

The problem of image formation of the Ministry of Education and Science of the Republic of Kazakhstan

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Abstract: In modern informational society image has become not only an attribute of public confidence in government, but also an indispensable tool for the implementation of policy plans and programs. Nowadays, gaining a positive image is one of the main tasks of every public authority, especially for so socially important and meaningful as the Ministry of Education and Science. And here the special role of the media should be noted in shaping the image of the executive power.

Key words: image, Ministry of Education and Science, public's trust, content analysis, frame analysis, access to information.

The global economic challenges in the international community involve mobility of human resources and require high investment in education. Building human capacity in the context of learning throughout life has become a global trend in the education policy. There are many important roles played by the State executive body responsible for the education, the Ministry of Education and Science (MES below). The Ministry of Education is a department of the state government responsible for the development of education and science in the state.

However, we must not forget that for every state structure it is very important what image of it exists in society, i.e., how the people position one or another public authority. And for the effective performance of its functions, goals and objectives not only MES, but also every other public authority must have the confidence and the support of the society. For the public authorities it is also important what relationship these bodies have with the public, including partners and citizens. If the public authorities do not have the people's support, the interaction between them through backward and forward linkages will be ineffective. Since the operation of the system of state authorities is a result of the operation in the entire state, it is important that public authorities work to exploit the opportunities at the lowest cost. But this cannot be achieved if the people do not trust the representatives of state power. Therefore it is very important to create a positive image of the public authorities, as people interact with the system of the public authorities through communication and work with government officials. Consequently, the image of public authorities affects the functioning of the entire state and a positive image contributes to improving the efficiency of not only government agencies, but also the state as a whole.

The power of having communicative nature and serving as a means of special communication implements all its functions with the help of political communication. Society also has a communicative nature; it is called social communication. Achieving identity codes of power and

media code allows you to create a customized public opinion constructively and with its use a positive image of power can be created [1].

Image has two inseparable essential features:

- 1) communication, information;
- 2) social and psychological.

Each entity of power, every public authority, each ministry, agency and others, may have or has a certain image. At the heart of its activities there are certain functions of government.

The authority performs the following functions:

- 1) domination (the ruling class);
- 2) leadership (elected leaders outside the country, according to the Constitution);
- 3) Management and Organization (appointed heads of organizations, ministries, departments, agencies, so on; according to the Constitution and applicable law);
- 4) control (the ruling class under the Constitution and applicable law) [2].

Inattention of the authorities towards the creation of a positive image greatly prevents the interaction of these bodies with the public, the formation of a high level of trust of the population and support towards management decisions. Owning a positive image contributes to the consolidation of positions of power, which also corresponds to the expectations of the population interested in the efficiency of its work at its own active citizenship.

The image of state power is based on the actual experience of interaction of the population and the authorities, and is a sustainable, rational conscious, folding over time a value judgment reflecting a high degree of compliance with the state and the municipal policy interests of society and the individual (corresponding to the pressing modern social needs).

In this paper we consider the problem of image positioning of the Ministry of Education and Science of the Republic of Kazakhstan (MES RK). The opinion polls, the modern state of development of science and education will be analyzed to review the current state of the image of MES, the level of public confidence in this government body, as well as learn the breadth of coverage of this issue.

There will also be conducted a content analysis of the print media of the year 2010 that have relation to MES or problem with Education and Science of Kazakhstan. This analysis is needed to be understood which elements of media communication influence on the image of the MES. For this purpose, we have chosen an independent republican newspaper “Caravan”. We have knowingly chosen the year 2010, as in 2010 in Budapest the final decision on Kazakhstan's joining the Bologna Declaration. Kazakhstan is the first [Central Asian](#) state, recognized as a full member of the European educational space [3].

The Ministry of Education and Science of the Republic of Kazakhstan is the central executive body of the Republic of Kazakhstan carrying out management, and to the extent provided by the law, cross-sectorial coordination in the fields of education, science and technology [4].

“The Ministry of Education and Science doesn’t have an easy fate - since 2000 in the sphere of science and education, it has given way to the first seven heads and each of them started working with the next large-scale reforms, but none of them has been completed. Huge financial investment in this industry has given more than a modest result, “- Vice Speaker of the Majilis (lower chamber) of the Parliament of the Republic of Kazakhstan **Dariga Nazarbayev** said, speaking at the “government hour” on December 9, 2013 [5].

From 4 to 24 July 2014 [Research agency “Reyting.kz”](http://www.reyting.kz) conducted expert interviews aimed at obtaining the most objective assessments about the quality of work of the ministries and the agencies of the Government of the Republic of Kazakhstan for the second quarter of 2014. In the study 40 experts from business, non-governmental organizations and the analytical community were interviewed via a questionnaire. The Government Research Agency “Reyting.kz” focused on the group of leaders and the group of outsiders:

In the second quarter of 2014 the financial police revealed new evidence of theft in the structure of the MES; the total sum of RBA is estimated at 76 million. Tenge (376,728 euros). The Financial Police Department in Astana continues to investigate criminal cases against officials in the Ministry of Education and Science for the theft of 59 million. Tenge (281,354 euros) earmarked for the development of youth movement in the East of Kazakhstan, Almaty regions and Almaty, Aktobe, Atyrau, Taldykorgan and Shymkent.

In early April 2014 two criminal cases against officials of the Ministry of Education and Science instituted based on the facts of embezzlement of budget funds in the amount of 17 million. Tenge (81,068 euros) allocated for the activities for the development of youth movement in Karaganda and Kyzylorda [6].

A Bureau of express public opinion monitoring named DEMOSCOPE and the International Center of Journalism MediaNet, held a regular survey among the population about the quality of pre-school, school and higher education in Kazakhstan in September 2013 [7].

“Assessing the quality of preschool education in the country, 47% of the respondents said that children receive excellent education. This opinion is largely adhering to Shymkent residents (73%), Aktau (71%), Uralsk (69%) and Petropavlovsk (69%), “- sociologists noted.

Meanwhile, nearly a third of the respondents are critical towards the quality of education. “About 30% of the respondents, on the other hand, said that the quality of education does not meet modern requirements, including due to the weak material and technical base of kindergartens, low wages, lack of qualified personnel, quality of textbooks, teaching aids, etc.

The greatest number of dissatisfied with the quality of pre-school education is in Aktobe (35%), Almaty (30%) and Karaganda (28%), “ the survey results show.

In particular, according to the MediaNet concerning secondary education: 15% of the respondents believe that teachers are trying, but their efforts are useless because today's children do not read enough, pay little attention, and spend all the time online. 8% of the respondents noted that the weak vocational guidance of high school graduates in the future creates distortions in the labor market development. 5% are undecided with the answer.

In higher education, 27% of the respondents believe that the quality of education does not correspond to the world level because of weak scientific and laboratory capacity, low wages in the sector, the lack of qualified personnel and others. Most of them are not satisfied with the level of education at the universities surveyed residents of Astana and Kostanay - by 36%, to be confirmed in the survey results.

“13% of the respondents expressed dissatisfaction with the fact that universities are not related to the labor market, therefore, young professionals remain unclaimed. 7% of the respondents believe that universities are all good, but the students themselves have low level of self-education “, - reported in the MediaNet.

It is noted that “the high level of corruption at high schools indicated only 4% of the respondents. 10% of the respondents were undecided. “

“In March 2013 the former Minister of Education and Science Bakhytzhan Zhumagulov said that in the next two years the number of universities in the country will be reduced to 100. The Bureau DEMOSCOPE decided to figure out how to relate that decision to the people of Kazakhstan. The survey showed that the vast majority - 59% agree with this decision, because, in their opinion, many universities do not maintain the bar on the quality of education. Most of them support the initiative of Shymkent residents (75%), Taraz (71%) and Kyzylorda (69%), “- says MediaNet.

Almost 30% of respondents did not agree with the initiative of the Ministry, the conclusion is that the regulation of the number of universities should be as a result of the education market, not as a result of the official decisions. 12% of the respondents do not care what happens to the universities in the country.

Total participated in the survey more than 2,100 people from Astana, Almaty and all 14 regional centers of Kazakhstan [8].

In 2014, commissioned by the National Center for Scientific and Technical Information, with the support of the Ministry of Education and Science, the center BISAM (Business information, sociological and marketing research center) conducted a case study on the state of science and education in Kazakhstan. According to the research the losses in the Kazakh science, mainly in

the decade of post-Soviet crisis, led primarily to depressing ageing of scientific staff. The survey recorded an average age of Doctor of Science at the level of 56 years, PhD - 46 years, researcher / teacher without a degree - 39 years. Expert estimates suggest a gain in the last three years, the influx of young people in science. However, according to experts, the problem of the rejuvenation in the Kazakhstan science environment is very far from being solved.

60% of the full-time employees in research institutions combine scientific work with teaching. About a quarter of the staff are university professors moonlighting in the academia. At the same time, more than 50% of the interviewed university professors are involved in scientific work only under the so-called “state budget theme”, which is often the guise of lack of real research. The vast majority of respondents are still far from being mastered new mechanisms to stimulate research activity. Just fewer than 9% of the respondents had grants, and half of them are grants of MES. Only 11.6% of the respondents have tried to look for additional sources of funding for their research, and about 40% of those numbers have limited their search for information disseminated within the university / research institution.

The publication activity of Kazakh scientists is quite high: 85% of the respondents have printed works published in the last 5 years. However, this high figure is achieved mainly due to PhDs, the elderly. Young scientists publish their works less often. The survey recorded a very high level of computer literacy in the Kazakh scientific community. Only less than 5% of the respondents, mostly the elderly do not know how to operate a computer. About half of the respondents positioned themselves as normal users, and about 30% as advanced. For most scientists the most important means of information retrieval has become the Internet. 78% of the respondents have access to the Internet; about half of them go into a worldwide network several times a week.

More than 90% of the respondents in varying degrees know foreign languages, however, only 10% - perfectly, 23% -well. Among scientists over 30 indicators knowledge of foreign languages is significantly below average.

Interviewed scientists believe that the strongest points of Kazakhstan science are the experience and qualifications of personnel, the weakest point are logistics research institutions, and especially the wages of the scientists. Items such as government support of science and application of scientific achievements in practice also received low ratings by the respondents. In contrast to the “mass” of scientific experts contingent (scientific elite) are most concerned about the continuing delay in the modernization of management science area, searching for new sources and flexible forms of science funding.

Vast majority of workers in scientific institutions and university professors see the ways to improve the situation in Kazakhstan science in the increase in public funding and state support for science. Market mechanisms to improve the science, such as the formation of a competitive environment in the field of science, the creation of flexible forms of material incentives for

research are far in the background in their minds and beliefs. The obtained results show prevalence in the scientific community of conservative and paternalistic attitudes.

The painful changes in the different fields in the years of transition to a market economy in Kazakhstan are some of the reasons to conclude that the scientific communities are changed at the same time it is reasonable to say that there is permanent skepticism. The level of confidence of the majority of the scientists to the declared goals of the state of science policy is low. Abstracts as “Scientific activities will once again be prestigious”, “Scientists will be one of the most highly paid workers,” “Government spending on science will increase many times,” “The scientific activity will be attractive to young people,” estimated by the respondents on a five – point- scale, did not score, or slightly exceeded 3 points. On the contrary, representatives of the scientific elite consider the purpose of the state of science policy as absolutely real, tying it with very specific expectations.

Despite the identified skepticism of the respondents, the survey showed indisputable positive developments in the field of science. 54% of the respondents said that the role of science in the organizations in which they work, increased. As for the experts, they noted a number of factors that characterize the rise of Kazakhstan science.

Representatives of the scientific institutions announce highly appraisal of the current level of information in connection of the current level of the development of the science in Kazakhstan. Representatives of the scientific elite were much more demanding in this matter. They noted the lack of professionalism among many employees of scientific information services, poor work of organizing information about the achievements of world science, the practical failure to Kazakh media to popularize science, the high cost of the Internet.

As it was mentioned above, to analyze the problem of image positioning of MES, we will conduct a content analysis of the articles, and for that purpose Framework Analysis will be used. Framework Analysis is an interdisciplinary research method which is used to analyze how people understand situations and events.

The concept is generally associated with the work [of Erving Goffman](#) and his book *Frame Analysis: An Essay on the organization of experience*. Later, the work was applied in the theory of social movements, political and other studies.

The main method of the term “framing” still has no universally accepted definition. However, most western scholars agree that one of the best ways is understand the position presented by Robert Entman according to which the English verb-term “to frame” in this case means “to choose certain aspects of reality and make them more visible in the communicative text, thus popularizing certain treatment of the problem, its causes interpretation, moral evaluation and its possible solution. “ And although, at first glance, it may resemble framing agenda setting, yet,

there is a significant difference between them: the method of agenda setting provides that media coverage of one and ignore the other events, while framing implies that the media covering a specific event, ignoring some of its side at the same time emphasizing other.

Frame Analysis is a peculiar type of narrative (content-) analysis in which researchers study the text to identify the “framework” and identify the journalist or media organizations rhetoric, namely, whether their text plays a political role or not. Ideally, this analysis determines how the “frame” is introduced in News Political actors, journalists use it in the writing of their texts, and how the audience interprets the “frame”. Karaga and Roefs study frame analysis in connection with the ideological role of the media, as well as the study of the processes framing allows you to find the relationship between the news and the division of power in society (in their opinion, the “frame” prints the authorities).

Walter Lippmann, a possible founder of the framing theory, noted that for most of the people, “the political world is out of their reach,” out of sight, out of mind “[9]. In other words, citizens do not get much of their political knowledge from personal experience. Instead, they get most of their information from the media.

The idea that the frame analysis may be one of the main methods of understanding of this complex modern world comes from two scientists - Gregory Bateson and Erving Goffman. According to Bateson and “ definitions of the situation are built in accordance with the principles of the organization, at least social, event management, and our subjective to participate in them; Frame the word [...] to refer to these basic elements “[10]. Goffman (1974), who cites Bateson several times in the formulation of his own definition of the framework, states that the framework - cognitive structures define the representation of everyday events.

As noted above, political leaders recognize the power of the framework analysis as strategic forming public debate and public understanding, and try to use it to their advantage, especially for the promotion of future development programs. [11] According to this view, the framework analysis includes strategic communication in its own field of communication and competition for spheres with other communicators. Frohlich and Rüdiger, in a study of the German political public relations (PR), indicate that framing plays an important role in professional practice, and “the use of the intact framework in the Media is an indicator of PR success “[12]. Theorists of social movements consider the scope as a strategy for social movements to mobilize the public. In this context, the frame is defined as “action -oriented sets of beliefs and meanings that inspire and legitimate activities and campaigns in organizations social movement “[13]. By conviction, Snow and Benford say that successful framework should diagnose the problem (diagnostic framing), propose solutions and tactics (prognostic framing), and motivate to action (motivational framing).

There are several methods of framework analysis. For the analysis of all the articles in 2010, in the Republic newspaper “Caravan”, we use a method developed in 2008 by the professors of communication science Jörg Matthes and Matthias Kohring (Jorg Matthes & Matthias Kohring). Matthes and Kohring tested another method of frame analysis, which can be considered as the first interpretive qualitative approach and automation. This method begins with certain practical implementation of the four elements listed in Entman’s definition [14]: problem definition, causal interpretation, moral evaluation and recommendation for corrective action. Each of these elements is encoded using the main quantitative content analysis techniques. The variables are then analyzed for a cluster, or Terraced's patterns through hierarchical cluster analysis, which frame out the picture accompanying the phenomena frame element media content. In the method of Matthes and Kohring “a frame is not defined in advance, or directly encoded audio variable.”[15]

In the analysis the author used the above mentioned attributes and encoded them (Attribute - code). The author also shared attributes to the basic elements of the content analysis and framework analysis.

The attributes of content analysis include:

1. Date (D) publication of the article;
2. Communicator (C1) - the one who transmits the information to the readers: Journalist - 1, politician - 2, the public face (head of state organization, a representative of a company, etc.) - 3 civilians - 4;
3. Genre (G), in which the article is written: Interview - 1, newspaper articles - 2;
4. Control (C2), indicates whether the article features the direct control over the state: the presence (interviews, press releases, reports, press conferences) - 1, No - 2.

It attributes a framework of analysis related.

1. Problem definition (PD):
 - a) Subject (S) - the central issue around which all other arguments work. The Author distributed threads into the following categories: primary education - 1, secondary education – 2, higher education – 3, unified national testing - 4, online - 5;
 - b) Actor(s) (A) - a person or a group that is directly connected with the problem of the MES-1, an organization controlled by the MES - 2, political figures - 3 children - 4, teenagers-5, civilians - 6, officials - 7;
2. The moral evaluation (ME) shows the problem of the benefits and risks, and also indicates the level of public confidence in the organization (public, private), policies, etc. This attribute can be divided into:

a) Moral issues (M) (the level of confidence of the population): justice-1, honesty - 2, humanity-3;

b) Political problems (P 1) (the quality of the organization): problem of responsibility -1, problem of efficiency - 2;

3. Causal interpretation (CI) - here we reveal factors (for example, programs and policies) and actors. What was the cause of the problem (P2): performance of their duties-1, corruption - 2, financial difficulties - 3, ignoring the problem - 4, no problem -0. What is the nature of the problem (NP) is the personal-1, organizational, -2, political-3;

4. Recommendations how to fix the problem were categorized by: personnel (fire / take over the service of another person) - 1, institutional (making changes to the organization) - 2, political (making changes in the policy of the organization) - 3, lack of any decisions - 0.

The last attribute specifies whether an article is positive – 1, negative - 2, or neutral - 3 (see Appendix).

The results of the content analysis and the framework analysis are as follows:

1. The authors of most of the articles are journalists (84%), politics - 0, public figures - 8%, civilians - 8%. Genres: newspaper articles - 79%, interviews - 21%. A significant part of this article has no signs of power control - 59%, articles with signs of control - 41%.

2. The central issue in most of the articles is school education - 36%, followed by primary education - 29%, higher education - 22%, the unified national testing - 9%, the problem of the bad influence of the Internet on children - 4%. Actors in most respects - controlled by the MES organization - 29%), followed by the officials - 22% , teens - 18%, civilians - 9% , children - 6% and politicians - 6%, the MES - 2%. Considering the moral issues, there is a question of justice standing out - 50%, followed by the question of humanity - 36%, and the question of honesty - 13%. Political problems: the question of responsibility -70% and the question of efficiency - 30%. The cause of most of the problems: official duties - 36%, 27% cause for the problem do not present, the issue of corruption - 18%, ignoring the problem - 13%, financial problems - 6%. Here organizational problems are allocated - 45%, then policy - 36%, personal - 19%. As for ways to solve problems, in many articles they are absent - 86% , a political solution - 6%, personal - 4%, institutional - 4%

3. If we talk about the nature of the article, there is a distinct advantage of negative - 56% positive - 36%, and neutral - 8%.

Summing up, we see that journalists are the main designers of public opinion, as well as have a tremendous impact on the formation of the image of the MES.

But in the framework analysis, it is clear that the image of the MES is constructed in a negative light. And there are acute problems of justice, responsibility and performance of official duties, and most of them are organizational.

Considering the element of morality, it is noticeable that the question of justice is quite acute, as compared to the question of honesty and humanity. In addition, it is directly correlated with the problem of performance of official duties and responsibilities, as the article touches on questions of humanity and honesty, relates in great part to the problem of efficiency. In addition, a significant portion of the articles that affect the attributes of honesty and humanity were positive or neutral.

For example: the topics are presented in the article “Long and ENT to fail” published on February 5, 2010 and the focus is on two subjects: wearing the attributes of efficiency and humanity as well as on the reasons why teachers and parents worried about school performance [16]. Or in an article dated 29 October, 2010, “Talent is always a price,” says the promotion of students in their contribution to the creative and scientific activities. Here there are obvious attributes of efficiency and integrity [17].

On the other hand, in the articles, which were attended by the attributes of responsibility and justice, in most cases were negative, as they raised issues of non-fulfillment of official duties, corruption, ignoring the problem, etc. For example, in an article dated January 1, 2010 “The official, start with you!” The question about the lack of kindergartens and inaction Department of Education was raised [18]. It is possible to conclude that there are problems in relationships and the cause of the problem was the non-fulfillment of the Department of Education of their duties.

Now, let us go to the causal interpretation. In the framework analysis of the articles it is clear that much of the problem has organizational nature, and this issue is closely linked with the problem of performance of official duties. While the problems associated with the issue of corruption are more relevant to the issue of human factors (personal problems), and to the question of ignoring the problem or finance policy department or ministry.

For example: an article from May 7, 2010 sharply raises the problem of the high cost of a monthly payment for kindergartens [19]. Here the problem is with the policy of the Department of Education since not all parents can afford sending their children to kindergarten. Another article from April 30, 2010 addresses the issue of protection of children from the negative effects of the Internet [20]. However, the article is not a single hint of the action of the MES department of education in this area. On the surface there are the attributes of ignoring problems and policies.

If we consider the part of the solution, as already indicated above, many articles are absent. Here, the author comes to the conclusion that the solutions of these problems are already in the

strategic plan of the Ministry, in its political course. This conclusion is based on the other elements. Since most of the problems arise due to non-fulfillment of various departments of the MES, their duties are obvious attributes of the organizational activities of these bodies. From which it follows that in the case of proper control over the activities of the MES controlled organization, these problems might not arise. A good example may be the fact that the Minister of Education and Science was dismissed [on September 2, 2013](#) with a Presidential Decree. However, this personal decision did not affect the image of the current problems of MES [21].

Making the analysis of public opinion polls and content analysis, the author concluded that Midge and the MES is formed as an irresponsible organization that is not able to solve the problem of fair population, controlled and monitored by the Department. One of the main reasons for this negative consecration of the MES is the problem of access to information.

Access to information is one of the most significant challenges for the media in Kazakhstan. Journalists continue to find it extremely difficult to get information from government agencies.

The law on the media and the civil service in the provision of reporters are necessary, and requested information does not actually work. State bodies cannot withstand the legal limits, often - completely ignored requests by editors or limited formal replies that cannot be used in the preparation of the material.

The problem is that usually the comment is taken from the officials orally on the phone, most of the major government officials request written questions, the answers to which come very expeditiously, and therefore the materials lose their relevance, or the journalists starts to understand the nature and cause of the problem on their own, that may affect their article.

Quotes and clarifications:

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