

Individual Preventive Accounting of Offenders as a Form of Crime Prevention

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Abstract: The article examines the mechanism of individual preventive accounting of persons who have committed administrative offences or are at risk of offending as a form of crime prevention. It analyses its legal basis, purposes and functions, procedural features and specificities, as well as institutional-organisational aspects and challenges in the context of the Republic of Uzbekistan. The article argues that individual preventive accounting should be seen as a targeted measure within the broader system of crime prevention and offers recommendations for its optimisation.

Keywords: prevention, preventive registration, persons who have committed crimes, Uzbekistan, legal mechanism, crime prevention.



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Crime and offence prevention occupies an essential place in the contemporary system of public security and rule-of-law. In the Republic of Uzbekistan, legislation and practice have increasingly emphasized preventive measures in relation to administrative offences, juvenile delinquency and recidivism. One specific tool in this domain is the individual preventive accounting of persons who are prone to, or have already committed, offences under the supervision of law-enforcement or local authorities. This article explores this tool in detail, focusing on its role as a form of (individual) prevention of offences.

According to the law of the Republic of Uzbekistan, offence prevention is defined as the set of legal, social, organisational and other measures applied to detect offences, their causes and conditions, and to prevent their commission. [1] The mechanism of individual preventive accounting refers to the identification, registration, monitoring and support of persons who have committed offences or are assessed to be at risk, in order to prevent further offending.

The legal basis includes the Law of the Republic of Uzbekistan “On Prevention of Offences” (dated 14 May 2014) [1], as well as other normative acts such as presidential decrees and internal affairs ministry regulations. [5] In the draft amendments to this law it is noted that the list of administrative offence types which may trigger preventive accounting is reduced from 28 to 12, and the number of categories of persons subject to individual preventive accounting is proposed to be cut from six to three. [10]

Thus, individual preventive accounting is rooted in statute, but its regulation is still evolving.

The principal goals of preventive accounting include:

early identification of persons who are likely to commit offences, or have committed minor offences, and whose reintegration requires support; [10]

reducing recidivism by supervising such persons and assisting their social adaptation; [5]

protecting the rights, freedoms and lawful interests of persons—especially minors—and strengthening legal culture and public confidence in law-enforcement. [10]

studying and eliminating conditions and causal factors of offences, and ensuring coordination between prevention actors. [10]

The functions of individual preventive accounting include registration of persons, regular interviews and monitoring by prevention inspectors, home visits or sectoral meetings, cooperation with local self-governance bodies and employers, and drawing up preventive action plans.

Individual preventive accounting differs from general or special preventive measures in its personalised orientation and direct interaction with the person subject to monitoring. Key features include:

the measure is directed at a specific person (or small group) rather than general population. [4]

once a person is placed on preventive accounting, they remain under observation for a defined period—often one year—during which the supervisor monitors living conditions, employment, family status, etc. [12]

rather than purely punitive, the process includes interviews, guidance, referral to social services, helping re-employment. [5]

the person may be removed from the register when legal criteria are fulfilled (expiry of term, or rehabilitation, or favourable decision by a court/prosecutor). [12]

This mechanism serves as a bridge between enforcement and social reintegration, enabling early intervention. Under the current regulation, individual preventive accounting is executed by prevention inspectors of the internal affairs bodies, working together with mahalla committees and other local institutions. [2] The duration of accounting is typically one year from registration; if during that period new grounds for accounting appear, the period recommences. Removal from accounting occurs when one of the conditions is met: expiry of the term; decision by an investigator or prosecutor to terminate a criminal case; entry of acquittal verdict; or other legal grounds. [12]

The draft amendments propose to refine the list of offences and categories of persons subject to preventive accounting, e.g. certain minor administrative offences or persons deprived of the right to drive may be included. [10] Hence, the procedural framework remains under development.

In practice, several features and challenges emerge:

The involvement of local self-governance bodies (mahalla, citizens' assemblies) is critical: they provide data, organise preventive interviews, and monitor domestic and employment environment. [2]

Coordination between law-enforcement, social services, educational institutions and employers is requisite for effective individual preventive accounting. However, inter-agency cooperation sometimes remains weak. [9]

The balance between monitoring/control and respect for rights is delicate: prevention inspectors must carry out their work in a manner consistent with legality and human-rights principles. [10]

Measuring effectivity remains complex: assessing how preventive accounting reduces recidivism or supports reintegration requires longitudinal data and study.

Resource issues: sufficient numbers of trained prevention inspectors, data systems, home-visit capacities, and referral mechanisms must be in place.

Given these challenges, the individual preventive accounting mechanism may be strengthened by digitising monitoring, clarifying roles, and enhancing support services.

When considering individual preventive accounting as a form of crime/offence prevention, several characteristics stand out:

Unlike universal preventive programmes (public campaigns, general education), individual accounting targets specific persons at higher risk.

its aim is to transform the conditions of the offender-at-risk (employment, family, social integration) rather than to punish.

while state supervision might create stigma or excessive control, the measure in Uzbekistan emphasises assistance (for example, helping with employment placement) rather than purely surveillance. [5]

as the draft amendments indicate, the categories and scope of preventive accounting are under reconsideration, hence its legal contours are still evolving. [10]

It must be embedded within a continuum of general prevention (education, policing, community outreach) and special prevention (for repeat offenders, organised crime). Individual preventive accounting thus forms the “middle” tier: targeted, but before high-intensity special prevention.

To enhance the effectiveness of individual preventive accounting in Uzbekistan, the following recommendations may be proposed:

1. The law should clearly define the grounds, duration, ending conditions and rights of persons under preventive accounting, to ensure transparency and legal certainty.
2. Develop an integrated digital register of persons under preventive accounting, shared among internal affairs, social services and employment agencies, to track progress and support interventions.
3. Enhance their skills in interview techniques, social work, coordination with local services, respect for human rights.
4. Monitoring must respect persons’ dignity, avoid excessive securitisation or stigmatization, and foster reintegration rather than exclusion.
5. Formalise protocols between law-enforcement, mahalla committees, social welfare agencies, probation services, and employers to ensure cohesive intervention plans for each person.
6. Establish monitoring metrics (e.g., re-offending rates, employment status, social integration) and carry out empirical evaluations to determine which aspects of preventive accounting are most effective.
7. Engage citizens, communities and youth via preventive education so that individual accounting is supported with a wider preventive environment, not simply state control.

Individual preventive accounting constitutes an important component of the offence prevention system in Uzbekistan. It links early intervention, personalised support and state supervision in order to reduce recidivism and social risk. While the legal framework is in place and evolving, practical implementation requires stronger institutional capacity, coordination, rights-based approach, and outcome evaluation. Moving forward, integrating individual preventive accounting

into a comprehensive prevention strategy will raise its efficacy and align it with both crime-control and human-development objectives.

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