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## **LEGAL AND SOCIAL FOUNDATIONS FOR SUPPORTING PERSONS WITH DISABILITIES AND LONELY ELDERLY PEOPLE IN UZBEKISTAN (2001–2016)**

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### **Abstract**

The article analyzes the normative legal documents developed in 2001–2016 in our country aimed at improving the living standards of persons with disabilities and lonely elderly people, increasing their social activity, and strengthening their role in society, as well as the legal and social foundations for their support. In addition, positive changes in the lives of persons with disabilities and lonely elderly people are highlighted, and a comparative analysis of the situation in 2017–2025 is presented with its specific features.

**Keywords:** Law, budget, allowance, funds, inflation, benefit, rehabilitation, sponsorship, provision, sanatorium.

### **Introduction**

From the first years of independence, the Republic of Uzbekistan identified social protection of the population as one of its priority tasks. This clearly demonstrates that the ongoing reforms primarily serve human interests. One of the five principles of the transition to a market economy, recognized worldwide, is specifically aimed at ensuring strong social protection. As the First President of the Republic of Uzbekistan, I.A. Karimov, rightly emphasized, “Before introducing market mechanisms, measures for the social protection of the population must be implemented. A state can be considered humane only when it is capable of protecting its citizens” [1].



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Indeed, during the years of independence, social protection has developed into a specific system. A unique national mechanism for providing material assistance to vulnerable groups and strata of the population was created. The responsibility of village, aul, and mahalla citizens' assemblies was increased to ensure the fair implementation of this process. Taking inflation into account, salaries, pensions, and scholarships allocated from the state budget were increased several times each year. Various forms of material assistance from non-governmental and public organizations to vulnerable groups also emerged, and this process has been continuously improving.

### **Literature Review**

The decrees and resolutions of the President of the Republic of Uzbekistan Sh.M. Mirziyoev, his proposals, ideas, and considerations on reforming the system of social protection and supporting people in need in accordance with modern requirements, as well as the resolutions, decrees, and works of the First President I.A. Karimov related to this sphere, served as the methodological basis of our research.

It is well known that the issue of persons with disabilities and society's attitude toward them has attracted human attention since ancient times. In particular, there is sufficient information that this issue was in the focus of authors of the ancient period. The earliest attitudes toward people with disabilities were formed on the basis of religious and mythological views. For example, the Omen Series Šumma Izbu (2nd millennium BC) contains descriptions of situations in ancient Mesopotamia related to the birth of humans or animals with certain physical impairments. In the views of Confucius and Zhuangzi, special attention was also paid to the philosophical analysis of the social status of persons with disabilities. The issue of disability is also specifically mentioned in the Avesta. The ideas presented in it were shaped in accordance with the spirit of that time and covered the treatment and prevention of disability, as well as the promotion of medical culture among the population.

During the years of independence, the literature created on this topic has mainly covered the social aspects of the issue in detail. M.A. Usmonova studied the legal foundations of social protection for the elderly and persons with disabilities,



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while F.J. Yormatov analyzed the issues of social protection in the republic, including the case of the southern regions.

H.Yu. Xoliqulova examines the policy of protecting persons with disabilities in Uzbekistan using the example of the period 1991–2014.

In addition, during the analytical process, materials published in the newspaper “Qadriyat”, as well as data from the National Agency for Social Protection and the Statistics Committee, were used as sources.

### **Research Methodology**

In the course of the research, the support of persons with disabilities and lonely elderly people was scientifically analyzed as a national and spiritual value of the Uzbek people that has been continuing over time. In particular, it was substantiated with various examples that during the years of independence this value was further elevated and its legal foundations were strengthened. The reforms implemented in the sector in 2001–2016 were comprehensively covered and the existing shortcomings were identified. In particular, the increasing volume of budget funds aimed at improving the living conditions of persons with disabilities and lonely elderly people, the pension system, the social services system, the activities of “Sakhovat” and “Muruvvat” houses, rehabilitation centers, sanatoriums, the provision of prosthetic and orthopedic products, and medical examinations were described in detail. The adoption of presidential decrees and resolutions, as well as government decisions in this field, and their practical implementation were analyzed on the basis of scientific sources.

In addition, the study provides a comparative analysis of the measures taken to support persons with disabilities and lonely elderly people in 2001 and 2016, as well as the reforms carried out in this area in 2017–2025. Changes over the years, achievements, and shortcomings are illustrated with specific examples.

### **Analysis And Results**

In our country, during 2000–2009, a specific mechanism of targeted social protection was created by increasing the role of citizens’ self-government bodies in the system of social protection of the population. The period of 2010–2015



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became a stage of improving the regulatory framework for enhancing the targeting of social protection and ensuring the efficient use of budget funds.

For this purpose, the volume of investments allocated annually to the social protection system steadily increased. For example, in 2006, 51.9% of the state budget expenditures were directed to social protection; within the framework of the 2007 State Program “Year of Social Protection” more than 484 billion soums (53.8%) were allocated for social protection of the population; during the “Year of Youth” more than 1.5 trillion soums (54.6%) were allocated; within the “Year of the Harmoniously Developed Generation” 1 trillion 700 billion soums were allocated; and in the “Year of Small Business and Private Entrepreneurship” 2 trillion soums were allocated [2].

If we compare these figures with the current period, in 2024 a total of 18.6 trillion soums were allocated for social protection expenditures (in the form of allowances, material assistance, funeral payments, maternity benefits, and other compensation payments) [3], and in 2025, 52% of the state budget, that is, 21.1 trillion soums, was allocated for this sphere [4]. The analysis shows that from 2011 to 2025, over a period of 14 years, the amount of funds allocated to the social protection sector increased almost 11 times. This indicates that this sphere has been considered one of the priority directions of state policy over the years and that its opportunities have been significantly expanded.

Particular attention was paid to increasing wages in proportion to inflation. As a result of the adoption of the resolutions “On Increasing the Amount of Wages, Pensions, Scholarships and Social Allowances,” pension payments were set at a level significantly higher than the minimum monthly wage. Especially in 2000–2004, the average disability pension increased threefold [5].

In 2000, the minimum monthly wage amounted to 2,450 soums, while the allowance for persons with disabilities from childhood was 4,675 soums per month [6]; in 2001, the minimum wage was 3,430 soums and the allowance for persons with disabilities from childhood was 6,780 soums per month [7]; in 2002, the minimum wage was set at 4,535 soums and the allowance at 8,970 soums per month [8]. If we consider these figures, within these three years the minimum wage increased by 1.8 times, and the allowance for persons with disabilities from



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childhood almost doubled. This indicates a significant strengthening of the social protection of persons with disabilities during those years.

If we turn to the data for the last three years, from December 1, 2023, the base calculation amount was set at 340,000 soums per month, and the disability allowance for persons unable to work as well as for persons with disabilities from childhood was established at 800,000 soums per month [9].

From September 1, 2024, the base calculation amount was set at 375,000 soums per month, and the minimum amount of disability pensions at 920,000 soums per month [10].

From July 1, 2025, the base calculation amount was established at 412,000 soums, while the disability allowance for persons unable to work and for persons with disabilities from childhood was set at 1,012,000 soums per month [11]. These figures show that in 2024 the base calculation amount increased by 10 percent and the allowance by 15 percent, while in 2025 both the base calculation amount and the allowance increased by 10 percent.

At this point, a question arises: why did wages and allowances increase by 1.8–2 times in 2000–2002, while in 2023–2025 they increased by 10–15 percent? This can be explained by several factors. In recent years, the development of digital systems has made it possible to identify disability cases, maintain accurate registers, and obtain reliable data. This can also be seen in the sharp increase in the number of people receiving disability allowances and various benefits. While in the 2000s the social protection of persons with disabilities was mainly provided in monetary form, in recent years it has taken various forms, including the allocation of housing, provision of food products, and other types of support. This indicates that attention to persons with disabilities and the elderly has been consistently continuing in recent years. In this regard, it is important to emphasize the words of our President: “Every benefit and measure of social protection must reach its rightful recipient” [12], which serve as a driving force for the reforms in this area.

Under the new revised Law “On Social Protection of Persons with Disabilities in the Republic of Uzbekistan” adopted on July 11, 2008 [13], one of the newly introduced procedures was the individual rehabilitation program for persons with disabilities. This program included vocational rehabilitation consisting of career



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guidance, vocational education, professional and industrial adaptation, and employment. In accordance with this, the Regulation was approved by Resolution No. 75 of the Cabinet of Ministers dated March 18, 2009 [14]. According to it, vocational rehabilitation предусматривает career (labour) guidance, vocational training, retraining, assistance in employment, and professional–industrial adaptation.

On April 23, 2010, the occupational safety rules for employees of the training and production organizations of the Society of Persons with Disabilities, including war veterans and Chernobyl participants, were approved. These rules established requirements related to safety, the storage and transportation of raw materials, semi-finished and finished products, production processes, and labour safety for employees with disabilities [15].

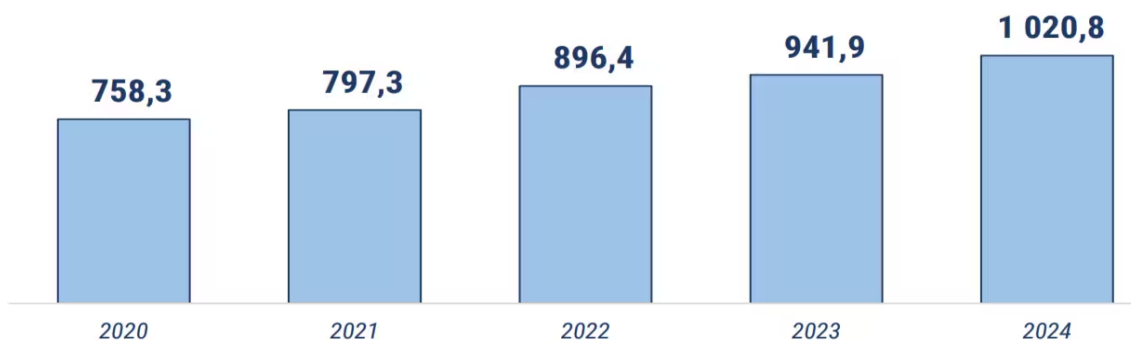
By the Resolution of the First President of the Republic of Uzbekistan in 2009 “On Measures to Improve the Pension Provision System,” the third disability group was abolished. As a result, the number of recipients of disability pensions sharply decreased from 2010 to 2011. Although some sources explain this situation by a decrease in the birth rate of children with disabilities, in subsequent years the number of children under 16 receiving social allowances for disability continued to increase. For example, in 2013 the number of children receiving allowances amounted to 78,356; in 2014 it increased to 79,238; and in 2015 it reached 81,530 [16].

If we analyze the last two years, in 2024 the number of persons with disabilities in Uzbekistan exceeded 1 million 20 thousand (Figure 1), and disability allowances were paid to 167.1 thousand children under the age of 18.

As of September 1, 2025, the number of persons with disabilities exceeded 1,061 thousand [17], of which 171,147 were children under the age of 18 who were allocated disability allowances [18].



Ногиронлиги бўлган шахсларнинг умумий сони  
(тегишли йил охирига, минг киши)



Ногиронлиги бўлган шахсларнинг ҳудудлар кесимида тақсимланиши  
(2024 йил охирига, минг киши)

It can be observed that while the number of children receiving allowances increased by 2,292 in 2014–2015, this figure rose by 4,047 from 2024 to September 2025. Of course, this situation can be explained by the fact that the population of Uzbekistan ten years ago was significantly smaller compared to the last two years, as well as by the effective introduction of electronic systems in the field of social protection in recent years. In addition, the ongoing reforms in the healthcare system of our country and the introduction of the most modern technologies into the sector have made it possible to prevent congenital defects in fetuses and to detect them at an early stage.

It should be noted that in order to further improve the position of social service workers providing home-based care and to expand the scope of social assistance for persons with disabilities, Resolution No. 106 “On Strengthening Social Assistance to Lonely Elderly People, Pensioners and Persons with Disabilities in Need of Care” was adopted on March 29, 2002 within the framework of the State Program “Year of Respect for the Elderly.” According to this resolution, the Ministry of Labour and Social Protection of the Population was tasked with engaging citizens registered as unemployed in labour bodies in social service positions through the social security system.



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In order to strengthen the system of social assistance for persons with disabilities, based on the Resolution of the Cabinet of Ministers dated December 7, 1999, a program of measures aimed at enhancing social protection of lonely elderly people, pensioners and persons with disabilities in 2000–2005 [20] was adopted. Within the framework of the Program “On Measures for Targeted Social Protection of Lonely Elderly People, Pensioners and Persons with Disabilities and Strengthening the Social Service System in 2007–2010,” from 2007 a system for training social service workers with higher education was introduced at the National University of Uzbekistan and at Samarkand and Fergana universities. On November 1, 2009, sponsorship assistance in the amount of 552.8 million soums was allocated to the “Sakhovat” and “Muruvvat” homes. In 2008, 9,300 people and in 2009, 12,078 people were provided with prosthetic and orthopedic products. In 2008, 2,821 persons and in 2009, 2,662 persons were provided with wheelchairs; in 2008, 1,304 persons and in 2009, 1,225 persons were provided with hearing aids; in 2008, 1,510 persons and in 2009, 1,404 persons received other assistive devices. However, during these years prosthetic and orthopedic products did not fully cover all those in need. For example, in 2001, 1,234 children with disabilities needed prosthetic products, but only 40% of them were provided with them. In 2010, out of 1,634 people in need, 1,304 were supplied. By 2016, the number of people in need of prosthetic and orthopedic products reached 2,996, of whom 2,525 were provided [21].

If we compare this situation with the period 2017–2025, the list of prosthetic-orthopedic items and rehabilitation technical devices, which consisted of 22 types in 2017, increased to 27 in 2021 and to 37 in 2025. The provision of prosthetic-orthopedic products and rehabilitation technical devices reached 47,000 in 2021, which was twice as much as in 2017 [22]. As of July 2025, this figure amounted to 70,408 units [23], indicating an almost twofold increase over four years.

Previously, this process was carried out through centralized procurement, whereas today it is organized on the basis of electronic commerce. These changes have ensured transparency and created wide opportunities for consumers. Due to the possibility for individuals to make their own choices through the electronic system, positive changes are being observed in the system.



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Every year, the state allocated billions of soums for the social protection of persons with disabilities. For example, in accordance with the Resolution of May 30, 2011 “On Additional Measures for Further Strengthening the Social Protection of Lonely Elderly People, Pensioners and Persons with Disabilities in 2011–2015,” adopted as a logical continuation of the Program for 2007–2010, the 150-bed treatment building of the National Rehabilitation and Prosthetics Center for persons with disabilities was renovated. In the rehabilitation center for persons with disabilities in Samarkand region, the construction of a new 75-bed rehabilitation building was completed [24]. In the “Sakhovat” and “Muruvvat” homes where elderly people and persons with disabilities reside, construction and repair works worth 9,573 million soums were carried out in 2012 in order to create home-like living conditions for lonely elderly people and persons with disabilities. PacM-1[19]

Within the system of the Ministry of Health there are 33 “Sakhovat” and “Muruvvat” homes, including 8 “Sakhovat” homes, 5 children’s “Muruvvat” homes, and 20 “Muruvvat” homes for men and women, where nearly 7,000 lonely elderly people and persons with disabilities are fully supported by the state [25]. By 2011, on the basis of the Order of the Minister of Labour and Social Protection of the Population of the Republic of Uzbekistan “On Approval of the Regulation on Providing Home-Based Social Assistance to Lonely Citizens in Need of Care” [26], a system of main duties for social service workers was developed. According to this regulation, social workers were assigned responsibilities such as delivering essential food products to the homes of persons with disabilities, cleaning their clothes and household items, and providing medical assistance. They were selected from among the unemployed population. The activities of social service workers were monitored by district employment assistance and social protection centers, and their performance was evaluated weekly. However, it should be noted that certain problems also existed during this period. In particular, in the Republic Rehabilitation Center for providing social services and protection to orphanages and children’s homes, only a few positions for social workers with higher education were introduced. That is, throughout the country there were only 40 professional social worker positions. At the same time, issues related to social protection did not stop for a moment. In particular, in accordance



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with the Resolution “On Additional Measures for Further Strengthening the Social Protection of Lonely Elderly People, Pensioners and Persons with Disabilities in 2011–2015,” the 150-bed treatment building of the National Rehabilitation and Prosthetics Center for persons with disabilities was reconstructed. In the rehabilitation center for persons with disabilities in Samarkand region, the construction of a new 75-bed rehabilitation building was completed. In addition, according to this resolution, the treatment buildings of the regional rehabilitation centers for persons with disabilities in Tashkent, Namangan and Fergana regions were renovated by 2015.

On the eve of Navruz and Independence Day in 2012, nearly 3 billion soums of financial assistance were provided to 22,000 lonely elderly people, pensioners, persons with disabilities, low-income and large families. The needs of 15,700 persons with disabilities for prosthetic-orthopedic products and rehabilitation technical devices were met. Of these, 4,594 received prosthetic-orthopedic products, 1,322 received wheelchairs, 676 received hearing aids, and nearly 3,400 were provided with canes and crutches free of charge. In addition, on the eve of the International Day of Persons with Disabilities on December 3, 2012, the Ministry of Labour and Social Protection of the Population allocated 579 wheelchairs, 55 hearing aids, 550 canes and 40 pairs of crutches to persons with disabilities living in the Republic of Karakalpakstan, the regions and the city of Tashkent, and these were delivered to those in need during local events [27].

As one of the forms of rehabilitation for the elderly and persons with disabilities, the Instruction “On the Procedure for Providing Persons with Disabilities and the Elderly with Free Sanatorium and Resort Vouchers” (registration No. 2356, April 27, 2012) established the procedure for issuing free vouchers to sanatoriums for the elderly, persons with disabilities, and war and labour veterans. In our republic, there are seven sanatoriums and rest homes for persons with disabilities within the system of the Ministry of Health, including “Tovoqsoy,” “Oltiariq,” “Kosonsoy,” “Taxiatosh,” “Marjon suvi,” the “Nuroniylar” sanatorium for war and labour veterans, and the “Qariyalar” rest home in Jizzakh region [28]. Every year more than 7,000 persons with disabilities receive treatment in these sanatoriums. In the “Qariyalar” rest home in Jizzakh region alone, 1,400 people



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were treated annually, and starting from 2013 the capacity increased to 2,800 people per year [29].

In 2012 alone, 55 lonely elderly people underwent medical examinations; 4 of them received treatment in sanatoriums, and 32 were provided with free medicines worth 325,000 soums. Forty-five people were given vouchers to the “Oltiariq,” “Kosonsoy,” “Marjon suvi,” and “Nuroniylar” rest homes, while 83 people received vouchers to the Jizzakh elderly boarding house. Whereas in the early years of independence (1993) 210,000 pensioners and in 1994 nearly 915,000 pensioners benefited from this privilege, by 2014, 2,900 pensioners received vouchers to the “Oltiariq” and “Tovoqsoy” sanatoriums [30]. In addition, six needy persons with disabilities were provided with wheelchairs and six with hearing aids [31]. During the first nine months of 2012, a total of 3,433 persons with disabilities (including 210 children) underwent comprehensive rehabilitation measures at the rehabilitation center. Endoprosthetic surgery of the hip joint was performed on 22 patients with disabilities. The adoption of the Resolution of the First President of the Republic of Uzbekistan dated May 30, 2011 “On Additional Measures for Further Strengthening the Social Protection of Lonely Elderly People, Pensioners and Persons with Disabilities in 2011–2015” was aimed at improving the system of rehabilitation, social assistance and social services for persons with disabilities. In particular, the resolution provided for targeted social protection of lonely elderly people, pensioners and persons with disabilities, improving their living standards and quality of life, совершенствование системы социального обеспечения, as well as strengthening the material and technical base of medical and social institutions. On the basis of these resolutions and programs, a continuous system of social protection for persons with disabilities was formed from 1991 to 2015. Such a system represents a unique model and direction of social protection for persons with disabilities and lonely elderly people that has not been observed in any other country.

In his report at the Cabinet of Ministers meeting devoted to the results of the country’s socio-economic development in 2014 and the most important priority areas of the economic program for 2015, the First President of the Republic of



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Uzbekistan Islam Karimov paid special attention to the issue of social protection of the elderly and emphasized the following:

“...we must regard the implementation of large-scale measures to ensure a prosperous and *достойная жизнь* for our respected elders, who have made an invaluable contribution to building today’s peaceful and prosperous life and who are the blessing of our homes, not only as our duty but also as our human responsibility” [32].

### **Conclusion**

In order to further improve the living standards and quality of life of the elderly, expand the scope of their material and moral support, enhance social, pension and medical services for senior citizens—especially war and labour veterans of 1941–1945—and strengthen the role of the elderly in the family and society, as well as in educating the younger generation in the spirit of the centuries-old values and traditions of the Uzbek people, the year 2015 was declared the “Year of Honouring the Elderly.” Priority tasks and directions for the implementation of the State Program “Year of Honouring the Elderly” were defined in the country. In general, every year more than 150 billion soums are allocated across the republic to provide social services to over 100,000 citizens. Within the system of the Ministry of Health alone, more than 95,000 elderly people and persons with disabilities receive social assistance. Of these, 30,000 receive treatment in health-improvement institutions, 17,000 in rehabilitation centers, 16,000 are provided with home-based social services, and nearly 12,000 persons with disabilities are supplied annually with prosthetic and orthopedic products [33]. Based on the above figures and analysis, it can be stated that in our country a comprehensive system of social assistance and social services was created in 2001–2016. A year-by-year comparison shows that there has been steady growth in this area. Economists and sociologists explain this process by a number of factors, such as population growth, increases in wages, allowances and pensions, and a decrease in the birth rate of children with disabilities due to reforms in the healthcare sector. Undoubtedly, all these indicators reflect the effectiveness of the reforms carried out in recent years in the field of social protection along with many other sectors.



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