



Practical Recommendations on the Improvement of the Effectiveness of Anti-corruption Policy in Universities

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ABSTRACT

The relevance of the study is conditioned by the expansion of the scale of corruption in higher education. The purpose of the article is to develop practical recommendations for improving of anti-corruption policy's effectiveness at universities. The study involved 450 teachers, 1200 students from 140 Russian universities. The main results of the study are to identify the causes of bribery and popular tools of counteraction of corruption in universities, organizational and practical measures for improving of the anti-corruption policy's effectiveness (the creation of the university's anti-corruption environment, the formation of the stable orientation of students, faculty, staff of the university on anti-corruption activities, including in the content of higher education of teaching material about the anti-corruption policy). This study provides important findings. Firstly, the effectiveness of anti-corruption policy in universities is increased while forming of anticorruption outlook and anti-corruption attitudes among the entities of the educational process determining the intellectual and valuable-emotional attitude to corruption and influencing the readiness for anti-corruption activities. Secondly, the effectiveness of anti-corruption policy in universities is increased with the application of cognitive, activities-related, interactive and integrative methods' complex.

Keywords: Corruption in Education, Anti-corruption Policy, Anti-corruption Environment

JEL Classifications: A12, A20, H52, I23

1. INTRODUCTION

The relevance of the study is conditioned by the expansion of the scale of corruption in higher education. October 1, 2013 Transparency International published the next "Report on corruption in the world" (Global Corruption Report), dedicated to corruption in education. One of the major research projects of Transparency International, the annual "Report" is the result of corruption risk assessment and analysis in various fields of economy, politics, industry, the environment and other areas. In 2013, the "Report on Corruption in the world" raises complicated and delicate problem of corruption in education. The report shows how important it is to take part in the fight against corruption in education - not only for students to receive a good education, but also to ensure that future generations would say corruption "no." "The report on corruption in the world" calls on governments,

international organizations, business and civil society to pay attention to the education system and make sure that in the world there is efficient, corruption-free management of education. "How schools will educate a new generation of fighters against corruption, if they are subjected to it?" - asks Ugett Labell, the head of Transparency International. According to her words, "Schools and universities need to be honest, otherwise they will not provide the world's future leaders with tools for combating corruption, and that is no less important for fight against shadow incomes. Almost a fifth of the world's population - aged 15-24 years, as citizens and future leaders, young people have the potential to stop corruption" (Global Corruption Report: Education Date Views 31.03.2016.). Today Online Transparency International stresses that corruption and poor management are admitted as main obstacles to realize the right on education and to reach global development goals. Corruption does not only deform the

access to education, but influences the quality of education and the reliability of research findings. At the same time, education serves as a means to strengthen personal integrity and is a critical tool to address corruption effectively. The problem how to increase the effectiveness of anti-corruption policy in the system of university education is very acute and requires close attention, and emerging issues their immediate solutions (Zamaletdinov et al., 2010; Konyshv and Sergunin, 2011). Education is a fundamental human right and a main engine of social and economic development. Integrity in research is in knowledge generation and evidence-based policy. Education and research in their wholeness form the society in which we live. In its turn, education serves as a tool to strengthen personal integrity, and is essential for elimination of corruption. It should be noted that the anti-corruption policy issues in the universities are defined and regulated in a number of international and normative legal acts of the Russian Federation:

- Convention against Discrimination in Education (adopted by the General Assembly of the United Nations on 14 December 1960); The UN Convention against Corruption (concluded in New York on 31.10.2003), which was signed by Russia on 09.12.2003 (Order of the President of the Russian Federation from 06.12.2003 N 581-rp), ratified statements (Federal Law dated 08.03.2006 N 40-FZ) and deposited its instrument of ratification with the UN Secretary General 09.05.2006 (Vorobjov, 2009);
- The federal law from 25.12.2008 N 273-FZ (as amended on 12.22.2014.) "On Combating Corruption;" Presidential Decree of 15.07.2015 N 364 "On measures to improve the organization of activities in the field of combating corruption;" Order of Ministry of Education and Science of the Russian Federation on June 20, 2014 N 675 "On approval of the anti-corruption plan of the Russian Federation Ministry of Education and Science, 2014-2015."

Thus, the relevance of the study is caused by the contradiction between the objective need to improve anti-corruption measures in higher education and not sufficient scientific and methodical support to increase the efficiency of anti-corruption policy in universities (Dmitriev, 2012; Chaplygina, 2011). The purpose of research is to develop practical recommendations to improve the effectiveness of anti-corruption policy at universities. The condition to achieve the goal can be the following problems' solution: (1) Identification of the reasons of bribery and popular anti-corruption instruments in universities; (2) identification of organizational and practical measures to improve the effectiveness of anti-corruption policy at universities.

2. RESEARCH METHODOLOGY

The guiding principles of the study are: (1) A participatory principle, ensuring the development of social partnership of the University with the ministries, departments and commissions, responsible for anti-corruption policy in the system of higher education, organization and conduct of the anti-corruption monitoring, the establishment of anti-corruption standards (Pugacheva et al., 2016a); (2) eventfulness, causing organization of dynamic network of interrelated events that affect the updating of knowledge on combating corruption in higher education and

personal development of students, teachers and university staff (Pugacheva et al., 2016b); (3) preventive principle, consisting in the prevention and suppression of corruption offenses, anti-corruption advocacy organization, the development of anti-corruption initiatives of public student organizations and other civil institutions of the University (Kamasheva et al., 2016); (4) the legality, aimed at preventing, detection and investigation of corruption offenses, the implementation of the responsibility for corruption offenses and compensation for their harm, exercising of control over the implementation of anti-corruption measures (Yepaneshnikov et al., 2016). The totality of these principles ensures not only the integration of content, forms, methods, means, measures of anti-corruption policy in higher education, but also the institutionalization of anti-corruption policy, and the formation of social practices that make anti-corruption activities an integral part of university life. During the research theoretical (analysis, synthesis, generalization and systematization) and sociological (observation, interviews, questionnaires, expert estimation) methods were used.

3. RESULTS

The main results of this study are: (1) To determine the causes of bribery and popular countermeasures against corruption in universities; (2) identification of organizational and practical measures to improve the effectiveness of anti-corruption policy in the universities; (3) experimental verification of the effectiveness of organizational and practical measures of anticorruption policy in universities.

3.1. Causes of Bribery and Popular Tools of Counteraction to Corruption in Universities

In the past six months in the press regularly appear reports about the arrest of convicted for bribery teachers from various universities in Russia. It is found that there are the following types of corruption in the universities: Forgery; taking of bribes; abuse of authority; giving of bribes; misappropriation of budgetary funds. We dwell on these kinds of them as receiving and giving of bribes in the process of students' professional training.

It is found that the taking and giving of bribes occur as at entering the university so in educational process. Unable students, depending on the reputation of the educational institution pay to be enrolled in the University from 500 till 20 thousand \$. Most of them continue to pay bribes to pass exams and get a degree. The main reason for the spread of these types of corruption, in our opinion is due to the "scissors" between the level of training of students in schools and the requirements for entering the universities. It is found that during the last 3 years, 70% of students who are preparing to enter the prestigious and elite universities, and 52% of applicants of high schools engaged over the school curriculum with a view of passing the entrance exams. The most common method of preparation is a visiting of paid courses at universities (more than 40% of students), and more than 20% are engaged with paid tutors. Taking into consideration the fact that free education is guaranteed by law in Russia, this situation can be seen as a hidden, almost "institutionalized" corruption.

Another reason to receive and to give bribes in high school is a depreciation of education. The chief editor of the weekly political magazine "The New Times" Albats (2011) writes that education as the value of knowledge is still bad one. According to her opinion, the universities do not always understand that people need to be educated the intellectual honesty, that intellectual theft is no better than stealing from a purse, that participation in corrupt dealings with students is dangerous. Actually, these people then go out into real life, and live and work with the concepts that to cheat is exactly what they need to do.

The study of international experience of combating corruption in higher education shows that the most significant progress in this direction is achieved in the United States, Romania, Norway, Greece, Georgia, Great Britain, Australia, Germany, on Fiji (Global Corruption Report: Education Date Views 31.03.2016.). It is found that the main instruments of an effective response to unfair practices in education are: Comprehensiveness and consistency of the measures taken (action "Youth against Corruption," "Let's say Corruption" "NO," "Clear session" and so on!); improving of the legal framework to counter corruption; monitoring scientific analysis and synthesis of trends in corruption-related crimes; conducting of specialized trainings for teachers on anti-corruption issues; promoting for law-abiding highly moral behavior of students and university employees; forming of a healthy moral atmosphere of public relations. Anti-corruption practice has as a global so "grounded" nature, aimed at strengthening of the rule of law and improvement of the moral and psychological climate in the high school.

An important feature of policy in many countries in the fight against corruption is a reliance on such supervisory agencies, which occupy an autonomous position in relation to the formation of hierarchical control system or the individual universities. In some countries (for example, Hong Kong and Lesotho) there are independent executive agencies - Anti-Corruption Committee - with specially organized departments supervising education (Global Corruption Report: Education Date Views 31.03.2016.). Such institutions do not only carry out law enforcement operations, but also develop standards and recommendations for anti-corruption practices. In some countries independent agencies supervise such corruption-genetic process, as entrance exams and accreditation of higher education institutions. For educational institutions the typical recommendation to combat financial abuse and corruption in the supply of goods and services is the involvement of independent external auditors, and the creation of their own ones which are independent from the university administration, bodies for internal audit.

Analysis of the Russian experience in anti-corruption policy revealed the following popular tools: (1) Creation of legal mechanisms to counter corruption at the regional, departmental and municipal levels; (2) the creation of departmental anti-corruption policy system; (3) organization of specialized constant committees for citizen participation in the fight against corruption; (4) regular adjustment and modification of the anti-corruption strategy.

In all regions of the Russian Federation there are regional laws "On Combating Corruption" and on their basis state program

is developed "The implementation of anti-corruption policy in the 2015-2020 years." These programs determine the directions and motion vectors to combat corruption at the regional level: Legislative and other normative legal provision of anti-corruption activities; anti-corruption expertise of legal acts and their projects; the formation of anti-corruption education's system; organization and monitoring of the situation of corruption, corruption-related factors and measures of implementing of anti-corruption policy and others (Ivanov et al., 2016). However, ongoing work to combat corruption is not adequately reflected in the social consciousness of the population. The vast majority of surveyed 1650 citizens continue to believe that corruption and bribery are very common (27.5%) and often (44.6%). A relative majority of polled (46.4%) believe that the level of corruption has not been changed, and 20.4% are of the opinion that corruption has become much smaller. Despite the claims that corruption is widespread socio-economic phenomenon, only every fifth citizen of the Republic met it in real life. There are the following steps to fulfill the state program on the implementation of anti-corruption policy by universities: (1) Development, publication and implementation in the educational process of teaching and methodical textbooks for combating corruption; (2) the inclusion in the curricula of special courses on anti-corruption issues; (3) annual scientific and practical conferences, "round tables" and other measures on combating corruption; (4) publication on the websites of the regional Ministries of Education and Science in the press-service department of materials on corruption in the education system; (5) traditional campaign "Corruption - NO!," the motto of which - the slogan "We stand for knowledge;" (6) a survey of students, faculty and staff of universities on: What is corruption? What action can be called corruption? Is the quality of knowledge reduced because of corruption in the education sector? What measures do people need to fight corruption, what propaganda is necessary to be carried out?

3.2. Organizational and Practical Measures to Enhance the Effectiveness of Anti-corruption Policy in Universities

It is found that increasing of the effectiveness of anti-corruption policy in higher education may be due to the following set of organizational and practical measures: The creation of anti-corruption environment in the university; the formation of stable orientation on anti-corruption activities among the students, faculty and staff of the university; inclusion in the content of higher education of teaching material about the anti-corruption policy. It is important to consider the content of these measures in detail.

The first organizational and practical measure is the creation of anti-corruption environment in the university. Central moment in the general scientific understanding of the environment is the fulfillment of its context function in relation to any existing objects and the developing process in it. Features of semantic background of the environment are the result of control of objectively existing circumstances, by updating of the existing potential resources within it (Terentyeva et al., 2016). Anti-corruption environment is multidimensional and multifunctional environment of students, teachers, university employees, affecting the formation and development of their anticorruption outlook. Under the anti-corruption ideology is understood a set of special knowledge,

values, principles, estimations and beliefs, defining intellectual and emotional attitude of people to corruption and influencing on their readiness for anti-corruption activities. It is found that the creation of an anti-corruption environment in the university is possible through the following methods:

1. Organization of a “Workshop of public activity,” in order to attract the attention of students to the anti-corruption policy of the university, through the organization of a dynamic network of interrelated events: (a) Of the actions “A look at the corruption on the part of the new generation,” “Start with yourself,” “New Technologies against corruption in education” and others; (b) the creation of a special mail box/box/boxes in the university, where students, teachers, employees can anonymously post suggestions, comments and complaints on corruption; (c) creating of a separate category for the anti-corruption University website where one can anonymously write information about each teacher and his “non-teaching approach” to corruption;
2. The development and implementation of the program “Transparent education in high school,” including electronic transcripts, certification statements in order to improve the quality, accessibility and openness of the educational process, the implementation of modern requirements to the level and format of the educational services, enhancement of motivation of educational, scientific and professional activities of students;
3. The creation by student communities and labor unions of video appeals to students, teachers, university staff on anti-corruption topics, and broadcast them to the walls of the university.

The following organizational and practical measure is the formation of stable orientation on anti-corruption activities among the students, faculty and staff of the university. The direction taken as a whole, as a substructure of personality includes some of its forms: Attraction, interest, outlook, beliefs, in which as relationships so moral qualities are manifested. Steady focus on anti-corruption activities of the person can be regarded as a system of needs-dominants, values, aspirations, meaning-forming motivations on anti-corruption, expressed in anti-corruption attitudes, intentions, aspirations and active anti-corruption activities to achieve them. An effective method to form stable orientation on anti-corruption activities among the students, faculty and staff of the university is foresight, which allow on the basis of expert assessments to compare programs and strategies for the development of anti-corruption policy in the region’s higher education for fully integrated vision of anti-corruption measures and coordination of the ways to achieve the desired result.

Foresight involves the organization of permanent scientific and methodical anti-corruption measures (scientific seminars, business games, round tables, on-line web conferencing), polls, the SWOT-analysis, brainstorming, etc. The qualitative difference of foresight method is that it attracts a wide number of experts representing different areas of anti-corruption policy, firstly, in order to take into consideration all possible options to anticipate the most unexpected ways of development of corruption in higher education and obtain a comprehensive assessment of corruption

offenses, corruption-related factors, as well as the implementation of anti-corruption policy measures at the university; secondly - to choose the best options for combating corruption and to develop recommendations and programs to achieve them, as well as anti-corruption standards as a common guarantee, restrictions or prohibitions to ensure the prevention or reduction of the impact of corruption in higher education; third - to develop informal relationships between all the actors of anti-corruption activities, to create a common understanding of corruption in higher education and measures to prevent it.

The next organizational and practical measure is the inclusion in the content of higher education of teaching material about the anti-corruption policy. The training material can be represented as a set of activities on specific subject content. (1) Cognitive (information and abstracts, preparation of scientific almanacs, articles, reports, summaries, annotating, reviewing of the literature with anti-corruption content, etc.). (2) activities-related (development of scientific and educational projects about anti-corruption, business games, discussions), (3) interactive (participation in the teleconference, online conferences, etc. event with the anti-corruption content); (4) integrative (student competitions of posters on the theme “STOP! Corruption,” “Together against Corruption,” intellectual game “Brain Ring” “Let’s stop corruption”).

3.3. Experimental Verification of the Effectiveness of Organizational and Practical Measures of Anticorruption Policy in Universities

Experimental verification was carried out from 2014 till 2016. The experimental test included 450 teachers, 1200 students from 140 Russian universities. Experimental verification had three stages: The ascertaining, forming and controlling.

As part of ascertaining stage a survey of students and teachers of Russian universities was held in May 2014, which showed that bribery was present in 68% of universities and in 25% of it this was commonplace, and in 43% of them it was observed periodically. Among the surveyed 27% of students paid bribes 1-2 times, 8% - from 3 to 5 times, and 4% - more than 5 times. In 2014, 63 crimes of corruption were revealed, 24 cases of which concerned university system. Among them who were caught red-handed while receiving bribes - 10 persons from the teaching staff of universities. In 2015, in the field of university education there were registered 82 crimes, including theft, fraud, abuse of office, illegal business and 23 facts of bribery. Questioning of students and teachers in 2015 reveals the following results: 80% of respondents believe that corruption is a bribe or a valuable gift; 95% of responded consider that because of corruption in the sphere of education the quality of students’ knowledge is reduced; according to 86% - the main measure to combat corruption are explanatory conversations about the possible consequences of corruption. At this stage, a special program to test the effectiveness of organizational and practical measures of anticorruption policy in universities was developed.

In the formative stage organizational and practical measures of anticorruption policy in universities were tested. To create the anti-corruption environment in universities special actions were

organized. As part of the actions students: (a) Prepare special issues of wall newspapers, which contain materials about corruption in various spheres of society, pictures, etc.; (b) offer to everyone on the prepared sheets of paper to write the answers to the questions: What are, in your opinion, the reasons for corruption? Is it possible completely to eliminate corruption? What are your associations with the word “corruption?” What methods of struggle against corruption can you offer? It is some kind of Brainstorming written on the posters. The most active participants of the students are presented the badges with the inscription: “A bribe does not solve the problem. It only makes them.” (c) prepare and show a video film about corruption.

To form sustained focus on anti-corruption activities among students, University teachers were organized: Regional scientific-practical conference “State policy of counteraction to corruption in Russia and abroad: Tendencies and development perspectives;” business game “Prevention of corruption;” theme parties for students “Anti-corruption code is hacked;” student staffs for considering of complaints from students about the facts of corruption; contests of social advertising “Together against corruption;” “We must live honestly;” monitoring of anti-corruption policy; implementation of the program “Electronic University.” It is found that the monitoring of anti-corruption policy has the following tasks: Study of common corrupt practices (as bribe takers, so among ride-givers); autopsy of corrupt deals mechanisms (from single to building of networks of corruption); measurement of the level of corruption; analysis of the factors contributing to corruption; identification of anti-corruption measures resources; risk identification of anti-corruption and potential hotbeds’ findings resisting anti-corruption policy. The program “Electronic University” aims to: Improve the activities’ strategies, network infrastructure, management system, motivation to labor, corporate culture, reducing of corruption, improving of the quality of educational services, improving of the quality of information services of training and testing, the electronic document management.

Inclusion in the content of higher education of the teaching material about anti-corruption policy led to the development of special interdisciplinary courses that ensure acquisition of knowledge of normative and legal acts on the anti-corruption policy, the development of skills to counteract corruption. Methods for the preparation and provision of teaching material were quite varied: Lectures; analysis of the problem of articles, reports of, law enforcement, historical sources, as well as special studies on corruption in Russia and abroad; interviews with experts (law enforcement officials, civil servants, victims); anti-corruption probe. Anti-corruption probes - is a set of sequential actions related to the implementation of especially organized anti-corruption activities and formation of sustained anti-corruption attitudes: Preparation and protection of abstracts, scientific almanacs, business games, participation in the activities of anti-corruption content, competitions of student posters.

In the control phase the dynamics was detected in the opinion of students and teachers. In January 2016 a survey was conducted, which showed that there was bribery in 38% of the universities, and

in 5% it was commonplace, and in 13% it is observed periodically. 17% of surveyed students paid bribes 1-2 times, 2% - from 3 to 5 times, and 3% - more than five times. It is found that 98% of respondents believe that corruption is a bribe or a valuable gift; 99% responded that because of corruption in the education sector the quality of knowledge is reduced; according to 96% - the main measure to combat corruption are the creation of anti-corruption environment in the university and the formation of anti-corruption activities’ skills among the students and teachers.

4. DISCUSSIONS

To the problems of anti-corruption policy in universities many studies are devoted. The essential characteristic of corruption as a scientific category and global problem is given in the works of Andrianov (2011), Artemyev (2012), Karmadonov (2011), Kurakin (2009), Romashina (2011). The authors note that corruption is a phenomenon inherent in the state organization of the society since its inception. In their opinion, international experience suggests that getting rid of corruption is not fully succeeded yet in any country in the world, but it is possible to make a significant reduction in its level. The alternative, in addition to the institutionalized separation of power branches, can be the development of civil society, which controls the state and does not “allow” the government to do something to that state power intentions objectively lead to. However, none of these authors paid attention to the formation of anti-corruption legal awareness and the role of education in the acquisition of experience of anti-corruption activities. The mechanisms of perception of corruption are clarified in the publications of Kamensky et al. (2011), Leontieva (2010), Nosakova (2012). Paying attention to the feelings, emotions, the authors, unfortunately, did not specify the results of research in various areas of public life and did not figure out psychological causes of bribery. This fact complicates the formulation and implementation of organizational and practical measures to improve the effectiveness of anti-corruption policy at universities. The content of anti-corruption policy is presented in the studies of Vorobjov (2009), Dmitriev (2012), Astanin (2011), Sulakshin et al. (2008). However, their study they conducted on the basis of entities of public administration and economic structures and issues of anti-corruption policy in universities were not clarified again. Finally a number of studies directly are devoted to corruption in universities: A system of indicators of university corruption is developed by Komkov (2010), Konyshv and Sergunin (2011), Chaplygina (2011). However, they didn’t offer organizational and practical measures to enhance the effectiveness of anti-corruption policy in universities. All the above mentioned actualizes the goal of this research - to develop practical recommendations for the improvement of the effectiveness of anti-corruption policy at universities.

5. CONCLUSION AND RECOMMENDATIONS

It is established that one of the common forms of corruption-related crimes in universities is bribery. It is found that bribery in universities becomes almost steadily universal method of

problems' solving. Bribes are taken and given by the applicants when entering the university, good evaluation, protection, etc. Mainly the monetary form of bribes is used. Disguised form of bribery are: Tuition fees; purchase of teaching aids and equipment; presents of all sorts on holidays; donation for the development of the university; forcing students to buy materials authored by the teacher; the provision of services and so on. Risk of bribes at the university is the quality decrease of vocational education and the formation of beliefs that corruption is legitimate. Only in 70% of cases the reason to initiate criminal case of bribery in universities are students' statements (of their parents, legal representatives). It is found that the main causes of bribery in universities is inadequate legislation and gaps in the legal regulation in the field of education; the shortcomings of organizational and control mechanisms; lack of development of civil society institutions, the legal nihilism of students; the opacity of the education system as a whole; lack of real state-public nature of education management.

It is found that the popular anti-corruption tools in universities are the formation of a modern and well-balanced system of quality assessment of education; introduction of mechanisms of external independent evaluation of the quality of the universities with the participation of the public and employers; development and implementation of specific anti-corruption programs, including round tables, "anti-corruption weeks" and all sorts of other actions, the creation on sites of special anti-corruption universities sections, organization of anti-corruption commissions. However, all these tools do not consider the students and teachers as full entities of anti-corruption policy. Students and teachers are the consumers, but not the authors of anti-corruption programs. This resulted in the inclusion of a set of organizational and practical measures to improve the effectiveness of anti-corruption policy at the University: The creation of anti-corruption environment; the formation of students' and teachers' sustained focus on anti-corruption activities; inclusion in the content of higher education of teaching material about the anti-corruption policy. The totality of these tools ensures the involvement of civil society's institutions to address corruption issues, the formation of students' and teachers' anti-corruption consciousness and skills of anti-corruption behavior, practice of non-tolerance for corruption manifestations. The main thing is that students and teachers are actively involved in the development and implementation of anti-corruption policy.

The study results allow outlining of prospects for further study of the problems associated with the development of regulatory framework of anti-corruption policy in universities, clarifying of the innovative methods of forming of anti-corruption awareness, creating of corruption offenses' prevention mechanisms in higher education, the definition of conditions of formation of anticorruption outlook among young people. The paper submissions can be useful for managers and university professors; staff training and retraining centers in the selection and structuring of the content for professional development of the teaching staff.

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