

The Activity of the "Mahalla" System in Uzbekistan in Social Protection of the Population

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ABSTRACT

The system of self-government in the territory of Uzbekistan has been developed in the form of a neighborhood since ancient times. The experience of state formation and management in the Asian continent and the Muslim East has its own characteristics and traditions.

A neighborhood that appeared before the Arab conquest and the introduction of Islam is a small community of people living in a certain area, interconnected not only by neighborhood relations, but also by internal rules of conduct, spiritual and moral standards, customs and traditions that have been formed over the centuries. available as a team¹. This type of socio-economic integration of the population has changed at every stage of historical development. Socio-political, cultural and economic changes came to most Uzbek families through the neighborhood.

The main importance of this institute is to organize the household activities of the population within the neighboring communities from the socio-territorial point of view. Already at that time, Farobi (873 - 950) in his work entitled "Thoughts about the inhabitants of the city of virtuous people" revealed the ideas about the necessity of human communities as a result of the increase of people and wrote: and in order to reach the highest level of maturity, he needs many things, which he cannot acquire alone, to acquire them, he needs a group of people... The activities of the members of such a group as a whole provide each of them with the things necessary for living and reaching maturity. gives". "Therefore, first of all, a person approaches his neighbor. And he lives with a neighbor on the same street, in the same neighborhood, in the same city, and finally, in the same country that created this city."

Later, Abu Ali Ibn Sina (980-1037) developed this idea in his treatise "On the Household", saying that "in order for people to live together in a community, they should always communicate with each other and have various interactions, benefit each other and help each

¹Ваҳобов А. Давлат ҳокимиятининг маҳаллий бошқарув ва ўзини ўзи бошқариш органлари // Ўзбекистон Республикаси мустақил давлат. - Т.: «Адолат», 1995. 142 - 143-бетлар.

other. they need common aspirations and goals in order to meet each other's needs," he wrote².

According to Abu Rayhan Beruni (973 - 1048), the basis of the emergence of society lies in the material needs of people. "A person understands his needs and begins to realize the necessity of living together with people similar to him. Therefore, they begin to draw up a "contract" of mutual agreement³". This is the basis of the so-called neighborhood concept.

"Mahalla" comes from the Arabic word "mahallun", and the word "mahallatun" means "place", "territory". Muhammad Narshahi, in his work "History of Bukhara" (943-944), when describing the actions in front of the gates of Candiz, mentioned the neighborhood of Fag'sodara, which once existed in that area. Also, information about the settlements of Arabs located in the territory of this neighborhood is given⁴. It can be assumed that the Arabic term "neighborhood" arose as a result of the conquest of this area by the Arabs. At the same time, the image of the fire in the Gardun kashon quarter of Bukhara, whose flames were also seen in Samarkand, given as an example by scientist Narshakhi, confirms that the quarters existed even in the distant past⁵.

The statesman Zahiriddin Muhammad Babur (1483-1530) in his "Boburnoma" used the term mahalla as a concept defining a territorial unit when describing military operations. For example, on April 23, 1998, in accordance with the decree of the President of the Republic of Uzbekistan "On the support of citizens' self-government bodies", in order to increase the activity of neighborhood leaders (chairman, secretary), their salaries were increased in order to provide social protection and support, retired chairmen were given full pensions they were allowed to take it. As a result, the interest and influence of the neighborhood leadership increased⁶.

The Cabinet of Ministers of Uzbekistan "On the Establishment of the Republic "Mahalla" Charitable Fund" of September 12, 1992 No. 472 decides: The highest body of the Republic "Mahalla" Charitable Fund is the founding conference. the founding conference elects the fund's management and audit commission, determines the structure of the apparatus, the number of employees and the terms of payment for their work. Maintenance of the administrative apparatus is carried out at the expense of the funds of the "neighborhood" fund. The number of employees of the management apparatus was determined to be a maximum of 20 people⁷.

During the Soviet autocracy, the ruling system and political ideology did not officially recognize the neighborhood as a national social institution, on the contrary, it was treated as a relic of antiquity, a remnant of "medievalism". In 1961, under the Soviet ideological pressure, the supreme legislative power of Uzbekistan banned any financial and economic activities of the neighborhood.

However, such conflicting situations did not have a negative impact on the place, role, and importance of the neighborhood in Uzbekistan. The neighborhood continued to function as an independent self-governing entity, and people did not hide the fact that they needed its help in solving their problems. The First President of the Republic of Uzbekistan, I.Karimov, emphasized the importance of the issue and said, "The role, importance and importance of the neighborhood in the life of every person, every household, in the management of the state and society, in unifying people, strengthening discipline in residential areas, and introducing a system of self-management. we see that its essence is increasing day by day.

Therefore, if the position of the neighborhood in our life is high, if its legal and legal foundations are developed in all respects, if we strengthen this office as an integral part of the political,

² Маликова Г. Маҳалла институти ривожланишининг тарихий-ҳуқуқий масалалари, Тошкент.-2017.Б.10.

³ Маънавият юлдузлари. Т., 1999. 97-бет.

⁴ Абу Бакр Муҳаммад ибн Жаъфар Наршахий. Бухоро тарихи. - Т.: «Шарк баёзи», 1993. 53-бет.

⁵ Абу Бакр Муҳаммад ибн Жаъфар Наршахий, Бухоро тарихи. - Т.: «цврк баёзи», 1993, 83-бет.

⁶ <https://qomus.info/encyclopedia/cat-m/mahalla-uz>.

⁷ <https://lex.uz/ru/docs/-506514>.

economic and spiritual life of our society, as a lower management system, if we organize all the material and financial conditions for this. I think this will be a big step towards achieving our lofty goals⁸.

Taking into account that the neighborhood is an influential socio-political, economic, spiritual and ideological institution, Article 105 of the Constitution of the Republic of Uzbekistan states that "In towns, villages and villages, as well as in the neighborhoods and neighborhoods in the cities, the gatherings of the people are self-governing bodies, which are chaired for a period of two and a half years. It is recorded that he elects (the elder) and his advisers⁹.

In September 1993, the Law "On Self-Governing Bodies of Citizens" was adopted. According to it, neighborhoods got their own legal status and became part of the local authority. So, neighborhoods are an important local support of our State, as a legal entity, they have their own property, financial budget, savings account number in the bank¹⁰. Thus, in the conditions of achieving state independence and political sovereignty, the desire to restore the national form of statehood, to fully use national traditions and customs in the social life of the people of Uzbekistan has increased.

The Law "On Self-Governing Bodies of Citizens" defines the mahalla, the duties and responsibilities of its chairman. In particular, in its article 22, the oksokol of the neighborhood protects the interests of citizens in the state authorities and management bodies, judicial institutions, enterprises, institutions, cares for the well-being of the neighborhood, helps the population in improving trade, utility, and household services, and organizes public control over the provision of a culture of service to citizens. to assist in monitoring the sanitary conditions of settlements, water supply sources, residences, schools and other institutions, to provide state and public agencies with material and financial support for disabled people, bereaved people, families with many children, single mothers, citizens affected by natural disasters It was determined that he has a number of powers, such as submitting proposals for improving living conditions¹¹.

Since the early days of independence, the increasing influence of the neighborhood was noticed, and the government of Uzbekistan began to pay special attention to it. On September 12, 1992, the Decree of the First President of the Republic of Uzbekistan I. Karimov "On the establishment of the Republic "Mahalla" charity fund" and on October 8, 1992 "On the allocation of funds to the Republic "Mahalla" charity fund" was announced.

On October 17 of this year, the decision of the Cabinet of Ministers of the Republic "On issues of organizing the activities of the Republic "Mahalla" Charitable Fund" was announced. The following main directions of the fund's activities were defined in the decision:

- wide promotion of historically formed national and spiritual values, popularization of the best customs and traditions of our people, wide establishment of cultural and educational activities among the population of the republic;
- carrying out active campaigning and promotion work to explain the ideas of humanity and kindness, mutual understanding between people and good neighborliness;
- comprehensive social protection of the rights of low-income families, disabled people, the elderly and children living in each specific area;

⁸ Каримов И. Биз танлаган йўл-демократик тараққиёт ва маърифий дунё билан ҳамкорлик йули. Т.11. - Тошкент: Ўзбекистон, 2003.-Б.109.

⁹ Ўзбекистон Республикасининг Конституцияси. -Тошкент: Ўзбекистон, 2008.- Б.29.

¹⁰ Мустакиллик. Изоҳли илмий-оммабоп лугат. Тошкент: Шарқ, 2006. –Б. 189.

¹¹ Жалилов Ш. Маҳалла янгиланиш даврида - Тошкент: Мецит, 1995.-Б.12.

- conducting various traditional ceremonies;
- providing free financial assistance to very needy families and individuals;
- beautification of neighborhood territory;
- to coordinate work on improving the activities of local neighborhood committees of the republic¹².

In the studied period, serious and exemplary work was carried out in Kashkadarya and Surkhandarya regions to increase the role and role of neighborhoods and to increase their importance in social protection of the population. It should be noted that at the beginning of the 90s of the last century, the complex economic situation in Uzbekistan, the breakdown and breakdown of existing economic mechanisms, certain difficulties in the part of the population in need of social protection required the government of Uzbekistan to do serious work in this regard.

For example, on December 29, 1997, in accordance with the Decree of the First President of the Republic of Uzbekistan I. Karimov "On measures of social protection of the population in connection with the liberalization of prices", the amount of minimum labor benefits was immediately increased by 5 times and its size was increased from 70 soums to 350 soums¹³.

Especially during this period, it was very important to support the elderly who were alone. There are 30,573 of them in the republic, of which 1,717 were from Kashkadarya, and 1,861 were from Surkhandarya region¹⁴.

In the activities of the youth of the neighborhood, priority was given to issues of social protection of the elderly alone, single citizens in general, large families with minor children. On August 23, 1994, the Decree of the first President of the Republic of Uzbekistan "On measures to strengthen social protection of low-income families" initiated the participation of citizens' self-government bodies in the performance of state duties¹⁵.

Also, starting from October 10, 1994, the low-income families were ordered to pay monthly payments from the funds of these funds.

Financial assistance to low-income families is assigned by the assembly of citizens of villages, villages, settlements in cities, and if it is not possible to call the meeting, according to the decision of the meeting of representatives of citizens of villages, villages, villages, settlements, financial assistance money is determined every month for the material and property situation of the family. depending on it, he will be paid in the amount of 1.5 to 3 times the current minimum wage, the budget funds allocated to self-government bodies and not used will be spent on the improvement of residential areas, gasification and water supply, as well as solving other social problems, according to the decision of the citizens' meeting necessity was determined¹⁶.

The issue of providing financial assistance to low-income families was one of the most difficult and complex issues, because it was necessary to solve the problem only from the point of view of justice, objectively. So to speak, it should be noted that this was the appearance of democracy, its practical solution.

However, there have been cases of irresponsible treatment of such a highly responsible job in a number of regions. In particular, some shortcomings were allowed in the implementation of the

¹² Жамиятни ислоҳ қилиш йўлида.-Тошкент: Ўзбекистон, 1998.-Б.36.

¹³ National Archive of the Republic of Uzbekistan. M-15 fund, 1-list, 92-case, 75-sheet.

¹⁴ National Archive of the Republic of Uzbekistan. M-15 fund, 1-list, 91-case, 120-sheet.

¹⁵ Voice of Uzbekistan. August 25, 1994.

¹⁶ National Archive of the Republic of Uzbekistan. M-15 fund, 1-list, 411-case, 689-sheet

Decree of the first President of the Republic of Uzbekistan, I. Karimov, dated August 23, 1994, "On measures to strengthen social protection of low-income families"¹⁷.

The execution of this Decree on the ground was checked by the General Prosecutor's Office of the Republic and a number of shortcomings were identified. In particular, in 1997, only 86.2 percent of the funds in the current accounts of the self-governing bodies on the territory of the Republic were paid to citizens in the form of financial assistance. 374.2 mln. soum was left undistributed. The amount of unused funds in Surkhandarya region was 17.4 percent. In Kashkadarya region, 20 percent of the neighborhoods were paid material aid in violation of the regulations¹⁸. In general, according to the results of this investigation, 374 of the existing 517 neighborhood committees and self-management bodies in Kashkadarya region in 1997 were examined. In 79 of them, it was found that the financial aid was provided contrary to the established regulations. In Surkhandarya region, the number of all neighborhood committees and self-governing bodies is 576, and in 41 of them, work that does not comply with the established regulations has been carried out¹⁹.

Taking into account the fact that the Uzbek nation is a nation with many children and its role in causing certain difficulties in the social protection of the population, the country's government paid great attention to the issue of financial support for families with children. At this point, the Decree of the First President of the Republic of Uzbekistan I. Karimov dated December 10, 1996 "On further strengthening of state support for families with children" should be noted. According to it, since January 1, 1997, allowances for families with children are assigned by self-governing bodies of citizens - towns, villages, ovuls, neighborhoods, and families' need for such an allowance has been taken into account. In accordance with the above, families with 1 child will be paid 100 percent of the minimum wage, families with 3 children 140 percent, and families with 4 or more children 175 percent²⁰. It was emphasized in the decree that it is mandatory to strictly adhere to the principles of social justice, to ensure wide transparency and openness, and to achieve targeted and effective use of allocated funds when making a decision on granting allowances to families with children.

In this regard, many positive things have been done in Kashkadarya region. In 1998, there were branches of "Mahalla" funds in 1 city and 14 districts in the region, which included 368 mahallas with legal status. 180 of them were established in the city and district centers, and 188 were newly established under the village assemblies. 226 neighborhoods operated on a public basis in villages. 368 neighborhood elders and as many secretaries received salaries from the local budget in the hokims.

The regional branch of the "Mahalla" Foundation has done a lot of good work. Only in 1997, food products worth 35 thousand soums were distributed to 50 families during the "Navruz" holiday. On the eve of the celebrations of the republic's independence, clothes worth 36,000 soums were donated.

Activists of the neighborhood regularly supported the activities of entrepreneurs and businessmen in the region in terms of social protection of the population. In this regard, in particular, the chairman of the meeting of citizens of Qarlugbogot neighborhood in Karshi city, Gulchehra Pirmkulova, the head of the "Batir" jewelry company, Tora Mansurov, the head of the private tea house "Mansur ota", Samad Nasrullaev, the head of the "Ali Salim" firm, Ahmad, the head of the private tea house "Rohat" in Koson district. Dozens of entrepreneurs like Haji Nasriddinov spent part of their income on neighborhood improvement and social protection of

¹⁷National Archive of the Republic of Uzbekistan. M-15-fund, 1-list, 903-case, 150-sheet.

¹⁸National Archive of the Republic of Uzbekistan. M-15- Fund, 1-list, 903- case, 151-sheet.

¹⁹ National Archive of the Republic of Uzbekistan. M-15- Fund, 1- list, 903- case, 155 - sheet.

²⁰ National Archive of the Republic of Uzbekistan. M-15- Fund, 1- list, 1045- case, 150- sheet.

low-income families²¹.

Along with such positive actions, in the studied period, there were many factors that negatively affect the role and social prestige of the neighborhood in Kashkadarya and Surkhandarya regions. They happened due to more subjective reasons. For example, there have been cases of negligence of the neighborhood in carrying out the decisions and instructions of the government of Uzbekistan regarding social protection of low-income families and families with children.

Approved by Decree No. PF-4944 dated February 3, 2017 of the President of the Republic of Uzbekistan "On improving the activities of the Neighborhood Institute". The Cabinet of Ministers decided to strengthen the cooperation of citizens' self-government bodies, non-governmental non-profit organizations and labor bodies in the implementation of the program of comprehensive measures to further improve the activities of citizens' self-government bodies and to support the employment of the population, primarily young people and women.²²:

In the socio-political, economic, spiritual-ideological life of Uzbekistan, the place and importance of the neighborhood is huge. Mahalla is a social institution that reflects the character, lifestyle, and activities of the Uzbek people and usually unites, organizes, directs, and encourages people to act on a public basis.

In accordance with the decree of the President of the Republic of Uzbekistan Shavkat Mirziyoyev "On the radical improvement of activities in the field of supporting women and girls and strengthening the family institution", from April 1, 2018, instead of the position of advisers on religious educational and spiritual and moral education issues of citizens' assemblies, 1 person in each citizen's assembly, families and in the gatherings of 2,000 or more citizens, 2 positions of specialists in working with women and strengthening spiritual and moral values in families were introduced²³. At the same time, the service houses of neighborhood supervisors are also located in the neighborhood and they are given preferential cars, which is an example of great attention paid to the neighborhood.

2017 was declared as "the year of communication with the people and human interests" in our country. This year, the scope of the positive work carried out within the framework of the State Program was extremely wide. The President of the Republic of Uzbekistan, Shavkat Mirziyoyev, in his speech at the solemn ceremony dedicated to the 25th anniversary of the adoption of our Constitution, spoke about these works and said, "Agreements on the allocation of low-cost housing to more than 1,200 disabled citizens in need of housing were signed, and more than 22 billion soums were allocated for initial payments.²⁴ In addition, in 2017, 24,000 modern multi-storey houses were built in rural areas and 187 in urban areas based on new model projects²⁵.

One of the greatest achievements of the Republic of Uzbekistan in the years of independence is the success in the field of social protection of the population. This issue was recognized as a priority of state policy from the first years of independence. Its continuity is ensured. In the years of independence, all the extensive changes have started to serve for the man for his prosperous life.

In fact, during the selected historical period in Uzbekistan, a certain experience in social protection of the population was accumulated. Especially in the southern regions of the Republic of Uzbekistan, Surkhandarya and Kashkadarya, a number of positive works have been carried out.

²¹ Current archive of "Mahalla" fund of Kashkadarya region. 1997 reports. -B.2. 57

²² <https://lex.uz/docs/-3445819>.

²³ Аёл ва замон. 2018 йил 20 февраль.

²⁴ Халқ сўзи. 2017 йил 8 декабрь.

²⁵ Халқ сўзи. 2017 йил 8 декабрь.

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