

ПРАВОВА ОСВІТА

UDC 340

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SOME METHODOLOGICAL RECOMMENDATIONS ABOUT CONDUCTING THE CLASSES ON A SUBJECT «URGENT PROBLEMS OF THE ADMINISTRATIVE (ECONOMIC, CIVIL) LAW»

One of possible methodical approaches to conducting the lessons on the subject «Urgent problems of the administrative (economic, civil) law» is considered. The example of holding such a class during which the most important problems come to light and their uncommon solutions are proposed.

Key words: *urgent problems; administrative, economic, civil law; system analysis, desirable condition, actual state, target comprehensive program, scientific tools.*

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Деякі методичні рекомендації щодо проведення занять з теми «Актуальні проблеми адміністративного (господарського, цивільного) права»

Розглядається один із можливих методичних підходів до проведення занять по темі «Актуальні проблеми адміністративного (господарського, цивільного) права». Пропонується приклад проведення такого роду заняття, в ході якого виявляються найбільш важливі проблеми і пропонуються нетривіальні рішення з розв'язання.

Ключові слова: *актуальні проблеми; адміністративне, господарське, цивільне право; системний аналіз, бажаний стан, фактичний стан, цільова комплексна програма, науковий інструментарій.*

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Некоторые методические рекомендации по проведению занятий по теме «Актуальные проблемы административного (хозяйственного, гражданского) права»

Рассматривается один из возможных методических подходов к проведению занятий по теме «Актуальные проблемы административного (хозяйственного, гражданского) права». Предлагается пример проведения такого рода занятия, в ходе которого выявляются наиболее важные проблемы и предлагаются нетривиальные их решения.

Ключевые слова: *актуальные проблемы; административное, хозяйственное, гражданское право; системный анализ, желаемое состояние, фактическое состояние, целевая комплексная программа, научный инструментарий.*

Problem statement. The lectures devoted to urgent problems of law, in particular, to urgent problems of the administrative (economic, civil) law are usually being read to the students getting

their Master's degree in «Jurisprudence». As a rule, the relevant classes are being planned by the teachers of the top skills: doctors, candidates of juridical sciences.

As for definition of a problem in general. The problem in the system analysis is a difference between desirable and actual states. The problem becomes urgent when its role in achievement of a desirable condition becomes the greatest, main, and principal. Identification of the urgent problems of the administrative (economic, civil) law has big for their subsequent systematization, analysis and solution. It is natural that the identification of the problems is connected with important scientific and practical tasks. With scientific tasks this communication consists in emergence of the opportunities to define means, theoretical methods which have to be used for the solution of these or those problems. It is known that the theory, the science is applied when it is about complex problems which cannot be solved in the empirical way, with a trial and error method. In this case the task to solve the problem (to achieve a desirable state) becomes scientific. The connection with practice and practical tasks is that as a result of application of the corresponding scientific methods a scientific, and finally, a practical problem will be solved.

Analysis of recent research and publications.

Many publications [1-10] are devoted to the problem of methodical ensuring of lecture work at higher school. There are works on giving lectures in the sphere of jurisprudence on a certain subject [11]. At the same time, methodical recommendations about giving a course of lectures about urgent problems of this or that branch of law are practically absent though exactly these lectures are intended to play a very important role in formation of the student as a specialist in his branch, to teach him to distinguish the valid problems and pseudo-problems («yet» not problems, «any more» not problems and «never» problems), to systematize and analyze problems, to determine «specific weight» of every problem in achievement of main goals, to prepare and estimate versions (alternatives) of decisions, and also to choose the best one.

The purpose of this article. The purpose of the given article is a formation of some methodical recommendations about giving a course of lectures

on the subject «Urgent Problems of the Administrative (Economic, Civil) Law».

Statement of the base material. First of all, it is necessary to determine the purposes of the lecture and means of their achievement – a conceptual framework which can be used for identification of urgent legal problems and their decision.

The purpose of giving the lectures on the subject «Urgent Problems of the Administrative (Economic, Civil) Law» is forming students' knowledge and abilities to reveal urgent legal problems in this or that sphere and to solve these problems.

As for a conceptual framework which can be used for identification of urgent legal problems and their decision we will introduce a concept of a problem, a problem of this or that legal sphere, in particular, in the sphere of the administrative, economic or civil law, and also we will determine the criteria of problem relevance. In system analysis as it was noted, the problem is interpreted as a difference between desirable and actual conditions, a difference between what there should be and what there actually is.

If to proceed from methodology of the system analysis, the general theory of systems which are a powerful tool of a research and decision making then at first it is necessary to determine desirable system, having set the desirable properties, then – to describe, simulate the actual system and to reveal a problem as a difference between desirable and actual. It should be noted that the system analysis is used not only as an effective method of a research of social and economic systems, the development of a «standard» - desirable system and identification of deviations from the system being researched. This method finds its application in legislative practice. In particular, an approach to creation of desirable system is used by the legislator in the Law of September 11, 2003. «About fundamentals of the state regulatory policy in the sphere of economic activity» where, as desirable properties of regulatory policy such its signs as feasibility, adequacy, efficiency, balance, predictability, transparency and accounting of public opinion are called, and as means of ensuring

of these properties – the stages of implementation of regulatory policy. This establishment of single approach to preparation of the analysis of regulatory influence and to implementation of tracking of effectiveness of regulatory acts, preparation of the analysis of regulatory influence, planning of the activities for preparation of drafts of regulatory acts; promulgation of drafts of regulatory acts, etc. (Art. 4, 5 of the Law).

At the following stage of methodology of the system analysis the revealed problem is analyzed, the reasons of her emergence are defined and, proceeding from it, the alternatives of the decision, elimination of the causes of emergence and existence of a problem are developed. At the same time the best alternative of neutralization of a problem is chosen (on elimination of a difference between desirable and actual).

Within the system analysis a problem-oriented approach which consists not only in identification of a problem, but also in its structurization (creation of «tree» of problems), the analysis, establishment of the causes of a problem (its components), and also development of alternatives of a solution (formation of the list of actions, the target comprehensive program on the solution, etc.) is used. It is recommended to address the works of L. Bertalanfi, I. V. Blauberg, S. P. Nikanorov, S. L. Optner, E. G. Yudin, S. Young, etc. [12 - 17] for more thorough acquaintance with the system analysis.

As for urgent legal problems they can be classified, for example, by a field of activity. Let us say, the problems in the sphere of economy in general, in its separate industries, scientific and technical activities, education, etc. In particular, in the last, in the sphere of education, including university, there are a lot of organization-legal, administrative problems. This and bureaucracy in education, and insufficiency of its financial provision. Here we can recall a case which happened in August, 2016 when during the press conference devoted to changes of a payment system of students' scholarships somebody threw a cake into the deputy minister of finance Marchenko. It is known that the Ministry of Finance of Ukraine sent the letter to the Ministry of Education and Science

in which it was offered to cancel student's scholarships beginning from 2017. The activists who were present at the press conference declared that new reductions of scholarships will make students even more dependent: they will constantly have to prove their loyalty to the government. It is also interesting that such a demarche played a certain role in control of the bureaucrats trying to save budget money on student's grants.

After a short statement about the goals of the lecture and its conceptual framework, we recommend to offer students (in particular, it is effective during extramural studies) to independently determine the topics for independent preparation, for a performance on seminars, for passing a test. Everyone if it is about part-time students proceeding from an orientation, specifics of the work, chooses a theoretical or a practical problem and prepares a speech. It can be prepared in the form of the paper, having stated reasons for relevance of consideration of the chosen problem and way of its solution that will occupy from three and more pages of the typewritten text. It can be as it was told, an urgent problem of practical or theoretical nature. In the latter case the student considers this or that concept (group of concepts), systematizations, classifications or just analyzes this or that administrative and legal, civil or economic and legal regulation, chooses this or that article (or part) of the act, gets acquainted with practice of its application and makes offers on enhancement of a relevant thesis.

For an example of a paper preparation on urgent problems of the administrative (economic, civil) law we will concentrate on the problems of the Ukrainian economy in general. It is obvious that the main urgent legal problems should come of the main problems facing the country nowadays. To these problems we refer the problems of development and carrying out the valid economic reforms, fillings of the budget (budgets of regions); fight against corruption, plundering of the budget of the country, budgets of regions, income of the entities of a public sector of economy. It is necessary to create possibilities for refusal of external money borrowing, the credits of the IMF. In any case, from their «decumulation». These

problems are determined proceeding from a target desirable economic condition of the country: essential (high) increase in level of life of the population, sharp rise, intensive development of economy, transition to its innovative development, improvement of quality of the environment.

The solution of these problems (and all of them can be estimated quantitatively – by comparison as it is required by the system analysis, desirable values of the corresponding indicators with their actual values) is enhancement of economic management, its administrative and legal, civil and economic legal support. The purpose is to reach the level of the most developed countries or to exceed it.

When determining problems it is necessary to seek for achievement of requirements (criteria) of need and sufficiency. And it means that it isn't necessary to add anything (sufficiency, completeness) to the revealed list of problems and, at the same time, ALL the problems (the requirement of need) have to be solved. These requirements are being satisfied by the use of such method of the system analysis as brainstorming. On the basis of the list of the revealed problems the target comprehensive program of development of economy can be developed. We will emphasize that sufficiency; completeness of the list of problems will allow to receive «at the exit» full and sufficient range of their decisions and consequently the maximum (synergy) effect of their implementation.

The solution of the above-named problems shall be finished by preparation of the corresponding new or changing the valid administrative and legal, civil, economic and legal (and other) regulations.

Within development of legal support of functioning of economy entering of the concept «standard model of functioning of economy» (SMF) will be rather fruitful. It is possible to speak about desirable SMF and actual – existing today. Their differences will also represent corresponding legal (administrative and legal, civil, economic and legal, criminal and legal, ecological and legal, etc.) problems.

Why do we refer the called above problems to urgent? Because these days the political crisis in the country is occurring and developing: the Panama

scandal, increase of protest capacity in society, traditional contentions because of sharing of governmental positions (access to the state feeding trough) in ruling coalition. The «politicians» who seized power in the eyes not only of the Ukrainian community, but also the whole world continue to «fight» for «positions», the access to financial flows. Changes of structure of the government: some corrupt officials who have been successfully plundering the country for two years leave and new ones just want to «bite off» the pieces from budget «pie». And on the background of the fact that there is a war with Russia a bank system is collapsing, small and medium business, economy in general is being destroyed, energy costs, municipal rates and services, products and goods' prices are promptly growing.

What is being done for the solution of the above-named economic problems? I claim that the simulation of reforms, practically all measures undertaken by the official power – are a little effective. Speaking about reforming simulation, we mean different government «reforms» which aren't those. In interpretation from the Ukrainian government economic reforms – is a new «crackdown» - increase in energy costs, introducing of the new taxes, new «control points», new controlling and retaliatory bodies. Pseudo-economic reforms, the lustration based, in fact, on «double standards», «the principle of collective responsibility» and «cancellation of a presumption of innocence» are offered to the society; pseudo-reforming of law enforcement agencies, creation of a set of new repressive, retaliatory structures (National anti-corruption bureau, the State bureau of investigations, the National agency concerning the prevention of corruption, the National agency of Ukraine concerning identification, search and asset management, received from corruption and other crimes), etc., etc. It is also a «reset» of courts, recertification of judges, involvement of foreigners on executive positions in executive, etc. All this is inefficient. Charges on the maintenance of the superlinear office which already is the most numerous in the world (by the number of officials per capita) increase even more (immeasurably). And the effect meanwhile is not just zero but with a

huge «minus» sign. For example, as it was reported in press, the current head of «Ukrainian railroads» - the Pole - Wojciech Balchun doesn't know either Russian, or Ukrainian languages. He is surrounded by the representatives of the Ukrainian clans aimed at further «feeding» from the railroads. It is doubtful that one person or even a few people were able to resist to the huge official system aimed at plundering of budgetary funds and profit of public industries.

Also what is offered by our politicians in the sphere of judicial reform is harmful and extremely inefficient for the society. Instead of carrying out the valid reforming of system – they are talking about a complete reset of courts that is fraught with a stop of economy, cancellation of the mode of legality, return to a Club Law. Let's recall the dashing 90ies, recent post-maidan events when groups of the armed people managed both «justice», and simultaneous execution of «decisions». The monopoly of the state for violence which still doesn't manage to be recovered was then lost. In the system of prosecutor's office instead of establishing order, its return to the sphere of those highly professional standards of service to the law which were always allocated by bodies of prosecutor's office in former years – it is offered (and it is carried out) to reduce its control functions, appoint the nonprofessionals to public prosecutor's positions (including the highest), etc. All this is the destruction of statehood leading to absence of control, anarchy, lawlessness, and, finally, to war according to T. Hobbes, all against all.

To useless (concerning the solution of the valid economic problems), harmful measures we also refer carrying out new (early) elections, continuous change of persons in the authorities, other «reformatory» activities performed «for the sake of appearances» for cover of the actual affairs directed to own enrichment. At the same time everything listed is followed by powerful misinformation of society, forming of an image of the false enemy. There was an enemy and there are «predecessors». Seizure of power by «new» people, arrangement of the people and continuation of affairs of a former government – here is that true aim which is pursued by our politicians. In this way, as we know, also

works the Russian propaganda. Not only own population, but also the world community, the USA, Europe is being deceived.

Let's talk about the uselessness of the taken measures. As for newly created repressive structures to fight corruption. First, we don't consider that corruption, plundering of the budget can be overcome exclusively with the repressive measures when law enforcement authorities catch someone somewhere «by a hand». However elite corruption (corruption in the highest echelons of the executive authority) doesn't decrease. There are some rumors that there will be toughening of punishment. But will it be effective? The history dazzles with examples of rigidity of fight against corruption (Stalin cleanings of state machinery, executions of the Chinese officials at Tian ai Min Square, etc.). However again, the same story, experience of mankind demonstrates that for radical disposal of corruption it is enough to change conditions under which it exists.

So, it is only possible to overcome elite corruption, plundering of the budget, profits in a public sector of economy having established and having neutralized the reasons of these phenomena. And the main reasons, roots of elite corruption not in the quality structure of bureaucrats, but in preserving the former Soviet style state machinery, the ministries and departments. The changes caused, first, by change of the relations of property, the market relations, their liberalization – are caused by need of reorganization of public administration. Secondly, these problems are also connected with the economy level as people get paid and, of course, with professional and personal culture, with mentality of the population.

At the same time we consider to be very important a conclusion that everything that Post-Soviet (in particular, in the sphere of the organization of a state administration in the sphere of economy) - is extremely corrupted. As for new repressive structures, all prior human experience, experience of revolutions also testifies to uselessness of similar steps in fight against corruption. As an educational program for present revolutionaries, supporters of especially retaliatory solution of the problem of corruption, we will note

the following. In XVIII century in France, right after the great French bourgeois revolution, Napoleon replaced structure of police, created secret police of Fouchier to watch the reformed police, and one more police (confidential police of Demaret) to watch Fouchier. And only people «with clean hands, a warm heart and cold head» were hired. By the way, it is supposed that the State bureau of investigations will investigate crimes which are committed by law enforcement officers, including Anti-corruption bureau and Anti-corruption prosecutor's office. Does it remind the scheme which was entered in the XVIII century in France? So, in France, after some time all three kinds of police became totally corrupted. The same has also happened in the USSR to the Soviet government after the revolution of 1917 when ardent revolutionaries, «ideological commissioners» have either stuck to distributors, or have conceived a liking for theft. Absolutely the similar situation is being observed now. Among the suspects of corruption as it is reported in the press from time to time, there are a lot of those who participated in the Revolution of Dignity, participants of anti-terrorist operation. The situation hasn't changed even in connection with emergence of «new faces» in power. Many of them also «haven't broken» the regularity described above. On the contrary, they as we see, perfectly mastered and successfully developed corruption experience of a former government of the country, «enhanced» the criminal schemes of theft of the budget prospering at the time of the president of Ukraine who ran away from the country. Alas, such is sinful human nature – a so-called human factor. New faces in power – deputies, heads of the government, the ministries and departments – are ready to fight against corruption – but not at their work places, not in Rada and not in the government, but with judicial, public prosecutor's, militia and any other, except their own.

We will analyze some organization-legal measures performed (are being performed) in Ukraine. It is a reform of state procurements, special confiscation of property, electronic declaring of the income of officials. A part from the taken measures can be carried to what we

repeatedly spoke about and which really change operating conditions of the state economic management personnel. Owing to this fact some measures can be recognized to some extent as effective. Why in «certain»? Because

The reform of state procurements. The reform of state procurements is considered to be one of the pillars in fight against corruption and an inefficient expenditure of public funds. Its results were shown on the example of a pilot project called ProZorro which was started in February, 2015. We will note that the ProZorro project is an electronic system of public purchases which succeeded paper state tenders. It was reported that as a result of decrease in a corruption component and increase in the competition during this time the country managed to save about 500 million UAH or 12-18 % of the amount of transactions [18]. And with the adoption of the law «About public purchases» new rules of the game with use of ProZorro systems are installed in country scales now. So, according to the law, beginning from April 1, 2016 the purchases of the central executive bodies take place, and beginning from January 1, 2017 — the purchases of all state institutions (hospitals, kindergartens, schools) — the sum of which is more than 50 thousand UAH, will pass through the electronic system.

What has changed? In the sphere of state procurements corruption decreased and the competition increased. As a result of a pilot project 0,5 billion UAH were saved. The Ministry of Economics estimates potential savings for the country beginning from complete implementation of the project at the level of 30 billion UAH a year, and potentially – up to 50 billion UAH a year or 3 % of GDP that is comparable to expenses of the government budget on health protection. Besides, Ukrainian companies received access to the market of state procurements abroad with a total amount of 1,7 trillion dollars. An additional «bonus» is that the law provides an implementation of several directives of the EU within the Agreement on Association [18].

An electronic declaring of the income of officials. Potentially it is quite a serious threat to corrupt officials, but in practice all this can pour out

in the instrument of blackmail and punishment of objectionable.

The law on special confiscation of property. The Verkhovna Rada adopted the bill No. 4054 «About introduction of amendments to Criminal and Criminal procedure codes of Ukraine concerning accomplishment of recommendations which are contained in the sixth report of the European Commission on accomplishment of the Action plan of Ukraine on liberalization of a visa regime by the European Union for Ukraine, concerning enhancement of the procedure of a seizure of property and institute of special confiscation».

The document was supported by 252 Deputies. According to changes in the Art. 96-2 of Criminal Code of Ukraine, a special confiscation is a forced free withdrawal by a court decision in property of the state of money, values, including means which are on bank accounts or stored in banks, other property of the person concerning which custodial sanction for the term of at least four years for crime execution, this Code, or the crime committed by officials of the government or local government provided by a number of articles (with use of official position) with receipt of an economic benefit is imposed.

Special confiscation can be applied to the third parties in the cases provided by the Criminal code. With the help of the adopted law the Deputies specified based on what judgments special confiscation is applied. Special confiscation is applied based on a conviction of court, the judgment about release of the person from criminal liability, about application of enforcement powers of medical nature, about application of enforcement powers of educational nature.

In cases when the subject of special confiscation is the property withdrawn from civil circulation, special confiscation can be applied based on the judgment about closing of criminal proceedings on other circumstances. However, despite progressiveness of the listed measures, they also cannot solve a problem.

So, apparently, there are two kinds of decisions: 1) to recognize that corruption and oligarchs in Ukraine are ineradicable and to reconcile to it, as to inevitable; 2) to change people in power in a

legitimate way (change of the government, re-elections of parliament, the president) or a violent way (to carry out new lustration), to continue revolution, to start a new Maidan. The people and the West supporting us – will hardly agree to the first option. As for the second option aimed only at change of persons in power, it (when everything «settles down») will all the same inevitably lead to repetition of a present situation as human nature such is that he can't but sin, oppose to a temptation of power and money.

On the basis of identification of the valid problems and the system analysis of actual reasons of their origin we suggest the *third option* – not to change people in power, but to change conditions for their activities, to construct a qualitatively different MANAGEMENT SYSTEM. From here follows the task - to break the administrative and bureaucratic system which we have got in inheritance from the former USSR which purpose was a creation of completely controlled militarized economy. This system, owing to its administrative and bureaucratic, distribution essence, regime closeness and privacy continues to exist (in a little changed type) and is ideal for large-scale corruption, plundering of the budget, as well as profit of the state entities.

The project of an economic reform - reforming of executive bodies – is a centralized system of the ministries and departments by means of which general planned production was performed in due time is offered. The «necessity» of the present ministries and departments, nodding towards the West where there are also divisions with similar names can be peculiar only to ignorant consciousness. The matter is that similarity of our management systems and theirs is present only in naming. The nature of our and their governing bodies is completely opposite. If in the West the administrative personnel was created from below-up as the answer to challenges from productions, for the purpose of increase in their efficiency (taking into account the principle of subsidiarity), then our is only «from above», for the military growth, mobilization functions.

The ideas of subsidiarity, transfers of a number of managerial functions to non-state structures,

determined, on the basis of open tenders, as the centers of adoption of relevant decisions are the cornerstone of the offered reforming. The result of such reforming shall become a completely different high-quality technology of management providing *high increase in management efficiency*. Along with it new structures – the centers of decision making - lose corruption appeal. The effect of such (economic) reform will be just enormous. Firstly, it is a sharp (in hundreds of times) cost reduction on content of a state machinery. Secondly it is an increase in management efficiency, transition to innovative economy. Thirdly, it is an impossibility of plundering of the budget and profit received on public industries. This triad of effects will be at once very notable for the population and will allow to double (to treble) the budget salaries and pensions.

The next economic reform offered by us is the concept of FILLING of the BUDGET of the COUNTRY oriented on use of the available (huge) allowances. To such allowances we refer:

I. Shadow economy. The entities relating to it evade from taxes. At the same time large business withdraws money in the offshore; an average one – also removes received profit from under taxes by overestimation of production costs, converting of a difference in cash; c) a small one – construction crews, handicraftsmen-repairmen, etc., working in service trade – hides the income and pays nothing to the budget at all. Losses of the budget from evasion of business from taxes are measured by the amount of about two annual budgets of Ukraine;

II. Underground business. It is not only underground casinos, drugs, but also removed from under the taxation: the «left» alcohol, unaccounted gasoline, illegal coal pits (arose as spontaneous national business. Over time they were arranged in an independent industry of economy. In illegal coal pits millions of tons of black gold are being extracted), illegal production of amber, a salary of workers of a great number of the entities and the organizations, practically all TV channels, is paid in envelopes, etc. (losses of the budget from underground business are equal to the annual budget of the country);

III. Customs corruption (it is measured by the amount of underpays to the budget. By some calculations this amount is proportional to the budget of Ukraine);

IV. Drawing into economic circulation of a huge inventory of the money which population stores in «jugs» (will allow to double the present budget of the country).

So, it is about increase in the state budget approximately by 12 times. It is clear, that we can talk about adequate increase in the budget salaries, pensions and other social payments (may increase at 10-12 times).

The solution of the above-named problems shall be finished by preparation of corresponding new or change of the operating administrative and legal, civil, economic and legal (and others) regulations.

Conclusions. The proposed approach can be used in universities preparation for studies in the field of law and other social sciences. In determining of the problems we should strive to achieve the requirements (criteria) of necessity and sufficiency. It is adequacy, completeness of the list of issues that will let us yield on the «output» a full and adequate set of their decisions, and therefore the maximum (synergistic) effect of their implementation.

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