



# The Public Necessity of Applying Measures to Prevent Mass Riots

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**Abstract:** This article explores the legal, social, and practical aspects of implementing preventive measures against mass riots. It analyzes the concept of public necessity in the context of maintaining public order and ensuring societal stability. The author examines the role of law enforcement agencies, legal frameworks, and international experiences in the early identification and prevention of civil unrest. Special attention is given to balancing public security with human rights and freedoms. The article also offers recommendations for improving national legislation and institutional mechanisms to effectively prevent mass riots in democratic societies.

**Keywords:** Mass riots, public order, prevention measures, public necessity, law enforcement, legal regulation, public safety, civil unrest, human rights, security policy.

**Introduction:** Literature and experience of mass riots in the world over the last decade show that mass riots, in addition to social, economic and political roots, also have organizational and communicative aspects. Research shows that studying the social, economic and political causes presented in this table through communication and preventive measures, as well as finding solutions to eliminate them, is a crucial part of preventing mass riots.

Public order is the most important support of human society, without which it is impossible to ensure harmony, peace and development of society. Maintaining public order in society is one of the most important tasks of the modern state [1]. Accordingly, the study of phenomena related to public order and public disorder, institutions and rules for their regulation, causes and consequences of disorder, as well as measures to prevent it, is part of the main

subject of social sciences, as well as law and criminology. Violation of public order is recognized as a socially dangerous act that poses a threat to public safety in the broad sense and public order in the narrow sense [2]. Thus, Article 244 of the Criminal Code of the Republic of Uzbekistan defines as a crime such acts as public calls for mass riots (part one), the commission of such calls by a group of persons by prior conspiracy (part two), preparation for the commission of mass riots (part three), the organization of mass riots and active participation in them (part four). This is a multi-object crime, expressed in an encroachment on public safety, public order, the life and health of others, as well as property [3]. Laws and explanations (comments, judicial explanations) mainly comment on the doctrinal content of the crime of mass riots, do not give it a clear definition, do not take into account its social essence and system. In scientific literature, mass riots are described in different ways. For example, the scientist Grigoriev defines mass riots as a crime committed intentionally by a large group of people (a crowd), which, by such actions as mass murder, arson, damage to property, violates the foundations of public order and safety [4]. M. Rustambaev [5] identifies, in addition to public order, its constituent parts, public safety, as well as the property, life and health of other persons, and gives a broader definition of this concept: a violation of public order is committed by a group of persons and is expressed in causing harm to public order, safety, life, health and property of other persons. E. Aripov defines mass riots as a crime committed intentionally by a large group of persons for the purpose of violating public safety and order [6]. Despite the diversity and contradictory nature of definitions, an important aspect of mass riots for our study is that they imply the unification of a large number of people, the mass use of violence and the commission of other socially dangerous acts. Mass riots are a profound social phenomenon that reflects social tension, contradictions, systemic and structural problems of society. That is, the study of the social need, criminological and legal content of the prevention of mass riots is an important basis for their legal regulation. Without these foundations, it is impossible to take specific legal measures. This mass gathering of people is the central link in the prevention of mass riots, since the relationships between such a large number of people make it difficult to conceal them and make it possible to carry out preventive and prophylactic measures. This study is also aimed at improving the prevention of mass riots by studying mass riots from a criminological and legal point of view and identifying their multifaceted social structure. At the same time, doctrinal, scientific-theoretical and practical approaches to the prevention of these crimes

are still not clear enough, often based on the views of Soviet criminology on prevention. The Law of the Republic of Uzbekistan "On the Prevention of Crimes", although it defines the general and organizational aspects of prevention, does not contain deep scientific and legal approaches to the prevention of mass riots. In this important area, along with understanding the social essence, legal foundations and criminological characteristics of mass riots, it is also necessary to understand the social need to prevent these crimes. Since understanding this social need provides a strategic basis for determining and implementing measures to prevent mass riots. After all, if you do not determine the social need and the role of the state in this area, preventive measures will turn into technical measures, and subsequently, conflicting with such institutions as human rights and the rule of law, they will lose their meaning and deviate from legal norms, which will lead to illegal practices similar to the preventive measures of the Soviet period, or to a complete loss of vigilance, which will lead to the impossibility of preventing mass riots. Prevention of mass riots is not just a set of technical and practical measures, it is a deep and systemic strategic criminologically based legal policy.

Based on modern criminological research [7], global experience in ensuring socio-economic stability and well-being, as well as our own empirical research, we can identify the following social necessity of public disorder.

A) Maintaining public order and security is a primary necessity, considered as an existential and primary need of members of society. This was especially empirically confirmed during the COVID-19 pandemic in 2020-2021, when all countries took preventive measures, even before military intervention.

B) Preserving the life, health and safety of citizens is a primary necessity that requires the prevention of mass riots, which is an integral part of the above-mentioned public security and order, which are based on the health, life and safety of each person. Measures to prevent mass riots are also taken to protect them.

C) The protection of democratic state institutions also requires the prevention of mass disorder. Mass disorder always represents a threat of the violent removal of a legitimately elected government or the impossibility of it exercising its legitimate powers, as well as the creation of new undemocratic institutions. An example of this is the ban on "undemocratic assemblies" in force in Germany since the Weimar Republic [8]. The ban provided for by this law applies to any public events that are contrary to democratic principles and aimed at the protection of democracy.

D) The prevention of social polarization and conflicts,

i.e. the prevention of some of the most important causes of mass disorder, also represents a social need for prevention in this area [9].

E) The protection of the legitimacy of state power and other institutions also requires the prevention, avoidance and prevention of mass disorder.

Modern research in law and criminology began in the 1970s with attempts to find a balance between stability and human rights, as well as a strategic solution to prevent mass riots. After all, mass riots are not random and unsystematic actions, but a systematic, structured phenomenon. The conclusions about the need to prevent these riots by analyzing systemic phenomena and identifying their patterns were based on scientific works published in the 1970s, in particular, on the developments of the social control theory of Travis Hirsch, one of the fundamental theories of criminology and criminal law [10]. In analyzing the causes of crime, he highly values the importance of social control in its prevention. Although it limits human rights to a certain extent, he justifies the need to take preventive measures in the interests of society as a whole, institutionalizing them and improving them to the point of taking measures at the level of everyday activities.

It should be emphasized that prevention, especially measures to prevent mass riots, in various state and political forms up until the middle of the 20th century were subject to harsh criticism, since they (for example, the German Nazi government) tended to use force and repressive methods to unite all layers of society, to counteract any diversity and rights.

If in the theory of preventive justice, the prevention of mass riots was considered within the framework of the concepts of the rule of law and human rights, then it was somewhat different from the legal and ethical foundations and mechanisms for the prevention or prevention of crimes in other, say, Soviet and post-Soviet territories.

During the Soviet Union, the prevention of mass riots was one of the important areas aimed at ensuring state security, maintaining public order and strengthening political stability [11].

Modern criminology and interdisciplinary (law, sociology, economics, psychology, etc.) studies aimed at preventing mass riots and social instability consider preventive and proactive measures as necessary. Social necessity implies preventive measures aimed at eliminating not only crimes, but also their causes (social inequality, loss of social connections, lack of information). In addition, based on criminological practice and research in economically developed and peace-loving countries, as well as on our own

observations and analysis, we can highlight the following main factors in preventing mass riots:

Approaches based on social justice and public trust;

Transparency of law enforcement activities;

Continuous dialogue with the public;

Early warning systems using high-tech solutions (big data, artificial intelligence and digital technologies, etc.).

Accordingly, in addition to literature, a number of economically developed societies with stable public security have developed institutional, systemic policies and organizational structures aimed at preventing mass disorder.

Although today Uzbekistan positions itself as a democratic and human rights-respecting society and state, much of the Soviet criminological legacy does not correspond to the conditions of this modern statehood and, moreover, contradicts human rights and diversity of opinions recognized in the Constitution and laws. Accordingly, today in Uzbekistan a new policy of prevention and preventive measures is being formed, based on modern criminological knowledge and models, which provides for a balance between human rights and the social need for prevention. In particular, systemic measures are being implemented through dialogue with the population, local public reception centers and civil service reform. That is, the prevention of mass unrest in Uzbekistan has reached a new level and is no longer repressive in nature, but is based on measures taken through public cooperation, early identification of vulnerable groups, persuasion and the elimination of social contradictions.

The legal reforms carried out in Uzbekistan in recent years, the development of civil society and the desire for openness in public administration require new approaches to preventing mass unrest in the country. Instead of the previous administrative-repressive Soviet model, a trend is currently gaining momentum towards the formation of a preventive policy based on social partnership, early warning mechanisms and open dialogue with the public. In particular, the events in Nukus in 2022 demonstrated the possibility of mass unrest in Uzbekistan, as well as the public need to prevent them. At the same time, measures aimed at identifying and preventing the socio-economic and cultural causes of mass unrest began to be formed. Sociological studies conducted on the topic of mass unrest in Nukus showed that any mass unrest has socio-economic and cultural causes, and it is advisable to organize the prevention of mass unrest by solving them.

The social need and completely new social content of the prevention of mass riots are also reflected in the

Concept of Public Security of the Republic of Uzbekistan (Concept), approved by the Decree of the President of the Republic of Uzbekistan dated November 29, 2021 No. PF-27, as well as in the Strategy for the Development of the Public Security System in the Republic of Uzbekistan for 2022-2025 (Strategy). These provisions play an important role in preventing mass riots and determining their social consequences, since they define the legal basis for the early detection of the possibility of mass riots, public interaction and dialogue with the population, as well as scientific and technical solutions, broad international cooperation and other broad mechanisms. According to the Concept, the Ministry of Internal Affairs of the Republic of Uzbekistan provides a general system for managing measures to suppress mass riots that pose a threat to public safety. This mechanism is designed to prevent crimes that encroach on public safety and ensure that those who commit them are brought to justice in the prescribed manner. The Resolution of the President of the Republic of Uzbekistan dated April 30, 2025 No. PP-155 "On comprehensive measures for the digital transformation of the system of internal affairs bodies" also emphasizes the social need to prevent mass riots and takes state policy in this area to a new level. According to it, the information infrastructure of the internal affairs bodies will be united into a single system based on artificial intelligence technologies, which will increase the effectiveness of their activities in combating crime. This technological solution, based on the experience of developed countries, analyzes and processes very large volumes of data (in a volume that is physically impossible for government officials to analyze) and provides important conclusions for preventing mass riots.

The conclusions of the article are as follows:

1. The most important scientific and practical problem in the field of law and criminology related to mass riots and their prevention is the balance between human rights and public order. First of all, the right to organize mass movements and express one's opinion is an important part of the modern concept of human rights. However, if these mass gatherings have the opposite effect and lead to a violation of public order and, in a broader sense, public (or mass) safety, this is prohibited by law.

Modern legal thinking emphasizes the importance of the state as the main guarantor of social stability, assigning it the task of preventing, suppressing and eliminating crimes and various riots.

2. Based on scientific and theoretical literature and our empirical research, we can classify the social need for

the prevention of mass riots as follows:

Maintenance of public order and safety,

Preservation of life, health and safety of citizens,

Protection of democratic state institutions,

Prevention of social polarization and conflicts,

Protection of the legitimacy of state power and other institutions. 3. The theoretical basis of our research is the theory of "Preventive Justice", which states that crimes related to public safety should be prevented and prevented, and measures should be taken to prevent them, subject to a number of important conditions. This approach implies a clear vision of the future threat and a strategy for limiting certain rights in order to prevent it, while respecting human rights.

4. Based on practice and scientific research, as well as our own observations and analysis, the following main factors can be identified for preventing mass riots:

Approaches based on social justice and public trust;

Transparency of law enforcement activities;

Continuous dialogue with the public;

Early warning systems using high-tech solutions (big data, artificial intelligence and digital technologies, etc.).

5. The legal basis for preventing mass riots begins, first of all, with human rights and related international documents, agreements, traditions and views. The international and scientific community pays special attention to the establishment of generally recognized international principles and principles of legal regulation of preventing mass riots. The goal is to ensure the peaceful conduct of mass protests and demonstrations, maintaining a balance between public safety and the protection of human rights.

6. Based on the content of legal literature, international documents and international practical experience, we have identified the following principles of preventing mass riots:

Legality

Necessity and proportionality

Judicial supervision

Transparency and accountability

Subsidiarity.

7. Chapter 1 of the study analyzes traditional scientific approaches to the legal regulation of mass riots and public safety in criminology and law, considers the theory of regulation (meta-regulation), a risk-oriented approach, technological and hybrid scientific approaches. 8. The following legal mechanisms for regulating the prevention of mass riots have been

systematized:

general legal foundations (the Constitution, the Law on Crime Prevention, etc.),

prohibitory laws - acts established in the Criminal Code, the Codes of Administrative Responsibility,

normative legal foundations providing for special regulatory and preventive measures (Rules for holding mass events, other departmental regulatory documents),

strategic and technological documents (the Concept of Public Safety, the Strategy, etc.).

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