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R.O. Bugubayeva, G.S. TapenovaKaraganda Economic University of Kazpotrebsoyuz
prur@keu.kz, gulnur.tapenova_19@mail.ru**REGULATORY ASPECTS OF PUBLIC ADMINISTRATION
SYSTEM OF HIGHER EDUCATION
IN THE REPUBLIC OF KAZAKHSTAN**

Abstract. The article discusses the regulatory and legal aspects of public administration of the higher education system, the objective necessity of which for the life of the population and the state as a whole determines its universal, public character in all socio-economic formations. That is why the state cannot stay away from the development of higher education and considers the higher education system as a priority object of state administration, linking the interests of the population and the state's economy as a whole, adopting laws and other regulatory legal acts in the field of educational activities of the state its various directions.

Key words: regulatory aspect, public administration, higher education, state function, legislation, public administration, state educational policy, educational services, educational standards, state program.

Introduction – One of the most important conditions for the successful transition of Kazakhstan from a resource-based economy to the economy of knowledge and innovation, the implementation of the State Program for the Development of Education and Science of the Republic of Kazakhstan for 2016-2019, the State Program Digital Kazakhstan, is the training of highly qualified specialists with diverse knowledge and skills. For 2018 in the Republican budget of Kazakhstan it is planned to allocate KZT 477,010.7 million to education [1]. Education contributes to the formation of gross domestic product (GDP) - annually more than 4%, with a share of allocated funding from GDP up to 4% (2018 - 3.7%), although this is about two times lower than in developed countries. foreign countries (6–8% of GDP) [2]. In the Message of the President “Growth of the welfare of Kazakhstanis: increase of incomes and quality of life”, the task was set to increase spending on education and health care from 7.4% to 10% of GDP over the next five years [3].

Research background - In modern conditions, given the above objectives and trends in the field of education, the problem of ensuring effective public administration of the higher education system, in particular, through the creation of a modern regulatory framework, is of particular relevance. The problem of public administration of the education system, including higher education, is devoted to the study of many scholars and practitioners of economic, legal, sociological and other profiles. As a result of research, it has been established that education in a broad sense is a national, social category, the potential by which the state can form people in its own image [4]. Aristotle recognized education and upbringing as a public, not private business, a powerful means of achieving the economic, social and political goals of the state [5].

Based on the importance of the issue and the need for the development of public administration of the education system as a whole, and of higher education, in particular, the work of many scholars and practitioners in economic, legal, sociological and other profiles is devoted to its study. So, a great contribution to the development of the theory and methodology of management of the higher education system was made by such scientists from foreign countries such as A. Smith, J. B. Backhouse, R. Becker, D. Garvin, H.G. Johnson, et al. [5,6,7,8]. Various issues of management of higher education institutions are considered in the works of such scholars from neighboring countries as A.N. Asaul, V.I. Baydenko,

P.S. Avetisyan, R.A. Badamshin et al. [9,10,11,12,13]. The study of various issues of economic development and public administration of higher education also involved Kazakhstani scientists, in particular: A. B. Barlybaev, A. A. Kaigorodtsev, D.N. Bilyalov, J.E. Baykenov, S.R. Esimzhanova et al. [14, 15, 16, 17, 18].

Despite the large number of works by Kazakhstani and foreign scientists devoted to the study of various aspects of improving the system of public administration of higher education, many issues related to the functioning and development of higher education institutions in the context of Kazakhstan's integration into the global educational space are still not sufficiently developed. Modern public life imposes new demands on the education system in terms of the need to strengthen the interaction between state educational and business organizations, universities and businesses,

Currently, the existing legislation is largely outdated and does not meet the new conditions for the development of education in Kazakhstan. Issues of regulatory and legal management are poorly developed; there is a lack of an adequate market relationship of administrative and legal support for the status of subjects of education. The existing regulatory system does not keep pace with changes occurring in real life. Moreover, imperfect legislation in some cases serves as a brake on positive processes. Normative legal acts (not only administrative, but also labor, financial, business law, social security) leave unresolved a number of problems that existed before and constantly emerging new forms and phenomena of educational activities (commercialization and diversification of education, problems of financing, state quality control education, etc.) [19].

Thus, analyzing the values of previously performed research, it is necessary to state not the scrutiny, as well as the lack of fundamental scientific study in modern science of the administrative legal management of the education system, a whole block of scientific problems related to the features of the administrative-legal management of relations in the field of higher education management knowledge economy. Many issues related to the theoretical substantiation of the specifics of the forms and methods of regulatory and legal management of relations in the field of modern higher education and the leading role of the state in its development, taking into account the current globalization trends of forming a single global educational space, and on its basis the global educational market, part of which is the national market of higher education [20].

In scientific literature, state regulation is usually characterized as a function of public administration, which is expressed "in the state's influence in the face of individual state bodies on public relations and relations, characterized by high activity of participants, mass character, high public importance and the lack of effective self-regulation mechanisms, by establishing cancellations and adjustments of the rules and frameworks of conduct for participants in these relations" [21]

Approaches to the term "management" in the education system can be considered on the basis of three positions. First, when it comes to managing education, management refers to a process, activity, way of forming relationships, or interaction. In all the literature reviewed on the term "education management", the authors (V.A. Abchuk, N.M. Borytko, I.A. Solovtsova, G.N. Serikov) focus on education as an element of the social sphere that can and should be influenced through various methods in order to meet educational needs and ensure the well-being of society as a whole.

Secondly, a number of other researchers (L.P. Zelenova, O.E. Lebedev, M.B. Polyakov) consider education management within the framework of a systems approach, endowing education with all the principles of the system as an integral complex of interrelated elements, forming a special unity with the environment and having hierarchy.

Thirdly, the approach to management in terms of the impact on the process of providing educational services is ambiguous. Authors such as T.A. Anisovets, N.A. Goncharova, M.P. Loginov, talk about the formation of the educational market and state management of them. Systematizing the scientific works on the studied issues, approaches to the definition, we believe that public administration in the education system is a complex process, encompassing the interaction of many structural elements with each other and including education management based on constitutional legal mechanism, management of the educational system as a set of subsystems and management of educational services as end products of the education system.

Table - 1 Basic approaches to the definition of "education management",
"management of the education system" and "management of educational services"

Author	Definition, the essence of the concept
Education Management	
V.A. Abchuk [22]	Management processes in the social sphere are distinguished by their importance not only for an individual, but primarily for society as a whole. They are characterized by a high moral and spiritual component, the lack of direct material interest and, therefore, low monetary profitability and self-sufficiency.
N.M. Borytko, I.A. Solovtsova [23]	Education management is a method of forming humanitarian relations in the pedagogical process; a special kind of activity that ensures the functioning and development of an educational institution, the implementation of its concept and program
S.A. Repin, R.A. Tsiring [24]	In content, the term "management of education" is consistent with the concept of management in the general theory of management. In particular, education management is understood as internal management, and all types of self-government and management of an educational organization. Including the scope of this concept includes education management by education authorities
Education System Management	
L.P. Elenova [27]	The management of the education system is the actions of federal government bodies and education authorities aimed at defining and implementing educational policies, at legal regulation of relations in the field of education, at developing and implementing educational development programs.
O.Ye. Lebedev [29]	The management of educational systems is to increase their potential and use it to achieve the desired pedagogical and social results.
S.A. Repin, R.A. Ciring [24]	Management of the educational system acts as an interaction of complex subsystems, the effectiveness of which depends on the systems approach to management carried out at the theoretical, methodical and practical levels.
Management of educational services	
T.A. Anisovets [25]	Educational services are the result (product) of the educational process, and the knowledge and skills of graduates constitute the content of it. The market of educational services is a system of economic relations between economic agents regarding the purchase and sale of educational services. Economic relations in the field of education, including management, express the activities of people in the provision of educational services in terms of the use of limited resources and the comparison of costs incurred with the achieved result
N.A. Goncharova, M.P. Loginov [30]	One of the effective methods of managing an educational service as a complex of interrelated activities aimed at the development of a person and the satisfaction of his educational needs and interests is the project approach. The main results of the management of educational projects are the goals, timing, quality and cost of achieving results. You can get the best results by choosing the appropriate project management technologies, composition, characteristics and assignment of resources for the implementation of educational projects.
Note- compiled by authors according to [22-30]	

Results of research - In Kazakhstan, much attention has paid to raising the standard of living of the population, developing education. In 2018, there are 122 universities in the Republic with a student population of 496.2 thousand, or an average of 4.1 thousand students per university and 38.2 thousand teaching staff, and the graduation rate of students was 127.1 thousand people.

In the dynamics for the years 2005-2018 there is a tendency to reduce the number of universities in the country. Thus, in 2018 compared to 2005, the number of universities decreased from 181 to 122 units, or by 32.6%, the number of students from 747.1 to 496.2 thousand, or by 33.6%. In higher education, there is also a reduction in the number of graduates and teachers. At the same time, in 2018, the gross enrollment ratio in higher education (the ratio of the number of students, regardless of age, enrolled in technical and vocational education organizations (ISCED-5) and universities (ISCED 6-8), to the total population aged 18-22 years) in Kazakhstan amounted to 54.3%, which slightly exceeds the level of this indicator in 2010 and 2015 - Table 2.

The purpose of the article is to develop proposals for improving the state regulatory and legal provisions for (tools) managing the higher education system of Kazakhstan in the conditions of the knowledge economy.

In scientific literature, state regulation is usually characterized as a function of public administration, which is expressed "in the state's influence in the face of individual state bodies on public relations and relations, characterized by high activity of participants, mass character, high public importance and the lack of effective self-regulation mechanisms, by establishing cancellation and adjustment of the rules and frameworks of conduct of participants in these relations" [8].

Table 2 – Dynamics of key performance indicators of higher education institutions Kazakhstan in 2005-2018, in thousand people

Indicator	2005	2010	2015	2018	2018 in % to:		
					2005	2010	2015
Number of universities, units	181	148	126	122	67,4	82,4	96,8
Number of students	747,1	610,3	477,4	496,2	66,4	81,3	103,9
Number of students per 1 university	4,1	4,1	3,8	4,1	100,0	100,0	107,9
Number of teaching staff	42,3	39,2	40,3	38,2	90,3	97,4	94,8
Number of students per teacher, pers.	18	16	12	13	72,2	81,3	108,3
Graduation students, thousand people	123,9	176,1	177,7	127,1	102,6	72,2	71,5
Gross enrollment in higher education, in %	55,6	49,6	48,4	54,3	-0,7	+4,7	+5,9
Note – compiled by authors							

According to G. Becker, the main resource in the post-industrial society is human capital. In the post-industrial societal skills are what economists call "human capital". Abilities and skills become the basis of stratification, education provides access to them. Professionalism turns into a criterion of social status [9]. As we see M. Young, one of the most important features of industrial society is the emergence of meritocracy [10]. In the nature of meritocracy, as it is traditionally understood, the assessment of the personality is included on the basis of taking into account the relation of its achievements to the intellect and its intellect to the coefficient of mental development. Meritocracy is "natural aristocracy." Education becomes a necessary tool of social self-defense. According to V. Fuchs, the post-industrial society was founded on the knowledge services [11]. The relationship between the private and public sectors will become the main structural issue. From a political point of view, the problem of post-industrial society is the development of non-market welfare economics and the lack of adequate mechanisms for assessing public goods. The most important social unit becomes a separate community [12].

The essence of public administration and state influence in the field of education has manifested in the implementation of a certain sustainable function of the process of regulating educational activities. Tools of public administration can be viewed in the form of diverse functional methods that meet the real needs of the reproductive process and provide certain aspects of the competitiveness of educational services. At the same time, a specific management tool is able to regulate a certain aspect of the effectiveness of educational processes in the educational environment of their implementation. The cumulative result of the use of public administration tools in the activities of educational institutions is the competitiveness of their services.

Considering a higher education institution as autonomous. Considering a higher education institution as an autonomous self-governing object, the state, however, acts on it in various directions, using various tools of public administration of such influence. The main goal of such an impact at this stage is to provide a constitutional guarantee to citizens - the availability of free higher education on a competitive basis. Under these conditions, the correct and reasonable choice of directions of instruments, as well as the degree of state influence on this field of activity, becomes so important, so that, refusing to rigidly centralize, it will not come to an unsystematic nature in the activity of a higher educational institution.

The main instruments of state administration of higher and postgraduate education are legislation, educational programs, and development strategies. It should be noted a tendency to increase the intensity of the adoption of legal acts that change and supplement the Law "On Education", which is a characteristic feature of the development of the modern educational system at this stage. Regarding the laws "On Science", "On the State Educational Cumulative System", "On the Status of Nazarbayev University", "Nazarbayev Intellectual Schools" and "Nazarbayev Foundation" it should be noted that these legislative acts have made a small number of changes, which indicates a trend to the stable development of legislation in the field of science.

In the course of improving legislation in the field of education and science, it becomes important to analyze and assess the dynamics and stability of the development of the legislative base, individual laws, their provisions, articles, and norms. In the last decade, the legislation of the Republic in the field of education has been in the process of dynamic, continuous reform. The results of the analysis showed that

the maximum number of changes / additions was made in the period from 2011 to 2015 and 2017. It should be emphasized that the maximum number of changes and additions made to the Law “On Education” was adopted in 2015 (Table 3).

Table 3 - Dynamics of changes and additions to the Law of the Republic of Kazakhstan “On Education” dated July 27, 2007 No. 319-III

Indicators	Total	of them by year:						
		2008	2010	2012	2014	2015	2016	2017
Number of additions, changes, units	45	1	2	3	6	10	2	7
Chain performance indicators, in %								
Growth rate	-	-	200,0	150,0	200,0	166,7	20,0	350,0
Rate of increase	-	-	100,0	50,0	100,0	66,7	-80,0	250,0
Basic performance indicators, in % (base 2008 y.)								
Growth rate	-	-	200,0	300,0	600,0	1000,0	200,0	700,0
Rate of increase	-	-	100,0	200,0	500,0	900,0	100,0	600,0

Note – compiled by authors according to www.zakon.kz

The Law “On Education” was adopted on July 27, 2007 No. 319-III. Since 2007, over a period of 124 months, changes and additions have been made to the Law 45 by laws. The largest number of amendments to this law was made in 2015. The average period of stability of the Law on Education is equal to 2.76, which means that on average, the law is amended once every 6 months. Thus, the prevailing policy in the field of legislation in the field of education is to introduce changes and additions to the Law “On Education” (for more details see Figure 1).

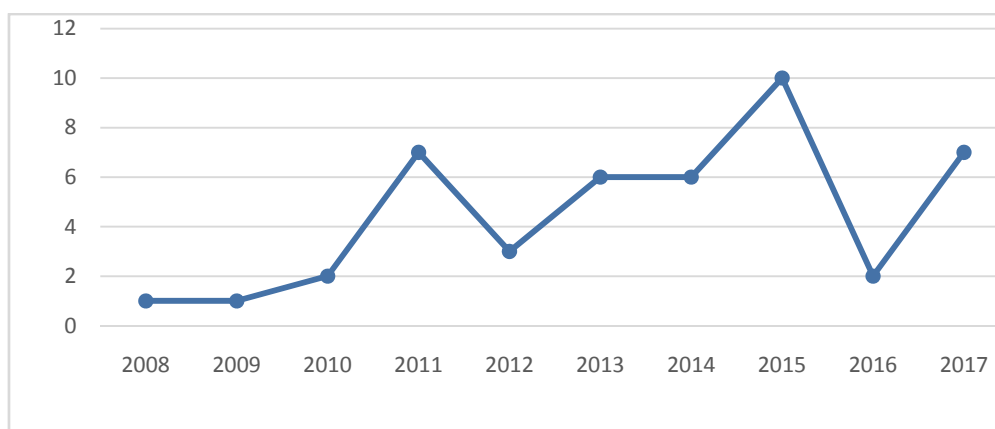


Figure 1 - Dynamics of changes and amendments to the Law of the Republic

A monthly analysis of changes to the Law on Education in 2015 showed that the largest number of laws was adopted in November 2015. Analysis of the laws that made changes and additions to the Law "On Education" allowed us to reveal the facts of the almost simultaneous adoption of such laws. In particular, 3 of the 6 laws were adopted in July 2013 for a period of two days: July 3 and 4, with 2 of them adopted on the same day. These changes: 1) Constitutional Law of the Republic of Kazakhstan dated July 3, 2013 No. 121-V “On Amendments and Additions to the Constitutional Law of the Republic of Kazakhstan and to some legislative acts of the Republic of Kazakhstan on the elimination of contradictions, gaps, conflicts between the rules of law of various legislative acts and norms promoting corruption offenses”. 2) Law of the Republic of Kazakhstan of July 3, 2013 No. 124-V “On Amendments and Addenda to Certain Legislative Acts of the Republic of Kazakhstan on wasps bring them into line with the system of state planning of the Republic of Kazakhstan. ” 3) Law of the Republic of Kazakhstan dated July 4, 2013 № 130-V “On Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on the National Chamber of Entrepreneurs of the Republic of Kazakhstan”.

In 2015, 3 laws were adopted in the period of 9 days: November 16 and 24, with 2 of them being passed on the same day: 1) Law of the Republic of Kazakhstan of November 16, 2015 No. 403-V “On Amendments and additions to some legislative acts of the Republic of Kazakhstan on issues of charity”.

2) Law of the Republic of Kazakhstan of November 24, 2015 No. 419-V ZRK “ On Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on Informatization ”. 3) Law of the Republic of Kazakhstan dated November 24, 2015 No. 421-V ZRK “On Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on Migration and Employment”.

Also in May 2017, there are similar facts about the adoption of laws amending and supplementing the Law “On Education”: 1) Law of the Republic of Kazakhstan of May 5, 2017 No. 59-VI “On Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on Transport” . 2) Law of the Republic of Kazakhstan of May 5, 2017 No. 60-VI “On Amendments and Additions to Certain Legislative Acts of the Republic of Kazakhstan on Culture Issues”.

Thus, the availability of tools to adequately assess and compare the level of higher education, analyze its dynamics, identify positive and negative changes in this area, will be an important condition for the formation of an effective socio-educational policy in higher education.

An analysis of the laws on the introduction of amendments and additions to the Law “On Education” shows that out of 45 laws, only 4 were directly devoted to education. In addition to aspects related to education, the scope of regulation of other laws also included issues on improving the law enforcement system, government procurement, minimum social standards and their guarantees, migration of the population, etc. Consequently, 41 laws or 90% of all laws that make changes to the Law “On Education” were not aimed at reforming education. However, the above group of laws prevails.

The Law "On Education" contains 1 article, in which changes and additions were made by 20 laws and 3 articles - 10 or more laws (Table 4).

Table 4 - Analysis of changes and additions to the article of the legislation in the field of education and science

Article	Article title	Number of items
Changes made by 20 laws - 1 article		
Article 5.	Competence of the authorized body in the field of education	20
Changes made by two or more laws - 11 articles		
Article 6.	Competence of local representative and executive bodies in the field of education	14
Article 1.	The basic concepts used in this Law	11
Article 8	State guarantees in the field of education	10
Article 47	Rights, duties and responsibilities of students and students	8
Article 59	State control in the education system	7
Article 26	General requirements for the admission of students and pupils in educational organizations	7
Article 40	Educational organizations	6
Note – compiled by authors according to www.zakon.kz		

This situation leads to the fact that we are forced to repeat previously made some fundamental proposals on changes and additions to the Law of the Republic of Kazakhstan “On Education”.

In this regard, the reorganization of higher educational institutions into non-profit joint-stock companies will continue, which will make it possible to attract additional investments for the development of universities, remove the burden on the republican budget and generally promote the promotion of universities in the context of global trends. As a result of the ongoing reforms in the higher education system in recent years, a number of positive trends have emerged, including: the democratization of higher education and a gradual transition to the decentralization of its management; diversification of the structure and structure of higher educational institutions and their sources of financing; the formation of a new regulatory and legal framework and its further improvement; focus of the higher school system on European standards of educational activities.

Over the past decade, the country's top leadership recognized these problems as key and identified measures to address them. The country has embarked on a wide range of reforms that address these challenges. New State Program for the Development of Education and Science for 2016-2019 (SPURN) sets out a national education strategy for the coming years. It identifies priorities, goals and indicators to be achieved by 2020, from pre-school to higher education. Priorities range from developing new funding mechanisms for education, such as regulatory per capita funding, to developing inclusive education with the support of poorly performing students. At the higher education level, the main objectives of the SPURN include developing skills that are more relevant to the labor market, more fully integrating

Kazakhstan into the European Higher Education Area, improving the interaction between education, science and industry, promoting the commercialization of research, strengthening national identity and encouraging active civil and social responsibility [10].

As part of the implementation of the State Education Program in the Republic of Kazakhstan for the years 2005-2010, the Interim State Control was introduced to assess the knowledge of students in higher educational institutions and accreditation of educational organizations. A national accreditation model has been developed for colleges and higher educational institutions of Kazakhstan on the basis of a phased transfer of external assessment functions from the public to the public sector using institutional and program accreditation as the main tool. At the same time, the Ministry of Education and Science of the Republic of Kazakhstan reserved the right to determine agencies that the state trusts to conduct accreditation by drawing up the National Registry of Accreditation Bodies. In order to improve the quality of higher education, inspections and reductions in higher education institutions that do not meet state requirements for the quality of educational services were carried out. Another important step towards the integration of domestic higher education in the world education system was the accession of the Republic of Kazakhstan to the Bologna Declaration. The Bologna Declaration was signed on June 19, 1999 with the aim of bringing together and harmonizing higher education systems in European countries. Thus, Kazakhstan became a member of a single European higher education area [13].

December 7, 2010 the Program was approved by the Decree of the President of the Republic of Kazakhstan. The first phase of the Program was in 2011-2015. At present, the second stage of the Program is being implemented in Kazakhstan. On 9 March 2016, the Minister of Education and Science of the Republic of Kazakhstan made a statement that the State Program for the Development of Education and Science of the Republic of Kazakhstan for 2016-2019 was adopted. At present, a step-by-step mechanism for the implementation of this program is being developed. Thus, over the years of independence, the system of higher education of the Republic of Kazakhstan has been formed, taking into account the national peculiarities of the country, as well as new global trends in higher education in highly developed countries [14].

The progress of implementation in 2017 of the “State Program for the Development of Education and Science of the Republic of Kazakhstan for 2016-2019” in the system of higher education is working to expand the academic and managerial independence of universities. In the ranking of the best universities in the world, the Quacquarelli Symonds World University Rankings in 2017, eight Kazakhstani universities were noted. The state order for training specialists with higher education amounted to 37,932 grants, including 3,993 grants from the Serpin program, 10,004 places to the master's program, 1,285 units to the doctoral PhD program, of which 475 places to the Nazarbayev University.

Conclusions - Thus, the values of the studies performed should be stated not studied, and the lack of fundamental scientific study in modern science of administrative law, a whole block of scientific problems related to the peculiarities of the regulatory and legal management of higher education in the context of the emergence of the global market for higher education and the emerging trends of its global management.

The government of Kazakhstan plays a very important role in the public administration of the country's education and training system:

- The executive branch, in the person of the government, determines the main educational strategies and develops key initiatives, such as the network of Nazarbayev Intellectual Schools, which train gifted students. The government also monitors progress in achieving the goals that are embedded in the education strategy;

- The Ministry of Education and Science of the Republic of Kazakhstan (MES RK) manages, implements and monitors the work in the field of education, science, protection of children's rights and youth policy;

- MES RK has several subordinate organizations that work in specific areas (for example, quality assurance, statistics, or management of international projects). For example, the Information and Analytical Center provides analytical support to the MES RK and is responsible for a variety of projects, such as international projects of the Ministry (including educational system reviews like this). The National Center for Advanced Studies presents a second example. He is responsible for developing and providing professional development opportunities for teachers and school leaders.

- The Ministry of Education and Science of the Republic of Kazakhstan reports to the Presidential Administration of the Republic of Kazakhstan, undergoes an assessment of the effectiveness of the activities of the Ministry of National Economy of the Republic of Kazakhstan (MNE RK) and the control of budget execution by the Ministry of Finance.

As part of the competence of state bodies, the Law of the Republic of Kazakhstan "On Education" made 141 changes concerning the competence of state bodies. Of these, 22 changes are article 4 concerning the competence of the Government, 59 changes are article 5 - the authorized body in the field of education, 60 changes are article 6 - local representative and executive bodies in the field of education. It should be emphasized that the greatest number of changes was focused on the lower (local) and central level of activity of state bodies. Thus, in the system of public administration in the field of education there was a significant optimization of state functions, which resulted in an uneven distribution of powers between different levels of government. So, the Government of the Republic of Kazakhstan initially had 30 powers, and today it remains 21. Regarding the competence of the authorized body, initially there were 50 powers, to date, in quantitative terms, the number of competencies has almost doubled - 90. In recent years, the reduction of functions by government level. Within the framework of optimization of authorities of the governing bodies, the greatest number of functions should be transferred to the central and regional levels. In the future, these steps may lead to a balancing of the functions of government bodies and, accordingly, an increase in the efficiency of public administration in the field of education. As regards the bylaws of state bodies related to the Law of the Republic of Kazakhstan, it should be emphasized that a large number of changes focused on streamlining activities due to changes in legislation [16].

Thus, in accordance with the new law "On Education" and new educational standards, the tools of the state administration of higher education should be created, taking into account the requirements of the new state management.

In the implementation of the State Program "Development of Education and Science for 2016-2019" in the system of higher education, the reorganization of higher educational institutions into non-profit joint-stock companies will continue, which will make it possible to attract additional investments for the development of universities, remove the burden from the republican budget and generally promote universities in the context of global trends.

Historically, the stages of a radical transformation of universities in the country can be distinguished in the following milestones: gaining independence and leaving the Soviet system of higher education when the Republic of Kazakhstan gained independence and the country entered the Bologna process. Today, a third generation transformation is needed, when the competitiveness of domestic universities in the global education market is coming to the fore. The concept of the new draft law as a whole was developed in August-October 2016 pursuant to the instructions of the Head of State N. Nazarbayev, including: Message to the people of Kazakhstan "Strategy of Kazakhstan - 2050. New political course of the established state"; Message to the people of Kazakhstan "The Third Modernization of Kazakhstan: Global Competitiveness"; 78 step of the Nation Plan - 100 specific steps to implement the five institutional reforms of the Head of State, the State Program for the Development of Education and Science for 2016-2019, which reflects the "gradual expansion of academic and managerial independence of universities, taking into account the experience of Nazarbayev University" non-profit organizations in accordance with international practice. "

To create a "knowledge economy" in Kazakhstan, the following are needed: - development of the intellectual potential of the country as a whole, as well as its individual regions, industries and enterprises, which is a combination of: a) knowledge systems, skills and abilities; b) mental abilities; c) creative abilities; d) intuition; e) prognostic qualities [17]; - improving the infrastructure of the market of scientific and technical products; - development of the national education and science system taking into account the interests of society and business on the basis of a rational combination of world experience and national pedagogical practice. To solve this three-pronged task, the field of education (first of all, higher education) should provide: - carrying out its own exploratory and applied research and development; - the perception of new knowledge created in other areas, primarily academic and industry research institutes; - training of specialists not only possessing the latest professional knowledge and having practical application skills, but also possessing knowledge management competencies.

Reforms in the system of higher education are designed to form an effectively functioning Kazakhstan model of education, to achieve a qualitatively high level of education and training, allowing Kazakhstan to occupy a worthy place in the modern world. Modernization of the system of public administration of higher education requires the search for new conceptual approaches and methods that take into account global trends and innovations in the field of public administration [35].

Based on a comprehensive analysis of the state-government system of higher education in the Republic of Kazakhstan, it is possible to substantiate and formulate modern and conceptual approaches to the regulatory framework of relations arising in the field of public administration of higher education in the context of new educational policies and the development of higher education in the context of globalization processes that caused the formation of a single global educational space and global educational market integrating a part of which is the domestic system of higher education and the dynamically developing national market of higher education.

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ЖОҒАРЫ БІЛІМ БЕРУ ЖҮЙЕСІН МЕМЛЕКЕТТІК БАСҚАРУДЫҢ НОРМАТИВТІК ҚҰҚЫҚТЫҚ АСПЕКТІЛЕРІ

Аннотация. Мақалада барлық қоғамдық-экономикалық формацияда оның жалпы, бұқаралық сипатын анықтайтын, халықтың және мемлекеттің тыныс-тіршілігі үшін объективті қажеттілік болып табылатын жоғары білім беру жүйесінің мемлекеттік басқарудың нормативтік-құқықтық актілері қарастырылады. Сондықтан, мемлекет жоғары білім беру жүйесінің дамуынан шет қала алмайды және жоғары білім беру жүйесін оның түрлі бағыттарымен байланысты мемлекеттің білім беру қызметі облысында заңдар және өзге де нормативті құқықтық актілер қабылдай отырып, хылықтың және жалпы мемлекет экономикасының қызығушылықтарын байланыстыра отырып, жоғары білім беру жүйесін мемлекеттік басқарудың басым объектісі ретінде қарастырады.

Түйін сөздер: нормативтік-құқықтық актілер, мемлекеттік басқару құралдары, жоғары білім беру, мемлекет функциялары, заңнамалар, мемлекеттік басқару, мемлекеттік білім беру саясаты, білім беру қызметі, білім беру стандарттары, мемлекеттік бағдарлама.

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НОРМАТИВНО-ПРАВОВЫЕ АСПЕКТЫ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ СИСТЕМОЙ ВЫСШЕГО ОБРАЗОВАНИЯ В РЕСПУБЛИКЕ КАЗАХСТАН

Аннотация В статье рассматриваются нормативно-правовые аспекты государственного управления системы высшего образования, объективная необходимость которого для жизнедеятельности населения и государства в целом определяет его всеобщий, публичный характер при всех общественно-экономических формациях. Именно поэтому государство не может находиться в стороне от развития высшего образования и рассматривает систему высшего образования как приоритетный объект государственного управления, увязывая при этом интересы и населения, и экономики государства целом, принимая законы и иные нормативные правовые акты в области образовательной деятельности государства, связанной с различными ее направлениями.

Ключевые слова: нормативно-правовые аспекты, государственного управления, высшее образование, функция государства, законодательство, государственное управление, государственная образовательная политика, образовательные услуги, образовательные стандарты, государственная программа.

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