Kazakhstan

Non-Governmental Organisations of Kazakhstan: Past, Present, Future

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EXECUTIVE SUMMARY

The Non-Governmental Organisations of Kazakhstan: Past, Present, Future is a report on the activities of NGOs in the Republic of Kazakhstan over the ten years since the country became independent. The authors have attempted to analyse the main trends in the formation and development of Kazakhstan's Third Sector, as well as to identify the conditions necessary to further strengthen the sector's positive influence upon processes underway in society.

In the process of preparing this report, in order to define the place and the role of the non-governmental organisations in society, the "Central Asian Project" research group conducted a survey in January-February 2002. In addition, data was used from other social research:

- *Development of the Non-Profit Sector in Kazakhstan.* Institute of Development Cooperation (idc), 2002.
- *Coverage of the Non-Governmental Sector by Volunteer Activities.* Centre for Public Accord "Accord", 2001.
- *Evaluation of Volunteerism in Kazakhstan.* Guldan Tlegenova for Volunteer House of Soros Foundation Kazakhstan, 1999.

The authors have defined **non-governmental organisations** (NGOs) as open, not-for-profit civil society organisations which are not occupationally specific and do not seek state power. As a rule, NGOs set themselves quite specific and socially significant goals and objectives.

The specific character of the non-governmental sector in Kazakhstan results from the particular path taken in the formation of civil society after 70 years of a command economy. The first six NGOs in the independent Republic were registered in 1989, which coincided with a surge in popular political activity. By the end of 2001, the number of NGOs had grown to 1767. The largest number of NGOs are based in Almaty; and following the move of the national capital to Astana, the number of NGOs in the new capital has also significantly risen. Active NGOs cover a basic range of thematic areas: human rights, gender issues,supporting vulnerable groups, environmental protection, education, culture, and public health.

The legislative base for NGO activities in Kazakhstan emerged in the early 1990s, when the citizens' involvement in public organisations was legalised, the mechanisms for their establishment, registration were determined, and preferential conditions were established. On 27 July 1991, the first Law "On Public Associations" in Kazakhstan was adopted. In 1991, several related laws were adopted, containing special regulations on the activities of NGOs in various areas. Now, a new stage in the creation of the legislative base for NGO activity has begun, as witnessed by the adoption of the Law "On Non-Profit Organisations" in 2001, as well as by the Concept of State Support for Non-Profit (Non-Governmental) Organisations, approved by the Government in 2002. Furthermore, the Programme of State Support to the Non-Governmental Sector and the Law on State Social Contracting are being drafted.

When analysing existing materials on NGO activities, as well as during interviews, the authors found that NGOs, as organisations, are oriented towards the Western experience. Moreover, activities carried out by NGOs are funded largely by international donors, via small grants. Today, there are many large international organisations (donors) working in Kazakhstan and actively cooperating with NGOs. During the research interviews, representatives of these international organisations noted that improvements in monitoring and evaluation systems for NGO activities are necessary in order to develop cooperation with NGOs, to establish communication with the State; to enhance transparency and openness in working with the general public, and to develop the skills of local staff of NGOs.

To carry out their activities, NGOs in Kazakhstan rely to a significant extent on volunteers. Forty-two percent of the country's volunteers are young, mostly students of 17 to 30 years of age. Definition of the legal status of such volunteers, as well as training for NGO staff on how to work with volunteers, would help to further develop the volunteer movement.

The analysis of the formation and development of the Third Sector in Kazakhstan, as laid out in this report, suggests that NGOs do play a notable role in the process of democratic transition in the country. In the course of the research, we identified the most effective areas of NGO activities: women's, children's and youth issues; environment; education and training; democratisation

and human rights. The following NGO achievements are reportedly the major ones: the targeted nature of the support provided, stimulation of civil action, and the moral support provided to the vulnerable sections of the community. At the same time, many directions of NGOs' activities in Kazakhstan are determined according to the interests of international organisations, who are the main source of funding for NGOs. Moreover, cooperation mechanisms between the Third Sector and the Private Sector are largely absent. An appropriate legal basis for active cooperation between the State and the Non-Governmental Sector would make it possible to allocate extra-budgetary revenues for resolution of the most acute problems with the help of NGOs, given their considerable organisational and human resources. In turn, a stable and active NGO Sector, based on civil initiatives, would be a guarantor of equality and stability in society.

FOREWORD

Since independence in 1991, one of the positive indicators of Kazakhstan's democratic transition has been the development of the non-governmental sector, as an important and direct partici pant in democratic processes. Today in Kazakhstan, the evolution of the Third Sector, which is necessary for a properly functioning democratic society, is under way.

Currently there are more than 1700 actually functioning NGOs covering different aspects of life in Kazakhstan. They are especially notable in the fields of human rights, environment, gender equality, and protection of vulnerable social groups.

This report was prepared bearing in mind the growing importance of NGOs in building democracy in Kazakhstan. The purpose of the report is to analyse the NGO experience of working in Kazakhstan over the ten years since independence. It is a first attempt to summarise NGOs' achievements, as well as to offer a wider perspective on the challenges civil society in Kazakhstan is facing. A general understanding is given about the role of NGOs in the process of creating and developing civil society in Kazakhstan. The activities of the NGO sector in other countries are also explored. In addition, the report assesses the most important issues facing NGOs in Kazakhstan, from the perspective of representatives of NGOs and international organisations.

This report has been prepared by a group of national experts, researchers and representatives of NGOs. I would like to take this opportunity to thank the authors' group who made this report possible. Special thanks go to the Ministry of Culture, Information and Public Accord, Citibank, and all Kazakhstan NGOs for their assistance in preparing this report.

It is our hope that this report will serve as a good source for better understanding the role of non-governmental organisations in civil society and the development of democratic processes in Kazakhstan.



Fikret Akcura
UN Resident Coordinator
UNDP Resident Representative

GOALS AND OBJECTIVES OF THE REPORT

Non-governmental organisations today represent an effective mechanism for the development of democratic processes in a State, and they promote the development of civil activity, using non-political methods to affect state decision-making.

In Kazakhstan the NGO sector is in the process of development, and is a new area of study. The novelty and specific nature of this social structure caused us to experiment and use a number of research approaches such as historical, statistical and analytical overviews; and social research, including focus-group interviews.

The authors and project team have collected and studied a great number of reports, presentations, articles, scientific publications, research papers and periodicals published both in Kazakhstan and abroad. Leaders and staff of NGO support organisations have kindly shared their experiences. In this report, therefore, we present the thoughts of different people devoted to the idealistic concept underlying the work of NGOs — working for the benefit of society.

First and foremost, the report provides insights into NGO development in Kazakhstan within the past decade. Section I outlines a generalised notion of the role of NGOs in the process of civil society formation and development in Kazakhstan as well as the general dynamics of NGO development by regions and sectors.

Section II contains analysis of a survey by the Central Asian Project group of the most important problems of the NGO sector in Kazakhstan, focus-group interview findings, and a general assessment of NGO effectiveness as viewed by foreign donor organisations.

In conclusion, we would like to express our gratitude to all researchers, experts and consultants and all those who participated in preparing this report. We would also like to take this opportunity to single out the valuable contributions made by the UN Resident Coordinator / UNDP Resident Representative Mr Fikret Akcura. Our special thanks go to UNDP Kazakhstan staff.

We sincerely hope that this publication will be useful for a wide range of readers from government bodies, research and academic institutions, international organisations and NGOs themselves.

Authors Team

ADB	— Asian Development Bank
AINOK	— Association of Independent Non-governmental Organisations of Kazakhstan
CASDIN	— Central Asian Sustainable Development Information Network
CIS	— Commonwealth of Independent States
CAO	— Cooperative of Apartment Owners
DARK	— Diabetes Association of the Republic of Kazakhstan
EBRD	— European Bank for Reconstruction and Development
EU	— European Union
EU/TACIS	— European Union/Technical Assistance to the CIS and Mongolia
GEF UNDP	— Global Environmental Fund UNDP
HIV	— Human Immuno-deficiency Virus
IAVE	— International Association of Voluntary Efforts
ILO	— International Labour Organisation
IOM	— International Organisation for Migration
IMF	— International Monetary Fund
CNOK	— Confederation of Non-governmental Organisations of Kazakhstan
KASRH	— Kazakhstan Association for Sexual and Reproductive Health
KSDP	— Kazakhstan Society of Deaf People
KSBP	— Kazakhstan Society of Blind People
MCIPA	— Ministry of Culture, Information and Public Accord
NHDR	— National Human Development Report
NGO	— Non-Governmental Organisation
OSCE	— Organisation for Security and Cooperation in Europe
RK	— Republic of Kazakhstan
SIRK	— Society of Invalids of the Republic of Kazakhstan
SCF/UK	— Save the Children Fund/United Kingdom
UN	— United Nations
UNDP	— United Nations Development Programme
UNDP NGO RC	— UNDP NGO Resource Centre
UNHCR	— United Nations High Commissioner for Refugees
UNAIDS	— UN Programme on AIDS
UNICEF	— United Nations Children's Fund
UNFPA	— United Nations Fund for Population Activities
UNESCO	— United Nations Educational, Scientific and Cultural Organisation
USAID	— United States Agency for International Development
USSR	— Union of the Soviet Socialist Republics
UNV	— United Nations Volunteers
VSO	— Voluntary Service Overseas
WB	— World Bank
WHO	— World Health Organisation
WTO	— World Trade Organisation

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SECTION I.

NON-GOVERNMENTAL ORGANISATIONS: GENERAL CHARACTER, AREAS OF ACTIVITY AND LEGAL FRAMEWORK

Chapter 1. NON-GOVERNMENTAL ORGANISATIONS AS DEMOCRATISATION INSTRUMENT

Different countries go down different paths of democratic development depending on the level of economic, political, and social development, and the traditions and mentality of the people. Today a majority of experts and politicians share the view that democracy is one of the most significant guarantors of justice and well-being, and civil society is recognised to be the mechanism for its practical realisation.

Civil Society is where the main human rights and freedoms are legally secured and a sphere of harmonious non-governmental relations is in place. It may be defined as the organised activity of people who influence the development of intra-state relations. One of the most important features of civil society is ***civil initiative*** as a conscious and active practice for the benefit of society.

Advanced democratic countries are at the same time progressive civil societies. In such cases initiatives of various social groups or individuals focused on development of civil society (so-called civil initiatives) are recognised by the State and enhance it. Developing countries and countries in transition are somewhat different. The latter have a wary attitude to civil initiatives which is quite understandable: civil initiatives go beyond the goals of state-building. Civil initiatives receive little recognition by the State; it is not able to harness them for its own development. Rather than interacting as elements of an organic system, they do so only formally; they even feel some antagonism to one another.

> "The only thing which gives us hope for a better future for mankind is interaction and cooperation where all public efforts (government, private sector, educational and research institutions and civil society in all its forms) are brought together in pursuit of achievable goals."[1]

The need to develop civil society is dictated not only by democratic needs; it also has an economic character: business initiatives, especially those in the field of small and medium-size businesses, are directly linked to the opportunities available only in a well developed civil society.

The process of civil society development is closely associated with the ***Third Sector***, which is defined as a self-initiated voluntary sector made up of freely and formally associated individuals pursuing non-profit goals in religious bodies, recreational clubs, professional associations, action committees, unions, social movements, etc.[2] An integral part of civil society, the Third Sector has a positive impact on the further democratisation of social and political processes in the country.

In the Kazakhstani context, where a democratic system of government is not fully developed, civil society is developing mostly through the non-governmental sector.

Non-governmental organisations *(NGOs)* are open, not-for-profit civil society organisations which are not occupationally specific (that is why trade unions are not NGOs) and do not seek state power (that is why parties are not classified as NGOs). As a rule, NGOs set quite specific and socially significant goals and objectives to follow. NGOs fill a niche which is not covered by government bodies. NGO activity is distinguished by its energy, dynamism and self-reliance. NGOs are a form of publicly initiated activity which is given legal status by registration with authorities. The term "non-governmental organisation" was disseminated by donors, replacing a domestic term "amateur or independent civil society organisations". In line

[1] Report on the work of the organisation in 2001 of the UN Secretary General Kofi Annan. General Assembly, New York, September 6, 2001

[2] Sourcebook on Building Partnerships with Civil Society Organizations. UNDP, 2002



President of Diabetes Association of RK at First Public Hearings with the Government, 2000

with the traditions of some Western countries, the notion of non-governmental organisation does not include political parties, trade unions, social-political movements, ethno-cultural centres, and sports societies.

Among the components of the Third sector, one can also identify ***Community Based Organisations*** or low-level organisations of about three people working in distant rural settlements, and ***initiative groups***, which are not NGOs.

Since 1999, the United States Agency for International Development (USAID) started developing ***NGO Sustainability Index***, which is a tool to assess overall progress towards sustainability. It enables a comparison of various NGOs in a number of regions with a similar political environment (Central, Eastern Europe, Eurasia). The following seven key parameters of the NGO sector are taken into account:

- legislative framework
- organisational capacities
- financial sustainability
- ability to represent people's interests
- service provision
- NGO infrastructure
- public image

Each of these features is assessed according to a seven-point scale ("7" is the lowest level of development, "1" means a well developed NGO sector). The index is calculated for each country surveyed.[1]

Recently NGOs found themselves at the centre of studies devoted to viable processes of social, economic and political development in various countries. NGO are an attribute of a democratic country which can directly enhance democratic methods and make it possible to monitor the Government using non-political means. NGO structures have been developed and recognised within recent decades in many countries of the world community, both in post-industrial and developing ones.

According to some political scientists and analysts, Kazakhstan is still lacking a mature civil society which would meet the criteria adopted in advanced countries. The Third Sector is still in the process of development.

Despite the overall significance of NGOs for civil society and the country, the environment in which NGOs operate is far from ideal. Difficult relations can be observed between NGOs and the government and commercial sectors, which play decisive roles in society. These relations are not well-established in either case.

NGO representatives see the Government as a powerful bureaucratic structure, but one which is inactive and poorly aware of people's needs, and inefficient in social programme implementation. In practical terms the Government doesn't provide sufficient organisational or financial support to NGOs. Government officials do not take NGOs seriously. In the social research conducted by the Central Asian Project, to the question "what problems in Kazakhstan can be resolved by NGOs?" Government bodies answered, "awareness raising and training programmes". The respondents do not recognise the other more substantive capabilities of NGOs.

During the last one or two years, the view has developed that the Government could fund socially oriented NGOs via state tenders for socially important projects. In economically advanced countries, a great number of social projects are financed by the Government through grants and tenders. But sustainable democratic traditions in such countries allow for a public, democratic and sound selection of NGOs for funding.

However, there are certain difficulties — even dangers — in the government financing of NGO-implemented projects (even for tender-based projects). Government funding for some NGOs and rejection of others could create division among NGOs. Competition between NGOs for

[1] NGO Sustainability Index for Central and Eastern Europe and Eurasia-2001. USAID, 2002

government grants could become unhealthy and sensitive. In our reality, such procedures would most probably fail: there is no guarantee that government grants would be provided to the more capable and deserving NGOs. A form of state support to NGOs could be possible if there were a specially established foundation which would allocate funds as recommended by a Kazakhstani NGOs Association, but such arrangements would be effective only if the Association itself were transparent.

As a component of civil society, NGOs are the link between the State and the people. Therefore, the State has to be interested in developing constructive relationships with NGOs. There are a number of objective reasons that necessitate interaction between the State and NGOs .

Firstly, most NGOs solve problems neglected by government agencies for various reasons. Those relate to support to low-income, sick, and disadvantaged people support to education and training of children and teenagers; conservation and development of culture; and real protection of rights and freedoms guaranteed by the Constitution.

Secondly, sometimes NGOs are more successful and efficient than government agencies because they are more flexible and more active in applying innovative approaches to new problems.

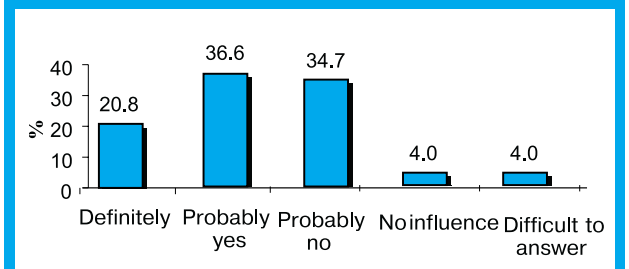
Thirdly, strengthening the democratic state and developing local self-government, which have been declared as priorities of domestic policy,[1] are crucial and depend on the formation of a modern civil society. Here we mean various forms of interaction of people, and their voluntary involvement in public matters. NGOs act as the foundations of civil society.

In the view of 50% of interviewed experts, NGOs in Kazakhstan can influence democracy, and 20.8% have no doubts about this. Government officials (29.2%) and public organisations (26.8%) are more inclined to recognise the influence of NGOs on democratic development; while business (5%) and civil sectors (12%) have the least belief in this. (See Figures 1.1 and 1.1A).

Relations between NGOs and the commercial sector look much more promising, which is natural since in market conditions business plays a system-forming role. Support of NGOs from commercial entities is far from sufficient, except for that provided by large (mainly international) businesses based in Kazakhstan. This situation can be explained by the low capacity of NGOs to influence the position of business in Kazakhstan. Business in this sense is more interested in good relations with the Government and local authorities.

Even now NGOs can play a mitigating role and help to reduce negative public perceptions of the business sector in Kazakhstan, which is based on the justifiable belief that some people's wealth is

Figure 1.1.
NGOs' influence on democratic development in Kazakhstan



Research of the Central Asian Project Group, 2002

[1] Kazakhstan – 2030. Government Herald, 1998

Box 1.1

KAZAKHSTAN FARMER
"VILLAGERS TAKE THE INITIATIVE"

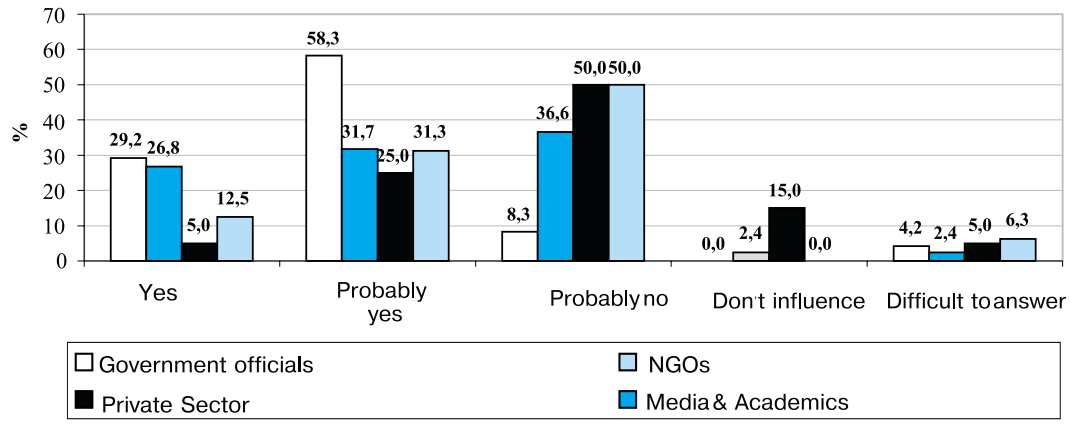
The public association *Kazakhstan Farmer* was founded in 1994. Its activities include bringing experts to rural areas to provide consulting services to farmers on long-term planning and farm management.

After receiving a grant from the UNDP GEF / Small Grants Programme in Kazakhstan in 1999, Kazakhstan Farmer started implementing an innovative project to restore water sources through a system of irrigation channels and wells.

Mr Zhapar Zhambakin, the Director of Kazakhstan Farmer, is convinced that the success of the project was due to the fact that the local needs were studied and analysed by locals and experts. Specific solutions were proposed to deal with clearly defined problems. The initiative belonged to local people.

As a result of this NGO's activities, rural areas have benefited from new funds, and the experience and knowledge of international organisations which are supporting new ideas and resource-efficient technologies.

Figure 1.1A.
NGOs' influence on democratic development in Kazakhstan (by groups)



Research of the Central Asian Project Group, 2002

being built at the expense of a considerable decrease in living standards and even the impoverishment of a great number of citizens. Market relations cannot be strengthened without the legitimisation of new property relations. The intermediary position of NGOs between various social groups can open up real opportunities for people in the new economic environment and can teach new principles of social relations. Some NGOs which operate in the field of personnel retraining and re-profiling already do this kind of work.

The private sector may be interested in NGOs to lobby their interests at various levels of society. In addition, by providing support to NGOs, businesses can enhance relations with the groups most negatively affected by recent changes. Therefore relations between NGOs and business are quite promising in Kazakhstan.

✦ ✦ ✦

Summing up, NGOs' significance in the structure of civil society is in their ability to develop and promote civil initiatives that are important to society. In addition, acting as not-for-profit organisations, NGOs help to bring people together to achieve common objectives, and this raises the civil activism of the population. Development and strengthening of the diverse system of NGOs is an important indicator of civil society development in Kazakhstan, and evidence of the existence of various social interests and of the conditions needed to satisfy these needs. By acting on a volunteer basis and showing initiative, NGOs make a considerable input into solving serious social problems. However, this influence is not of much effect. This situation can be explained by the absence of a developed mechanism for interaction between the NGO, public and private sectors.

Most NGOs in Kazakhstan rely on the experience of foreign NGOs due to the lack of a tradition of sivil society organisations and low awareness of the history of such associations in this country. NGOs in Kazakhstan are funded primarily by grants from international donors. Most grants are provided for NGO project and programme development, and only cover initial organisational costs. At the same time, no institutional support is provided to NGOs in Kazakhstan.

The assessment of the potential needs of NGOs shows the existence of conditions for their successful development and further integration in the system of societal relations.

Chapter 2. THE NON-GOVERNMENTAL SECTOR IN THE WORLD

Civil society development in other countries has a long history. From the outset this development was based on voluntary civil society organisations which dealt with socially significant problems.

Many countries view NGOs as an important element of civil society. Civil society has emerged in such countries as an additional mechanism for regulating new social relations. Governments of these countries encourage the development of the non-governmental sector for a number of reasons, including lowering the budget deficit. Furthermore, advanced countries have recognised the fact that NGOs have more flexibility than Government. As a result, very often governments take advantage of providing funds for non-governmental non-profit organisations in exchange for clear-cut, concrete and controllable responsibilities, rather than establishing new governmental organisations.

Civil society is highly developed in the **USA**, encouraged by government policy focused on comprehensive democratic development. The first NGO to appear in US was the American Medicine Organisation (1847). The USA has a highly developed civil society, where millions of people take an active part in a large number of NGOs and assume some functions which in Europe are implemented by the Government. The US Government allocates almost 1/3 of its budget expenditure to social and cultural needs, including over 50% of federal spending on social support, culture, science and humanitarian purposes. Over 1,00,000 civil society organisations in the US (the figure is different in various sources as NGOs in the US do not necessarily have to be registered, so there is no reliable record) have a budget amounting to around 9% of Gross National Product. The cooperation of the national and local governments with NGOs is a crucial factor in increasing efficiency in the use of funds, especially those allocated for social needs.[1]

The American Convention on Human Rights (1969) in Article 16 provides wide protection for freedom of association, while the Declaration of Human Rights adopted in 1948 guarantees the right of association with other individuals for sharing information, exercising and protection of lawful interests of political, economic, religious, social, cultural, trade union nature, etc. An example is that US retired-persons NGOs have lobbied for an efficient pension law, and keep tracking any changes and preventing adverse changes. A well-known pension lobby has been protecting the rights of old people for several decades. Another example is NGOs that prepare and monitor elections.

The main task of **European** NGOs is to ensure democratic development and protect democratic gains. Western NGOs are efficiently dealing with environmental problems. NGOs in Europe may soon not just be an add-on or alternative of the relevant state services — they may replace such services in future.

In **Germany** NGOs historically served as a tool to mitigate conflicts between various social groups (poor and wealthy people) as they can better solve social problems than charity or patronage. The German Constitution guarantees freedom of association to legal entities as long as they abide by the law. Over two million Germans were involved in NGOs in the mid-1990s; today this figure is much higher.

In the **UK**, NGO traditions date back to the 19th century and are now a powerful branch of the economy. The first non-governmental organisation in the UK was the London association “Save the Children”, now known as SCF/UK. Most well-known NGOs have a non-commercial income of tens of million pounds.[2] Over 200,000 charitable organisations are registered in the UK.[3]

In some countries such as the **Netherlands**, NGOs are self-sufficient (through membership contributions). This is an opportunity to be independent from the Government; however, the Government also provides support. About 25% of Dutch NGOs are funded by municipalities, another 50% of funds are appropriated for case-by-case projects, and about 25% of funds are state salaries provided to create jobs. The experience of the Netherlands is extremely useful for Kazakhstan in terms of democratisation within NGOs. A worldwide environmental organisation “Friends of the Earth-vv the Netherlands” actively participates in

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[1] N.Sadykov, L.Kotova “Non-Governmental Organisations - Basis of the Civil Society Created in Uzbekistan”. Tashkent, 2000

[2] Ibid.

[3] Reports on Social Development. Manual for development and implementation of NGO laws. Prepared for World Bank by International Centre of Non-Profit Law, 1997

the real politics of the country and such activity takes up 80% of the time of what ostensibly is only an environmental organisation. Dutch NGOs are active in domestic policy issues. Referendums and public hearings in the Netherlands often take place on various levels. This makes it possible to maintain stability and keeps various corporate groups from imposing their will on important issues affecting the life of the country, provinces and towns.[1]

In **Eastern Europe**, NGOs and civil society as a whole are developing. The goal of East European organisations is to move towards democracy, and protect society from reverting to the "safety" of strong leadership and restricted freedoms. At the same time, special regulations were put in place to provide humanitarian assistance to **Croatia** and **Bosnia-Herzegovina**. A number of legal systems allow NGOs to exist only for specific purposes. For example, to establish a grant-making organisation, it can only be registered in the form of a foundation. In such cases, it would be appropriate to require that the foundation seeking registration had a minimum amount of capital, given the fact that there are other legal forms which can be used for establishing NGOs with other objectives.

In the developing countries of **Asia**, NGOs mostly deal with social problems of low-income people. In general, in most of these countries NGOs are more successful than governments in their poverty reduction efforts, which is similar to NGOs in Africa. Through the ongoing financial and technical assistance of developed countries (training, programme development) NGO personnel skilfully manage their organisations; they show their organisational capacity in getting their assistance to the poorest people and preventing starvation and death from infectious diseases, and fighting with mass illiteracy and oppression of women.

Among the developed Asian countries, the most significant NGOs are in **South Korea**, a country which experienced an "economic miracle" at the end of the 20th Century. The formation of civil society and the growing role of NGOs in South Korea emerged in the 1980s and was accompanied by student, labour and agrarian movements which contributed to democratic development. Interest in NGOs and their impact on social life have considerably grown in the 1990s due to the development of democracy and formation of civil society in the country. Especially strong partici pation of Korean NGOs was seen in the decision-making process at the national level and in the social field. This approach to the development of civic groups has resulted in considerable enhancement of their activities in 1998 and contributed to their high popularity.

The Environment Exercise Union was established in April 1993, which focused on public awareness, environmental education, pollution reduction, ecosystem conservation, and a movement against nuclear testing. In the 1990s a great contribution to democratisation was made by religious groups which lobbied for extensive public involvement in decision-making.

These national-level NGOs prompted the formation of a great number of civic groups whose role was continuously growing. The relationship between NGOs and Government at that time could be characterised as one of "understanding" and "tolerance". The Government came to understand the growing influence of civil society and the need to cooperate with it. Real cooperation developed between the government and civil organisations in such fields as state policy monitoring ("through criticism and cooperation"), governance enhancement, assistance to entrepreneurs, human rights, women's problems (trafficking), religion, ethnic problems, and the problem of unification of South and North Korea.

Currently there are about 20,000 civic organisations in South Korea which were established after 1989 (21% of currently existing NGOs were established by the end of the 1980s, 56.5% by the end of the 1990s)[2].

In **Singapore**, for example, the Government supports NGOs in hiring personnel, provides unused buildings for nominal rentals, assists NGOs in getting premises in housing estates, and covers 50% of the capital and operational cost of enterprises established by NGOs for social provision purposes.[3]

In **Malaysia**, the Government closely cooperates with NGOs in implementing poverty reduction programmes, in the area of HIV/AIDS prevention, ecological awareness raising, and gender issues.

In **Hong Kong** most NGOs get 70-80% of their income from direct state funding.[4]

In **India,** where the national development plan provides for partnership between NGOs and Government in implementing poverty reduction programmes, it is universally recognised that NGOs may initiate such programmes, organise charitable actions and events, involve people in planning and development of socially significant programmes,

[1] Reports on Social Development. Manual for development and implementation of NGO laws. Prepared for World Bank by International Centre of Non-Profit Law, 1997

[2] Materials from Internet

[3] Reports on Social Development. Manual for development and implementation of NGO laws. Prepared for World Bank by International Centre of Non-Profit Law, 1997

[4] N.Sadykov, L.Kotova "Non-Governmental Organisations - Basis of the Civil Society Created in Uzbekistan". Tashkent, 2000

and provide necessary support for implementing development objectives.[1]

For example, over 20,000 NGOs exist in **Nepal** which has a population of 16 million.[2] Relations between the Government and NGOs in developing and less-developed countries vary but as a rule there are no restrictions on their activities, with the exception of a number of legal ones.

In **Africa**, civil society organisation are diverse and flexible. They reflect the existing diversity of political regimes, systems, traditions and ethnic groups. Strengthening their positions in the field of health care, education, capacity development, human potential development, and getting extensive assistance from the international community and the support of their citizens, they often perform better than their governments, which have been weakened by political struggle. A number of African countries (Ethiopia, Kenya, Madagascar, Rwanda, Uganda, Zimbabwe) provide or have provided special regimes for NGOs acting in the field of development. Those organizations have to be registered within the existing ministry or a new committee which need to approve its activity. Although such regimes are justified by a need to coordinate development and avoid duplications and conflicts, in reality these are somewhat masked ways to ensure considerable control of NGOs, so that the Government do not compete for getting funds for extension work. Such position is vivdly seen in Uganda and Ethiopia: in Uganda NGO can not be registered until the text of its workplan is approved by local officials, area administrator, two trustees eligible for the National NGO Committee and by two founders. Upon approvals the work plan needs to be approved by the Ministry of Planning and Development. In Ethiopia, Assistance and Recovery Commission will not permit NGO if there is no need in such entity. If such Commission decides that NGO is of no use in a certain area of the country, it will require its relocation to some other area. Such Commission should also approve detailed work plan and agreements before registration.

As per the law in **Egypt** it is required that NGO gets permission within the Ministry of Social Relations whose jurisdiction is the expected activity of NGO and Department of State Security.

In the **CIS,** NGO priorities depend on the political and economic situation, and as a rule NGOs develop within those priority directions. The NGO sector of the Former Soviet Union states has some special characteristics: the formation of civil society is under way after 70 years of a command economy in which most people had no understanding of their rights and mechanisms to protect these rights due to the paternalistic mentality and rigid policy of the Government which excluded pluralism and free thinking. So-called civil society organisations existed in a unified state policy under

[1] Reports on Social Development. Manual for development and implementation of NGO laws. Prepared for World Bank by International Centre of Non-Profit Law, 1997

[2] Sustainable Development/CASDIN Informational Bulletin 1998, No.6

Box 2.1.

THE CENTRE FOR CONFLICT MANAGEMENT
"TEACHING CONFLICT RESOLUTION FOR SOCIAL HARMONY AND STABILITY."

The Centre for Conflict Management trains teachers from tertiary institutions and schools, political scientists, journalists, and representatives of civil society organisations from all of the Central Asian countries about the theory and practice of conflict resolution. Academics and practical experts are invited from the US, Europe, Russia and Central Asia.

At the Centre's instigation, a draft Concept of Civic Education for secondary and tertiary institutions has been developed, which is being considered by the Kazakhstan Government. Annually, the Centre holds events devoted to UN international days of Human Rights, Tolerance, and Refugees. Many Almaty schools and tertiary institutions participate in these events.In 1995 the Centre became alaureate of aUS and European Union International Award in the field of democracy.

The Centre has published an international reference book for organisations from the Commonwealth of Independent States working in the field of conflict resolution, collections of translated articles by contemporary Western academics, and textbooks on conflict resolution skills.

The key thing for a non-governmental organisation, in the view of the President of the Centre for Conflict Management, Elena Sadovskaya, is its members belief in the importance and meaning of what they are doing, as well as self-regulation and responsibility.

party and state control within the command economy. Some of them earned a certain amount of their own income, but almost all of them received additional funding from the state budget.

Russia has to laws: the Law on Charity and on Charity Organizations and the Law on Non-Profit Organizations (both dated 1996) with respect to NGOs in Russia. Non-profit organizations are emphasized to be organizations which have no purpose of gaining profit and do not share such profit among stakeholders. Non-profit organizations may be governmental and non-governmental. When speaking about non-profit organization in Russia (both governmental and private) the focus is placed on public assosiations among non-profit organizations understood as any voluntary formed organization of citizens with socially useful purposes. Russian NGOs were widely established in the 1980s and 1990s. In that period, the methodology of interaction between the Government, business and civil society was revised. Currently, over 300,000 NGOs are registered in Russia, in which over 2 million people work. Every year over 30 million Russian citizens are supported by their NGOs.[1] As in Kazakhstan, Russia has a broad network of NGOs but fails to get an adequate response: NGOs are listened to by the Government when it suits them; otherwise the problem is just ignored. A considerable number of people remain passive. This implies a lack of understanding of the role of NGOs in society despite the existence of a quite active and well-populated stratum of civil society which is currently forming.

In the countries of **the Caucasus**, networks of active NGOs have been created, including those which were formed for peacemaking purposes, which came together to establish the Caucasian Forum. Its effectiveness has been mixed, but one cannot deny the commitment of local people to peaceful development. These people are now able to make a transition from enhancement of inter-ethnic relations to dialogue on political issues.[2]

The status and level of NGO development in **Central Asian countries** directly depends on socioeconomic and political indices.

About 2000 NGOs exist in **Kyrgyzstan** and they are taking on more and more social initiatives. NGO activities are becoming more and more diversified, and they play an important role in poverty reduction programmes and decentralisation. Since the law on public associations was passed in 1991, the Ministry of Justice has registered 2120 public associations[3]. These may be divided into five categories:

- Associations dealing with protection of rights of certain groups of people
- Charitable organisations
- Development organisations
- Organisations for ethnic minorities
- Special-interest associations

About 492 organisations work in the field of development. The law of Kyrgyzstan, as in Kazakhstan, has no concept of non-governmental organisation (NGO), which is just borrowed from international practice. Under current laws, civil society associations are viewed as non-profit organisations (legal entities) initiated by the public to meet their spiritual and other non-material needs. The law does not differentiate civil society associations focused on social development.

Four hundred NGOs exist in **Uzbekistan**, which amounts to 17 per one million people.[4] NGOs are working in a number of different fields. These include gender problems, material and technical support to medical institutions, medical and social work in people's homes, support to the disabled, environmental issues, environmental education, and support to low-income people. So far the country does not have many well-developed NGOs dealing with culture, arts or the media. The underdevelopment of such NGOs is due to an incomplete political and legal framework for NGOs. The law of Uzbekistan on non-governmental, non-profit organisations has no clear-cut implementation mechanisms or necessary by-laws, and according to some Uzbek experts is far from perfect. At the same time, traditional social groups such as mahallas (independent self-governed communities) are highly efficient. Mahallas make efforts to assist the poor, sick people, old people and children. Sanhedrims, made up of elders, act as social councils for the Mahallas, and are entrusted by people to allocate the money collected.

In **Tajikistan** civil society made a great contribution to the process of peaceful settlement of civil war between 1992 and 1997. Both government and international organisations provided support to national post-conflict reconciliation. A combination of favourable political conditions and financial resources led to greater activity by Tajik NGOs. Civil society involves a wide range of entities, from low-level (community-based councils, neighbourhood councils) to large organisations.

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[1] N. Azhgikhina. Country will be saved by volunteers and philanthropy. – "Circle of life". Annex to "Independent Newspaper". November 3, 2000

[2] Resolution and Prevention of Conflicts. International Hand-Book of Organisations. Centre for Conflict Management, 2002

[3] NGO Conference. Report on results. Bishkek, 2000

[4] N.Sadykov, L.Kotova "Non-Governmental Organisations - Basis of the Civil Society Created in Uzbekistan". Tashkent, 2000

NGOs, along with political parties and popular movements, were involved in signing a General Agreement to suspend military operations in 1997. They became much more efficient in the post-war recovery period. Their initiatives are gradually changing the social and political as well as psychological climate.[1]

According to international experts, **Kazakhstan** differs markedly from other countries of the region in terms of the extent of NGO influence on social life and the level of public involvement. For example, despite the fact that Uzbekistan provides considerable support to NGOs and in Kyrgyzstan the general political situation is open and the number of NGOs per capita is higher than in other Central Asian countries, the balance of factors and conditions needed for a mature and professional NGO corps exists only in Kazakhstan.

In recent times, there has been a tendency for NGOs from various countries of the world to integrate. The number of international NGOs is growing due to a number of reasons:

- Emergence of global problems.
- The frequently insufficient capacities of some countries and international organisations to deal with these issues.
- Strengthened democratic processes in the field of domestic and international relations, institutionally represented by international NGOs.
- Changes in the national interests of states (moving away from state interests and sovereignty to common human values such as human rights and the environment).
- A growing desire of some individuals to increase their control over decision-making processes in matters relating to their vital interests.
- Enhanced opportunities for trans-boundary links and for the public activities of various countries as well as opportunities for technological progress.

[1] Accord/International Review of Peaceful Initiatives. The Policy of Compromise. Peace Process in Tajikistan. 2001, No 10

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Summarising the analysis of the NGO activities in different countries, the following conclusions about NGOs' general possibilities, and the applicability of their experience to the Kazakhstani context, can be made.

Conclusion 1. In some countries (e.g. USA) NGOs carry out some governmental functions, especially in the field of social and cultural development. At the same time Government assigns large funds for financing NGO activities in this field, which has positive results. This experience is useful for Kazakhstan and NGOs in Kazakhstan will probably have similar opportunities.

Conclusion 2: In some countries (e.g. USA, Western Europe) NGOs are actively involved in developing government policy by proposing civil initiatives and lobbying for their introduction, as well as by monitoring social relations and problems. Relations between the NGO sector and Government are well defined, which decreases the possibility of conflicts to the maximum degree.

Conclusion 3: Following world experience, one of the central tasks of NGOs is the protection of democratic freedoms and rights as well as the development of democratic reforms. NGOs of different countries have elaborated mechanisms to influence state decision-making, involving broad masses of people. This task is important for Kazakhstan, all the more so since NGOs acting in this sphere are highly appreciated by Kazakhstani people.

Conclusion 4: In many countries NGOs are active in the field of poverty reduction. This is due to the fact that governments cannot implement efforts to fight poverty on their own. These goals require the active partici pation of citizens and the NGOs they create. In Kazakhstan, therefore, NGOs and Government can efficiently and successfully collaborate in poverty reduction.

Chapter 3. EVOLUTION OF THE NON-GOVERNMENTAL SECTOR IN KAZAKHSTAN

The formation of the non-governmental sector in Kazakhstan was preceded by two stages during which prototypes of NGOs existed in the Former Soviet Union.

- Soviet stage (before 1985)
- Period of Reconstruction (1989-1991)

Soviet stage (before 1985). "Volunteer associations" was the term used for public institutions operating in the USSR, including Kazakhstan, under a Decree on volunteer unions and societies (associations, clubs, federations) issued on 30 August 1930 by the Council of People's Commissars and the Central Executive Committee of the Russian Federal Soviet Socialist Republic (Table 3.1).

Most associations were established in the 1920s and 1930s, and met the needs and goals of that period: fighting illiteracy, strengthening the defences of the young country, sports development, etc. A feature of such associations is that they partly owned state property, they had a generally accepted system of values and defined goals, a diversified network throughout the USSR, and were coordinated by centralised bodies.

Gradually, for a number of reasons at different times during the development of Soviet society, grassroots initiatives were replaced by top-down initiatives; leaders with charisma were replaced by bureaucratic leaders, the principle of "diversity and mass involvement" was replaced by the principle of "mass involvement". All the above factors led to the bureaucratisation of a whole range of civil society organisations, and some new alternative organisations, such as volunteer social groups and associations, emerged as vehicles of opposition to incipient crisis. Examples of such organisations in Kazakhstan are given in Table 3.2.

Reconstruction Stage (perestroika) (1985-1991). In 1985 a Resolution was adopted "On Amateur Associations and Interest Clubs" and in the reform period a great number of discussion clubs began to appear which met the criteria of promoting openness and independent civil initiatives. In 1989, the Kazakhstan Supreme Soviet is-

Box 3.1

THE NATIONAL LEAGUE OF KAZAKHSTANI CONSUMERS
"PROTECTION OF CONSUMERS' RIGHTS MEANS PROTECTION OF HUMAN RIGHTS"

The National League of Kazakhstani Consumers was established in 1997, and currently has under its umbrella 156 regional consumer rights protection associations from around the country.

One of the League's most successful projects is the "Hotline". Under this project citizens — common consumers — receive advice over the phone through the Hotline, and they receive pre-trial support and defence in court.

According to the League's President, Svetlana Shamsutdinova, lobbying of draft legislation (which can be done only by professional and respected civil structures) is among the organisation's most difficult yet important work. The League has been involved in the development of such legislative acts as Kazakhstan's Civil Code, Civil Court Procedures Code, Criminal Code, and Administrative Code, among others. Experts from the League have developed an alternative bill, "On Protection of Consumers' Rights in the Republic of Kazakhstan". The bill has been scrutinised by Consumers International and the International Confederation of Consumer Associations, and has been discussed in the Lower Chamber of Parliament, the Mazhilis. In the near future, it will be discussed in the Senate.

As a result of the League's determined work, the Consumer Rights Protection Department was created in January 2001 at the Agency for Regulation of Natural Monopolies, Development of Entrepreneurship and Small Business Support. Since September 2001, "The Fundamentals of Consumer Knowledge" has become a mandatory course for law and economics departments in Kazakhstani tertiary institutions.

In addition, the Fund publishes and distributes legal and educational literature; prepares comments on current regulatory documents; collects information, including materials related to pre-trial and trial practice on cases relating to protection of consumers' rights; and analyses the legal situation in the field of consumer rights protection.

While the League receives financial support from donors, it also provides fee-based services to the public, which guarantees the NGO's sustainability.

sued a decree “On the Formation Procedure and Operation of Public Associations”, and in 1991 another Law “On Public Associations in the Kazakh SSR” was promulgated. Table 3.3 reflects the process of formation of such organisations.

Independence Stage. The development of real civil society started after independence. In 1995, Kazakhstan had 3500 official Third Sector organisations.

As in all post-Soviet countries, the NGO sector in Kazakhstan was a novelty, so understanding of its necessity and importance was lacking among the Government and the public. NGOs were too young and inexperienced (with a few exceptions) to be equal partners for other sectors.

Analysing the non-governmental sector’s development, three periods of non-governmental organisation formation can be distinguished, as follows:[1]

Period 1 encompasses the end of the 1980s through 1994. According to national and international experts, more than 400 NGOs were established during this period. Generally, NGOs were involved in rights protection. This was linked with a period in which the independence and sovereignty of the country was being established, and was caused by the democratic transformation process.

The main feature of this period was the unsystematic and spontaneous nature of NGO creation. In addition, overall strategies and priorities with regard to the non-governmental sector had not yet developed during this period.

Period 2 (1994-1997) was one of qualitative and quantitative growth by NGOs. The number of NGOs increased from 400 to 1600. The period is characterised not only by quantitative growth of the non-governmental sector, but also differentiation in types of activities. The growth in the number of non-governmental organisations was the result of major financial support by international donor organisations in the form of grants.

Grant assistance was mainly focused on organisation of seminars, roundtables, and training, and had an organisational, educational and methodological character.

Moreover, the Government had only defined a very general position with regard to the non-governmental sector, and an integrated state policy of interaction with NGOs was not yet fully developed.

Analysis of the second period demonstrates that NGOs were established as the result of grants. Urban centres were the main locations for NGO development, especially Almaty; relocation of the capital to Astana enabled active development of the non-governmental sector there as well.

[1] Concept of the State Support to Non-Profit (Non-Governmental) Organisations. January 23, 2002

Table 3.1.
Types of volunteer associations (before 1985)

Type of organisation	Example
Type of organisation Technical and scientific engineering societies	Example Association of Inventors and Innovators Association of Ham Radio Operators“Knowledge” Republican Society
Fitness and sports centres	“Dynamo”, “Spartak”
Societies of disabled people	Kazakhstan Society of Blind PeopleKazakhstan Society of Deaf People
Interest groups	Union of Hunter and Fisherman Societies Society of Chess Players
Professional societies	Kazakhstan Writers UnionKazakhstan Architects Union
Societies of foreign policy propaganda	Committee for PeaceCommittee of Solidarity with Asian and African Countries
Youth societies	Volunteer Society to Assist the Army, Air Force and NavySociety of Young Firemen
Cultural-historic societies	Kazakhstan Society for Protection of Historic and
Humanitarian societies	Cultural Monuments Kazakhstan Society of the Red Cross and Red CrescentWater Rescue Society

Research of the Institute for development cooperation (idc), 2002

Table 3.2*
The first civil society organisations in Kazakhstan

Period	Organisation/ activities
1963-1969	The "Zhas Tulpar" society consolidated tens of Kazakhstani students trained in Moscow. The society studied blind spots of Kazakhstan's history: starvation in 1930 caused by collectivisation and other reasons; migration of Kazakh people as a consequence of that process, reprisals, issues of national identity, etc."Sary-Arka", "Young Working Man", "Zhas Kazakh" societies
1964	"Interim Steering Committee for Turk-Meskhetin Repatriation" as a response to policies at that time regarding national minorities.
1979	Front for Liberation of Turkistan — activities aimed to separate Xing-Tsiang province from China.

By the end of this period the growth of NGOs had gradually taken on a more qualitative nature. The non-governmental sector of the country had found its place in social processes.

Period 3 is a qualitatively new stage which started in 1998 and continues to this day. In this period the issue of interaction mechanisms between Government and NGOs became a subject of serious discussion.

A number of NGO associations were created in this period and are successfully operating: AINOK, CNOK, the Kostanai Oblast NGO Association, the Kyzylorda Oblast NGO Association, the Environmental NGO Forum, and "networks" of NGOs such as the "Zhan" Asian Association to Protect Invalid's Rights, which brings together similar organisations in the Central Asian region.

The issue of organisational and practical sup-

Table 3.3*
Organisations in the reconstruction (perestroika) stage (1985-1991)

Period	Organisation/ Activities
1987-1988	Environmental social initiatives in Almaty, Dzhambyl, Pavlodar, Taldykorgan, Shymkent: the "Initiative" Social and Environmental Association, the Public Committee to Save the Aral Sea and Balkhash Lake, the People's Front (these were soon disbanded by the authorities).
1987-1989	Historic-educational society "Adilet" (republican) and "Memұrial" (all-union) — criticism of the totalitarian system; the environmental NGOs and organisations Green Front, Green Salvation; the international pacifist movement Next-Stop.
1989	"Azat" movement: goal — democratisation.International antinuclear movement "Nevada-Semi palatinsk": goal — closure of Semi palatinsk nuclear testing site.Having achieved its objective within 2 years (in 1991 the test site was closed), the movement facilitated the establishment of new environmental organisations in Kazakhstan focused on the study and elimination of the consequences of nuclear tests, rehabilitation of affected territories, raising public awareness, "environmentalisation of consciousness", and the introduction of environmental education.
Early 1990s	Several large NGOs were established, primarily in Almaty, Karaganda, Semi palatinsk,Ust-Kamenogorsk.
1991	Independent Trade Union Centre in Kazakhstan.The Trade Union Centre in corporates 21 trade unions, four of which have republican status. The centre was based on the independent union of cooperative members, leaseholders and individuals, "Birlesu" (1989), the first in the USSR.

**Research of the Institute for development cooperation (idc), 2002*

port to the social sector arose during this period. By 1998, the massive provision of international grants to NGOs had started to drop. In these conditions, the question of real cooperation between the non-governmental sector and the Government, based on principles of equal partnership and self-financing, took on great importance.

The Ministry of Culture, Information and Public Accord, in close cooperation with and on the initiative of the Confederation of Non-Governmental Organisations of Kazakhstan (CNOK), the UNDP NGO Resource Centre, and a number of large NGOs in Almaty, developed the Concept of State Support for Non-profit (Non-Governmental) Organisations in the Republic of Kazakhstan that was signed by the RK Government on 23 January 2002. Development and effective promotion of this concept marks a new stage in the development of relations between NGOs and the Government, demonstrating that over 10 years, the non-governmental sector in Kazakhstan has become an important social force as well as a significant resource for further democratisation.

The chronology of NGO emergence in the country and by region is as follows (see Annex 2).

The first 6 NGOs were registered in 1989 in Almaty (3), Karaganda (2) and Mangystau (1). Between 1989 and 1994, between 6 and 57 NGOs were registered annually. The peak growth of NGOs was in 1998 (303), and this number declined in 2001 (100). Such a drop in the number of NGOs registered may have been partly caused by a period of waiting for the final version of the Kazakhstan Tax Code, which had been under revision since 2000.

Changes in legislation affecting NGOs, including the Tax Code, are a key aspect of the sustainable development of the NGO sector. The general trends of changes in the legal framework for establishing and developing NGOs are crucial for civil society in Kazakhstan (see Chapter 4).

As of the end of 2001, 1767 NGOs existed in Kazakhstan.[1] The data shows only the number of NGOs: the total number of Third Sector (non-profit) organisations excludes trade unions, political parties, religious confessions and government institutions.

The approach of the RK Statistics Agency to maintaining NGO statistics is based on the number of non-governmental organisations which report to the tax authorities on a regular basis. This fact cannot be viewed as a true criterion of sustainability, as organisations other than NGOs can also send tax declarations to the authorities (Figure 3.1).

At the end of 2001, based on the NGO index of sustainability developed by USAID, there were a total of 1000 actually existing NGOs. Therefore, a sustainability ratio of 4.3 was assigned as of the end of 2001.

This ratio indicates that the development of the NGO sector is influenced by a stagnant economy, passive Government, disinterested media, the existence of leaders with initiative but lacking professionalism, concentration of the NGOs in capitals and in 3-4 regions. The average index in Central Asian countries is 4.8, in Central Europe (2.2), in Eastern Europe (3.7). The highest index is in Estonia (1.7), the lowest being in Turkmenistan (6.5).[2]

In March 2000, the UNDP NGO Resource Centre established an online web database of NGOs in Kazakhstan. It was structured in consultation with Counterpart Consortium (USAID), local support NGOs such as CASDIN and “Interlegal”, and the Kazakhstan State Research Institute for Scientific and Technical Information. Information was collected, surveyed, structured for the database format and submitted in Russian and English.

In the process of developing the NGO database, it was established that as of the start of 2000, there were 854 NGOs actually existing in Kazakhstan. The sustainability criterion was a direct or indirect verification of NGOs according to their contact information and whether they were actually operating in the field of their declared mission. At the end of 2000 an update showed that a total of 1244 NGOs. As of 2001, this figure is 1197.[3]

A breakdown by sectors shows demand for socially oriented NGOs, which is evidence of the seriousness of social problems: 66% of NGOs have a social orientation i.e. to protect the interests of socially vulnerable people (24%) and provide social services (education, health and culture, 42%).

A small number of legal NGOs (3% in 2001) can be explained by the specific nature of their activity, and the fact that they operate in an environment which could be considered negative. Various sources show a figure of 7.6%: this is the total number of legal NGOs ever registered and includes environmental organisations among them.

The seeming contradiction between the small number (6%) of environmental NGOs and the view that these are the most numerous among NGOs (15% total number) can be explained by different interpretations of their missions. Therefore, a large

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[1] Data from the Information Centre of the Kazakhstan Statistics Agency was collected and reviewed by the Institute for Development Cooperation in order to differentiate NGO data

[2] NGO Sustainability Index for Central and Eastern Europe and Eurasia 2001. USAID, 2002

[3] Database of the UNDP NGO Resource Centre

number of environmental NGOs may be categorised as multi-profile ones, e.g. dealing with protection of rights to a clean environment as well as training and health services in the field of the environment.

Some special features are typical of Kazakhstan and possibly of all countries in transition. In November 2000 a large number of gender-focused NGOs (142) were registered in Kazakhstan. At the same time, 85% of NGOs in Kazakhstan are headed by women.[1]

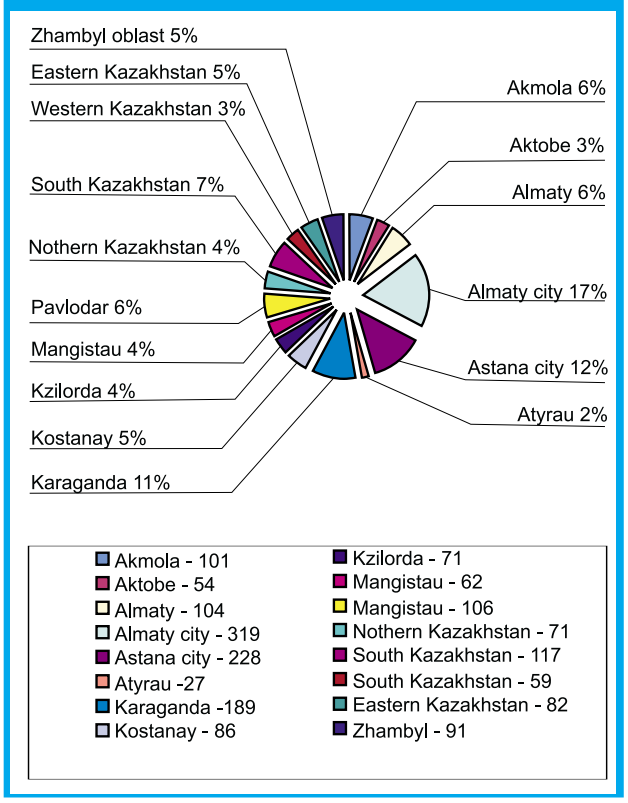
The following factors may have contributed to this situation:

- Women are more active and psychologically are more involved in social problems partly because they comprise a majority of unemployed people.
- The Third Sector is not financially attractive for men and is not sufficiently recognised by society (but the minority of NGOs headed by men are effective, recognised and financially sustainable).

Following an update of the data in November 2001, the number of NGOs headed by women had fallen to 51%, which indicates the growing involvement of men in the NGO sector.

A breakdown of NGOs by oblast shows that the highest concentration of NGOs is in Almaty (17%) and Astana (12%), and in their corresponding oblasts (Almaty and Akmola) this percentage is the

Figure 3.1.
Breakdown of NGOs by region



Source: Agency on Statistics of the Republic of Kazakhstan

[1] Database of the UNDP NGO Resource Centre

Box 3.2

ASSA
"COOPERATION, NOT CHARITY"

ASSA was founded in 1997. The main priorities of this organisation's activity are to maintain biodiversity, particularly in the wild apple forests of the Zailiysky Alatau region. The residents of Almaty Oblast Children's Home No.1 and schoolchildren of the Alatau Cooperative Farm were selected by ASSA as the main partners for project implementation. One of the NGO's activities is to help provide for the social welfare and adaptation of orphans, the most vulnerable social group.

Cooperation with international donors such as UNDP/GEF, the Canada Fund, Mercy Corps International, the Netherlands Embassy, and ISAR/USAID made it possible to implement ASSA's first successful project. ASSA members and children from the village school and Children's Home planted 3500 wild apple trees in the Ile-Alatau National Park, have created their own wild apple tree nursery where up to 20 000 wild apple seedlings are planted annually, and have planted a new orchard with 250 fruit trees at the Children's Home.

The problem of financial sustainability has been partially solved with assistance from ASSA's partner, the *Alma-Ata* company, which has started production of cider vinegar that it sells in Almaty pharmacies.

In its work with orphans, ASSA tries to organise them to improve their life.

ASSA members believe that the reason that their work has been successful is continuous contact with the people whose problems they try to solve and whose needs they try to meet. ASSA regularly discusses problems and new ideas with its target groups. ASSA staff find ways to cooperate effectively with the management of the Children's Home and local authorities.

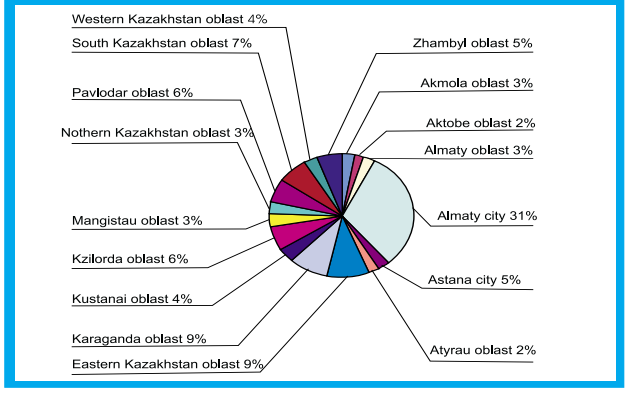
same for both (6%). The highest ratio of NGOs by region is seen in Karaganda Oblast (11.8%). In all other oblasts this figure is almost the same (4-6%), with a small difference in South Kazakhstan Oblast (7%); the lowest proportion is in Atyrau Oblast (2%).

The number of NGOs shown here reflects the number of NGOs working in urban areas, as rural NGO development is lagging behind, comprising just 8% of the total number of NGOs in the country.[1]

Database information on the non-governmental sector in Kazakhstan, as of November 2001, was as follows: 30.6% of non-governmental organisations are based in Almaty, 5% in Astana, 9% and 8.5% are represented in Eastern Kazakhstan and Karaganda respectively (almost equal percentages). As for the rest, the regional breakdown coincides with the data from the Kazakhstan Statistics Agency, where most NGOs exist in Southern Kazakhstan (6.4%) and the lowest number (2%) is in Atyrau region[2] (Figure 3.2).

It is worth noting the changes in NGO distribution found during the 2000 update of the UNDP

Figure 3.2.
Breakdown of NGOs by region



Source: UNDP NGO Resource Centre database

NGO Resource Centre database: of 1244 NGOs, 436 (or 35%) and 181 (or 14%) are based in Almaty and Almaty region respectively. In Almaty and Almaty region the number of NGOs is decreasing.

It will be appropriate in this chapter, even if only briefly, to describe and assess the activities of various NGOs focused on

- working with vulnerable groups
- legal protection
- environment
- charity
- healthcare
- education
- culture[3]

NGOs working with vulnerable groups

First of all, it is important for NGOs to address problems and provide assistance to socially vulnerable groups of people, as there are a large number of such people in the country. These include children, young people, women, mothers with many children and single mothers, retirees, disabled people, unemployed, persons with low qualifications, migrants and others.

As a result of financial and technical support from international organisations, most NGOs dealing with socially vulnerable groups of people build their operations on the basis of reviewing the situation and monitoring, and developing programmes' sustainability. For example, in 1999-2000, the Programme of the International Labour Organisation focused on providing business training for unemployed people, and the *Almaty Employment Support Foundation* and *Job Search Club* in Almaty organised training courses on business start-up ("Start Your Own Business"). Unemployed people who presented the best business plans received grants from GTZ amounting to up to 1000 USD to start their own business. Subsequent monitoring established that seven beneficiaries opened their own businesses and ten trainees started business independently. In 1999, the same Almaty Employment Support Fund under GTZ sponsorship implemented a pilot project in Almaty aimed at carrying out efficient public works. As a result of this project, 10 work schemes have been created for unemployed people: "Construction Team", "Social Workers", "Rubbish Collection and Sorting", "Advocacy of Healthy Living", "Distribution of *Vacancy* Newspaper", "Landscaping", "Crisis Centre for Women Victims of Violence", "Second Life for Books" and "Home Help", with over 100 registered unemployed people involved. For all activities (except for rubbish collection and sorting, and landscaping) unemployed people were provided preliminary vocational training under specialised programmes.

Other categories of people who need special care and attention (women with young children, released prisoners, demobilised soldiers, leavers of childrens homes and specialised schools, people who need to be re-accustomed to working and are a burden for employers) are successfully dealt by civil society organisations such as Almaty Job Search Club. However, such organisations are few.

A number of organisations deal with protection of human rights in the field of labour and employment, e.g. the NGO *Legal Initiative*, where

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[1] Concept of the State Support to Non-Profit (Non-Governmental) Organizations. 23 January 2002
[2] Database of the UNDP NGO Resource Centre
[3] Non-Profit Sector Development in Kazakhstan. Part 1, 2002

all people can receive free advice and legal assistance on labour issues. Due to numerous violations in this field, there are a large number of people seeking legal advice. Establishing and operating similar NGOs in all regions is now an important need.

Moldir Single Mothers' Association is actively providing start-up microcredits. It provides business training for women and gives them 3-months' of interest-free, non-collateral loans to start businesses. During the course of the programme, 45 single women were trained, and 30 of them received loans (up to 300 USD) and started businesses. The businesses were a poultry farm, sauna on the outskirts of Almaty, a furniture assembly shop, a canteen, and some other small service businesses.

Overall, in spite of all these achievements and successes, there are few NGOs dealing with socially vulnerable groups. Their operations cannot be viewed as mass activities, but they are recognised as socially significant. In addition, the results of the expert survey (see Section 2, Chapter 6) show that the work of various NGOs is quite well known among the public.

Legal NGOs A review of the goals, objectives and practical activities of rights protection organisations in Kazakhstan has led to the conclusion that the classification used by Moscow Helsinki Group, which divided rights protection organisations into two groups (general rights protection and specific-issue) is justified. Despite the somewhat arbitrary nature of such classification, it enables one to quite accurately identify the motivation and



Workshop for activist women of Beskaragay village in Eastern Kazakhstan Oblast

the effectiveness of their human rights observance monitoring activities.

Analysis of wide-ranging information related to rights protection organisations in Kazakhstan, the CIS and other countries allows one to conclude that organisations dealing with general rights protection are those who implement all four or most of the following functions:

1. Monitoring of observance of all human and civic rights and freedoms, and raising public awareness (including the international community) of the trends and cases of gross violations.

2. Analysis of current law and draft laws submitted to the Parliament in terms of their compliance with international regulations and standards in the field of human rights.

3. Education: increasing the public's knowledge of international documents in the field of

Box 3.3

CONFEDERATION OF NON-GOVERNMENTAL ORGANISATIONS OF KAZAKHSTAN "RECOGNISING NGOS AS WORTHY PARTNERS FOR GOVERNMENT"

The Confederation of Non-Governmental Organisations of Kazakhstan (CNOK) was established in March 2000, with the objective of achieving recognition of NGOs as worthy partners of Government, with whom cooperation is necessary to find optimal solutions to society's problems.

Immediately after its creation, CNOK initiated a meeting with members of the Kazakhstan Government. At the meeting, nine proposals were presented to the Government regarding the development of the non-governmental sector in the country, the creation of cooperation mechanisms for NGOs and government bodies at the national, sectoral and local levels, and the drafting of a Law on State Social Tendering. In addition, CNOK proposed introducing the practice of public hearings as a new form of democratisation of Kazakhstani society. All of CNOK's proposals were approved, and work to bring them to fruition led to the drafting and approval by the Government on 23 January 2002 of the Concept of State Support to Non-Profit (Non-Governmental) Organisations in the RK.

On CNOK's initiative,consultative bodies involving NGO participation were established under the oblast Governors in South Kazakhstan, Kostanai, Kyzylorda, and West Kazakhstan oblasts. It is planned to do this in all oblasts of the country.

The Inter-agency Commission for Poverty Reduction has developed the practice of hearing alternative reports by CNOK on various questions being discussed. The reports are prepared by highly qualified specialists from NGOs.

human rights, laws and standards, institutions and mechanisms of rights protection internationally and in developed democratic countries.

4. Protection of rights and freedoms of specific people who believe that their rights have been violated by the national legislation or law enforcement practices, which in some cases reflect deeper trends.

In this regard, the number of rights protection organisations existing in almost all CIS countries is extremely limited. These organisations are often criticised both by the Government and by the public, and by some people who have a post-Soviet dependency mentality and prefer narrowly focused rights protection organisations oriented at solving the private problems of individuals.

The relevance and social significance of rights protection NGOs is evident, due to: (1) frequent cases of violation of rights and freedoms by the Government, government agencies or officials; and (2) restrictions and violations of rights by law enforcement agencies and judicial bodies, who in actual fact are supposed to defend these rights and freedoms.

An analysis of the legal movement reveals that the first NGO established in Kazakhstan in 1988-1989 was the Kazakhstan branch of the All-Union Volunteer Historical Awareness Society "*Memorial*". For a number of reasons, as a result of this attempt, two NGOs were established: the Almaty branch of Memorial, and the Kazakhstan Volunteer Historical Awareness Society *"Adilet*". Both of them were focused mainly on the historical aspect of restoring the rights of victims of totalitarianism. Today only Adilet is operational.

The Kazakhstan Association of Victims of Political Repression was established in 1990-1991 to restore the rights of politically repressed and deported German members of the "labour army", etc. The Public Remedial Committee *Zheltoksan* was established in 1991 to deal with the restitution of the rights of individuals who were held criminally and administratively responsible for youth demonstrations in December 1986. The *Almaty Helsinki Committee* was set up to deal with protection of rights (within the International Helsinki Federation).

The Kazakhstan-American Bureau for Human Rights and Enforcement (since 1997 called the Kazakhstan International Bureau for Human Rights) and the Almaty Public Association for Human Rights were established in 1993. The Democratic Committee for Human Rights and the Public Movement "*Legal Democracy in Kazakhstan*" were founded in 1993-1994.

The first rights protection organisations were founded in 1994-1995: the *Centre for Human Rights* (Karaganda), and regional branches of the Democratic Committee for Human Rights of Kazakhstan.

The Association of Independent Electronic Mass Media, dealing with protection of journalists' rights, and the *Centre of Criminal Justice Reform,* dealing with protection of rights of arrested persons, people on trial and prisoners were founded in 1995-1996.

The Fund for Freedom of Speech "*Adil-Soz*" and the *Centre for Human Rights* as well as the *Institute of Human Rights* and a number of awareness-raising rights protection associations were set up in 1998-2000.

In addition, most people for various reasons are not aware of their rights and ways they can protect them. This makes it easier for government agencies and officials to violate human rights and freedoms. Another serious problem is poor leg-

Box 3.4

KAZAKHSTAN ASSOCIATION FOR SEXUAL AND REPRODUCTIVE HEALTH (KASRH)

The Association was registered as an NGO on 6 March 1996. It brought together young people, medical specialists, educators from schools and tertiary institutions, and journalists.

KASRH's main objective is to protect women's and men's reproductive rights, and young people's right to make free and informed choices with respect to their own sexual and reproductive health.

During its four years of operation, KASRH, with the support of AVSC International, has held family planning workshops in all regions of Kazakhstan. Each oblast has received humanitarian assistance in the form of medical equi pment and educational literature to provide family planning services.About 600 medical specialists have been trained, and have been certified as family planning experts.

Under an International Family Planning Association project, the Association, together with Johns Hopkins University, developed a National Programme on Reproductive Health and Family Planning for medical educational institutions in Kazakhstan. The Programme conforms to International Standards and has been approved by the Ministry of Health so that it can be included in treatment programmes at all three levels of medical education.

Box 3.5

THE KAZAKHSTAN INTERNATIONAL BUREAU FOR HUMAN RIGHTS AND OBSERVANCE OF THE LAW
"HUMAN RIGHTS ARE INSEPARABLE FROM HUMAN NATURE"

The Bureau for Human Rights was established in July 1993. On 4 March 1997, the organisation was re-registered as an international public association, *The Kazakhstani International Bureau for Human Rights and Observance of the Law*. Today the organisation has branches in seven regions of Kazakhstan.

After four long years of negotiations and painstaking work to influence public opinion by arranging conferences and workshops, making public speeches and publishing articles in the media, the staff of the Bureau have managed to obtain a political decision to put the penal system back under the jurisdiction of the Ministry of Justice instead of the Ministry of Internal Affairs.

In 2000, the Kazakhstani Government made another very important decision: to abolish the so-called "exit visa" for Kazakhstani citizens. In the same year, the Ministry of Internal Affairs cancelled its regulation stipulating amandatory police presence at meetings held in civil society organisations' offices.The Bureau lobbied for this decision for five years.

The Bureau staff have been offering a great deal of legal assistance to Kazakhstani citizens. A grant provided by the Swiss Government, UNHCR, and IOM helped to establish the bureau's Rights Protection Centre. The Centre's mission is to provide free legal assistance to refugees, migrants, and citizens of Kazakhstan. The Centre also monitors human rights protection, drawing public attention to the illegal activities of the authorities.

The Bureau has published many collections of international compacts, treaties and documents adopted by ILO, UNESCO, UNHCR, and OSCE, and materials on international human rights conferences. The Bureau has concluded an agreement with the Committee for the Penal System to distribute an Instruction on prisoners' rights in all Kazakhstani jails and correctional facilities. Similar collections have been prepared for migrants and asylum seekers. An electronic information bulletin (in English and Russian), and its print version (in Kazakh and Russian), is distributed on the human rights situation in Kazakhstan.

The Bureau has been implementing a number of educational programmes devoted to issues of human rights protection. Since 1996, Bureau staff have been lecturing and holding practical seminars on human rights for students of Kazakhstan's leading tertiary institutions.

In 2000, the Bureau began preparing human rights training programmes for broadcast on the national TV channel Khabar-1. The programmes are devoted to topical matters relating to human rights protection, and warn about unlawful and unjustified actions by representatives of government bodies, and explains about women and children's rights as well as the rights of prisoners and people who have been convicted of crimes.

islation, which is ineffective and leads to violations. In such circumstances, public demand for rights protection NGOs is growing.

The level of their popularity and how well they are known by the public influences the effectiveness of rights protection NGOs. Provision of information, legal advice, monitoring of human rights, legal education, independent expert assessments, protection of rights in courts, influence on the legislative drafting process, and involvement in decision-making are the most prominent among the activities implemented by NGOs.

Environmental NGOs Environmental NGOs are needed because of the poor environmental situation in the country and especially in certain regions, and weak and ineffective government action on environmental matters. The main problems include environmental pollution; dumping of nuclear waste; environmental disaster areas such as the Aral Sea region,Semipalatinsk,Baikonur, Caspian and Balkhash ecosystems; extinction of rare plant and animal species; etc.

One of the first mass environmental organisations was the International Anti-Nuclear Movement "*Semipalatinsk-Nevada*" founded in 1989. One of its achievements was to close the Semipalatinsk Nuclear Testing Site in 1990. The movement brought people together from various social groups, as well as a large number of environmental experts. It has also contributed to the development of environmental organisations in the country.

The first Forum of Kazakhstan Environmental NGOs took place in Almaty in 1997. Annual environmental campaigns to clean up rivers were or-

ganised in 1998-2000. The Second Forum of Kazakhstan Environmental NGOs took place in Almaty in 2000. The same year the MNREP and Special NGO Working Group signed a Memorandum of Understanding. In 2001, Kazakhstan started a campaign against the import of nuclear wastes. In the same year, Kazakhstan hosted the third Environmental Forum of NGOs.

Priority activities of environmental organisations include the study and elimination of the consequences of nuclear testing sites and areas of environmental disasters, formation of public opinion, introduction of a system of environmental education, lobbying of draft laws and other regulatory documents focused on environmental problems, conferences, workshops, public hearings devoted to environmental issues, implementation of projects focused on conservation of biodiversity, desertification, rehabilitation of victims of environmental disasters, etc.

Socially oriented NGOs *(health, education, culture).* NGOs dealing with social protection of people and socially vulnerable groups, health, education and culture are important due to serious problems and the need to supplement the Government's efforts in dealing with these issues.

The first NGOs in Kazakhstan working in the field of healthcare were established in the early 1990s. Donor organisations emerged in the country and started to support NGO projects targeting health problems. These NGOs received not only financial and technical assistance but also organisational and methodological support such as workshops and conferences. Due to such assistance, and the enterprise and enthusiasm of NGO leaders, some NGOs were better than state public health institutions in terms of their facilities and expertise. This makes it possible for them to study the problems efficiently and in a timely fashion, shape public opinion and provide specific assistance to target groups of people.

The Association of Doctors and Chemists of Kazakhstan (ADCK) was established in spring 1990. Over 30 branches of the Association exist in oblasts and towns of Kazakhstan and have different areas of medical specialisation. ADCK established links with medical Associations in Europe and the CIS. The Association acts as the headquarters of the Eurasian Forum of Medical Associations; it publishes a magazine "For Life" which provides information about the Association and its branches and shares practical experience. Importance is placed on drug and alcohol abuse problems and smoking. For practical resolution of this problem, in 1999 the Association established the first Medical Treatment and Preventive Centre "Ak Niyet", which deals mostly with treatment



Free consultations during Diabetes Day

of drug addicts and alcoholics, including children and teenagers.

On the regional level, the *Kostanai Public Health Foundation* "Pomoshch" established in November 1996 is a good example of fruitful cooperation and social partnership. Its mission is toprovide medical and social assistance to Kostanai citizens to promote healthy lifestyles, as well as to help develop regional NGOs. Fifteen staff and twelve volunteers work at the Foundation. The foundation brings together people with initiative from various social groups who are concerned about promoting healthy lifestyles.

Tengri-Umai and *Kokserek* art galleries are well known in the field of culture. The first gallery organises education exhibitions and in 2000 was the organiser of the International Art Festival "Master Class". The Kokserek gallery, in addition to exhibition activities, organises various performances, supports fringe art, and conducts classes in an experimental art school.

"Constellation" is an example of an NGO working in the field of musical and performance arts. Its main activity is organising musical evenings. The Public Foundation Musaget is active and fruitful in the field of literature, conducting the following activities: providing advice and conducting research in the field of culture; publishing the Apollinari literary collection; maintaining a website, holding a humanitarian seminar "Philology Discussions", and running a literature seminar "Master Class" for young Kazakhstani writers; holding a children's literature competition "Children's writing".

The Creative Initiative League is active in the field of copyright. It issues a bulletin "The Author and the Law", organises conferences and roundtables, and provides legal protection of copyright. Recently a number of new NGOs came into existence which provide curatorial and organisational

services in various spheres, such as the Art-Manager Association or the Producer Centre.

Activities of *educational NGOs* include:

- Innovative training programmes, (civil education, skills in conflict settlement, critical thinking through reading and writing, healthy lifestyle; economic, environmental, legal and language programmes etc).
- Joint resolution of professional problems and protection of the interests of the teaching community, professional training, organisation of research and scientific activity, etc.
- Creation of alternative standards, training plans, curricula, training and methodological literature; updating educational content; development of innovative training techniques.
- Involvement in education policy formation, education management democratisation, and the creation of a regulatory and legal framework for education.
- Creation of a favourable environment and protection of children's interests when being educated by teachers and parents.
- Assistance to training institutions in solving material and financial problems, interaction and partnerships with local communities.
- Improving knowledge and gaining skills for working with schoolchildren and students, networking internationally for information sharing, involvement in exchange programmes, search for part-time job while studying, etc.

Educational NGOs, although not numerous, could include those frequently conducting workshops and training on certain issues of concern to them. Non-governmental (private) training organisations, registered as institutions or not-for-profit companies, also fall into this category. In their legal organisational form they are classified as non-profit organisations, and they implement licensed, fee-based academic training programmes, and issue certificates. Most of these kinds of education institutions have never received any grants. They are listed as NGOs in the Third Sector database of Counterpart Consortium, Soros Foundation Kazakhstan, and the UNDP NGO RC.

In general, NGOs dealing with social protection, health, education and culture are well-known and popular and supported by people.

Charitable NGOs The social significance of charitable NGOs is determined mostly by the needs of socially vulnerable people such as orphans, low-income families, disabled people, pensioners, and homeless people; as well as the needs of healthcare, educational and childcare institutions, but this activity itself needs to be developed.

In autumn 2001 the Fist National "Blue Bird" Festival of Disabled Children was organised which involved NGOs dealing with disabled children, and Soros Volunteer House Kazakhstan. This event encouraged partnership with businesses such as Chevron Munaigas Inc., which was the general sponsor, and with Group 4, who covered the trav-

Box 3.6

ARAL TENIZI
"THE COMMUNITY MANAGES ITS OWN DEVELOPMENT"

The *Aral Tenizi* NGO was founded in Aralsk. Its objective is to provide environmental, social and economic support to people suffering from the consequences of the Aral Sea environmental disaster.

With financial support from the joint Danish-Kazakhstani project "From Kategat to the Aral Sea" and the UNDP GEF / Small Grants Programme, Aral Tenizi got the necessary equipment to change fishing practices. Currently more than 100 fishermen are fishing the Aral Sea as a result of support provided by this NGO.

Aral Tenizi has many actions and programmes to its credit, the key one being education of the people about the environment.

Aral Tenizi has three staff, and volunteers provide a lot of assistance. People involved in Aral Tenizi believe that staff and volunteers should share information and should discuss the NGO's aims, problems and successes together on a regular basis.

The leader of Aral Tenizi, Ms Zhanat Makhambetova, believes that they have developed successfully due to the fact that they base their activity on the ideas of Aral region inhabitants themselves, and implement it through the efforts of these people. The last two years of work in Aralsk region have confirmed the correctness of this view. The programmes implemented by local inhabitants were the most successful and aimed at future development. By encouraging and recognising the capacity of individuals to make major changes, Aral Tenizi has given local communities the opportunity to manage their own development.

el cost of partici pants from other parts of the country. Children had a chance topartici pate,and received prizes and presents.

As a rule, charitable NGOs deal with material and financial support to socially vulnerable people and institutions, they lobby for preferential terms for charities, arrange charity dinners and free distribution of clothes and medications, collect funds for charity, and open childrens villages and consulting centres, etc.

The legal status and framework of charitable activity need to be formalised. NGOs need to obtain government support and preferential conditions for charitable activities, including certain tax privileges. Interaction and cooperation are needed between NGOs, government and commercial organisations working in the field of charity. People also need to be inculcated with values and traditions of charityand sponsorshi p.

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The NGO sector's development in Kazakhstan began with the emergence of the first NGOs at the end of the 1980s. Over time, the sector has changed both qualitatively and quantitatively. Today the NGO sector is characterised by:

- Geographical concentration in capitals and big cities (there are few in rural settlements). This can be explained by a lack of means for communicating information, and close interaction between social and economic institutions in rural areas.
- Thematic concentration in a small number of fields important for the country's development such as human rights, poverty alleviation, charity, gender problems, vulnerable social groups, and the environment. NGOs are successful in such areas and encourage public action. The most successful are civil society organisations which collaborate with government agencies at the national and local levels.

Some support to NGOs is provided by local business, especially in the field of targeted charitable assistance. However, grantors as well as beneficiaries are reluctant to disseminate this information and share their experience. Adoption of a Law on Charity would improve the situation, as such a law would legalise these relationshi ps. Furthermore,it would provide an incentive for commercial entities to support NGOs financially.

Another obvious tendency is the growing realisation of the need for a joint coordinated strategy to represent and protect the interests of the NGO sector, which would help to improve cooperation and the professionalism of the sector.

Chapter 4. THE LEGAL FRAMEWORK OF THE NON-GOVERNMENTAL SECTOR IN KAZAKHSTAN

Legislation covering the issues of establishment, registration, management and reporting, and tax or other incentives play a significant role in NGO sector development in any country. This is in many ways crucial for the development and efficiency of NGOs, and for them to obtain public trust and support.

In Kazakhstan, the first amateur civil society organisations emerged as early as the mid-1980s, and by the end of the 1980s, some of them had been formalised i.e. they had adopted charters and registered with government authorities. However, many independent organisations stayed unregistered, because registration was mostly provided to groups approved by the authorities. According to figures provided in a publication of that period, as of 1 January 1991, 96 amateur civil society organisations were established in Kazakhstan.[1]

It was only by the early 1990s that authorities started to change their attitudes to independent public initiatives, and this was specifically reflected in the Law on Public Associations. The All-Union Law "On Public Associations" was adopted in 1990, and on 27 June 1991 Kazakhstan issued its first Law "On Public Associations". The Public Association was practically the only legal organisational form for NGOs.[2] Public associations included political parties, social and political movements and trade unions; various volunteer societies including sports, scientific and technical, educational and arts unions; and foundations and associations (unions) of the above public associations.

In addition to the Law on Public Associations, in 1991 a series of sectoral laws were adopted which contained special provisions regarding civil society organisations working in these sectors. These include the law of 5 June 1991 "On Protection of Consumer Rights", the law of 18 June 1991 "On Environmental Protection", the law of 21 June 1991 "On Social Protection of Disabled Persons", and the law of 28 June 1991 "On State Youth Policy". Each of the laws bestowed specific rights and responsibilities on certain types of public associations acting in various fields and allowed for state support. In some cases these laws legally distinguished between the associations initiated by the Government and amateur civil society organisations. Naturally, the first group had more rights and privileges. For example, the 1991 law "On Environmental Protection" included special provisions for the Kazakh Environmental Society founded in 1962.

However, the law in the early 1990s, despite its flaws, gave a powerful boost to the development of civil society organisations in Kazakhstan. A general legal organisational framework was developed for amateur organisations, and the possibility of people becoming involved in civil society organisations on a voluntary, independent basis was formalised. By 1 December 1993, the number of registered public associations had reached 2846;[3] moreover, the scope of their activity increased dramatically.

The next stage in the development of the domestic NGO sector is normally associated with the emergence of foreign and international donors, and support to local NGOs, including in the form of grants.

Significant changes were seen in the legal regulation of NGOs. At the end of 1994, a civil code was adopted which legalised the general notion of non-profit organisations and provided for their establishment and registration as various types of legal entity. In addition to public associations, NGOs were now able to be set up in the form of a public foundation, and legal entities were able to form an association (union). Many people saw this as an opportunity to avoid the considerable inconveniences of the public association structure, e.g. the mandatory requirement for there to be 10 founders before such an association could be established and registered, and territorial restrictions according tolocal status.[4] Multi ple forms of NGOs made

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[1] V. Ponomarev. Civil Society Organisations in Kazakhstan and Kyrgyzstan. SE Glagol, 1991, p. 6

[2] Some exclusions exist where organisations were established as non-profit organisations under the Civil Law of USSR and Republics in 1991

[3] Order of MIA Kazakhstan dated 31 December 1993 ref. 469, "On Work Arrangements for IA Bodies related to Public Associations"

[4] Public funds, institutions, associations (unions) of legal entities could act throughout Kazakhstan without republican status

it possible to establish not only mass organisations but also a great number of NGOs founded by small groups of people, and even by a single individual.

The next stage of NGO development in Kazakhstan could be seen to have followed the legal principle of non-interference of public associations in government affairs, and vice versa. Further developing this principle,Article 5 of the 1995 Constitution prohibited state funding for public associations, which was often viewed as prohibition of state support to all NGOs regardless of the form. Even public associations with close ties to the Government have lost some of the rights to government financial support.

Today we can speak of a new stage in relations between Government and NGOs, with some features reflected in a legal framework. In early 2001, Kazakhstan adopted a law on non-profit organisations. Although the law does not contain fundamentally new approaches to legal NGO regulation, its adoption is viewed as an expression of government interest in the development of the NGO and non-profit sector. According to the law "On Non-profit Organisations" dated 16 January 2001, the following can be categorised as non-profit:

- Institution (government and private)
- Public Associations
- Foundations (private, corporate, public, government)
- Consumer cooperatives
- Religious associations
- Non-profit companies
- Others: notary publics, trade and industry organisations, audit chambers, Bar Associations, cooperatives of apartment owners (CAOs).

Religious associations, parties and trade unions may be classified as non-profit organisations, and are mentioned in the law of 16 January 2001, but RK legislation has separate laws for such organisations.

Non-governmental and non-profit organisations include all of those mentioned above, except for:

- Governmental organisations
- Government foundations.

Figure 4.1 breaks down NGOs into three legal organisational forms (in %). Non-governmental

Figure 4.1*
Legal organisational forms of NGOs

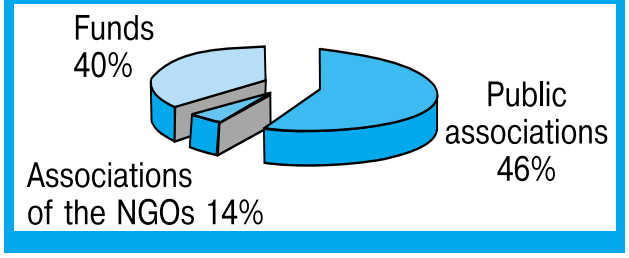


Table 4.1*
Legal organisational forms of non-profit associations

Non-profit organisation	Non-profit non-governmental organisation	NGOs
Institution (state and private)	Private	Private institution fulfils socially significant mission
Public association	Public association	Public association
Foundation (private, corporate, public, state)	Foundation (private, corporate, public)	Foundation (private, corporate, public)
Consumers' cooperative society	Consumer cooperative society e.g. rural CCS	Consumer cooperative society Rural Consumer cooperative society
Religious association	Religious association	No
Non-profit joint stock company	Non-profit joint stock company	No
Other: notary, commercial and industrial, audit boards; college of advocates; CAO	Other: notary, commercial and industrial, audit boards; Bar associations; CAOs	No

** Research of the Institute for Development Cooperation (idc), 2002*

institutions are excluded. Rural consumer cooperatives (RCCs) are not selected, although they are included in the total number of NGOs. Normally they are registered as public foundations or associations.

Clearly, the public association is the preferred organisational form for registration. Bringing together legal entities in the form of an association is the least popular option for registration.

A very significant event was the exclusion from the new Tax code, adopted on 12 June 2001, of individual tax incentives for a small number of civil society organisations who in the past were often given a limited amount of state support and were officially recognised for their social significance. Despite some inadequate taxation provisions for NGOs, some new aspects of the Code provide more favourable conditions for NGOs doing fee-based work, and for efficient use of funds.

Inadequate provisions of the new Tax Code include the approach to grants and humanitarian assistance. In the case of grants, this is a mandatory procedure to include most foreign and international grant-providing organisations on a special government list; moreover, no provision was made for local grants. In the case of humanitarian assistance, preferential terms can be granted only where such assistance is provided to the Government and distributed through its authorised bodies.

On 23 January 2002 the Government adopted a Concept of State Support to Non-Profit (Non-Governmental) Organisations. The document envisages state support to NGOs including the development of a Programme of State Support to the Non-Governmental Sector and a Law on State Social Tenders.

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Kazakhstan's legislation on NGOs has many features which originate from the short, albeit complicated and contradictory, history of its development. Kazakhstani law still fails to legally differentiate various NGO forms. Kazakhstan does not have a law to regulate charitable organisations and provide tax or other incentives relative to other not-for-profit organisations. An outstanding issue is that of tax incentives for entities who make donations to NGOs. Kazakhstan's laws contain rather brief provisions relating to NGO management, although such issues are covered by rather detailed regulations in many countries. Kazakhstani NGO legislation has only just reached the formation stage: it makes it possible to establish and register non-governmental, non-profit organisations, and even provides some tax incentives, although on a rather low level. Kazakhstan has taken a big step forward in terms of providing a liberal legal regime in relation to the NGO sector, and has moved away from the practice of government support to a small select group of quasi-governmental civil society organisations.

There is reason to expect that subsequent development of the NGO sector in Kazakhstan will be accompanied by more consistent government and legal policy, which will enable NGOs to effectively realise their great potential to address social problems existing in Kazakhstan society.

Chapter 5. VOLUNTEER ACTIVITIES IN CIVIL SOCIETY

"Volunteer activity is an important component of any strategy focused on poverty reduction, sustainable development and social integration, particularly, on overcoming social estrangement and discrimination."[1]

According to the Paris Declaration (1990) initiated by the International Association of Volunteer Efforts (IAVE), voluntary activity is the voluntary choice of a citizen to take an active part in the life of human communities, which helps to meet key human needs on the way to a just and peaceful society, balanced economic and social development, and creation of new jobs and new occupations.

In most countries, volunteer activity is one of the key elements of human life. Volunteers can act at local, national and international levels. Volunteer activity can take on new forms and be flexible in responding to the needs of a country. It has an important role in social development: active citizens assist the efforts of the Government to resolve local, regional and international problems of social importance, and enhance further integration of the world community. International volunteer organisations such as United Nations Volunteers, Voluntary Service Overseas (VSO) and the Peace Corps, among others, play an important role.

In economically advanced countries, volunteer activity has penetrated all spheres of social life. The **US** has 500 Local Volunteer Centres. Traditionally these centres receive and assign volunteers to work at charitable organisations and government agencies. Volunteer work has a considerable economic effect. For example, in 2001, 83.9 million US citizens (44% of the adult population) worked 15.5 billion hours on a voluntary basis. The value of this work was 239.2 billion USD (based on 15.40 USD per 1 hour).[2] In **Japan**, 4.2 million people (3% of the population) are registered in local volunteer centres. **Australia** has state volunteer centres partly funded by the national budget. It is prestigious and an honour to be a volunteer in these countries.

Volunteer activity is well developed in many countries, as it serves as a valuable tool to combat poverty and need, negative environmental impacts, the spread of HIV/ AIDS, and many other problems. In **India**, volunteer activity has a long history, and that society's development in many ways relies on the spirit of volunteer work and mutual assistance. As the number of NGOs grows in **Africa**, and as their organisational sustainability improves, volunteer initiatives are emerging in various spheres of life such as women's development, environment, peace-keeping, and social movements.

There is even interesting experience of involving volunteers in business activity. Commercial organisations' introduction of volunteering into their activities is known as "corporate social responsibility", and promotes a solid, positive corporate image.

In **Kazakhstan,** people of different ages and social status (mainly students) work in civil society organisations on a volunteer basis, and gain professional experience, skills, access to information, alternative education, and the opportunity to network as non-material forms of compensation. Kazakhstan has positive experience of volunteer activity in government agencies. For example, the Ministry of Culture, Information and Public Accord works with VSO, and provides informational support to various volunteer actions. Kazakhstan has examples of corporate volunteering, where staff of a commercial organisation work for free — for example, 1 day per year — and send their salary to meet the needs of poor people or provide free social services for socially vulnerable people.

A positive trend can be seen in the attitude to volunteer activity over the last three years. Based on a social survey to support an initial assessment of volunteering, when asked the question of "What is your attitude to volunteer activity?" 74% of respondents gave positive responses*. According to the results of a survey organised by the Public Development Centre "Accord" in 2001, 89% noted the potential for development of voluntary work in the country and identified spheres in which they would like to participate (see Figure 5.1).

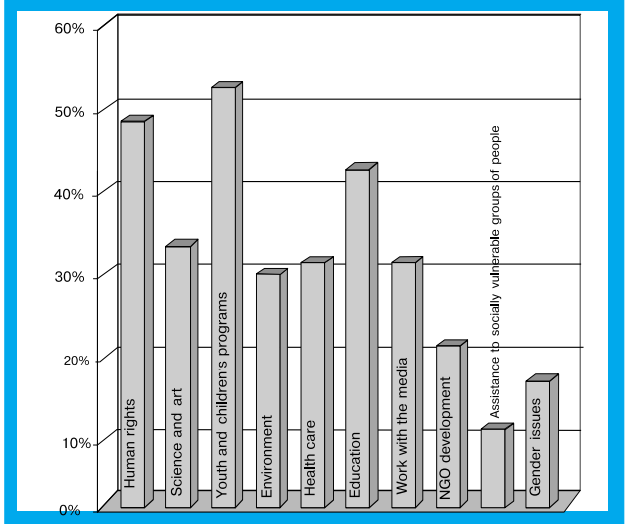
The survey showed that 37% of organisations interviewed used volunteers on a regular basis, 16% used them occasionally, and 10% did not use them at all (Figure 5.2). The need of civil society organisations for volunteers exceeds the number of volunteers available. 68.2% of the NGOs which participated in the study would like

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[1] Report on the work of the organization in 2001. UN Secretary General Kofi Annan, General Assembly, September 6, 2001

[2] "Giving and Volunteering in the United States 2001: Key Findings". Independent Sector, Washington, 2001

Figure 5.1*
NGO activities attractive to volunteers



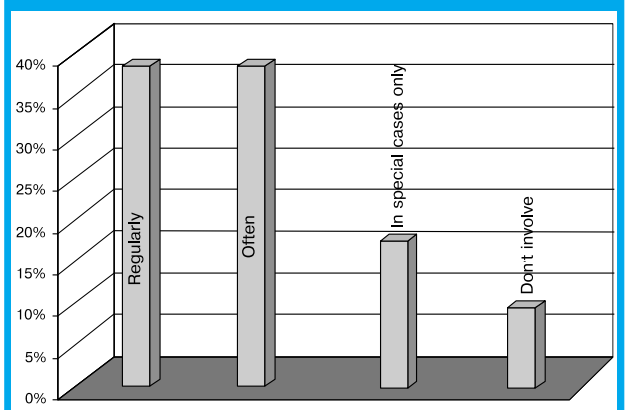
to involve additional volunteers in their work.

A social portrait of Kazakhstani volunteers can be created based on the survey. 42% of volunteers are young people aged 17-30 (students), 36% are middle-aged people, and 7.4% are volunteers over 50 years of age. 60% are women (students, housewives).[1] With regard to their social status, humanities students are predominant. At the same time, in a number of large organisations such as the Diabetic Association of Kazakhstan, the Association of Single Mothers "Moldir" and others, there are people over the age of 30 working who are either professionals in a particular field or people from the target groups.

What explains the predominance of youth volunteers? The leading motivation needs to be discussed. Nineteen percent of respondents chose volunteer activity to get additional training and learn new skills, for 13.6% it was an opportunity to get a good job, for 13.2% meeting others was the main motivation, and for 10% and 10.5% free access to office equipment and information resources was important. Only 6.8% of respondents stated that working in an NGO was an opportunity to make a contribution to solving social problems.

Figure 5.3 reflects the main motivation of volunteers in more detail. For comparison we provide the views of volunteer motivations given by NGO management and volunteers in order to compare volunteers' expectations and what NGOs actually offer them. Such obvious differences in views are not surprising. It is the result of the superficial approach of NGO staff to their volunteers and the inefficient system of human resource management stated above. The NGO leaders' ignorance of volunteers' aspirations reduces volunteers' motivation.

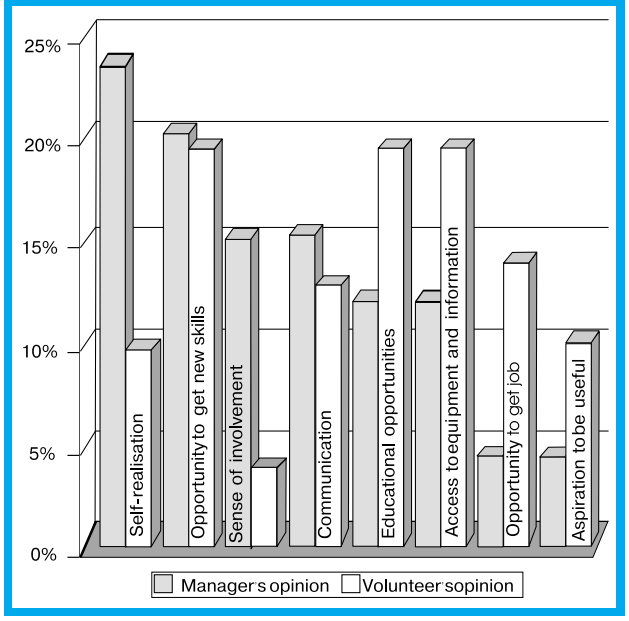
Figure 5.2*
Organisations involving volunteers, %



**Sociological research "Coverage of the Non-Governmental Sector by Volunteer Activities". Centre for Public Accord "Accord", 2001*

Диаграмма 5.3*

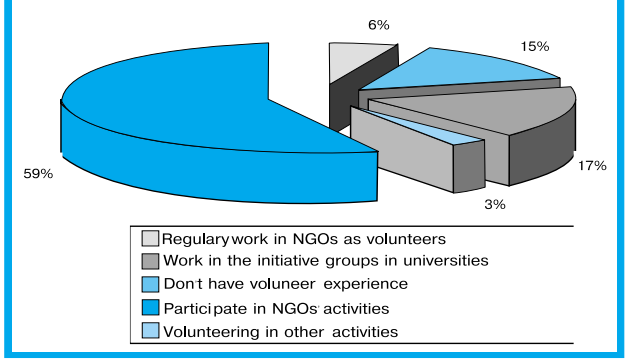
The key motivations of participation in volunteer movement



A survey of students in Almaty has revealed that 23.5% of respondents are aware of volunteer activity in foreign countries, while 22.3% know about NGO volunteers in Kazakhstan. Over 23% of participants are aware of volunteer initiative groups in universities. The term "volunteer" was new to 16% of respondents. Over 34.5% of students had

[1] Sociological Research by Guldan Tlegenova "Evaluation of Volunteerism in Kazakhstan" for Soros Foundation Volunteer House, 1999

Figure 5.4.
Volunteer experience of Almaty universitiy students



Sociological research "Coverage of the Non-Governmental Sector by Volunteer Activities". Centre for Public Accord "Accord", 2001



Volunteers building a school in Aralsk

some experience of doing volunteer work. 5.5% work as volunteers on a regular basis (See Figure 5.4).

Such active civil participation of students in social life can be explained by the increased level of activity of youth NGOs during the last two years, the establishment of youth NGOs and other civil society organisations, and the creation of student self-government bodies in universities — student maslikhats (councils), young researchers' councils, etc.

Nevertheless, only 25% of respondents are willing to try volunteer activity, 40% said it was "difficult to answer", and about 34% categorically oppose volunteer work. The main reason for its unpopularity among a third of respondents is lack of time and material reward, and a lack of understanding of the role of volunteerism in social life.

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What problems of volunteer activities have been revealed by the survey?

Firstly, most NGO leader respondents mentioned the need to formalise the status of volunteers and to legally regulate voluntary activity in Kazakshtan. Many countries of the world (USA, Italy, Spain etc.) have laws on volunteers. In Russia, volunteer activity is defined in the Law "On Charity and Charitable Organisations". The draft law "On State Social Tenders" which is under development, will raise issues about the role of volunteer activity. Many countries provide preferential conditions for volunteers (taxation, funding from local and national budgets). In Kazakhstan, volunteer activity is not covered by any legislation and volunteerism has no official status. This constrains the further development of volunteer initiatives in the country.

Secondly, a lack of professional and skilled managers in civil society organisations reduces the efficiency of human resource management and performance. Seventy-six percent of NGO leaders indicated the need for staff training in working with volunteers. This problem is being resolved by the NGO sector itself. For example, training is being developed and conducted on working with volunteers, and Russian volunteer programme management experts get invited to come and share their experience.

Thirdly, the public and the Government do not see volunteer activity as a strong, skilled resource which is essential for the resolution of many socially significant problems and for getting people involved in civil society. In most cases volunteer activity is viewed as a secondary tool.

To sum up, the volunteer sector in Kazakhstan does not play the same role it does in developed countries. In Kazakhstan many people's predominant motivations are to make more money, or just to survive. Working for free for the welfare of society is an extremely rare motivation, but this is what volunteerism depends on.

Nonetheless, volunteer activity in Kazakhstan is developing. Volunteers are already becoming the flagbearers of the idea of civil participation, and intermediaries between NGOs and society. In future, as volunteer programmes develop and their importance gets recognition by state authorities, volunteers will become an active civic reserve force for society.

SECTION II

KAZAKHSTANI NON-GOVERNMENTAL ORGANISATIONS AS VIEWED BY SOCIETY

Chapter 6. OVERVIEW OF KAZAKHSTAN'S NON-GOVERNMENTAL ORGANISATIONS

In order to assess the performance of NGOs in Kazakhstan, social research was commissioned by UNDP and conducted by the "Central Asian Project" group. Representatives of governmental, non-governmental, business and academic sectors were interviewed. This chapter contains the results of this research.

During interviews, respondents were asked to give their views on the following issues:

1. Identify priority problems in Kazakhstan and study NGOs' impact in solving these problems. These problems included support to socially vulnerable people (women, children, youth, pensioners, disabled people), develop democracy and protect human rights, charitable work, the social sphere, the environment.
2. Identify achievements of and problems facing NGOs.
3. Identify the level of public awareness of NGO activities.
4. Develop respondents' recommendations for Third Sector development.

Responses to the question "Do you know of any specific NGOs?" were as follows: (Table 6.1).

Analysing the results in Table 6.1, we can conclude that most respondents know of some NGOs, while representatives of the commercial and government sectors have the least knowledge of NGOs. Most respondents were able to mention the most active NGOs. Practically every second respondent is aware of charitable NGOs. Respondents mentioned 53 charitable NGOs including the Red Cross and Red Crescent, the Childrens Charitable Foundation "Bobek", other childrens foundations, the Low-income Support Foundation, Moldir Association, "Bibi-Ana", and others.

Respondents were asked the question, "Are NGOs able to have an impact on solving socially important problems?". More than half (58.3% from group 1, 61.0% from group 2, 50.0% from group 3 and 43.8% from group 4) mentioned that NGOs can only have a partial impact on the most pressing problems in Kazakhstan. Academic representatives gave the highest score to NGO capabilities (25.0%) while NGO representatives also gave a high score (24.4%). Doubts were expressed by business sector representatives about NGOs' ability to resolve pressing problems (30.0%).

Respondents' assessments reflect the attitude to NGOs by society as a whole. They expect that NGOs will at least partly solve some of the some most serious problems affecting the country's development. Commercial organisations, being the most business-like and active part of society and used to relying on themselves, do not expect much from NGOs, and therefore do not support them very strongly.

In response to another question, "which of the above pressing problems can NGOs help to resolve?" respondents of all 4 groups mentioned that NGOs can partly resolve all of them to some degree. The following problems were identified: unemployment, poverty, and weak social policy. Respondents from academic institutions added the problems of corruption and education. Commercial sector representatives identified the environment, and violation of the law. NGO representatives identified weak social policy, and an undemocratic political culture.

Only 2-3 respondents in each group consid-

Table 6.1.
Do you know of any specific NGOs?

Responses	Representatives by groups, %			
	Governmental	Non-Governmental	Business	Media and academics
1.Yes	66.7	85.4	60	87.5
2.No	25	2.4	20	6.3
3.Difficult to answer	8.3	12.2	20	6.3
Total	100	100	100	100

Research of the "Central Asian Project" group, 2002

ered that NGOs could solve various problems affecting Kazakhstan's development on their own (these included environmental issues, the lack of a clear vision for Kazakhstan's future development, the demographic crisis, and the undemocratic political culture). There were two divergent views among the other respondents (in all groups): a majority felt that NGOs can resolve pressing problems affecting Kazakhstan, but that it is difficult to do so alone; and a minority felt NGOs cannot resolve these problems at all.

Some explanations may be obtained from respondents' views on how effective NGOs are in solving problems of Kazakhstani society. Their answers to the question, "How can NGOs influence the resolution of pressing problems?" are given in Table 6.2.

The four groups of respondents had similar views regarding the ways of influencing pressing problems and society as a whole. The responses are shown in Figure 6.1.

Drawing attention to socially significant problems, involvement in drafting and amending the law, and the organisation of educational programmes are the three channels of influence in the view of most respondents. In their view, NGOs are less capable of influencing government objectiveness, the formation of parties, and organising financial assistance.

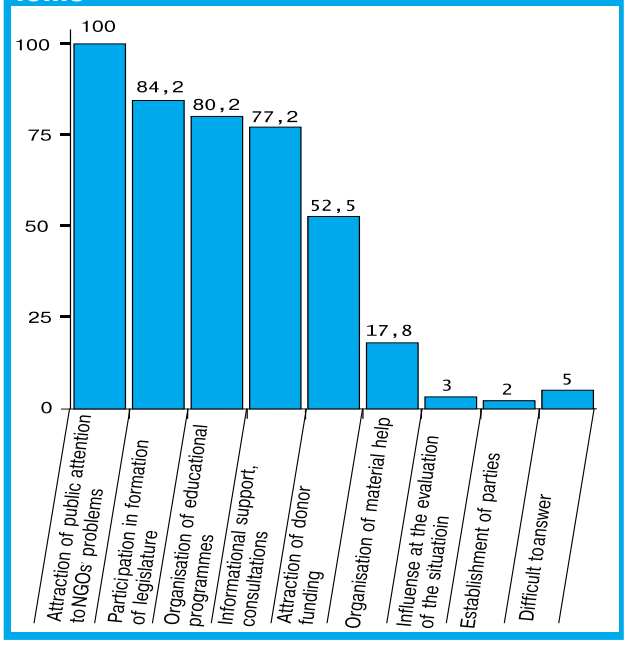
Answers to the question "What is the main role of NGOs in the social and political life of Kazakhstan?" were distributed as follows (Table 6.3.):

Respondents were also asked the question: "What do you think are the real goals of NGO establishment?" (Table 6.4)

Table 6.2*
The ways NGOs can influence the resolution of Kazakhstan's socially significant problems

Responses	Representatives by groups, %			
	Governmental	Non-Governmental	Business	Media and academics
1. Attract public attention	20.8	39	35	37.5
2. Involvement in drafting/ amending legislation	12.5	36.6	15	43.7
3. Training programmes	29.2	26.8	15	37.5
4. Information support, citizen's advice	25	34.1	10	25
5. Attracting donor funds into the country	20.8	19.5	10	18.7
6. Financial aid to low-income people	8.3	7.3	0	6.3
7. Influence on the objectiveness of situation assessments provided to government agencies	0	2.4	0	0
8. Difficult to answer	0	4.8	0	6.3

Figure 6.1*
NGO influence on pressing social problems



** Research of the "Central Asian Project" group, 2002*

Table 6.3*
The main role of NGOs in social and political life

Responses	Representatives by groups, %			
	Governmental	NGO	Business	Media and academics
1. Attracting public attention	50	78	60	93.8
2. Link between society and Government	58.3	61	35	87.5
3. Promoting civil activism	45.8	61	70	81.3
4. Raising donor funds	33.3	43.9	35	50
5. Support of socially vulnerable groups	29.2	43.9	55	50

As can be seen in Table 6.4, respondents recognised that NGOs are established to deal with the problems of our society, but behind this there is also the view that they are established to "search for donors" and that they are "established by the Government to create the outward appearance of democracy". A wary attitude towards NGOs does exist. No respondents from the government sector agreed that NGOs are built "to create the outward appearance of democracy", but the three other groups did agree to some extent with this statement. Some 25.0% of representatives of the business sector agreed with the statement "for money laundering and tax avoidance", and 25% of representatives of the media and academic institutions recognised that NGOs are created to lobby for the interests of a party or movement. It is also worth noting that representatives of the non-governmental sector showed their "patriotism" to the maximum in their support for the statement "participation in solving the problems of our society" (90.2%).

Respondents' answers to the question "Where do NGOs bring benefits (in what spheres)?" reveal their assessment of the effectiveness of NGOs (Table 6.5).

Table 6.4*
Real goals of NGO establishment*

Responses	%
1. Involvement in solving problems of our society	84.2
2. Searching for donors	35.6
3. Established by authorities to create the outward appearance of democracy	17.8
4. Lobbying for the interests of a political party or movement	15.8
5. Realising the goals and interests of a single person	14.9
6. Money laundering, tax evasion	13.9
7. Creating a cover for Mafia activities	4
8. Survival	2
9. An additional job in case of dismissal	1
10. Pursuing one's own objectives	1
11. Difficult to answer	2

Research of the "Central Asian Project" group, 2002

As one can see in the Table 6.5, respondents identified the problems of women, children, youth, the environment, the social sphere, democratisation and human rights as the most effective spheres of NGO activity. Overall, these responses give an objective assessment of the actual situation. There were noticeable differences in the assessments of the contribution of NGOs to the democratisation of society and human rights protection by representatives of the government sector (8.3%) and those representing the media and academic institutions (31.3%).

In order to identify opportunities to increase NGOs' effectiveness, the following question was posed: "Which are the problem faced by NGOs in Kazakhstan?" The answers are given in Table 6.6.

The main problems faced by NGOs are: public passivity, insufficient funds, lack of public understanding. Respondents concluded that NGO performance is hindered by low public awareness and insufficient funding.

The main problem of NGOs at present is that NGOs have not become mass organisations which are able to affect the development process of society itself in all its most important aspects. As a result, NGOs are not creating their "habitat", and are not arousing in society a consciousness of the importance of society itself. Public passivity, which

Table 6.5*
Most effective spheres of NGO activity

Responses	Representatives by groups, %			
	Governmental	NGOs	Business	Media and academics
1. Charity	4.2	7.3	15	18.8
2. Democracy and human rights	8.3	9.8	—	31.3
3. Problems of youth, women and children	29.2	17.1	25	25
4. Environment	33.3	22	20	12.5
5. Social sphere (health care, education, culture)	16.7	26.8	20	12.5
6. Difficult to answer	8.3	17.1	20	—
Total	100	100	100	100

many respondents noted as one of the main reasons for NGOs' low level of effectiveness, has been caused in large part by the process of reform in Kazakhstan. In fact, there are opportunities to affect virtually all processes in Kazakhstan, but the forms of influence are completely different to those which existed in the past. NGOs are one of these new forms. It should be remembered that in market conditions, no matter how developed NGOs are, a need for oneself and one's own activity has to be created first, and only then will there be demand from society. Therefore, Kazakhstani society has no alternative except to increase its level of activism, and NGOs are one of the means to do this.

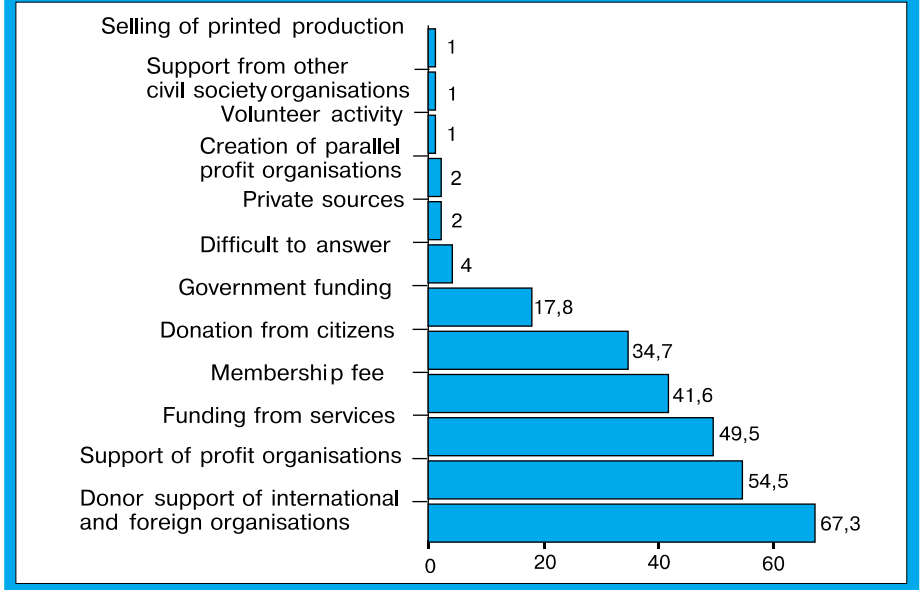
Funding does not play the overriding role in determining the effectiveness of NGOs. The ques-

Table 6.6*
NGO problems in Kazakhstan

Responses	Representatives by groups, %			
	Governmental	NGOs	Business	Media and academics
1. Insufficient funds	54.2	82.9	70.0	81.3
2. Passive population	66.7	51.2	70.0	75.0
3. Poorly equipped	25.0	48.8	40.0	43.8
4. Negative attitude of the government	16.7	41.5	35.0	50.0
5. Lack of public understanding	8.3	36.6	30.0	68.8
6. Lack of NGO information in media	41.7	24.4	25.0	37.5
7. Lack of understanding by business	8.3	34.1	25.0	43.8
8. Biased media	8.3	9.8	35.0	31.3
9. Lack of interest by state authorities in NGOs	0.0	2.4	0.0	6.3
10. Weak legislative framework	0.0	4.9	0.0	0.0
11. Taxes	0.0	2.4	0.0	0.0
12. Poor management	0.0	0.0	00	6.3
13. Difficult to answer	4.2	0.0	5.0	0.0

**Research of the "Central Asian Project" group, 2002*

Figure 6.2*
NGO funding



tion about sources of funding was: "What funds do NGOs use to carry out their work?" (answers are provided in Figure 6.2).

Donor assistance was the primary source of funding identified by all groups, with the exception of the commercial sector representatives, who believed that NGOs earn money from a range of services which they provide. Government funding was considered a funding source by 13.5% of respondents from the government sector, 24.4% of NGO respondents, 15% of commercial sector respondents, and 13.5% of respondents from the media and academic institutions. The rate is not high.

There is a view that NGOs are not well enough known in society due to low coverage of their activities by the media; respondent's views were interesting. The question "What can you say about NGO coverage by media?" was posed to respondents; the answers break down as follows (see Table 6.7).

Respondents from NGOs had the following responses to this question: half of them said that the media ignore NGOs and the another half said that media coverage lacks objectivity. In our opinion, this is associated with the great role that the media plays in society: the media, through its influence on public perceptions, may create a new reality, make real things unreal, and vice versa. Thus respondents from the NGO sector associate the contradictory nature of NGO coverage with the media. Probably, commercial sector respondents work with some special publications in which NGO activities get little coverage or require greater pressure on media (they believed that media ignore NGOs and if they provide coverage, they do it subjectively). Respondents from the media and academics group also believe that media ignore NGOs. At the same time, a general conclusion may be that media need to provide a greater amount of and more objective coverage of NGO activities in the interest of society and NGOs.

A very important aspect of NGO activities in Kazakhstan is covered by the following question: "What kinds of relations do NGOs have with commercial organisations?" Such relations in many ways define the future of NGOs, as relations with business are crucial for NGOs in market conditions. Respondents' answers are given in Table 6.8.

All respondents share the common view that

Table 6.7*
NGO coverage by Media

Responses	Representatives by groups, %			
	Governmental	NGOs	Business	Media and academics
1. Media provide active coverage of NGOs	29.2	26.8	5	25
2. Media ignore NGOs	29.2	26.8	30	43.8
3. Biased coverage	16.6	29.3	25	12.5
4. Coverage is insufficient	25	12.2	35	18.8
5. Difficult to answer	—	4.9	5	—
Total	100	100	100	100

**Research of the "Central Asian Project" group, 2002*

Table 6.8*
Relations between NGOs and Business

Responses	Representatives by groups, %			
	Governmental	NGOs	Business	Media and academics
1. Strong cooperation	12.5	2.4	10	6.3
2. Insufficient cooperation	62.5	56.1	75	81.3
3. No cooperation	8.3	22	5	6.3
4. Negative perception of NGO activities	4.2	17.1	5	6.3
5. Difficult to answer	12.5	2.4	5	—
Total	100	100	100	100

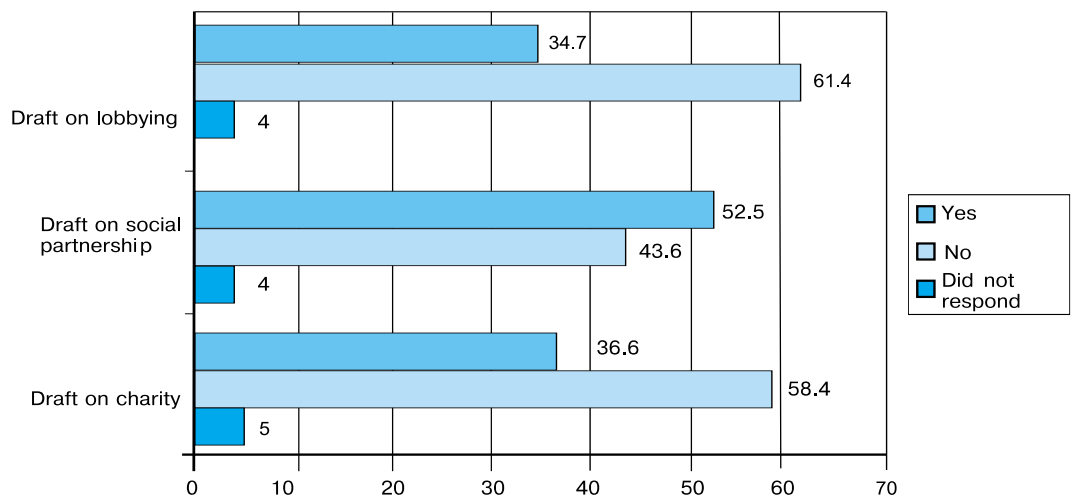
interaction between NGOs and business is weak, and 22% of non-governmental sector represen-between NGOs and business indicates that business has not yet reached the level where it needs NGOs to help it solve some of its tasks: social legitimation, positive image creation, promotion, etc.

Since society has not yet become able to look after itself, much depends on the Government's position. The whole sphere of activity associated with NGO activity is no exception. Thus the question asked to the respondents "What would you recommend to the Government to solve the problems of Third Sector?" is quite relevant. The responses are given in Table 6.9.

Governmental sector respondents recommended that the Government develop partnershi p with NGOs. And NGO sector representatives were of the opinion that this would assist the development of a legislative framework for NGOs, and also help to ensure that NGO views are taken into action was asked: "Do you know anything of the forthcoming draft laws which are intended to develop NGO activities?" The answers are given as follows (Figure 6.3).

The survey results show insufficient knowledge of draft laws by respondents relating to NGOs which indicates that their hopes that the efficiency of NGOs will be increased as a result of changes in the legal framework may be unjustified

Figure 6.3*
Awareness about forthcoming laws on NGOs



** Research of the "Central Asian Project" group, 2002*

Table 6.9.
Interaction between Government and NGOs

Responses	Representatives by groups, %			
	Governmental	NGOs	Business	Media and academics
1. Allocate targeted funding	4.2	7.3	5	18.8
2. Listen to NGO views	0	12.2	10	18.8
3. Financial and administrative support	0	7.3	15	12.5
4. Adopt a law to facilitate NGO registration	0	2.4	0	6.3
5. Recognise NGOs	4.2	7.3	0	0
6. Create a forum for dialogue between NGOs and Government	0	7.3	0	6.3
7. Adopt a law on state social tenders	0	4.9	0	0
8. Assign NGOs to monitor the situation in the country	0	2.4	0	0
9. Provide preferential terms for NGOs	0	4.9	0	0
10. Tenders	1.2	2.4	0	0
11. Adopt a law on lobbying	0	0	0	6.3
12. Revise the legal framework	4.2	12.2	0	0
13. Partnership between NGOs and the Government	8.3	0	0	0
14. Interest free credit	0	2.4	0	0
15. Difficult to answer	8.3	0	10	0

Research of the "Central Asian Project" group, 2002

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To conclude the analysis of the social survey on NGOs, there are a number of important points that should be noted.

First, NGOs exist in people's consciousness despite their low level of knowledge about NGOs. Representatives of different social groups know about the charitable activities of NGOs. Respondents believe that NGOs can only partially solve the problems of the country's development. This confirms the fact that NGOs should cooperate with the Government and business sectors to achieve better results. Interaction between NGOs and business is considered crucial, as these sectors demonstrate the level of a society's development in advanced countries. These sectors are linked with a people's level of activity and are the "fuel" for a country's development.

Second, respondents have identified about 30 pressing development problems facing the country (NGOs are considered able to partially solve 6-7 of these). We can conclude that society has no strong belief that NGOs can improve the situation. Nevertheless, they mentioned key areas where NGOs are active and productive.

Third, donor support was mentioned as the main source of funding for NGO activities. Participants think that state funding is possible. Furthermore, they noted the need for cooperation between NGOs and business.

Fourth, respondents mentioned the need for further improvement of the legal framework for NGOs. However, respondents did not know much about forthcoming draft laws which would influence the development of the NGO sector in Kazakhstan.

And *fifth*, the key issue: Kazakhstani society faces the task of improving the work of NGOs, which requires more active involvement of many social groups in their work, and raising the public's civil activism.

Chapter 7. NON-GOVERNMENTAL ORGANISATIONS AS VIEWED BY TARGET GROUPS

NGO performance and the views of various social groups in relation to NGOs were studied by focus group method.

Group discussions were held with the following groups of people:

1. Youth, the target group of "Youth Information Service of Kazakhstan" ("MISK Group").
2. Single mothers, the target group of the Moldir Association ("Moldir Group").
3. Migrants, the target group of the Childrens Foundation and "Vainakh" ("Vainakh Group").
4. Pensioners, the target group of the Pokoleniye Association ("Pokoleniye Group").
5. Internal homeless migrants, the target group of the Baspana Society Association ("Baspana Group").

All participants of group discussions (using the focus-group method) can be classed as socially vulnerable groups: youth, pensioners, migrants, single mothers. These people are the target groups of larger and more effective NGOs. With their varied composition according to age and sex, as well as social status, all of them need external support and get it from NGOs as beneficiaries of various NGO programmes focused on social problems. Many participants share common problems: lack of money, life problems, an inability to adapt to new conditions. But participants have in common an active approach to life — they believe that they need to help themselves. They are not just consumers of NGO services, but active participants and volunteers ready to devote time to their organisation. As the results of the research show, participants as a rule are aware of the situation in their NGO. Participation in NGO programmes and projects lasts for years, and participants come to involve their families, friends and other people they know as well. All participants tend to go from being a programme beneficiary of a relevant target group to being an active participant. This is due to the fact that many NGO programmes are focused on developing people's initiative in one sphere or another.

In addition to common features, there are some differences. Youth groups have optimism, varied interests, and a wide social network. They have no families, so they are more energetic and active. Single mothers and migrants face the problem of raising their children and providing for their future, as well as everyday problems of living. Their life is therefore not as active and energetic as the youth groups, but this does not affect their active approach to life. Pensioners need a great deal of support; many of them are single and have no external support. For many of these people, involvement in NGO programmes is more than just a form of support — it is also virtually the only opportunity for them to communicate with the outside world, something they need very much.

Below are the results of discussions in focus groups on such topics as:

- Who solves problems and how?
- Can the Government support NGOs?
- How can commercial organisations help NGOs?
- The level of awareness about NGOs (and specific NGOs), about funding, and the level of trust in one's NGO.
- The level of effectiveness of NGO activity.

General perception of development problems in Kazakhstan

The main problem identified by participants is an economic one: a decline in production, unemployment, poverty; and a lack of a social safety net and prospects for the future, especially for young people. Practically all groups identified unemployment as being the most important problem. Pensioners are more concerned about the State's weak social and youth policies; they feel that if the State fails to develop such policy, the young generation will simply be lost. Pensioners are very upset with the State and blame it for weak social policy. Single mothers, Chechen refugees and migrants are concerned about the problems faced by their children and the lack of prospects for the future (education, jobs for their children). Drug abuse is a serious problem in the view of participants. Many people mentioned the low level of healthcare and its inaccessibility to poor people.

"*In our country we are experiencing genocide of old people who previously endured war and starvation. And now we are left cold and hungry in our twilight years. Our generation are mostly single people because we were not able to have children as we had nothing for them: no clothes, no food" (Pokoleniye Group).*

"*Children have nothing to do; a single mother has to work to feed her children. They stay home with nothing to do and gradually they start drinking, smoking, using drugs. Their friends are the same, they can meet drug users even at school. Drug pushers try to cover a wide range of people. Drug use is very typical of many neighbourhoods in Almaty" (Moldir Group).*

"As you see, when looking for jobs we cannot mention ethnic origin, so we do not work and we are not treated as humans" (Vainakh Group).

Who resolves problems, and how?

Most partici pants think that noone deals with the above-mentioned problems. Mostly NGOs deal with some specific tasks. Government agencies are regarded as being incapable of solving the above problems, so they need to work with NGOs as NGO people know the problems and needs of certain groups. A common view is that Government has to work for the benefit of people.

"You see, the Government can not deal with all problems, it can cover only some of them. But I think NGOs can resolve a lot of problems as they have many people affected by those problems" (Moldir Group).

"The state is made up of people; people elect Parliament and maslikhats who should provide jobs, social security etc. They have made a lot of promises but after the elections we were left with words only" (Baspana Group).

"Members of parliament are aware; all of them speak eloquently, but nothing has yet been done. It's just words" (Baspana Group).

Can the Government support NGOs?

To support NGOs, respondents suggested allocation of funds from the budget, grants, training, tax incentives for commercial organisations dealing with charity.

"Some funding has to be allocated from the budget to solve these problems" (MISK Group).

"Training for those who can resolve such problems" (ųISK Group).

"The Government can provide some grants or transfers to commercial organisations dealing with such problems" (MISK Group).

"If the Government were to appeal to commercial organisations, and provide some tax incentives, all of these commercial organisations could assist low-income people, single mothers, women with disabled children, disabled women. We have many NGOs and I think that they would help. People feel good when they are able to help others. A lot of things depend on the Government" (Moldir Group).

How do commercial organisations assist NGOs?

Members of the MISK and single mothers' groups mentioned the real assistance provided by commercial organisations such as Philip Morris, Bahus, Otau Cinema, Mobil, Chupa-Chups, Ulos, Libella, Butya, Chevron; and the cinemas "Yunost", "Arman", and "AHBK". Forced migrants and pensioners mentioned that assistance can come only from NGOs: Vainakh (food, every month), Red Cross and Crescent (medical assistance), "Childrens Foundation" (education), "Pokoleniye" (preferential conditions).



Youth Information Service of Kazakhstan: action against drugs - "We can handle live"

"Philip Morris", although they make tobacco products which is bad, allocates a lot of funds for various social problems" (MISK Group)

"Butya helps orphanages (food, clothes, presents for holidays)" (Moldir Group).

Chevron help us, and they visited our children on September 1 with presents" (Moldir Group).

The "Yunost" and "Arman" cinemas provide free visits to the cinema" (Moldir Group).

Respondents' awareness of NGOs

Virtually all participants know what NGOs are. Whereas participants of the MISK group give clear and consistent definitions, forced migrants and pensioners have more vague views about NGOs. But their basic nature is understood by all people. In participants' views *"NGOs are associations of people based on their social status and convictions" (Moldir Group), "NGO are similar to a private farm, they take people into their care" (Vainakh Group).*

Members of the MISK group and "Moldir" are most knowledgeable about specific NGOs.

"This is the Third Sector; the first two sectors are the government and commercial organisations; NGOs are the Third Sector. They focus on a problem. This means that NGOs are indicators of the existence of problems. An NGO emerges where there is a problem, as government or commercial organisations either do not deal with such problems or have no interest in dealing with them. That is why common mortals , who do give a damn about an issue, get together in an NGO and try to resolve it together" (MISK Group).

"An association of similar types of people in a similar situation, with similar ideas" (Moldir Group).

Somewhat fewer NGOs were mentioned by pensioners and participants of the "Baspana" group. Migrants from other countries were not knowledgeable about NGOs in Kazakhstan; they did not even regard NGOs that assist them as being non-governmental — i.e. according to their understanding of the nature and functions of NGOs, they cannot identify specific organisations with that term.

Most participants are aware of the goals and objectives of NGOs. The MISK, Moldir and Baspana groups are the most knowledgeable. Respondents from the above groups have a positive perception of NGOs, trust many of them (not only their NGO) and have no doubts about the effectiveness of NGOs.

"To draw attention to the difficulties of our life and find resources, NGOs have brought together a large number of people" (MISK Group).

Pensioners from "Pokoleniye" are more sceptical; they know the goals and objectives of their NGO only and fully trust it. But they are very wary of other NGOs and think that many of these are established by the Government to create the appearance of democracy.

"Many of these organisations and parties are established by the Government just to show that we have democracy and a multi-party system" (Pokoleniye Group).

Participants of focus-group discussions have a very clear grasp of what NGOs should be doing. The MISK and Moldir groups more actively shared their views. People are concerned about unemployment, education, health care. Priority problems included problems of children, youth (no belief in the future, poor organisation of leisure), women (health, jobs) and disabled people.

"To draw attention to a problem and raise money to solve this problem" (MISK Group).

Box 7.1.

THE YOUNG LEADERS ASSOCIATION "YOUTH TEACHES YOUTH"

The Young Leaders Association was set up in 1994. The objective of the Association is to develop the initiative of Kazakhstani youth, and to involve young people in democratic reform and social development processes by preparing young people to be leaders through civic education.

In summer 2001, the Young Leaders Association, in cooperation with UNICEF, organised and conducted the campaign "Say Yes for Children" as part of an international movement to protect children. At a summer camp, over one hundred representatives of twelve youth organisations were trained in the skills of conducting public campaigns, such as planning and presentation skills. They were trained on conflict resolution; how to fight racial and sexual discrimination; tolerance and teamwork; and they studied international documents on human rights. Summer Camp participants took the initiative to organise a signature campaign in defence of children's rights.The Summer Camp Programme was based on the main principle of the Young Leaders Association, "youth teaches youth". As a result of the training, young people who had already received training were able to train their peers.

The main mission of the Association is to promote civic education of youth, and this is reinforced by doing useful activities for the good of society.

"Each NGO has its mission, e.g. "Nevada-Semipalatinsk": their mission was to close the nuclear testing site" (MISK Group).

"They want to bring together and unite people, and support them at critical times" (Moldir Group).

"NGOs should deal with social and environmental problems. Unemployment, drug abuse, recreation, education" (MISK Group).

"NGOs have insufficient resources (premises, staff, information)" (MISK Group).

"Lack of time; irregular working hours" (Moldir group).

Participants were able to name and specify ways and means which can help to overcome difficulties: the development of people's initiative; training programmes; and active searching for donors, grants, and employers for their beneficiaries.

Box 7.2.

THE DIABETIC ASSOCIATION OF THE REPUBLIC OF KAZAKHSTAN "WE ARE STRONGER TOGETHER"

The Diabetic Association of the Republic of Kazakhstan (DARK) was established in October 1995. DARK became a member of the International Diabetes Federation (IDF) in 1996.

DARK initiated the first public hearing on the subject "Problems of sugar diabetes sufferers in Kazakhstan and ways to solve them" in November 2000. Today the Government oversees the solution of problems raised in public hearings.

After intensive lobbying by DARK, amendments were made to the Law "On Health Protection in the Republic of Kazakhstan", which provided for free treatment and subsidised provision of medications for sugar diabetes sufferers. Apart from this, the Association works systematically to change government policy to teach sugar diabetes sufferers skills which help them to live with this serious disease. The first step in this direction was the establishment of a Diabetes School in Almaty. Now there are 119 such schools in Kazakhstan.

DARK monitors the level of diabetes affliction in Kazakhstan.

Since 1995, DARK has organised National Diabetes Days on an annual basis. As part of these activities, training workshops are held for endocrinologists. Around 1100 doctors have upgraded their skills during this period.

The Programme "Diabetes and Sport" gives people with incurable diabetes a chance to live their life to the full. A sporting movement has grown among diabetes sufferers, sports clubs have been created in various oblasts, and regional diabetes societies have developed cooperation with sports organisations.

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The MISK group made some rather specific statements regarding the "shady" activities of certain NGOs. They suspect that some NGOs are established for money laundering, and goals which are not the mission of the NGO. Pensioners are more categorical: most NGOs have some kind of "shady" activity, and this is their true mission.

"Money laundering; money-making" (MISK Group).

"Yes, normal business disguised as an NGO" (MISK Group).

The main problems faced by NGOs are financial (in the view of participants), poor understanding by the Government, people's dependent mentality, bureaucracy, lack of resources (human, professional resources, time, information, etc.)

In the opinion of participants, practically all people need to assist NGOs, including government and commercial organisations. But more importantly, people need to be more active in solving these problems and helping themselves. Government assistance may include tax incentives for commercial enterprises engaging in charitable activity. Commercial organisations can assist with products and services. People can make a voluntary contribution of labour, because in the end it is themselves they are helping.

"People need to participate. A rolling stone gathers no moss. Never wait for help from others, be active and do things yourself" (Moldir Group).

Respondents' awareness of specific NGOs

Practicallyall participants showed a good level of awareness of their NGOs. They know the NGO's activities, its structure, goals and history. Some participants were involved from the outset and know the problems firsthand. Many of them personally knew the presidents of their organisations and talk in glowing terms about them. The most active and knowledgeable were people from the Youth Information Service of Kazakhstan, Moldir and Baspana association. The less knowledgeable were beneficiaries of the Childrens Foundation.

"The Youth Information Service of Kazakhstan" seek to develop civil action through information sharing among young people as well as youth organisations" (MISK Group)

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Event organised by Institute for Development Cooperation (idc) at the House of Culture, Bolshaya Vladimirovka village, Eastern Kazakhstan Oblast

"We organise workshops, get legal assistance, our children benefit. We know more than just our rights. We also know how to stand up for our rights" (Moldir Group).

"The organisation was established to protect the rights of pensioners" (Pokoleniye Group).

Funding sources and respondents' trust in NGOs

Most participants know about the financial activities of their NGOs. Funding is arranged through various sponsors: international foundations and organisations, foreign organisations, businesses (less mentioned). The assistance is provided through grants for various programmes, and the allocation of funds to maintain an office, in the form of products and services, and premises for various events. The only State support provided is in the form of tax exemption for NGOs. The most knowledgeable were participants from the Youth Information Service of Kazakhstan: they were able tomention specific sponsors. Other participants had a more vague awareness of sponsors.

"*The Eurasia Foundation. It provides funds for office maintenance, printing, for conducting campaigns. Basically, they allocate funds for to implement the project" (MISK Group).*

"*We receive grants, but not from the Government — from international foundations" (Pokoleniye Group).*

Most participants trust their management to properly allocate funds received from sponsors. The personal and business skills of the managers of these organisations did not attract any criticism.

"*Anyone can go and see what the money is spent for" (MISK Group).*

"*We can trust them. We trust our people but not others. I trust them, I know they never cheat although people say many different things about NGOs" (Vainakh Group).*

NGOs' effectiveness

In the view of participants,NGOs are committed to solve the problems which the Government pays insufficient attention to. The effectiveness of NGOs' work is evident. They are able to do things which the Government is not managing to do fully.

One of these achievements is *targeted social assistance*. NGOs identify target groups according to certain criteria (typically these are socially vulnerable people) and contact them directly. This may be assistance to pensioners to correctly calculate their pensions (free legal advice); purchase of medications, food, clothes, linen; free installation of water meters.

Another undoubted achievement of NGOs is the *development of civil activism*. Manyparticipants mentioned that they came to NGOs either by chance or out of desperation, but practically none of them believed that they could achieve anything themselves. Now these people believe in their capabilities, and instead of waiting for some external assistance, they look for opportunities to solve problems and try to help other people. NGOs help

them to do this by providing various courses, trainings, workshops, and micro-credit schemes to start their own business.

The third clear achievement of NGO work is the *enormous moral support it provides to people and the way it brings people with similar problems together*. People feel that they are not alone, and for some, especially pensioners and refugees, this is virtually the only way for some of them to communicate with the outside world.

"*They did an operation on me to replace my cornea, and they also installed water meters. They help me out with food products. One year, they even gave me footwear. They also gave me bed linen" (Pokoleniye Group).*

"We work with women. They receive training. Business, how to work with clients, job-seeking. Many women have found jobs and started businesses" (Moldir Group).

"I have been given assistance since December and received a loan (100 USD) for business development; next month I will be at stage 2" (Baspana Group)

"We solve problems which affect us directly. For example, "the best service in universities". It is nice to work to solve one's own problems" (MISK Group).

No major criticism was made by focus group participants of their NGOs. They feel that much depends on them themselves, including the effectiveness of the NGOs they work with. In their view, NGO efficiency is reduced by limited human and financial resources.

"We don't have enough time. We get together and do not manage to solve all problems, as we have a severe lack of time" (MISK Group).

Participants showed awareness of the NGO sector as a whole and especially those NGOs they cooperate with.

Commercial organisations provide considerable assistance to such target groups in conducting different actions, as well as providing one-off charitable assistance.

One can also conclude that a great number of NGOs do not have clearly defined target groups. Most NGOs appear to have no direct link with any social groups; this factor makes it difficult for the public to provide feedback to NGOs. This is one of the reasons

"When we are thinking about how to solve a problem, we find like-minded persons, get people involved, look for resources, draft projects and open an organisation" (µISK Group).

"Nothing lasts for ever. We will still keep in contact with each other anyway" (Moldir Group).

"We cannot do without "Vainakh". This is our life support. It is our soul" (Vainakh Group).

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Analysis of these focus-group discussions allows us to draw the conclusion that from the perspective of their target groups, NGOs are quite effective and can solve their problems. At the same time, NGOs provide both moral and material assistance to the target groups they work with.

Participants showed awareness of the NGO sector as a whole and especially those NGOs they cooperate with.

Commercial organisations provide considerable assistance to such target groups in conducting different actions, as well as providing one-off charitable assistance.

One can also conclude that a great number of NGOs do not have clearly defined target groups. Most NGOs appear to have no direct link with any social groups; this factor makes it difficult for the public to provide feedback to NGOs. This is one of the reasons why NGOs are not very clearly responding to impulses coming from Kazakhstani society, and are not always able to "accumulate" civil initiatives and incorporate them into their work.

Chapter 8. KAZAKHSTAN'S NGO SECTOR FROM THE PERSPECTIVE OF INTERNATIONAL DONORS

Kazakhstan's first step as an independent state in the early 1990s was to steer a course towards democratisation. This in turn helped to encourage international development organisations to open offices in the country (representatives of government programmes and private foundations — donor agencies, consulting offices, democratic institutions, and others).

The notion of "grant" came to Kazakhstan in the early 1990s when the first donor agencies opened in the country. Officially the term "grant" first appeared in such legal documents as the Law on Non-profit Organisations (2000) and the new Tax Code of Kazakhstan (2002).

As of 2002, more than 45 donor organisations operate in Kazakhstan (see Annex 3). Most of them were registered between 1991 and 1995.

The largest and the most sustainable entities working with NGOs include:

- UN agencies
- The Organisation for Security and Cooperation in Europe (OSCE)
- The US Agency for International Development (USAID) and subcontractors
- The US Information Service
- The Soros Foundation
- The European Union Delegation

Their main objectives include promotion of economic growth in transitional economies (through enhancement of the legal and institutional framework and strengthening social security, as well as the rationalisation of social services to alleviate poverty in the transition period). In addition, grant assistance to NGOs is rendered by the embassies of various countries, such as the Netherlands, Germany, Canada, Great Britain, Israel, and Japan, as well as by international companies such as Chevron Oil, Texaco, Motorola, Philip Morris, etc. The only private donor is the Soros Foundation. Other agencies are funded from national budgets.

Typically donors provide assistance in the following fields: healthcare, education, economic development (including agriculture), democracy, poverty alleviation, environment, mass media and civil society. Each donor has its own priorities (see Annex 2).

Donor assistance can be provided not only through direct funding but also in the form of technical, organisational and information support and international expertise; and sometimes in the form of joint project implementation.

The staff of donor organisations are mainly national experts, while most of their managers are expatriates.

Since grant-giving began in Kazakhstan, grant allocation procedures have been based mainly on the judgements of foreign experts on the non-governmental sector.

At present, a number of donor agencies rely on national coordination committees to be responsible for grant allocation; such committees include local experts from the NGO sector.

Comprehensive support by international agencies, the development of certain conditions by the Government, plus human resources and the intention to contribute to the country's development, led to the rapid establishment of NGOs in Kazakhstan.

In 1997, the UNDP NGO Resource Centre, in cooperation with INTRAC (an international organisation which supports NGOs based in the UK), developed an interaction mechanism for donors in the form of quarterly roundtables, which to a certain extent facilitated donor coordination of their activities and promoted a more specific understanding of the NGO environment. Since September 2000, the agendas of roundtables have included presentations of the most active and successful NGOs active at the national level: the Tax Culture Foundation, the Confederation of Non-Governmental Organisations of Kazakhstan, the



Awarding US and EU Democracy prize to Centre for Conflict Management

Youth Information Service of Kazakhstan, the Conflict Management Centre, the Asian Association for Protection of Disabled People's Rights "Zhan", CASDIN, the International Bureau for Human Rights and Law Compliance, the Institute for Development Cooperation (idc), and a number of environmental organisations, among others.

Below is a description of NGOs as viewed by international donors, composed on the basis of interviews with leading donors acting in Kazakhstan since the early 1990s: UNDP, UNIFEM, UNFPA, the US Information Service, the Organisation for Security and Cooperation in Europe, the World Bank, USAID, the Eurasia Foundation, Counterpart Consortium, the Soros Foundation, and the European Union Delegation in Kazakhstan.

Respondents were asked to describe the distinguishing features of the NGO environment in Central Asian countries and Kazakhstan. In the view of international respondents, Kazakhstan stands out for its economic and political stability and its "more advanced" NGO corps. This does not, however, mean that the situation in this country is ideal.

What trends have there been in the development of the NGO sector in Kazakhstan during the last 10 years? Respondents share the view that today's non-governmental sector significantly differs from that which existed in the early 1990s. Today's NGOs demonstrate not only clear and integrated missions, high quality projects and managerial skills, but also a high level of expert advice, monitoring and evaluation. The professionalism of some organisations enables them to act as national experts and partners of international organisations in implementing large-scale programmes and projects. It is true, however, that it is mainly rights protection, environmental and women's organisations which take on this role, which testifies to fact that the sector has developed unevenly for a range of reasons. Respondents believe that objective reasons include donor organisations' priorities in their project funding policy. Dependence on the priorities of international organisations also results in uneven regional development within the non-profit sector. NGOs are more active and advanced in Almaty, northern and central regions of Kazakhstan, and the civil sector is virtually undeveloped in the south and south-eastern part of the country, although in Shymkent, for example, gender NGOs are functional under UNFPA programme support.

Another objective reason for this heterogeneity is that in Kazakhstan national-level NGOs mainly advocate broad goals and objectives. There are few organisations operating at the local (district, community) level. However, the existence of such grass-roots organisations is one of the key indicators of NGO sector development.

A significant gap is the absence of professional associations such as associations of teachers, medical specialists, journalists, etc. This element is just emerging, and is viewed by international organisations to be highly significant in terms of the

Box 8.1.

THE CENTRE FOR SOCIAL ADAPTATION AND VOCATIONAL TRAINING OF DISABLED CHILDREN
"DISABLED CHILDREN HAVE THE SAME RIGHTS AS HEALTHY ONES"

The Centre for Social Adaptation and Occupational Therapy of Disabled Children was established in 1992. Its aim is to research the problems of children with mental or physical disabilities and to create a general system of specialised medical treatment, education and support for their future development.

The Centre has established a network of children's health centres around the country, which makes it possible to provide medical examinations to children at an early age in order to identify problems in their development. The doctors and researchers at the Centre have developed a range of child rehabilitation methods, as well as special equipment.The Centre also has a psychological counselling service and a help group for disabled children. The Centre has also developed a draft special education plan for children with various types of disabilities.

Currently the Centre is seeking amendments in the national education system, to provide disabled children the same opportunities to attend school as healthy children have.

The highly professional and strong personal qualities of the organisation's staff, as well as productive cooperation with public health bodies and coordinated activities on joint projects and programmes, have all contributed to the success of the organisation.

qualitative composition of the NGO sector in Kazakhstan.

In general, what are the special features of NGOs in Kazakhstan? Respondents consider that civil society in Kazakhstan, and NGOs as its integral part, are in their "teens". On one hand, they are immature "children", and on the other hand, they are quite mature, self-sufficient and ready to learn. This is an opportune time for refinement and improvement.

Today Kazakhstan has two thousand registered non-profit organisations. Not more than a thousand of them are actually working. Only 150-200 are sustainable, implement 3-4 projects at a time, and have a stable staff and organisational structure. These organisations form coalitions and associations with the executive and legislative authorities, in order to jointly protect and promote their interests. An example is the Confederation of Non-Governmental Organisations of Kazakhstan, which includes well-known and sustainable NGOs from all regions of Kazakhstan. International organisations believe that establishing umbrella NGOs, resource centres and NGO support organisations initiated by NGOs is a successful process, and an important indicator of the level of civil society development. However, it must be noted that not all advanced and sustainable NGOs seek to become members of coalitions.

Negative features of the current NGO movement relate to so-called "professional grant beneficiaries" or "grant eaters" i.e. organisations who have learned how to deal with donors and know the techniques of writing proposals. They are prepared to work in any field. According to respondents, at least 50% of NGOs existing in Kazakhstan may belong to this category. It is a natural process connected with the "growth disease" afflicting NGOs, which should stop as the number of professional organisations independent of do-

Box 8.2.

THE ASIAN ASSOCIATION FOR DISABLED PEOPLE'S RIGHTS "ZHAN"
"EQUAL RIGHTS AND POSSIBILITIES FOR EVERYONE"

The Asian Association for Disabled People's Rights "Zhan" was established in 1995. The organisation's aim is to promote the achievement of equal rights and opportunities for disabled people. In 2001, fourteen branches of the organisation were registered in various regions around the country.

One of Zhan's priority activities is to provide legal services to disabled persons, to protect disabled persons' rights in governmental and other organisations, and provide legal advice to NGOs and individuals. On average, at the head office alone, around 300-320 individuals and 25-30 disabled peoples organisations are given free legal assistance every year.

Lobbying for legislation, and creation of a favourable legal and informational environment for disabled people so they can take an active part in social life, are important areas of work for the organisation. Zhan's leader, Aibek Dumbayev, says "NGOs should not wait passively for an invitation, but should work hard to make themselves known to parliamentarians and Government so that they involve them in drafting legislation."

Every year, Zhan produces booklets, textbooks and other materials to make disabled people aware of their civil rights, as well as educational materials for Kazakhstani NGOs. For example, in 2001 they published the manual "Consultation and Legal Services for Disabled People" directed at NGOs dealing with disabled persons' problems. The "Jobs for Everyone" newspaper that has been published regularly since May 1997, funded from Zhan's own income, facilitates the distribution of information on labour, employment and social security issues, and helps disabled people to find jobs.

Since 1997, the information leaflet "Disabled People and the Law: the Rights Protection Network Herald" has been regularly published. Its main aim is to distribute information about the protection of disabled people's rights in Kazakhstan, inform the public about the activity of the rights protection network, and draw society's attention to these people's problems.

Zhan, in collaboration with other Kazakhstani civil society organisations, regularly conducts training sessions and workshops for members of the rights protection network, NGO staff, and members of the target group on issues such as NGO administration, defending disabled people's rights, and raising public awareness.

Zhan actively involves disabled people in the social and cultural life of the community by organising and holding public events. For example, in 2000 and 2001 it ran the "Blue Bird" national Festival of Fine and Applied Arts for children with disabilities.

nors grows. Project monitoring and evaluation will be crucial for this, not only in terms of ensuring effective use of grants, but also in terms of donors' strategies for their future work in Kazakhstan, since such NGOs resulted from the "near-sighted" policy of donors who support weak and quite ineffective projects.

International organisations are concerned about the tendency of state authorities to artificially establish organisations, use them for their own purposes, and divert the attention of donor organisations away from real NGOs whose activities are based on people's needs. The situation may be aggravated by passing the law on state social tenders, because the number of quasi-NGOs may significantly grow and create serious and unfair competition for professional NGOs. Therefore international organisations believe that one of the main tasks for NGOs today is to join together to promote a law which would meet the interests of the civil sector and make it possible for it to co-exist on an equal footing relative to other sectors of society. Some respondents are also concerned about the fact that priority state programmes and projects funded by donors encourage "closed" implementation with a low level of public involvement. This would be a major obstacle to NGO development, especially those based in the regions.

Some respondents estimate that 80% of organisations consist of only one person, the leader of the organisation. This is a negative factor, since NGOs built merely on the authority and power of one leader will fail. An NGO's success relies not only on the charisma of its leader but on managerial skills, the ability to develop a good professional team of like-minded people, delegate authority, and develop and train staff. In Kazakhstan this will be possible if a more stable system of funding NGOs by international organisations, government and the business sector, and NGO self-financing, develops.

In response to a question about what is needed for successful NGOs, experts specified a number of internal and external factors, as follows:

1. *Internal factors*:
   - Special quality assurance standards for the services rendered
   - Professionalism and motivated personnel
   - Ability to work with volunteers
   - Adequate funding arrangements
   - Clear organisational structure and management
   - Inter-operability of team members
   - Good presentation skills, ability to work with the media
   - Sustainability and self-financing
2. *External factors*:
   - Favourable legislative basis
   - State funding for social projects which involve NGOs
   - Formation of a culture of charity

In this regard, the Programme of the State Support to NGOs, the laws on State Social Tenders, on Charity, and on Lobbying, and changes and amendments to the tax code, will be crucial. Respondents believe that the Government would benefit if it supported NGO projects.

One of the main tasks facing the NGO sector is to develop professional management. Some experts think Kazakhstan needs a school for NGO managers. However some of them share the view that management has a lot of similarities in every sector and there is no need to have a special NGO management school.

Successful NGO activity directly depends on the ability to lobby interests at all levels of government in a civilised manner. The lobbying process should be transparent, and criticism needs to be constructive and propose solutions. Socially-oriented NGOs are needed to defend the interests of vulnerable people, not only through direct social assistance but also to draw the attention of the Government to these important issues. The media and the support of target groups are crucial.

How do NGOs and donors cooperate, and what does effective interaction depend on? Today it is evident that the strategies and policies of donor organisations towards NGOs are crucial for civil society development. Respondents expressed the view that the lack of initiative by NGOs which is sometimes observed may be due to excessive pressure from donors, and NGO passivity or enthusiasm in various spheres depend on how often grants are provided for proposals in a certain field. Problems of interaction between NGOs and donors sometimes arise due to the heterogeneity of the NGO community, which consists of both mature and newly established NGOs.

In the opinion of international experts, donors will always exist as an essential mechanism to support the work of NGOs. In Kazakhstan, NGOs typically receive nothing from people for their services. However, in the West there is such a practice; maybe the time is not yet right in Kazakhstan, but this is something that needs to be considered.

One of the sensitive points is the need for institutional NGO support. Practically all donors who fund projects refuse to support NGOs as structures. Is this the right approach and in what way can NGOs be sustainable? It is an open-ended question. Socially oriented NGOs should and will receive funding from the Government. However donors understand that government funding cannot be anticipated for environmental or legal

NGOs, for example. Consequently such institutions, key elements of civil society in Kazakhstan, directly depend on financial support.

The recruitment policy of international organisations is crucial in terms of the interaction of the civil sector with donors. It is a common view that when hiring local staff, their motivation, commitment to NGO sector development, and their educational and professional qualifications, all need to be taken into account. This is now quite realistic, as the level of Kazakhstani specialists has significantly improved. As for international specialists, they should at least have a good understanding of the local situation.

✦✦✦

Some international organisations work closely with NGOs in Kazakhstan. They provide financial assistance in the form of grants for various activities and projects as well as technical support in the form of consultations, training, and workshops. International organisations consider that the NGO sector in Kazakhstan is still in the process of development. Respondents mention that Kazakhstani NGOs have attained a certain professional level which enables them to act as donor partners for programme implementation. However, the quality of NGO management needs to be improved.

Representatives of international organisations noted that NGOs have a low level of sustainability. Kazakhstan has about 150-200 active NGOs with a good organisational structure and stable staff. Negative features include “professional beneficiaries”, a lack of professional lobbying skills, and the dependence of NGOs on the individuals who lead them.

Respondents share the view that donor organisations, which are an essential mechanism for providing support to NGOs, will continue to work in Kazakhstan. At the same time, the financial, institutional, technical independence and sustainability of the NGO sector are the main conditions for the successful development of the NGO sector in Kazakhstan.

CONCLUSIONS

1. Based on this review of NGO activities in Kazakhstan, NGOs have a certain effect on social development, on democratisation and on resolving significant social problems. At the same time, it is clear that for a number of reasons this influence is not always effective and not in all spheres.

2. The level of public awareness about the NGO sector is not high for the following reasons:

First, NGOs have not managed to occupy a socially important position in Kazakhstan; they do not have an impact on public opinion on many issues which are important for the country.

Second, most respondents mainly know about NGOs operating in their area. Organisations operating nationwide or in other areas are less well known.

Third, most people know very little about the Third Sector and NGOs' various organisational types and operational mechanisms. Therefore, they often class political parties and international agencies as NGOs.

The widely known NGOs deal with environmental, law-protection and social activities.

3. It is positive that some people do see the social significance of NGO work. People give a lot of credit to NGOs for the fact that they not only are involved in solving social problems, but also raise people's awareness and encourage them to take action.

On the other hand, it should be noted that people are quite critical of the image of NGOs. Some hold the view that NGOs are established and operate only to attract funds from international and foreign donors and meet their own corporate or personal interests.

4. Business is most critical of NGOs and their impact on democratic development and the resolution of crucial social problems in the country. This perception indicates that Kazakhstan lacks a mechanism for business and the non-governmental sector to interact.

5. Efficient interaction between NGOs and the Government (particularly the Parliament) needs to be developed on issues which are in NGOs' field of competence, primarily in the social sphere. It is apparent that NGOs are quite efficient in this field.

6. Funding is one of the main problems faced by NGOs. The results of the social research indicate that most Kazakhstani NGOs exist and operate on the basis of foreign and international donor support. NGOs have practically no self-funding mechanisms, such as providing a set of services, levying membership fees, receiving personal donations, selling publications, and establishing their own commercial organisations.

It is clear that the primary focus on foreign donor funds reduces the independence and initiative of NGOs, and may result in their complete collapse if they fail to raise additional donor funding for some reason. It is likely that the services which a large number of NGOs could provide for a fee will not be in demand, or these NGOs are not doing enough to promote awareness of what they are doing and the services they provide such as organisational services, advice, etc.

There is very little government interest in funding NGOs. This is illustrated by the fact that Kazakhstan does not yet have a system of state social tendering, which exists elsewhere in the world. Nevertheless, if there were a clearly defined state tendering process and proper monitoring of contracts were put in place, such an institution could also exist in Kazakhstan. The Government never rejects funding NGOs through foreign donors or self-financing, but government support is extremely rare. Where such support is provided, it is focused on those NGOs established on the initiative and under the patronage of the Government. However, with the approval of the Concept of Government Support to Non-profit (Non-Governmental) Organisations in 2002, this situation is likely to gradually improve.

7. The NGO legislative framework needs to be improved. Although the general NGO legal framework is in place, practical experience has revealed a number of contradictions in legislation which regulates NGO operational activity. Recently a series of government documents was approved in support of the NGO sector. These encourage mutually beneficial dialogue between the Government and NGOs. A number of draft laws will be adopted which will regulate government funding for NGOs.

8. Relations between NGOs and donors need to be improved. Donors providing organisational and financial support follow a selective approach in relation to Kazakhstani NGOs. This is due primarily to the priorities set by donors. Apart from this, donors prefer national-level organisations and those operating in economically advanced areas. In general, there is little coordination among foreign and international donors in their allocation of funds to NGOs.

In order to obtain funds, many NGOs have to

adapt to the requirements and demands set by donors, and have to develop and implement selected and unsustainable projects. Such a position diverts them from their key activities and causes them to squander their functional potential.

9. The volunteer movement in Kazakhstan is not highly developed due to the relative novelty of this practice for Kazakhstani society. Adequate forms of volunteer involvement need to be developed both in existing NGOs and those newly established. This would broaden the social base of volunteerism.

10. From a strategic point of view, to improve their activity in Kazakhstan, NGOs should adjust to people's real needs. Although a number of NGOs are active in this, most of them focus on other problems which are not so important for people. A situation is developing where society, when it proposes its own initiatives, does not find support from existing NGOs to implement them. Some NGOs and active social groups of Kazakhstani society often function in parallel, without combining them, so the quality of solutions being found to important social problems is not improving.

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ANNEXES

Annex 1.

GLOSSARY

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Advocacy — raising awareness and promotion of specific problems at both the national and local level.

Civil Society — the whole of social relations and institutions functioning independently from political power and able to influence that power, a community of autonomous individuals and social entities.

Civil Liberties — a series of rights and freedoms in society including freedom of association, freedom of faith, freedom of thought etc. The idea of civil liberties appeared in USA and was embodied in the International Bill on Human Rights.

Civil Society Laws — a series of regulatory acts which protects freedom of association and regulates the procedure of establishment and operation of civil society organisations.

Civil Society Institutions — infrastructure which supports civil society and includes government bodies (legislative and regulatory) as well as cultural and education facilities which encourage building civil society.

Civil Society Resources Organisation — type of organisation in civil society which specialises in searching for sponsorship or other support for other CSOs, collection and processing of information about donors and CSOs, and acts as an intermediary.

Community Foundation — foundation founded by physical persons who are not members of one family and/ or by legal entities — public associations.

Civil Society Organisation — CSO — any association or organisation established through the voluntary will of people.

Democracy — political system where population is directly involved in making decisions relating to their interests; freedom of speech, press, political pluralism and respect of human dignity are recognised.

Endowment — funds or assets involved in NGO establishment. Endowment is typically invested and the revenues are used for programme implementation.

Foundation — non-profit organisation with no membership founded by citizens or legal entities on the basis of volunteer contributions committed to social, charity, cultural, educational and other socially significant purposes.

Grant — target subsidy provided by grant-making foundation without compensation to NGOs or private persons for the specific task of implementing a proposed project; made on a tender basis.

Gender — social construct of sex which shows that division of society between men and women is a product of ideology, socialisation, social life.

Grant-Making Foundation — organisation (foundation) which uses part of capital revenues for grant-making purposes.

Micro-credit — small loans issued to members of community to increase income or encourage growth.

Microfinancing Civil Society Organisation — an organisation which issues micro-credits to its members, such as Credit Union or cooperative bank.

Mission — formulation of the main goal.

Monitoring — ongoing systematic tracking of a process, its changes in time in order to make an assessment, adjustment and relevant decisions for rational and efficient achievement of goals.

Non-Governmental Organisation — a type of organisations in civil society, a non-profit, non-governmental organisation which serves public interests or interests of specific groups.

Non-Profit Organisation — legal entity where revenue gaining and profit sharing are not the main goals.

Regulations — formalised mandatory rules of behaviour which regulate relationships between people.

Public Association — organisation established by voluntarily associating people to achieve common goals which are not in conflict with the law.

Representative Democracy — democratic process where government officials are freely elected to represent citizens' interests

Social Capital — total funds, human resources, infrastructure networks and other resources intended for development of civil society.

Social Network — a group of relations associating people, social positions and groups and organisations.

Social Sphere — part of social structure which includes health, education, culture and science.

Sustainable Development — a new paradigm which defines that development should improve human life without damage to the environment.

Tolerance — respect, tolerance in relation to other people who differ from the majority or social groups. Ability of a human being, community or state to listen to and respect the views of other people and perceive different opinions without hostility.

Third Sector — public non-profit sector which is a supplement to government and business sector.

Target Group — social group, stratum for which an organisation was established to protect its interests.

Volunteer — Physical person who provides free assistance to an organisation on a volunteer basis.

Annex 2.

CHRONOLOGY OF NGO REGISTRATION IN KAZAKHSTAN

Oblast	Before 1989	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
Akmolinsk	0	1	0	1	0	2	1	3	12	11	17	12	30	11	**101**
Aktobe	0	0	0	0	2	1	1	4	6	9	14	4	8	5	**54**
Almaty	0	0	1	3	4	0	4	8	24	30	6	6	5	13	**104**
AlmatyCity	3	1	2	6	22	13	14	21	33	37	65	50	44	8	**319**
Astana City	0	1	1	3	13	4	10	5	15	11	35	38	50	42	**228**
Atyrau	0	0	0	0	0	0	1	4	9	5	2	2	4	0	**27**
Karaganda	2	1	1	3	15	11	9	6	26	28	33	31	19	4	**189**
Kostanai	0	0	0	0	2	1	1	6	13	12	8	23	20	0	**86**
Kyzylorda	0	0	0	0	1	0	1	3	3	2	10	15	25	11	**71**
Mangistau	1	0	1	3	4	5	5	4	8	10	8	4	9	0	**62**
Pavlodar	0	0	0	1	2	4	1	6	13	13	21	24	21	0	**106**
NorthKazakhstan	0	0	0	1	2	1	2	4	9	9	7	13	20	3	**71**
SouthKazakhstan	0	0	1	0	1	2	1	4	10	20	42	26	9	1	**117**
WesternKazakhstan	0	0	1	0	0	1	4	3	16	11	4	8	11	0	**59**
EasternKazakhstan	0	0	0	0	3	2	2	8	14	10	7	25	10	1	**82**
Dzhambyl	0	0	0	0	0	0	0	12	21	13	24	14	6	1	**91**
Total	**6**	**4**	**8**	**21**	**71**	**47**	**57**	**101**	**232**	**231**	**303**	**295**	**291**	**100**	**1767**

Data from Informational Department of the Agency on Statistics was collected and revised by Institute for Development Cooperation (IDC) in order to differentiate data for NGOs

Annex 3.

LIST OF INTERNATIONAL ORGANISATIONS PROVIDING SUPPORT TO NGOS[1]

Organisation	Spheres financed[2]
1. UN Agencies	
United Nations Development Programme (UNDP)	Economic reform; government reform; environmental programmes; NGO support; efficient management; poverty alleviation, social development; sustainable development of society
United Nations Childrens Fund (UNICEF)	Mother and child health; better nutrition for mother and child; immunisation; development of primary education; improvement in water supply and sanitation; advocacy to protect mother and child
United Nations Educational, Scientific & Cultural Organisation (UNESCO)	Educational, scientific and cultural programmes
United Nations Fund for Population Activities (UNFPA)	Supply of hospitals with medical equipment on different levels; improving reproductive health, family planning; training, awareness and education in reproductive health
United Nations High Commissioner for Refugees (UNHCR)	International support for refugees; facilitate social assimilation of refugees
United Nations AIDS Programme (UNAIDS)	Training for medical staff; quality improvement of medical services; training courses to protect from AIDS, TB outbreak prevention
United Nations Drug Control Programme (UNDCP)	Drug abuse and transit control
United Nations Volunteers (UNV)	Volunteers implementing various activities, consultations and expert assistance
United Nations Women Development Fund (UNIFEM)	Equal rights for women and men; strengthening women's role in society
World Bank	Facilitate economic growth of economies in transition; environment; review of legislation and institutional framework to mitigate transition period
World Health Organisation (WHO)	Assistance to implement reforms in public health services; mother and child health; national nutrition policy; infectious disease control; medical care for old people; health and environment; TB problems
International Labour Organisation (ILO)	Industrial sector development; eradication of discrimination in labour market and promotion of full-time employment; labour legislation reform; social security
UNDP Global Environment Facility/ Small Grants Programme (UNDP GEF SGP)	Biological diversity; climate changes; international waters; sustainable development of local communities
2. United States Agency on International Development (USAID) and its Partners	
Academy for Educational Development (AED)	Educational programmes concerning transition to market economy and democracy
ACDI/VOCA	Expert and advisory assistance for small business-

[1] *Database of UNDP NGO Resource Centre.*
[2] *Information was provided by international organisations.*

	es, private and public legal entities
American International Health Alliance	Long-term programmes for sustainable development, training for staff nurses, record of oncology cases
Eurasia Foundation	Financing of innovations in three reference directions: development of small and medium enterprises, national and local government, and civil society
Initiative for Social Action and Renewal in Eurasia (ISAR)	Environmental, health care projects; build-up of communities and sustainable economical development; capacity building of local institutions
Centres for Disease Control (CDC)	Control and prevention of infectious diseases
Counterpart Consortium	Grants for NGOs rendering services to socially vulnerable groups of people, protecting rights and interests of people, and those involved in civil society build-up
Counterpart Humanitarian Aid Programme (CHAP)	Humanitarian aid for socially vulnerable groups of people
US-Israel Cooperative Development Research (CDR)	Grants for agricultural enterprises in arid regions; irrigation and hydrology; biological pest control; agro-industrial economy and agro-ecology; genetics and bioengineering
Winrock International	Agricultural programmes; wood processing technologies; systematic research of human potential; employment in agriculture and business development
International Centre for Non-profit Law (INCL)	Programmes facilitating draft law enactment, improvement of existing legislation; development of standards to establish non-profit sector; review of non-commercial legislation by lawyers, government officials and NGO leaders
Central Asian American Enterprise Fund	Water and energy supply to the Syr-Darya area
3. Other	
United States Information Service (USIS)	Information, training, exchange, cultural and educational programmes
British Council	Education, health care, efficient market economy and management
European Bank for Reconstruction & Development (EBRD)	Financing for private sector, structural reconstruction and privatisation
Delegation of the European Union in Kazakhstan	Trade, agricultural sector, human rights
Technical Assistance to CIS and Mongolia (TACIS)	State government reform, development of human resources; reorganisation of state enterprises and private sector support; agriculture; environmental protection; financial sector support and development
Israel Centre for International Cooperation (MASHAV)	Education and social development; agriculture and studies in this field; rural development; economic growth and social development; labour management; environmental management; science and technology; women in society
Islamic Development Bank (IDB)	Infrastructure projects: roads, communications
International Federation of Red Cross & Red Crescent Societies (IFRC)	Support of national divisions; health care programmes support; assistance to socially vulnerable groups of people; training in emergency and natural disasters

Soros Foundation Kazakhstan	Grants and training programmes in various spheres
Science & Technology Centre	Radiology monitoring of environment; safety improvement of nuclear reactors; study of methods of nuclear wastes liquidation; production of vaccines against bacteriological and virus diseases; treatment of heart and oncology diseases; study of commercial aviation
Mercy Corps International	Small business support; agricultural sector support; enabling development of local NGOs; technical assistance
INTRAC	Managerial assessment; control and assessment; financial management; training for consultants; strategic planning and management
Friedrich Ebert Stiftung Bureau	Study of economic and democracy reform; human rights, rights of ethnic minorities; social policy; women's movement; freedom of press; environmental protection; seminars for NGOs

Annex 4.

AREAS OF NGO ACTIVITY

Direction	Components
Human Rights	Remedial activities (political rights) Consumer rights Rights of ethnic, sexual minorities Rights of disabled people Information Research Partici pation in legislation development Monitoring and evaluation
Gender	Feminism Problems of single mothers Women refugees and disabled people Sexual and domestic violence Development of women's business and leadershi p Information Research Partici pation in legislation development Monitoring and evaluation
Poverty alleviation	Problems of vulnerable groups Small business development Providing equal access to resources Development of charity culture and philanthropy Information Research Partici pation in legislation development Monitoring and evaluation
Drug addiction	Preventive health and advocacy of healthy lifestyle Rehabilitation centres Drug trafficking Information Research Partici pation in legislation development Monitoring and evaluation
AIDS prevention	Preventive health and advocacy of healthy lifestyle Centres for social and psychological help Sexually transmitted diseases Information Research Partici pation in legislation development Monitoring and evaluation
Environment	Ecology education Access to information Biodiversity Desertification Air and water basin protection Development of new technologies Information Research

Direction	Components
	Participation in legislation development Monitoring and evaluation
Culture	Independent galleries and centres of modern art Painting, sculpture, theatre, dancing, literature, etc. Folklore Information Research Participation in legislature development Monitoring and evaluation
Rural economy	Rural initiatives Organic agriculture New technologies Access to credits and information Development of small business in rural areas Research Participation in legislation development Monitoring and evaluation
Children and youth	Development of leadership Civic education Protection of rights, formation of juvenile jurisprudence Information Research Participation in legislature development Monitoring and evaluation
Education	Intellectual services to people Alternative education Formation of harmonious personality Research Participation in legislation development Monitoring and evaluation
Public health	Formation and advocacy of healthy lifestyle Alternative medicine Organisation of family ambulance stations AIDS, drug addiction prevention Research Participation in legislation development Monitoring and evaluation

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