The Research that are related to the transformations in the education of Ukraine according to the European standards in the education demand new approaches and solutions. The active involving of the **Problem**

The issues publicity to the policy-making process is one of the main ways in the reformation of the system of public management of the higher education in Ukraine. The creation of the efficient system of public management is the prospective task for the modern Ukrainian education. The active position of the academic governance is the factor of the democratization in the higher education administration on the national, system and institutional level.

The increasing globalisation process created new challenges for higher education system, which is facing diversified pressures that impact on its governance management. The university no longer provides great prestige on which higher education can build a successful claim to administrative autonomy. Traditional university governance became a target and the tradition of collegial governance is today considered as an inefficient. Institutions should become more flexible, more autonomous to respond to changes in the organisational environment.

The Research Methodology

Data are gathered through all available channels of information. Specifically, the data are taken from publications by relevant Ukrainian and foreign institutions, from online sources.

Mechanisms of public administration by higher education

Comprehensive development of the higher educational institutions needs more attention from the state in the process of modernization of higher education. Nowadays the dependence of the performance of the higher educational institutions on economic factors increases, resource capacity of study and research increases too. On the one hand, state amounts of financing are not able to cover increasing needs of the higher educational institutions, on the other hand, it is necessary to elaborate effective and transparent mechanisms of regulation of their activities outside the budget [2]. Thus, the social nature of the relations in the sphere of the higher education

and growing dependence of higher educational institutions on economic factors require the formation of the mechanisms of the public regulation that are adequate to the market conditions and the development of a new regulatory state education policy, which would have directed the efforts of the higher education on the consistent improvement of its competitiveness.

In an increasing number of European countries governments are implementing policies to enhance the international competitiveness of universities and promote their role “in the innovation system, economic development, knowledge-based economy and competitiveness of nation-state” [6]. These developments show that a number of European countries moved from the traditional view that all national universities are of similar quality to a new position that promotes a stratified higher education system with a few research universities concentrating significant funding and a number of higher education institutions for provision of mass higher education with limited research capacity. The theme of institutional association will be treated in some detail because there is a recent emergence of policies aiming at consolidating already established institutions using different kinds of association of institutions to increase the overall efficiency of the system and the capacity of the new institutions to become competitive in an international or global scale.

The peculiarity of entrepreneurship in modern conditions is, in particular, that it extends from the sphere of material production to education, science, and culture. Nowadays higher educational institutions are gradually transformed into entrepreneurial structures of public sector [1]. As, on the one hand, their activities include satisfaction of public needs on the basis of outside budget funding (in whole or in part), and, on the other hand, higher educational institutions may be considered as commercial enterprises that offer services to individuals, who use education with a personal purpose with the intention of obtaining additional revenue in the future. Such variant has some advantages in the transitional economic conditions: focus on customer satisfaction, participation in market competition, desire for efficient use of resources.

Recent research shows a decline of trust in public institutions in general, and in higher education institutions in particular, as well as in professionals. And all recently implemented quality systems are based on accreditation rather than on quality assessment. This might reflect an in-

creased lack of trust in higher education institutions to satisfy the government and society about their capacity to ensure adequate standards of quality [5].

Impatience with academia's long-established norms and values, the crying up of higher education's economic mission and purpose, the rise at institutional level of "New Management", the "professionalization" of university management, the weight and influence of external stakeholders, the diversification of funding, the imposition of evaluation by performance criteria, inextricably tied in with economic productivity, the promotion of relevance in both teaching and research, all represent the central elements of higher education in a globalised world.

The implementation of markets as instruments of public policy has been accompanied by a loud cry in favour of increased institutional autonomy, made necessary to allow institutions to compete in the higher education market [1]. However, governments quickly realised that competing autonomous institutions were more difficult to steer and have taken with one hand what they had given with the other. Frequently, higher education reform has often meant replacing one form of government influence and control with another. The new autonomy is then a paradox: it is the autonomy to be free to conform. It remains to be seen if the present global crisis of the financial systems and the loss of credibility of pure market regulation will result in a reversal of the recent changes of the relationship between universities and government.

As a result of gradual abandonment of methods of administration, new possibilities are opened to higher educational institutions, especially the budget ones, leading to their functioning as economic entities like manufacturing companies. Therefore, economic development of the higher educational institution as a process of improving quality and structural parameters of financial and economic activities of the higher educational institution reflects their ability to qualitatively improve the basic functions. Economic development of higher educational institution is impossible without increasing the share of allocations earned by it.

Therefore, more attention should be paid to the problems of complex economic development of higher educational institution, which is not confined only to the problems of funding, in the process of modernization of social and economic development. The state must improve the mechanisms of necessity of achievements of higher

educational institution's scientific researches; strengthen the interaction of business, science and education. Given the above, there is a need to rethink the role of educational institutions not only in ensuring economic progress, but also in forming a highly educated specialist and a strong personality, competitive in today's world.

Almost all higher education institutions have autonomy. The administration of the university has its components in each country. Therefore, the management of the higher education is the interaction and the cooperation between all institutions of higher school divisions, teachers and students.

In the complex of the mechanisms of the public administration of the education budget financing is an important lever of the influence on the state as a whole system and on the individual educational institutions. The providing of the educational services integrates several significant problems of financing of the educational institutions of which rational solution the education system and the possibility of continuous development effectiveness depends [6].

Nowadays it is paid much attention to the research of the implementation of financial and economic mechanisms in higher education. The other mechanism of state policy in higher education is international cooperation. The management of the international activities of higher education is implemented by industry-territorial principle: central management level – at the level of the Ministry of Education and Science of Ukraine, regional level – regional departments of Education, municipal – municipal departments of education, and finally, the departments of international relations of the universities.

It is emphasized to inefficient interaction between the units of the managerial series, which nowadays needs the significant improvement, in particular it is important:

- to use more rational already accumulated experience of international activity of the leading world higher educational establishments both in the training of foreign specialists and in joint international educational programs;
- to activate the participation in contacts between the institutions at the regional level, that will promote the increasing of the efficiency of international academic mobility based on the distribution of the experience of the regional higher education institutions;
- to promote the spread of good experience of the universities for comparative analyzes of

international collaboration at national and international level;

- to cover international activity of universities in national and international specialized publications to potential customers and foreign partners;

- to require regular professional training of international service [3].

The other innovative mechanism of public management of higher education is the organizational mechanism of educational innovation that is aimed to the usage of computer and communication technologies in the educational sphere. Economic innovation in the sphere of the education are formed under the influence of modern educational technologies and the development of market mechanisms, in particular new mechanisms of public funding of education; diversification of education financing; new mechanisms of education financing companies; preferential stimulation of investment in education.

Reformation of higher education management system in the context of Eurointegration

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Benchmarking as an instrument of state policy in the sphere of higher education

As innovation processes are developed the universities should use smart approaches and best practices for the improvement of their activities. The determination and dissemination of the best practices in universities` management are emphasized among the directions of the increasing of the efficiency in universities` operation. One of the instruments that promote the efficiency in the integration processes in the field of education is benchmarking.

The method of benchmarking research means the accentuation of one or more universities efficiently performing the defined function and the usage of its experience as a new idea for the improvement of the situation in own activity [6].

In the literature benchmarking has many definitions. It is possible to divide these definitions to three categories: practical definitions,

existential definitions and metaphorical definitions (Table 1).

The table is composed by the author based on the literature sources

Studying of the literature shows, that the most of authors determine benchmarking as the method of comparative analysis of results, practices and processes inside and between organizations and fields for the receiving the information for self-improvement. For higher educational establishments it means the comparing of similar functions of institutions that are not direct competitors.

Benchmarking in an academic context can be divided into four categories: benchmarking for exploration, for experience, for developmental comparison and for cooperation-building. Benchmarking for exploration represents scientific professionalism. This means ensuring the reliability of the data collected in the comparison process. The real performance level of one`s self is measured as accurately as possible and it is compared to that of a partner. This kind of assessment is close to comparative cultural study and comparative education and we can make a further categorization between qualitative and quantitative methodology and method criticism. The interest of benchmarking for exploration is primarily technical and aims for methodological explicitness. Benchmarking for experience is aimed to achieve an original individual

Table 1

Definitions of benchmarking in the literature

Practical definitions (what benchmarking is or what activities it includes)	“Benchmarking is the systematic study and comparison of a company’s key performance indicators with those of competitors and others considered best-in-class in a specific function” (Dervitsiotis, 2000)
	“... it is a way of comparing a product or process against others, with reference to specified standards” (Pepper, Webster & Jenkins, 2001)
Existential definitions (try to connect benchmarking with the experiences, emotions and basic processes of the human existence)	“... it is, at bottom, a systematic way of learning from others and changing what you do” (Epper, 1999)
	“It is actually a matter of imitating successful behavior” (Karlof & Ostblom, 1993)
	“Benchmarking is a form of human beings natural curiosity with which s/he explores the possibilities of cooperation and friendship” (Karjalainen, Kuortti & Niinikoski, 2002)
Metaphorical definitions (indicates how researchers, consultants, managers and others see the method)	“Benchmarking is a learning process, which requires trust, understanding, selecting and adapting good practices in order to improve” (ENQA workshop, 2002)
	“... it is the state of mind of an organization which encourages the continuous effort of comparing functions and processes with those of best in class, wherever they are to be found” (Zairi & Leonard, 1994)

experience. In this mode the comparison is intuitive and expressive. Its purpose is not to explicitly improve the organization, but to enrich the cultural capital of the person or group who is doing the benchmarking. Benchmarking for experience is not a systematic or carefully prepared measurement, but innocent learning by experience as an individual or as a group. Benchmarking for experience gives new ideas and teaches us new approaches to old tasks. The interest of benchmarking for experience is subjective. The assessment aims at an individual, authentic and often emotional experience. Benchmarking for developmental comparison stresses the point of view of the organization. The assessment is carried out systematically and it is well prepared. The aim is to find ideas to improve one's own work. The main challenge here is how to recognize the relevant issues and to use what we have observed and learned to improve the work. Benchmarking for cooperation-building could be compared to

a meticulously-prepared negotiation where the building of future cooperation is the main aim. In this mode the important factors are mutuality, respect and an enthusiasm to create something that together transcends the boundaries of cultural differences [7].

The university firstly should provide knowledge transfer and share own experience with the others. Using benchmarking university identifies its strong and weak sides according to benchmarking partners. Benchmarking also promotes the planning of long-term and current purposes. It provides for universities the opportunity to establish a network of lasting cooperation and exchange of experiences. Universities participating in the benchmarking enhance their competitiveness and ranking [8].

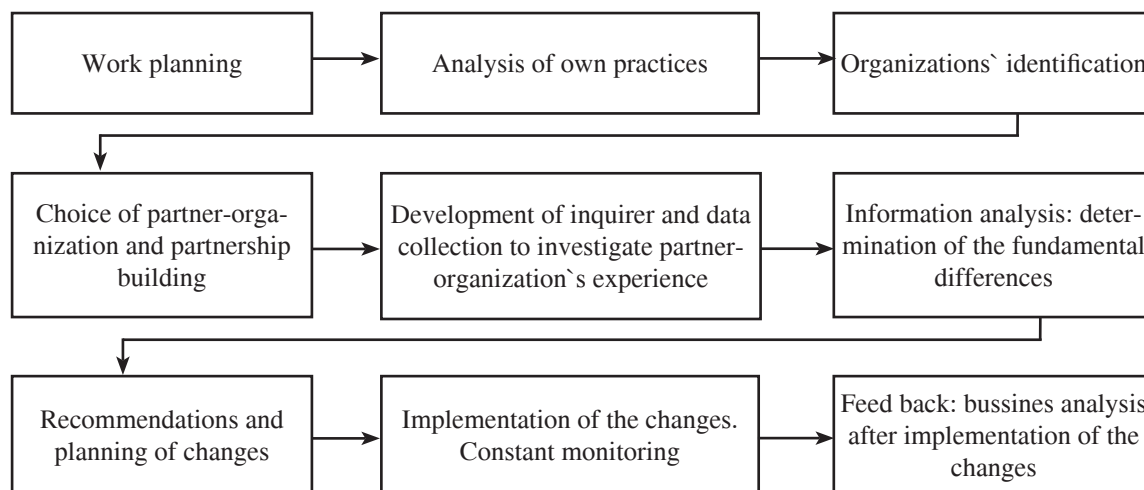
In university's environment may be used cooperative benchmarking, which is based on the cooperation and partnership in the experiences transfer. Examples of benchmarking initiatives that reflect the spectrum of possible applications are shown in Table 2.

Table 2

The examples of benchmarking initiatives in higher educational establishments

Project name (coordinator)	Geographic place	Scope
Global Research Benchmarking System (GRBS) (Global Alliance for Measuring University Performance)	Regional (USA, Canada, Asia Pacific)	Scientific analysis
Benchmarking Programme (Association of Commonwealth Universities)	Regional (International Unity – Commonwealth)	Students' education, processes management
Benchmarking and Pathfinder Programme (Higher Education Academy & Joint Information Systems Committee)	Regional (England, Scotland, Wales)	Students' education
European Benchmarking Initiative (EBI) European Centre for Strategic Management of Universities	Regional (Europe)	Students' education, processes management, cooperation between education and business
New Benchmarking Initiative (Council on Social Work Education)	National (USA)	Students' education

Benchmarking process could be divided into 6 stages (Picture).



Pic. Stages of benchmarking process

The signed below scheme is only a general algorithm of acts. Usually in real conditions the basic stages are divided into smaller ones. Each of them are provided by the appropriate feedback.

Conclusions

Therefore, there are several mechanisms for implementing public management of higher education that have already acted in the market. However, they are not completely efficient, that is why it is important to improve them. More attention should be paid to the problems of complex economic development of higher educational institution, which is not confined only to the problems of funding, in the process of modernization of social and economic development. The state must improve the mechanisms of necessity of achievements of higher educational institution's scientific researches; strengthen the interaction of business, science and education. Given the above, there is a need to rethink the role of educational institutions not only in ensuring economic progress, but also in forming a highly educated specialist and a strong personality, competitive in today's world.

Almost all higher education institutions have autonomy. The administration of the university has its components in each country. Therefore, management of higher education is an interaction and cooperation between all institutions of high school divisions, teachers and students.

There are innovative mechanism of public management of higher education is the organizational mechanism of educational innovation that is aimed to the usage of computer and communication technologies in

the educational sphere. Economic innovation in the sphere of the education are formed under the influence of modern educational technologies and the development of market mechanisms, in particular new mechanisms of public funding of education; diversification of education financing; new mechanisms of education financing companies; preferential stimulation of investment in education. However, they are not completely efficient, that is why it is important to improve them.

The most important statements:

1. It is important to develop the program of regional higher education systems to support the leading institutions of higher regional authorities.

2. It is needed to create single regional interuniversity centers to promote employment of graduates (the formation of regional data banks of the need for qualified specialists and job positions; the assistance in the employment of graduates; cooperation with international institutions of graduate employment, etc.).

3. It should be legally outlined the situations in that it is advisable to introduce tuition fees (for example in the case of a second higher education).

4. It is recommended to reform the statistical reporting of Higher School according to the formation of a considerable number of sources of funding.

5. It is needed to prepare managers of higher education aware of the financial and economic activity.

6. It is important to study the experience of leading universities in the field of financial and economic management that in recent years have

made most positive changes in their business.

The usage of benchmarking demands the atmosphere of openness and collaboration. Its lack is a considerable border for the benchmarking instrument. As the result it is the delay in implementation of Bologna process and in the development of education system.

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