

# LEGAL FRAMEWORK ANALYSIS

within ICA-EU partnership

## National Report - Republic of Kazakhstan

ICA - Asia and Pacific (ICA-AP) is the voice of cooperative enterprises in the region, representing 107 members from 32 countries (as on July 2020) across a variety of sectors. ICA-AP, as a regional office of the ICA, is also a co-signatory of a Framework Partnership Agreement signed between the International Cooperative Alliance and the European Commission in March 2016, which aims at strengthening the cooperative movement and its capacity to promote international development. This agreement underpins the ‘Cooperatives in Development’ programme and includes knowledge-building activities at the global (harmonised) and regional (decentralised) level.

The activities planned within the framework of the programme include diverse research activities conducted at the global and regional level. The primary activities undertaken at the global level include a Legal Framework Analysis, which is led in a coordinated way by all ICA offices. Within this framework, ICA-AP is in charge of implementing the research in the Asia and Pacific region.

The study on legal frameworks under the Legal Framework Analysis will evaluate jurisdictions and policy regulations according to their enablement of cooperative development. The document will present recommendations for the next steps in renewing the legal frameworks and helping to shape the policy agendas in a targeted way in the different regions and countries. It will evaluate the cooperative legal framework in place with common indicators, delivering on a scale of how ‘cooperative-friendly’ the legislation in a country is. In the same context, this report deals with the Legal Framework Analysis of Kazakhstan.

## I. INTRODUCTION

The legal expert Mr. Bakir Urkinbayev conducted the present report of the cooperative legislation of the Republic of Kazakhstan in accordance with the project Legal Framework Analysis within ICA-EU partnership. The leaders of the Union of Consumer Cooperation of the Republic of Kazakhstan took part in the preparation of this report.

The report examines only the current cooperative laws that have a direct impact on the cooperative movement of Kazakhstan. Unlike other forms of business model, a cooperative is



responsible for its obligations by all the property belonging to it and is not responsible for the obligations of its members.

Cooperative members are not liable for its obligations and bear the risk of losses associated with the cooperative's activities, within the limits of the share value contributed.

Currently, the following laws remain **applicable** in the Republic of Kazakhstan:

1. Law of the Republic of Kazakhstan dated October 5, 1995 “On Production Cooperative”. (updates: 07.15.96; 06.19.97; 07.12.01; 03.03.04; 05.05.06; 07.07.08; 10.29.15; 02.27.17;)
2. Law of the Republic of Kazakhstan dated May 8, 2001 “On Consumer Cooperative”. (updates: 07/05/06; 05/15/07; 12/24/12; 03/07/14; 05/16/14;)
3. Law of the Republic of Kazakhstan dated October 29, 2015 “On Agricultural Cooperatives”. (no updates so far)

In general, these laws define the legal and economic principles for the formation and operation of cooperatives and their unions. According to these laws, cooperatives can be established as commercial cooperatives, if the main purpose of their activity is profit recovery or as non-profit cooperatives that operate in the interests of their members, for whom profit recovery is not the main purpose of the activity.

The cooperative movement in Kazakhstan along with the above laws is guided in its activities by the provisions of constitution, civil code and other regulations of the country.

An analysis of current laws in **Kazakhstan** shows a large difference in the regulation of cooperatives.

Thus, the imperfection of the law “On the Production Cooperative” resulted in their insignificant share in the total area of agricultural land, in the livestock of cattle, in the production of wheat and milk. The current situation explains the lack of working capital for the development of production, their considerable arrears and, accordingly, their number reduction two times over the past decade. The cooperative principles are violated in production cooperatives, in particular, full economic independence, **the right to receive ownership** for the corresponding share of collective property, **including land**. These factors do not encourage any agricultural producers to work in a production cooperative, which has led to the bankruptcy of most existing cooperatives of this type.

During the study of the current situation, the main factors hindering the development of agricultural cooperation in the Republic of Kazakhstan were revealed: a high level of agricultural producers' distrust, especially of small businesses, to the new structures being created, the fear of losing the only means of production – the land and a low level of legal culture in the villages, the lack of farmers' awareness about the benefits of agricultural cooperatives;



Despite the existence of laws, the regulatory legal acts in force in Kazakhstan do not take into account the specific features of the cooperatives functioning; do not create sufficient legal conditions to unify the agricultural producers, especially small business forms, for the purpose of joint land cultivation, production, marketing, processing, storage, supply them with material and technical resources and other types of service.

At the same time, we note that the Law “On Consumer Cooperatives” is the most “cooperatively friendly” and unambiguously meets the principles of the International Cooperative Alliance: voluntary and open membership, democratic control, economic participation, autonomy and independence, education, training and awareness, cooperation between cooperatives and care for its members.

However, this law does not provide adequate state support and finally has disappeared from the government’s view due to the adoption of the new Law “On Agricultural Cooperatives”, which is going to be the main law for cooperatives.

## II. NATIONAL COOPERATIVE LAW: KAZAKHSTAN

### *i. General context*

There is no single general law on cooperation in **the Republic of Kazakhstan**. Since the Constitution of the country does not define co-operatives, therefore co-operatives of the Republic of Kazakhstan, being associations, are guided by the provisions of the Civil Code in their activities, where the cooperative definition is directly given, as well as by the laws in force “On production cooperative”, “On consumer cooperative” and “On agricultural cooperatives”.

The mentioned laws emphasize such principles as voluntary entrance and disaffiliation, democratic governance, mutual assistance and protection of the members’ interests, availability of information on the activities of the consumer cooperative for all its members, which distinguishes it from other types of business.

**In Kazakhstan**, unlike the Law “On Consumer Cooperatives”, the current Law “On Production Cooperatives” and the recently adopted Law of the Republic of Kazakhstan “On Agricultural Cooperatives” provide for the creation of cooperatives only in the form of a commercial organization pursuing income recovery as the main goal of the activity.

It is known, the international practice of the cooperative movement provides for the creation of agricultural cooperatives both in the form of a production cooperative and in the form of a consumer cooperative. At the same time, all forms of agricultural cooperatives, especially in economically developed countries, usually do not provide for profit and income recovery as their primary goal.

## ii. *Specific elements of co-operative law*

### a) *Definition and objectives of cooperatives*

The current cooperative laws determine the legal status of cooperatives, the organizational, economic and social conditions for their creation, activity, reorganization and liquidation, the rights and obligations of members, the powers and responsibilities of the governing and control bodies.

As noted above, **in Kazakhstan** only the consumer cooperative is a non-profit organization and can engage in business activities only in so far as it corresponds to its by-law goals.

In general, the laws of the cooperative of their members are regulated in special articles, which state that cooperatives are created at the expense of property (share) contributions to perform certain functions related to meet the interests of their members. The above laws, labor laws and charters govern labor relations in cooperatives. The remuneration amount for the personal labor participation of members in its activities shall be established by the decision of the general meeting. The main consumers of the results of activities (manufactured or purchased goods, works, and services) are members of the cooperative.

Laws do not prescribe provisions that allow a cooperative to act in the interests of non-members and society as a whole. Such issues, by default, relate to the powers of the general meeting of the cooperative, which is the highest body thereof and authorized to settle any and every issue relating to its activities. There are no certain types of cooperatives in the country that established by law for social protection of the population.

### b) *Establishment, cooperative membership and governance*

**In Kazakhstan**, the creation of a cooperative begins with a constituent assembly holding and ends with compulsory state registration as a legal entity. Laws determine that at least two (2) members are required to create a cooperative (at least 3 in the Law “On Agricultural Cooperatives”), but it does not stipulate a situation if the number of members becomes less.

Regarding the issue of new member’s admission, the laws of **Kazakhstan have** provisions defining the possibility of joining a cooperative. According to the laws, a member of a cooperative is free to leave it and there are no restrictions on this.

Each member of the cooperative has one vote regardless of its share size in the property, that is, the principle “one member - one vote” is observed. At the same time, in Kazakhstan, the laws do not stipulate any limitations or exceptions, including that they may be provided for in the charters of cooperatives.

In accordance with the law of **Kazakhstan**, the main bodies of the cooperative are the general meeting, the executive body (board), the supervisory board (if necessary) and the audit committee (auditor). The leaders of the cooperative can only be members of the cooperative.

The cooperative members can appeal decisions and actions of the executive, control and other bodies of the consumer cooperative at a general meeting or in court.

### c) Cooperative financial structure and taxation

The laws of **Kazakhstan** do not define the minimum contribution for a cooperative creation. Property (share) contribution may be made in cash, securities, things, property rights, including the right to land use and the right to the results of intellectual activity and other property.

The shares of all cooperative members in the cooperative property (in the value of the property) are determined in proportion to their contributions to the cooperative property. The charter of cooperative or the general meeting may establish a procedure for determining and changing the shares, depending on the contribution of each of them to the formation and increment of property. In accordance with the law, in the case of cooperative liquidation, a member of the cooperative has the right to receive the value of a property part remaining after settlements with creditors, or, by agreement of the majority of the cooperative members, a part of this property in kind proportional to its property (share) contribution.

**In Kazakhstan**, in contrast to the two other laws, the Law “On Consumer Cooperative” provides that income received by the consumer cooperative cannot be distributed among its members and is directed to statutory goals.

The laws in force provide for the right of the cooperative to create various funds, including a reserve fund and a fund for the promotion and social support of its members.

The laws refer such matters as use of various financial instruments and “members-investors” by the cooperative to the competence of the general meeting, the executive body or the cooperative’s charter.

According to the laws of **Kazakhstan**, a cooperative cannot be transformed into other types and forms of legal entities. In the case of the cooperative liquidation, a cooperative member has the right to allocate a share in the cooperative property proportional to its property (share) contribution.

Regarding the taxation, it is necessary to emphasize that **in Kazakhstan**, production and consumer cooperatives do not have any tax preferences, according to the existing laws.

In the case of agricultural cooperatives, they fall under the provisions of the Tax Code of the Republic of Kazakhstan, where the amount of income tax, social tax, property tax and road tax is reduced for agricultural producers by 70% from the generally established rate for other categories

of taxpayers. Tax Code of the Republic of Kazakhstan provides for the tax payment in the amount of 30% of the calculated amount, save for land tax. The road tax is not paid on objects of taxation directly involved in the process of production, storage and processing of its own agricultural products.

However, a special tax regime, in which a 70% discount on tax payments is established, is provided only for rural production cooperatives with land plots on their balance sheets. Due to the fact that majority of cooperatives do not own land plots so they can not enjoy the benefit of this tax regime. *(At the same time, according to the available information, this restriction can be removed, since such amendments to the existing law are pending in the Parliament).*

#### d) Other specific features

The laws of **Kazakhstan** determine that state bodies and local governments do not have the right to interfere in the activities of the cooperative, with the exception of cases stipulated by legislative acts of the countries. Acts of state bodies or acts of local governments that violate the rights of the cooperative may be declared as invalid in the manner prescribed by the legislation. Damage, including lost profits, caused to cooperative as a result of an unlawful act or inactivity of state bodies and local government or their officials, shall be compensated in accordance with the procedure established by the legislation.

The **Kazakhstan** Law “On Agricultural Cooperatives” determines the role of government bodies much broader and it further notes that the authorized state body in order to stimulate the creation of agricultural cooperatives:

- 1) provides information, consulting and methodological assistance in the development and implementation of measures for the dissemination and introduction of experience in creating and operating agricultural cooperatives, including through Internet resources;
- 2) develops proposals:
  - to create a favorable tax, financial and credit, investment policy regarding the activities of agricultural cooperatives;
  - for state support of agricultural cooperatives in accordance with the legislation of the Republic of Kazakhstan;
- 3) promotes the training, retraining and advanced training of personnel for agricultural cooperation and implementation of research on agricultural cooperation;

According to the law, local representative and executive bodies should provide similar support to agricultural cooperatives.

The Law “On Production Cooperative” does not separately indicate the role of the state in the activities of the cooperative.

The existing laws in **Kazakhstan** clearly provide for the self-control of the cooperative through the creation of a supervisory board, an audit commission, and the involvement of an independent auditing company. It is also indicated that any member of the cooperative may request an audit of the financial activities of the cooperative, and in case of refusal to apply to the relevant judicial instances.

In **Kazakhstan**, cooperatives can unite into unions and associations, but they additionally use the Law “On Non-Profit Organizations” for this, because the existing cooperative laws do not clearly indicate such a possibility.

Cooperation between the cooperatives is not specified in the laws of Kazakhstan and, accordingly, do not provide for special forms and rules. It is believed that the legislators attributed this to the discretion of the cooperatives and their bodies.

### III. Degree of “cooperative friendliness” of the national legislation

In general the cooperative legislation in Kazakhstan can be termed as ‘*more cooperative unfriendly than friendly*’. In Kazakhstan, despite the existence of laws, the existing legal acts do not take into account the specific features of the cooperatives functioning, do not create sufficient legal conditions to unify the agricultural producers, especially small business forms, for the joint cultivation of land, production, and marketing, processing, storage, supply them with material and technical resources and other types of service.

In general, the current development state of the cooperatives in the country, regardless of their forms and types, proves their public relevance in modern conditions.

### IV. Recommendations for the national legal framework

According to the **Union of Consumer Cooperation of the Republic of Kazakhstan**, the Law “On Agricultural Cooperatives”, presented by lawmakers as a single law on cooperation in the agricultural sector of the country, is based on the abolition of all types of rural consumer cooperatives and agricultural partnerships and the creation of a new form of legal entity called “agricultural cooperative”.

In order to distribute profits among members of a cooperative, the creation of agricultural cooperatives in the organizational and legal form of a production cooperative is envisaged, in other words, commercial organization. This provision limits the members’ rights in choosing one or another form of cooperatives and does not stimulate the process of their unification.

At the same time, the Law “On Agricultural Cooperatives” provides for extensive state support. The State development program for the agro-industrial complex of the Republic of Kazakhstan for 2017–2021 was adopted, where the creation of such cooperatives is a primary task. *However, this law is inhibited* because of the high level of distrust of agricultural producers, especially small

businesses, to new structures being created, fear of losing the only means of production - land and low level of legal culture in the village, lack of awareness of farmers about the benefits of agricultural cooperatives.

When considering the other two laws in force “On Production Cooperative” and “On Consumer Cooperative”, the Union of Consumer Cooperation of the Republic of Kazakhstan considers that only the latter fully meets the principles and values of the international cooperative movement and, therefore, operates on the basis of this law and the “Law on Non-Profit Organizations”.

Considering possible recommendations for the Kazakhstan’s cooperative legislation improvement, it is necessary to emphasize the main problem. Despite the presence of various state support written in the laws, as well as various government programs adopted to support cooperatives, all this remains, basically, as a declaration of actions, and not real actions.

Thus, the main recommendation is to continuously inform the state about the problems of cooperatives locally, to familiarize the government with examples of successful cooperatives in the country, to attract international cooperative experts to meet with members of the government that influence the activities of cooperatives in one way or another.

## V. Conclusions

Analysis of the laws in terms of cooperation, the results of their application suggests that the main thing is the consistency and ease of the laws application. Therefore, in those countries where there is a rather large list of laws in terms of cooperation, it may be appropriate to revise this list to eliminate collisions, repetitions or to create a single law.

At the same time it is difficult to state which approach is better - unified legislation regulating the creation and activities of cooperatives. So far in Kazakhstan none of the legal models has become successful. There is a thought that the reason for the failure of cooperation lies not only in the legislation.

In general, Kazakhstan today is at the beginning of their long journey to a “cooperative paradise”. Long and serious work is ahead on creating a favorable legal environment for the development of cooperation, if the development of cooperatives is a priority for this country.

Cooperatives need serious multifaceted support from the state, well-established educational and consulting activities, and the creation and development of cooperative infrastructure.

International donors, bringing advanced cooperative experience, as well as supporting the financial and logistical development of cooperatives in these countries, could play an important role in the development of cooperatives. However, very rarely donor organizations work to improve the conditions for cooperation in countries that receive technical assistance.



Concentration of international technical assistance on improving both formal and informal cooperative institutions could help open up new prospects for cooperation.

All this allows us to make a conclusion that it is necessary to further improve the cooperative legislation only if the state has a correct and accurate understanding of the goal and objectives of cooperatives for the development of the country.

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*The legal frameworks analysis is a tool developed under the ICA-EU Partnership #coops4dev. It is an overview of the national legal frameworks at the time of writing. The views expressed within this report are not necessarily those of the ICA, nor does a reference to any specific content constitute an explicit endorsement or recommendation by the ICA.*

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