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### **THE INSTITUTE OF KAZAKH CITIZENSHIP BY KAZAKHSTANI LEGISLATION**

The significance of citizenship in any legal system is of paramount and copious importance. This article discusses notion, the concept of citizenship and issues of citizenship around **KZ legislation**. Features of citizenship in KZ are appropriately disclosed. Particular attention is paid to the demands of taking Kazakh citizenship, to the privileges and consequences. The conclusion was that it is worth considering before getting new citizenship or acquiring foreign nationality. Kazakhstan adopted its Law on Citizenship on 20 December 1991. This law was scheduled to come into effect on 2 March 1992. According to general reports, the law is supposed to recognize the equality of all nationals regardless of social and property status, nationality, religion, political affiliation and other convictions. The law allows ethnic Kazakhs who currently live outside Kazakhstan to return to the land of their forefathers. Approximately three million Kazakhs are believed to reside outside Kazakhstan, many of whom are in China and Mongolia. The law apparently does not recognize dual nationality. Kazakhs in the diaspora—mainly ethnic Kazakhs and their descendants who fled because of Stalin’s forced collectivization policies in the 1920’s and 1930’s—are encouraged returning to Kazakhstan. Any ethnic Kazakh living abroad is entitled to Kazakhstani citizenship and may retain any other citizenship he or she may already have. Anyone else must apply for permission to immigrate and must renounce any other citizenship. Ethnic Kazakh citizens already living in Kazakhstan, as well as non ethnic Kazakh citizens, are not permitted to obtain another citizenship without losing their Kazakhstani citizenship.

**Key words:** citizenship, nationality, national identity, membership, individual, and human rights.

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### **Қазақстан Республикасының заңнамасы бойынша азаматтық институты**

Бұл мақалада ҚР заңнамасына сәйкес азаматтық ұғымы, принциптері мен мәселелері талқыланады. Кез келген құқықтық жүйедегі азаматтық тұжырымдамасы бірінші дәрежелі және үлкен мәнге ие. Осыған сәйкес, Қазақстанда азаматтық алудың ерекшеліктері қарастырылған. Қазақстан Республикасындағы азаматтық алу, артықшылықтары мен салдарына ерекше назар аударылды. Қорытынды – бұл мәселені жаңа азаматтық алу немесе шетел азаматтығын алу алдында мұқият қарастыру керек. 1991 жылдың 20 желтоқсанында Қазақстан Республикасы азаматтық туралы Заңды қабылдады. Бұл заң 1992 жылғы 2 наурызда күшіне енуі тиіс еді. Жалпы баяндамаға сәйкес, заң барлық азаматтардың әлеуметтік және мүліктік жағдайына, ұлтына, дініне, саяси қатыстылығына және басқа да сенімдеріне қарамастан теңдігін мойындауы тиіс. Заң қазіргі уақытта Қазақстаннан тыс жерлерде тұратын этникалық қазақтарға өз ата-бабаларының жеріне оралуға мүмкіндік береді. Үш миллионға жуық қазақтар Қазақстаннан тыс жерде тұрады деп саналады, олардың көпшілігі Қытай мен Моңғолияда. Заңда қос азаматтыққа

жол берілмейді. Қазақстанда диаспорадағы қазақтар, негізінен 1920 және 1930 жылдардағы сталиндік мәжбүрлі ұжымдастыру саясатына байланысты қашып кеткен этникалық қазақтар мен олардың ұрпақтары Қазақстанға оралуға ынталандырылды. Шетелде тұратын кез келген этникалық қазақ Қазақстан азаматтығын алуға құқылы және ол қазірдің өзінде бар болуы мүмкін кез келген басқа азаматтықты сақтай алады. Кез келген басқа адам иммиграцияға рұқсат алу үшін жүгінуі тиіс және кез келген басқа азаматтықтан бас тартуы тиіс. Қазақстанда тұрып жатқан Қазақстан азаматтарына, сондай-ақ қазақтан шыққан этникалық емес азаматтарға өзінің қазақстандық азаматтығынан айырмай басқа мемлекеттің азаматтығын алуға рұқсат етілмейді.

**Түйін сөздер:** азаматтық, ұлт, ұлттық бірегейлік, мүшелік, индивид, адам құқықтары.

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### Институт гражданства по законодательству Республики Казахстан

Концепция гражданства в любой правовой системе имеет первостепенное и большое значение. В этой статье обсуждаются понятие, принципы и проблемы гражданства согласно законодательству РК. Соответствующим образом раскрываются особенности гражданства в Казахстане. Особое внимание уделено требованиям получения казахстанского гражданства, привилегий и последствий. Вывод состоит в том, что этот вопрос следует рассмотреть тщательно перед получением нового гражданства или приобретением иностранного гражданства. 20 декабря 1991 года Казахстан принял Закон о гражданстве. Этот закон должен был вступить в силу 2 марта 1992 года. Согласно общему докладу, закон должен признавать равенство всех граждан независимо от социального и имущественного положения, национальности, религии, политической принадлежности и других убеждений. Закон позволяет этническим казахам, которые в настоящее время проживают за пределами Казахстана, вернуться на землю своих предков. Считается, что около трех миллионов казахов проживают за пределами Казахстана, многие из которых находятся в Китае и Монголии. Закон не признает двойного гражданства. Казахи в диаспоре, в основном этнические казахи и их потомки, которые убежали из-за политики сталинской принудительной коллективизации в 1920-х и 1930-х годах, поощряются к возвращению в Казахстан. Любой этнический казах, проживающий за границей, имеет право на казахстанское гражданство и может сохранить любое другое гражданство, которое, возможно, уже имеет. Любой другой человек должен обратиться за разрешением в иммиграцию и должен отказаться от любого другого гражданства. Гражданин Казахстана, уже проживающим в Казахстане, а также гражданам неэтнического казахского происхождения не разрешается получать другое гражданство без лишения своего казахстанского гражданства.

**Ключевые слова:** гражданство, национальность, национальная идентичность, членство, индивид, права человека.

### Introduction

This article examines the legal aspects of citizenship based on the analysis of the legislation of Kazakhstan. The distinctive features of the legislation on citizenship are investigated. An examination allows us to state that citizenship is an important institution, both for the state and for each person, citizen and individual. The legal regulation of citizenship is directly related to the migration of people, which has intensified in recent years due to armed conflicts and economic declines in some countries. The legal regulation of citizenship must correctly reflect the migration processes in order to prevent negative consequences and impacts for both the state and people.

The central concern of this article is to develop a conceptual framework for the study of citizenship, national belonging, identity and, membership; particularly the institution of citizenship in Kazakhstan will be considered as the unit of analysis or sole object of study. Our findings suggest that more attention should be paid to the specificities of locality in contemporary citizenship studies. To form a civil society and to develop the legal state, the institution of citizenship is necessary. Through the institution of citizenship, human rights and freedoms are ensured and protected. This article depicts the issues of the legal regulation of citizenship by rules and legislation of the Republic of Kazakhstan.

First and foremost, it is appropriate to emphasize the essence and core meaning of citizenship

conception. According to Olson, traditionally the concept of citizenship was related to the relationship between the individual and the state, guaranteeing people and citizens the legal status of full-fledged members of society with certain rights and duties. (Olson, 2015: 1037) The majority of scientists and lawyers state that only as a citizen of a certain state, a person has all the fullness of rights and freedoms, including the right to participate in the political life of the state, to elect and be elected to government bodies and local governments, which is the determining factor for states, positioning themselves as democratic.

It can be pointed out from the papers of theorists that in the Republic of Kazakhstan citizenship is fixed in the system of normative legal acts. This system can be regarded as a complex of political and legal acts that consolidate the rights and duties of the state and the individual. Political and legal acts include the Declaration on State Sovereignty, the Constitutional Law on State Independence, and the 1995 Constitution of the Republic of Kazakhstan, which elaborated the principles of Kazakhstani citizenship. In principle, Kazakhstani citizenship is enshrined in the Constitution of the Republic of Kazakhstan and the Law on Citizenship of 1991. (Balgimbekova, 2010)

### **Main part**

Citizenship is a crucial human right, as evidenced by article 15 of the Universal Declaration of Human Rights. The presence of appropriate citizenship gives a person, and therefore, a citizen of the country concerned, a set of rights that may differ in different countries. Such people have rights only in relation to the country concerned, confirming his legal relationship with the citizenship of such a person. Thus, the state establishes various rights and obligations, as well as their scope, depending on whether the person is a citizen of that particular country or not. Given that the state is not in a position to offer the same rights to all persons, for such persons as stateless persons, refugees, internally displaced persons, despite the fact that the same rights are established, in any case, the rights and obligations in accordance with the Constitution of this country will differ from the rights and duties of its citizens. For example, a set of relevant rights of citizens associated with the political life of the country (the right to elect and be elected).

If we look deeper into history, during the Soviet Union era there was the Union of Soviet Republics' Constitution, which was uniform and ubiquitous.

Article 21 stated 'Uniform Union citizenship is established for citizens of the USSR. Every citizen of a Union Republic is a citizen of the USSR'. (Constitution, 1947) From the breakdown of greatest Soviet Union till now, Kazakhstan has been auspiciously provided dwelling to lots of minority groups. Multicultural substance of the country and significance of treating all ethnic groups equally were emphasized in the laws and legislation adopted after independence, concerning citizenship.

After independence, new governors of each former Soviet Union countries used national identity to legitimize themselves. (Kux, 1992-1993: 392) There was no citizenship law of Soviet Union republics; citizenship issues such as acquire and release from citizenship, immigration and emigration questions of entry and exit to and from the USSR were based on the Union Law of 1938 and regulated by it. (Uibopuu, 1979: 177)

During the Second World War till 1950, western part population of USSR moved to Kazakhstan, it had several repercussions: Russification policy was prevailed, Kazakh culture, language, education and traditions had been hit stiff headwinds. (Ayupova, 1998-1999: 59) As Uibopuu noted, Russians overweighed other ethnics in most Union Republics, to illustrate, it is apparently seen in Kazakh Union Republic with absolute majority of 42% Russians and only 32% Kazakhs. Soviet Union republics, accordingly Central Asia was a part of giant multinational and multicultural state: all people possessed jointly common language, common mentality, common culture. Several historians emphasize four major stages of development as an independent Kazakh state: transition period, the Stalinist time, the epoch of amicable coexistence and the Perestroika stage. The latter refers to the transformation of 'colonial' states into independent sovereign states at the beginning of 1990s. (Tkatoeva, 2010: 210) Each independent republic demonstrated distinct identity due to ethnic diversity. Moreover, ethnicity contributed to the formation and occurrence of national liberation struggle.

Kazakhstan adopted its Constitution twice, 28<sup>th</sup> of January, 1993 and 30<sup>th</sup> of August, 1995. According to the first Constitution of Republic of Kazakhstan, it is not allowed to deprive people of citizenship or expel citizens from the Republic. It is obvious that each person has the right to citizenship. Citizenship is one of the main institutions of constitutional law or we say that it is a capstone of human rights law. Hence the significance of citizenship is indicated in the Constitution, including this institution in the context of Section II «Individual and citizen».

In consonance with Article 10 of the Constitution of Kazakhstan, citizenship of the Republic of Kazakhstan is acquired and terminated in accordance with the procedure established by law. It is indivisible and equal regardless of the basis for its acquisition. (Constitution, 1995)

All citizens who have been compelled to leave its territory and also Kazakhs living in other states are granted the right to citizenship in the Republic of Kazakhstan along with citizenship in the other states, are allowed to return to the land of their forefathers (CIS, 1992) in an attempt to increase titular nationality's political impact and its share in the country's population. Kazakhs in the diaspora—mainly ethnic Kazakhs and their descendants who fled because of Stalin's forced collectivization policies in the 1920's and 1930's—are encouraged returning to Kazakhstan. (Ann. Hum. Rts. Rep., 1992: 816-817) On the eve of Independence, young Kazakh state has focused on creating a political and civilian national identity in which all people enjoy the benefits of citizenship. (Scriven, 2013: 10) Between 1991 and 1997 alone, 164,000 ethnic Kazakh immigrants came back to their homeland, of whom 93,000 came from the NIS (New Independent States of the Former Soviet Union) and 62,500 from Mongolia. Along with that, simultaneously during 1991-2002, Kazakhstan abandoned 28% Russians; 64% Germans; 30% Ukrainians; and 24% Tatars. Consequently, in 2001, ethnic Kazakhs emerged into the numerical majority, accounting for 53.4% of the country's population. (Korobkov, 2007: 176) According to statistics on March 24, 2017, the population of Kazakhstan consists of 18,106,096 people. (Statistics, 2017) It is appropriate to mention that all citizens of Kazakhstan wherever they are staying, they are protected and their rights and freedoms are ensured. However, it does not mean that non-citizens are not defended. To illustrate, main legal document of modern government – Constitution states 'Individuals on the territory of the Republic of Kazakhstan who are not its citizens enjoy all the rights and freedoms and also bear all the responsibilities established by the Constitution, laws, and interstate treaties of the Republic of Kazakhstan, with the exceptions stipulated by laws and interstate treaties of the Republic of Kazakhstan'. (Constitution, 1993)

The second important legal document after Constitution, which demonstrates the essence of individual, person and citizens' rights, responsibilities and freedoms, is a Law on Citizenship, adopted on 20 December 1991. According to Law on Citizenship, there are some methods of obtaining citizenship: by birth, by naturalization, on the basis of interstate

contracts of Republic of Kazakhstan and on the grounds provided by the Law on Citizenship. By virtue of the analysis, it can be seen that Law on Citizenship stipulates that citizenship is acquired and terminated by prescribed legal procedure with competent state authorities.

Particular attention should be paid to legal relations regulated by the Law on Acquiring the Citizenship of the Republic of Kazakhstan by Birth. This category is based on such principles as «the right of blood» and «the right of soil». According to the principle of «the right of blood», a child who was born both in the territory of the Republic of Kazakhstan and in any other country will be considered a citizen of the Republic of Kazakhstan if at the time of his birth his parents are also citizens of Kazakhstan and permanently reside in the country. If the parents are citizens of the Republic of Kazakhstan, at the time of the birth of the child and permanently reside in the territory of another country, their common written consent determines the nationality of the child. In this case, it is necessary to take into account the norms of both international agreements and the national legislation of the country where the parents of the child reside. A fairly frequent case is the situation where only one of the parents is a citizen of the Republic of Kazakhstan at the time of the birth of the child. In order to acquire the citizenship of the child of the Republic of Kazakhstan, he must be born on its territory. If a child is born outside the country, one of the parents must prove that at the time of the birth of the child, his permanent residence was the territory of the country. At the same time, such requirements are not applied if at the time of the birth of the child one of the parents is a citizen of the Republic of Kazakhstan, and the other is a stateless person.

It is pertinent to mention also about the termination of citizenship. Permanent residence of a citizen of the country outside the Republic is not determined by the grounds for the termination of citizenship. The Law of the Republic of Kazakhstan «On Citizenship» determines that the only reasons for the termination of citizenship are the withdrawal from citizenship or its loss on the grounds defined by this Law. The Law on Citizenship of the Republic of Kazakhstan also guarantees the right to prohibit the extradition of a citizen of Kazakhstan to another country, exceptions to which can also be determined by international agreements of the Republic of Kazakhstan.

Kazakh government does not recognize dual citizenship, although some former Soviet Union countries express approval regarding to dual citizenship. This outraged the Russian population

of Kazakhstan, as they urged Nazarbayev to allow them to have both Russian and Kazakh citizenship. However, one should take into account the fact, that dual or multiple citizenship violates the principle of the citizen's or individual's belonging to the state, especially if there are conflicts and inconsistencies between the countries themselves both in the legal field and at the level of economic and social development. In case of a serious conflict between countries, a negative situation can directly threaten a citizen in the form of expressing his distrust of one of the countries. The conception of Citizenship is associated with the state, citizenship with the Motherland, Homeland and patriotism. Consequently, citizenship, nationality, statehood and patriotism are elements of civil identity. Civil identity, uniting the population, is the cementing basis of social integration. (Kalmakov, 2015:311) Thereupon, many ethnic Russians believe that this was a deliberate act aimed at suppressing any devotion to Russia or the former USSR and forcing ethnic Russians to unite with Kazakhstan and to an ethnic Kazakh pattern of life.

Stephen Kanter (1993) stated that if different ethnics in newly independent Kazakhstan avoid the inter-ethnic coercion and encourage multi-ethnic engagement, and build a stable political, legal and economic structure, then Kazakhstan will have optimistic and reliable future for itself. Since independence, it has been passed 26 years, it may safely be said that due to its unconditional cooperation and friendly relationship of different 130 nations, living here, nowadays Kazakhstan is a remarkably diverse ethnic, cultural and religious area of the world: it is multi-ethnic, multi-cultural and multi-religious. (Kanter, 1993: 91)

Moreover, twenty-six years of Kazakhstan's history as an independent and sovereign state demonstrates that the main priority is human rights, uniform and equal citizenship, emphasizing ethnic orientation and privileged the titular nationality, approachable interethnic relations of multicultural environment. Theoretically, in all legal systems citizenship rights are more valued if they are earned, not acquired.

It can be argued that the institution of citizenship is inextricably linked with the development of the state, is of great importance for the existence of the state, its development. Considering the importance of this institution in the relations between the state and each citizen, it has its consolidation, first of all, at the national level of the state through the constitutional regulation of the basic principles of citizenship. So, given that the state's chosen policy in the sphere of citizenship directly affects

its state formation, as a rule, the general principles of citizenship are determined by constitutional law, and are backed by a special law.

The Institute of Citizenship encourages not only the development of the state, but also the active work of citizens. Providing the corresponding set of rights and freedoms of citizens, the state simultaneously assumes obligations to protect its population. Citizenship is manifested in the close relationship between the citizen and the state, manifested in the availability of both rights and obligations of both parties, for non-compliance, which provides liability.

In addition to the general principles on which the institution of citizenship in the Republic of Kazakhstan is built, in particular such as the right to citizenship, acquisition and termination of citizenship solely on the grounds established by law, equality of citizenship. The state also guarantees for its part the retention of citizenship of persons living outside the country and the prohibition of the extradition of citizens of the Republic to other countries, the protection of such persons by the Republic, as well as the preservation of Kazakhstani citizenship at the conclusion or dissolution of marriages.

Dual and multiple citizenship is a negative phenomenon for both the state. The absence of a single legal belonging or connection between a citizen and a particular country violates the proper legal regulation of relations arising on the basis of their relationship. The presence of bipatriism contradicts the certainty of the state and does not correspond to its nature and essence in view of the fact that the basis of any statehood is its people, its nation, and its citizens. A political connection is formed between them and the state. Citizens of the state generate this country. And so the presence of multiple citizenship leads to a misunderstanding of statehood, makes adjustments to the legal regulation of the same relationship, and can cause conflicts for political reasons. All countries should try to reduce the number of bipatriides on their territory; this deprives them of their citizenship.

The border is a permanent state of exception, which makes the 'normal' biopolitical control of government inside the territorial frontier of the state possible. This paper argues that governmental procedures of examination at the border institutionalize a continual state of exception at the frontier that in turn performs the spatio-legal fiction of territorial sovereign and the sovereign subject in each admission/exclusion decision. This argument is made not from extraordinary cases or even from the consideration of the adjudication of asylum claims, but rather from the mundane, ordinary evidence of

the everyday passage of millions of normal travelers across the border. Rather than view the border as a simple line indicating the limits of sovereign jurisdiction, this article adopts the performative view of borders. Following Butler's analysis of the performativity of identity, Wonders argues that 'although states attempt to choreograph national borders, often in response to global pressures, these state policies have little meaning until they are «performed» by state agents or by border crossers. Border agents and state bureaucrats play a critical role in determining where, how, and on whose body a border will be performed'. Isin provocatively argues that the dominant motif of contemporary state policies is anxiety, and the production of the neurotic citizen. (Salter, 2008: 365)

### Conclusion

To sum up, in light of the international experience, it might also be added that citizenship

need not be conceptualized entirely as individual rights, or, at least, that full citizenship is sometimes enjoyed by the individual through participation in a community. (Kurczewski, Sullivan, 2002: 288) The conception of citizenship usually conveys the notion of a nationally bounded contract: citizens receive basic rights and benefits including political defense and social provision from the state; in exchange they endow to state capacity, essentially by paying taxes and fighting in the armed forces. For that reason, citizenship is often defined as a 'special form of contract', or 'attitude of reciprocity'. This agreement is grounded on something deeper than a simple calculation weighting the costs and advantages or privileges of belonging. Reflecting upon the situation of migrants, for example, Zilbershats stated that if citizenship depended solely on prominent values, very few people would stay where they are. Instead, she argues, 'people have an emotional devotion to their countries of citizenship'. (Saunders, 2007: 245)

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