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## МУНДАРИЖА | СОДЕРЖАНИЕ | CONTENT


<b>1. Nilufar Djurayeva</b> SOVET HOKIMIYATINING IJTIMOIIY - IQTISODIY SIYOSATIDA XOTIN-QIZLAR TASHKILOTLARINING MAQSAD-VAZIFALARI.....	5
<b>2. Guldonga Taniyeva</b> O'ZBEKISTON ZIYORAT TURIZMIDAGI O'ZIGA XOSLIK: O'TMISH VA BUGUN.....	15
<b>3. Hikmatjon Avezov</b> O'ZBEKISTONNING MUSTAQIL DAVLATLAR HAMDO'STLIGI BILAN ATROF-MUHIT HIMOYASI SOHASIDAGI HAMKORLIK TARIXI.....	20
<b>4. Iskandar Samadov</b> XORAZM XALQ SOVET RESPUBLIKASI (XXSR)DA YER-SUV MASALASI VA PAXTACHILIKNING QAYTA TIKLANISHI.....	27
<b>5. Фируза Абдюсупова</b> В ПОИСКАХ НЕИЗВЕДАННОГО: РУССКИЕ ЭКСПЕДИЦИИ И РАЗВЕДЫВАТЕЛЬНЫЕ ПОХОДЫ В ПАМИРЕ (XIX BEK).....	34
<b>6. Nasiba Narzullayeva</b> SOVET DAVLATI SIYOSATIDA XORIJDA TA'LIM OLGAN O'ZBEK XOTIN- QIZLARINING QATAG'ON QILINISHI.....	41
<b>7. Istora Jo'rayeva</b> XOTIN-QIZLAR MAVZUSINING YORITILISHIDA AYRIM MULOHAZALAR.....	50
<b>8. Muslima Makhmudovna Bazarova</b> THE ACTIVITY OF SHELTERS IN UZBEKISTAN.....	55
<b>9. Diyora Chorshanbiyeva</b> YANGI O'ZBEKISTONDA YOSHLAR SIYOSATINING SHAKLLANISHI.....	60
<b>10. G'unchaxon Baxodirovna Alimova</b> O'ZBEKISTONDA DINIY TA'LIM OLIISH SOHASI YO'NALISHLARI VA UNING S IFATINI OSHIRISHGA QARATILGAN ISLOHOTLAR.....	65
<b>11. Mohira Matnazarova</b> KO'CHMANCHI CHORVADORLAR HAYOTINING YOZMA MANBALARDAGI INTERPRETATSIYASI.....	71
<b>12. Iroda Tishabayeva</b> 1950–1970 YILLARDA O'ZBEKISTON MAKTABGACHA TA'LIM MUASSASALARIDA BOLALAR OVQATLANISHINI TASHKIL ETISH MASALALARI.....	76



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## THE ACTIVITY OF SHELTERS IN UZBEKISTAN

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### ABSTRACT

The article examines the functioning of shelters for victims of violence in Uzbekistan, identifying key challenges and proposing solutions. It explores organizational, legal, and socio-cultural aspects of shelter operations and their role in supporting victims of domestic violence. Drawing on official data and international practices, the study analyzes barriers such as inadequate funding, limited access to services, and stigmatization. Proposed solutions include strengthening the legislative framework, raising awareness, and fostering intersectoral collaboration. The article emphasizes the need to adapt international experiences to local conditions.

**Keywords:** shelters, domestic violence, Uzbekistan, women's rights, social support, international practice, legislation, stigmatization

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## ДЕЯТЕЛЬНОСТЬ ШЕЛТЕРОВ В УЗБЕКИСТАНЕ

### АННОТАЦИЯ

Статья посвящена анализу функционирования шелтеров в Узбекистане, выявлению ключевых проблем и разработке предложений по их решению. Рассматриваются организационные, правовые и социокультурные аспекты работы шелтеров, а также их роль в поддержке жертв домашнего насилия. На основе официальных данных и международной практики анализируются барьеры, такие как недостаточное финансирование, ограниченный доступ к услугам и стигматизация. Предлагаются решения, включая усиление законодательной базы, повышение осведомленности и развитие межсекторального сотрудничества. Статья подчеркивает необходимость адаптации международного опыта к местным условиям.

**Ключевые слова:** шелтеры, домашнее насилие, Узбекистан, права женщин, социальная поддержка, международная практика, законодательство, стигматизация.

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## O‘ZBEKISTONDA SHELTERLAR FAOLIYATI

### ANNOTATSIYA

Maqola O‘zbekistondagi shelterlar faoliyatini tahlil qilish, asosiy muammolarni aniqlash va ularni hal qilish bo‘yicha takliflarni ishlab chiqishga bag‘ishlangan. Shelterlarning tashkiliy, huquqiy va ijtimoiy-madaniy jihatlari, shuningdek, ularning oilaviy zo‘ravonlik qurbonlarini qo‘llab-quvvatlashdagi roli ko‘rib chiqiladi. Rasmiy ma‘lumotlar va xalqaro tajribaga asoslanib, moliyaviy ta‘minotning yetishmasligi, xizmatlardan foydalanish imkoniyatining cheklanganligi va stigmatizatsiya kabi to‘siqlar tahlil qilinadi. Qonunchilik bazasini mustahkamlash, xabardorlikni oshirish va sektorlararo hamkorlikni rivojlantirish kabi yechimlar taklif etiladi. Maqola xalqaro tajribani mahalliy sharoitlarga moslashtirish zarurligini ta‘kidlaydi.

**Kalit so‘zlar:** shelterlar, oilaviy zo‘ravonlik, O‘zbekiston, ayollar huquqlari, ijtimoiy qo‘llab-quvvatlash, xalqaro tajriba, qonunchilik, stigmatizatsiya

#### **Relevance:**

Shelters, or safe havens for victims of violence, are a critical component of the social protection system, providing temporary refuge, psychological, and legal support to survivors, predominantly women and children worldwide. In Uzbekistan, the issue of domestic violence remains significant despite legislative progress, including the adoption of the Law “On the Protection of Women from Harassment and Violence” in 2019. According to the Women’s Committee of Uzbekistan, 155 shelters were operational in the country in 2019, indicating an expansion of such facilities. However, their effectiveness and accessibility raise concerns due to insufficient funding, geographical limitations, and sociocultural barriers. International experiences in shelter operations could help Uzbekistan organize their work more effectively.

#### **Methods:**

The article scientifically analyzes the activities of shelters in Uzbekistan and world experience in this area using generally accepted methods of scientific, historical and comparative analysis.

#### **Research results:**

For example, Sweden employs a state-funded model with an emphasis on gender equality. Sweden provides an example of an effective shelter system integrated into the social protection framework, ensuring accessibility and anonymity. During a 2021 UNDP webinar, expert Maria Björsson from the UNIZON Association described how Swedish shelters coordinate through a national network, ensuring anonymity and accessibility. Victims of violence receive assistance through a hotline, and the FREDA methodology allows for assessing the level of danger and efficiently allocating resources. This experience could be adapted in Uzbekistan by establishing a national coordination network.

In the United States, shelters are funded through federal and private sources, such as the Violence Against Women Act, providing not only refuge but also legal aid, vocational retraining, and programs for children. A key element is the extensive network of 24/7 crisis centers. Uzbekistan could adopt this multilevel support model, including reintegration programs.

In India, shelters are often managed by NGOs but face challenges related to stigmatization and insufficient government regulation. The “One Stop Centres” program consolidates services for victims of violence under one roof.

The legislative foundation for shelter operations in Uzbekistan is provided by the Law “On the Protection of Women from Harassment and Violence” and several Cabinet of Ministers’ resolutions. The law mandates the establishment of rehabilitation and adaptation centers for victims of violence and obliges state bodies to coordinate their activities. In 2018, the Women’s Committee of Uzbekistan reported the opening of over 130 shelters, with the number reaching 155 by 2019 and 197 by 2020. These centers provide refuge, psychological, legal, and medical assistance and are designed to rehabilitate women affected by violence and prevent suicides.

Shelters in Uzbekistan are primarily managed by state bodies, such as the Ministry for the Support of Mahalla and Family, and are funded through the state budget with grants from international organizations like UNDP and the Swedish government. However, the legislation has gaps. For instance, there are no clear standards for shelter operations, including requirements for staff qualifications and living conditions. Implementation of the law is hindered by insufficient coordination between state bodies and NGOs. Additionally, the effectiveness of shelters is limited by sociocultural factors such as victim stigmatization, patriarchal traditions, and low public awareness.

Uzbekistan remains a society with strong patriarchal traditions, where a woman’s role is often confined to the family. Historically, domestic violence has been viewed as a “private matter,” and divorce or seeking help has been considered shameful. According to Nigora Adizova, societal pressure often forces women to endure violence to preserve the family. This is supported by HeForShe movement studies, which indicate that 87% of violence cases occur within families, yet victims rarely seek help due to fear of judgment.

Stigmatization is a key barrier. Women leaving abusive relationships often face accusations of “destroying the family.” As noted by Gulchekhra Matkarimova, an employee of the Republican Center, victims frequently leave shelters after 10–12 days, returning to their abusers due to pressure from relatives or society. This highlights the need to change societal attitudes through awareness campaigns.

Many women, especially in rural areas, are unaware of shelters or the 1146 hotline. According to Open Democracy, even in Tashkent, awareness remains low. The lack of widespread awareness campaigns exacerbates this barrier, particularly in regions with limited internet access. Geographical accessibility of shelters is also limited. Most centers are located in major cities, making access difficult for rural residents, who constitute a significant portion of the population.

The distribution of appeals varies by region. In Tashkent, where six shelters operate, including the republican one, accessibility is higher, but awareness remains low. In regions like Fergana (19 shelters) and Samarkand, centers are better developed, but access in rural areas is limited. Nigora Adizova from the “Nemolchi.uz” project noted that shelters in Samarkand, Bukhara, and Jizzakh operate effectively, while their functionality in other regions raises concerns.

The Republican Center for Rehabilitation and Adaptation of Victims of Violence, led by Mukaddam Rasulova, actively supports survivors. During a 2021 UNDP webinar, Rasulova discussed the distribution of victims to centers, the provision of psychological and legal assistance, and potential funding sources, including international grants. However, precise data on the number of victims served are not published, making it difficult to assess effectiveness.

Official statistics on shelter appeals in Uzbekistan are limited, especially post-2020. The most detailed data are available for January–September 2020, when 14,849 appeals were recorded across 197 rehabilitation centers, including:

- 5,796 cases – psychological assistance;
- 3,680 cases – legal assistance;
- 503 cases – medical assistance;
- 1,553 cases – other forms of assistance (e.g., vocational retraining or social support).

These data, presented at the 2021 UNDP webinar, reflect high demand for shelter services. According to the Ministry of Internal Affairs, from January to October 2020, 8,430 protection orders were issued, with 4,330 related to physical violence and 3,200 to psychological violence.

Over 7,600 cases of violence occurred within families, with husbands being the aggressors in 5,920 cases.

In 2021, the HeForShe movement reported 39,000 appeals to law enforcement regarding violence and harassment. These figures highlight the scale of the problem, but not all appeals to law enforcement lead to shelter referrals, complicating accurate assessments.

The lack of a centralized data collection system hinders analysis. The State Committee on Statistics publishes general indicators of living standards and social protection but does not provide detailed data on shelter appeals. Moreover, many victims do not seek help due to stigmatization, which distorts statistics. The actual figures may be 2–3 times higher than official numbers.

An assessment of shelter operations reveals the following issues:

- Insufficient funding: Limited resources lead to a shortage of spaces, low staff salaries, and a lack of modern rehabilitation programs.

- Stigmatization: Sociocultural norms in Uzbekistan often condemn victims of violence, reducing their willingness to seek help. For example, divorce is considered shameful, forcing women to remain in abusive relationships.

- Lack of qualified specialists: Psychologists and lawyers in shelters often have limited experience working with victims of violence.

- Low awareness: The absence of awareness campaigns limits public knowledge of available services.

- Misunderstanding of shelter functions: In early years, some center staff organized handicraft workshops instead of providing refuge, indicating a lack of professionalism.

- Geographical inaccessibility: Shelters are concentrated in cities, making access difficult for rural residents.

### **Conclusion and suggestions:**

Proposed solutions

- Establish a centralized database for shelter appeals under the Statistics Agency;
- Conduct nationwide awareness campaigns through media and mahallas to increase knowledge about shelters;

- Organize training for psychologists and lawyers on working with victims of violence;

- Implement programs to change patriarchal attitudes, including working with men and families;

- Attract international grants and increase state funding for shelters;

- Expand the shelter network in rural areas;

- Adapt international models, such as “One Stop Centres,” to Uzbekistan’s conditions.

Shelters in Uzbekistan play a vital role in combating domestic violence. Progress in the legislative sphere and the expansion of the shelter network demonstrate positive dynamics, but comprehensive reforms are needed for sustainable results. International experiences, such as the Swedish coordination model or the U.S. multilevel support system, could serve as a foundation for improvements.

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