Civil society development and freedom of expression, association and assembly

While the authorities of Uzbekistan continue their efforts to promote a state-controlled civil society, repression of independent civil society shows no sign of abating. Independent human rights groups cannot operate freely and independent human rights defenders and journalists continue to face an ever-present risk of persecution.

Under Uzbekistan’s legislation, it is compulsory for NGOs to register with the authorities, and involvement in “illegal” NGO activities is subject to harsh penalties. NGO registration procedures are cumbersome and grant wide discretion to authorities to deny registration or leave applications pending in the case of inconvenient groups.¹ At the UN Human Rights Council session on 19 September 2013, when the outcome report of the second cycle of the Universal Periodic Review of Uzbekistan was adopted, the head of the country’s delegation claimed that the number of NGOs has steadily increased in the country in recent years and now exceeds 6500.² However, this figure is misleading as it obviously includes the country’s many government-controlled NGOs (GONGOs) and their divisions and branches, which do not play an independent role in relation to government bodies.

Efforts to extend government control of the NGO sector intensified in particular in the aftermath of the 2005 Andijan events. Following this, dozens of independent NGOs were forced to close down, while others were compelled to join a government-controlled so-called national association of non-governmental non-commercial organizations. Currently only few independent human rights groups currently operate in Uzbekistan and only one of them, Ezgulik, has been registered by the authorities, in a decision that was made ten years ago. Other human rights groups carry out their work without legal status, which render them extremely vulnerable e.g. with respect to receiving funds for their work and renting office space.

¹ This contribution has been prepared with support by a grant from the Open Society Foundations. It was finalized on 24 October 2013 and reflects developments up to this date.
The authorities intimidate and interfere with the activities of the country’s small community of independent human rights defenders and journalists in different ways, e.g. through surveillance, house arrests, denial of exit visas for travel abroad\(^3\), defamatory articles in regime-loyal media\(^4\), summoning and questioning by police, and dispersal of small-scale peaceful protests\(^5\). Activists and journalists also continue to face trumped-up charges on “hooliganism”, defamation, extortion, sexual harassment, trafficking and other crimes, as well as convictions and imprisonment on such charges following unfair trials.

In reoccurring cases, obscure women have apparently been recruited for the purpose of discrediting and fabricating charges against critics of the regime. In one illustrative example, in December 2012, human rights activists Saida Kurbanova and Nuriniso Kholbaeva from the Djizzakh region were sentenced to 15 days’ detention on “hooliganism” charges in relation to an incident where they were attacked by an unknown woman.\(^6\) The two activists reported being ill-treated while in detention. In another example, journalist Sergey Naumov was detained for 12 days in September 2013 on “hooliganism” charges brought against him for allegedly insulting and manhandling a woman who assaulted him in the street (see more below under “individual cases”).

Sergey Naumov’s detention came at the onset of the annual cotton harvest, raising suspicion that it was particularly aimed at obstructing his coverage of the use of forced labour in this harvest, which he had been documenting. During last year’s cotton harvest, Uktam Pardeav, a human rights activist known for his efforts to monitor and assist victims of forced labor in the cotton sector, was locked up for 15 days on similar charges. This year, he was reported to have been placed under house arrest on 25 September when a group of international cotton harvest monitors visited the Djizzakh region, where he lives.\(^7\)

In another recent trend, activists have been charged because of complaints they have submitted to authorities. For example, Shuhrat Rustamov from the Human Rights Alliance is facing criminal charges on defamation and anti-constitutional activities in relation to complaints he has written to assist a farmer in seeking redress for injustices suffered at the hands of local authorities.\(^8\) In mid-October 2013, he was summoned to court in Tashkent, although he had not been properly informed about the charges against him and procedural documents had been drawn up without his knowledge.\(^9\)

In the recent period, there have been several new cases where human rights defenders have been given prison sentences of several years following processes that bear the hallmarks of politically motivated trials. In September 2013, Bobomurod Razzakov from the Ezgulik human rights group was sentenced to four years in prison for trafficking after being threatened with “trouble” if he does not give up his human rights activities. The month before Turaboy Djurabaev, a citizen activist who has spoken out about corruption among local authorities was given a five-year sentence on extortion and fraud charges, which are some of the charges most frequently used to punish critics in Uzbekistan. (For more information about these two cases, see the section on “individual cases” below). In March 2013, it was reported that Chuyan Mamatkulov, a member of the Human Rights Society of Uzbekistan (HRSU) in the Kaskhdaray region, had been convicted to 10 years in prison on numerous criminal charges.\(^10\) Mamatkulov first became known in 2005 for his attempts to file a suit against President Islam Karimov.
A young member of the Initiative Group of Independent Human Rights Defenders of Uzbekistan, Gulnaza Juldaesha was sentenced to seven years in prison on extortion charges in July 2012 in apparent retaliation for her efforts to expose the involvement of local officials in human trafficking. She was released in January 2013 under a general amnesty adopted on the occasion of the 20 years anniversary of Uzbekistan’s Constitution. The same amnesty was applied to discontinue a criminal case against Gulshan Karayeva, head of the Kashkadarya regional HRSU branch, who had been charged with “slandering” and “insulting” two neighbours and risked imprisonment. The charges against her formed part of a broader campaign of harassment targeting her and her family.

Hopes for the release of other human rights defenders, journalists and opposition figures under the constitutional anniversary amnesty did not realize. Similarly to earlier amnesty acts, it did not apply to prisoners who have “systematically violated” the prison regime, even if they would otherwise meet the requirements for amnesty. Accusations of alleged violations of prison rules are frequently used to penalize those imprisoned on political grounds, thus also preventing them from qualifying for amnesty. In addition, such allegations are used to prolong the sentences of political prisoners whose terms are nearing an end. An egregious example of this is that of Murad Djuraev, an opposition member first imprisoned in 1995 whose sentence has been prolonged four times since 2004 on charges of “disobeying the legitimate orders of the prison administration.” One of the grounds cited for the charges against the ailing prisoner is that he “did not properly peel carrots” when working in the prison kitchen.

Currently at least two dozen human rights activists, journalists and opposition figures serve prison sentences handed down on political grounds. There are serious concerns about the well-being of these prisoners, and many of them are known to have been subjected to ill-treatment and torture. Monitors from the International Committee of the Red Cross (ICRC) have reportedly in several cases not been allowed to meet political prisoners held in facilities they have visited. In April this year, the ICRC announced that it would terminate all visits to detainees in Uzbekistan because it had been unable to operate in accordance with its standard working procedures in the country.

Among the political prisoners who have been imprisoned for several years and whose cases are of imminent concern are Azam Farmonov, Abdurasul Khudoinazarov and Dilmurod Sayid. Azam Farmonov from the HRSU is serving a nine-year sentence handed down in 2006 in the Jaslyk prison, which is infamous for its harsh conditions and mistreatment of prisoners. The situation of Abdurasul Khudoinazarov, an Ezgulik activist imprisoned since 2006, has been of particular concern since he tried to commit suicide a few years ago in an apparent attempt to escape verbal and physical abuse. Journalist and human rights defender Dilmurod Sayid, who was given a 12.5 year sentence on extortion and forgery charges in 2009, has suffered from an acute form of tuberculosis in prison. (For more information about these prisoners, see the section on “individual cases” below).

A number of human rights activists from Uzbekistan are based in exile abroad after fleeing persecution. Even activists belonging to this group face intimidation and harassment because of their efforts to draw attention to human rights violations in their native country. Former prisoner of conscience Mutabar Tadjibayeva, who is the president of the France-based International Human Rights Association (IHA)
Fiery Hearts Club, was the subject of a police investigation initiated by the Uzbek president’s daughter and then UN ambassador Gulnara Karimova this spring (see more below under “individual cases”). Nadejda Atayeva, who heads the likewise France-based Association for Human Rights in Central Asia, learned in July 2013 that she, her brother and father had been sentenced to prison in absentia in Uzbekistan on embezzlement charges dating back to a criminal case launched against her family in 2000. This case was the reason they fled Uzbekistan.¹⁸

Khasanboy Burkhanov, an advocate of disabled rights and former leader within Uzbekistan’s national Association of Disabled People, fled his native country in fall 2012 after facing several years of protracted legal proceedings for allegedly mismanaging funds. He believes these charges against him were related to the fact that he exposed questionable decisions and practices involving government officials in relation to the work of his organization.¹⁹ After fleeing abroad, he has continued to be subjected to pressure, with a new criminal investigation opened against him.

Individual cases of concern

All individual cases mentioned in the first section of this contribution are of concern to our organizations and we urge the EU to raise them with its counterparts in Uzbekistan. Below a number of these cases are described in more detail.

Sergey Naumov²⁰

Independent journalist Sergey Naumov was held for 12 days on fabricated charges in September 2013 and remains at risk of further persecution. He has been reporting on human rights related issues, including the use of forced labour in the cotton harvest, for the Ferghana News Agency, the Institute for War and Peace Reporting and other media.

Naumov was arrested by law enforcement authorities in his home town Urgench in the Khorazm province on 21 September 2013. The same evening he was sentenced to 12 days administrative detention for “hooliganism” (under article 183 of Uzbekistan’s Administrative Code) at a hearing where he did not have access to a lawyer. He was accused of manhandling and insulting a woman in the street, accusations which he has denied outright. In an interview to Ferghana News²¹, he recounted that the alleged victim approached him outside of this home and started following him, cursing, slapping and pushing him. Three police officers “happened” to show up and arrested him.

During the first days of his detention, his family and colleagues had no information about his whereabouts or the charges against him as police refused to give out this information. After serving the 12-day sentence, he was released. However, he and his colleagues fear that the authorities may initiate a new case against him.
Bobomurod Razzakov

On 24 September 2013, the Zhonorsky District Criminal Court in the Bukhara region sentenced human rights defender Bobomurod Razzakov to four years in prison on apparently politically motivated charges of trafficking (under Criminal Code article 135). The 60-year old Razzakov is the leader of the Bukhara branch of the human rights group Ezgulik.

Razzakov was arrested on 10 July 2013 and subsequently criminally charged on the basis of a complaint from a woman who alleged that he had forcefully handed her over to another person who made her provide prostitution services. According to information obtained by Razzakov’s lawyer and relatives, this woman was known to police from before and has been convicted for keeping a brothel and pimping. Razzakov and his colleagues are convinced that the case against him is related to his human rights activities. Prior to being arrested, Razzakov had told colleagues and journalists about pressure from local law enforcement authorities. In particular, on 10 June 2013 he was summoned to the department of criminal investigation and counter-terrorism of the ministry of interior in the Bukhara province. According to Razzakov, department head Alisher Andaev questioned him for three and a half hours and made him understand that his human rights work “disturbs” the work of local authorities. Andaev demanded that Razzakov gives up his work with Ezgulik and stops providing information about developments in the region to foreign media, threatening that he and his family would otherwise face “trouble.”

Turaboy (also known as Nabijon) Djurabaev

Another individual who was recently imprisoned is 75-year old Turaboy Djurabaev from the Galljaaral’sky district in the Djizzakh province. Djurabaev is known for his efforts to defend the rights of local co-residents, writing appeals and complaints to authorities and providing information about injustice, corruption and mismanagement among local authorities to foreign media, in particular Radio Ozodlik (the Uzbek service of Radio Free Europe/Radio Liberty, which is based in Prague). It is believed that his imprisonment is retaliation for his civic activism.

According to information obtained by the IHA Fiery Hearts Club, on 22 May 2013, local law enforcement authorities searched Djurabaev’s home without a warrant and confiscated his passport, written complaints he had submitted to different authorities and other documents and files. This search was carried out after Djurabaev gave an interview to Radio Ozodlik, where he spoke about pressure exercised by the head of the district administration against the victim of a suspicious murder that had taken place the day before. Djurabaev knew the victim of this murder as they had engaged in joint efforts to counter corruption among local officials.

The week after the search, on 31 May 2013, Djurabaev was arrested in his home and he was subsequently charged with large-scale extortion and fraud (Criminal Code articles 165 and 168). He was accused of extorting money and different goods, ranging from gas appliances to food stuffs and flowers,
from local companies and residents by way of threatening them with submitting complaints to authorities, initiating checks, and publicizing information about their activities. The IHA Fiery Hearts Club learned that several alleged victims withdrew earlier statements made against Djurabaev and stated that they have no claims against him during the trial, which began in the Galljaaral'sky district criminal court on 5 August 2013. Three alleged victims who were present at the first hearing said that they had been brought to the local police station the same evening as Djurabaev was arrested and pressured into testifying against him. As reported to the IHA Fiery Hearts Club, on 23 August 2013, Djurabaev was found guilty and sentenced to five years in prison.

According to Djurabaev’s wife, Feruza Mamatova, his health deteriorated in pre-trial detention, among others, he lost weight and suffered from high blood pressure. Mamatova told the IHA Fiery Hearts Club that she was not allowed to see him until 20 days after his arrest and that he complained about not being given food when she first saw him. Mamatova has also reported being subjected to intimidation by local law enforcement authorities because of her efforts to publicize information about the case against her husband. On 10 August 2012, she was summoned to the Galljaaral'sky district police station and warned to stop posting information on the internet and giving interviews to Radio Ozodlik.

**Political prisoners serving sentences since several years**

The situation of all human rights activists, journalists and opposition figures who are currently imprisoned on political grounds (see footnote 13 for a non-exhaustive list) is of serious concern. However, we would here like to draw particular attention to the cases of a few prisoners serving sentences since several years, about whom the IHA Fiery Hearts Club has recently received information.

**Azam Farmonov**, chairman of the Syrdarya regional HRSU branch and defender of the rights of local farmers, was arrested in April 2006. Two months later he was convicted of “extortion” (Criminal Code article 165) and sentenced to nine years in prison in an unfair trial. He is serving his sentence in the Jaslyk prison, a high-security prison in northwestern Uzbekistan that is infamous for its harsh conditions and mistreatment of prisoners. There are credible allegations that Farmonov has been subjected to torture while held there. According to information the IHA Fiery Hearts Club has obtained from his family, prison authorities have accused him of “systematically” violating prison rules, which disqualified him for release under the amnesty devoted to the 20th anniversary of Uzbekistan’s Constitution in December 2012.24 The UN Working Group on Arbitrary Detention has declared his detention unlawful.25

**Abdurasul Khudoinazarov** used to head the Ezgulik human rights group branch in the city of Angren and was engaged in efforts to counteract corruption among local officials. He is serving a 9.5 year prison sentence handed down to him on fabricated extortion and fraud charges (Criminal Code articles 165 and 168) in January 2006. According to his wife, prison authorities told her that he was transferred from the prison in the Tashkent region where he had previously been held to a prison in the city of Zarafshan in the Kyzylkum desert in early October 2013. The transfer took place after he was accused of violating prison rules by keeping a razor blade.26 He has also previously been accused of violating prison rules on several occasions, among others, by refusing to wear special prison footwear.27 Khudoinazarov’s
situation has remained of great concern since he tried to commit suicide five years ago, by hanging himself in his shirt in an apparent attempt to escape verbal and physical abuse that he had described in a written note.  

Independent journalist and human rights defender Dilmurod Sayid, who among others wrote for the Voice of Freedom website and took part in the Tashkent branch of Ezgulik prior to his arrest, was sentenced to 12.5 years on extortion and forgery charges (Criminal Code articles 165 and 228) in a flawed process in July 2009. He has suffered from an acute form of tuberculosis while behind bars and has been held in a specialized prison facility for those diagnosed with this disease in the city of Navoi. In March 2013, he was temporarily brought to a prison hospital because of a deterioration of his condition. This happened not long after he was held for 10 days in solitary confinement after allegedly failing to implement physical exercises he was ordered to do for violating prison rules on sending letters.  

At the beginning of October 2013, Sayid’s brother learned that Dilmurod had been transferred to a prison in Tashkent but he had not received any further information about the reasons for this transfer or been allowed to see him as of this writing. Further adding to the hardships experienced by Sayid, his wife and 6-year-old daughter died tragically in a car accident in November 2009 when they were on their way to visit him in prison. The UN Working Group on Arbitrary Detention has also found Sayid’s detention to be in violation of Uzbekistan’s international human rights obligations.  

**Mutabar Tadjibayeva and the IHA Fiery Hearts Club (in exile in France)**

Mutabar Tadjibayeva, founder of the human rights NGO the Fiery Hearts Club, was arrested in Uzbekistan in October 2005 when she was on her way to a human rights conference abroad. In March 2006, she was convicted under 13 articles of the Criminal Code and sentenced to eight years in prison in retaliation for her human rights work and her calls for an international investigation of the May 2005 Andijan events. As a result of international pressure, she was released on a suspended sentence in June 2008 and subsequently fled the country due to continuing harassment by the authorities and serious health problems. In exile, Tadjibayeva has continued her human rights work and her organization, the Fiery Hearts Club is now registered as an international human rights association in France. In early 2013, she filed a complaint against Uzbekistan with the UN Committee against Torture over serious ill-treatment and torture she endured while in prison, including forced sterilization.  

Even in exile, Tadjibayeva has faced harassment because of her efforts to highlight human rights problems in her native country, including rampant corruption within the ruling elite surrounding president Islam Karimov. In connection with UN advocacy in Geneva in March this year, Tadjibayeva and a group of other activists went to look for the multi-million euro villa belonging to Gulnara Karimova, the president’s oldest daughter and at that that time UN ambassador in Geneva who has been mired in corruption allegations relating to her role in the telecommunications market in Uzbekistan. Outside the villa, the group filmed an interview with Tadjibayeva and left their business cards in the post box. Following the visit, Uzbekistan’s UN delegation filed a complaint with Swiss police, accusing Tadjibayeva of “illegally encroaching” on private property, as a result of which an investigation was opened and she was summoned for interrogation. On her blog and in media interviews, Karimova also expressed
derogatory comments about Tadjibayeva and the other activists, e.g. claiming that they were “working off their payments,” thus insinuating that they had been paid to stage an action against her.\(^\text{34}\) Swiss police subsequently closed the case, concluding that the accusations against Tadjibayeva were groundless.\(^\text{35}\)

There have also been other incidents that Tadjibayeva believes are attempts to intimidate and obstruct the work of her and her organization. The organization’s website (jarayon.com), which reports about human rights developments in Uzbekistan in the Uzbek, Russian and English languages, and its computers have repeatedly been subjected to DDoS and virus attacks. Most recently, a serious attack of this kind disrupted the group’s work in September 2013. In April 2013 the organization’s site on the Russian-language social network Odnoklassniki was hacked. Moreover, on 29 August 2013, Tadjibayeva’s younger brother, Rasuljon Tadjibayev, who resides in Uzbekistan and also is a human rights defender was arrested as he was leaving his home in Tashkent.\(^\text{36}\) While he was told that his arrest was part of a campaign to check identity documents on the eve of the country’s Independence Day celebration, he was not allowed to go and get his internal passport before being taken to the police station. He managed, however, to call his sister and media and other attention was attracted to his case. After more than 4 hours, he was released.\(^\text{37}\)

**Implementation of Universal Periodic Review Recommendations**

During the second cycle of the Universal Periodic Review (UPR) of Uzbekistan in April 2013, many states voiced concerns about violations of freedom of expression, association, assembly and other fundamental rights, as well as the persecution of human rights defenders and journalists in Uzbekistan.\(^\text{38}\) These concerns were also reflected in the recommendations made to Uzbekistan.\(^\text{39}\) Unfortunately the Uzbek government declined to endorse a number of important recommendations. Among others, it rejected recommendations to release political prisoners as “factually wrong,” denying the existence of any such prisoners in the county. It also dismissed recommendations to accept pending visit requests from UN special rapporteurs, which include requests from the rapporteurs on human rights defenders and freedom of association and assembly, claiming this is “not part” of its international obligations.

Among the recommendations that the Uzbek government formally accepted are a number of recommendations relating to concerns in the areas covered by this submission\(^\text{40}\), such as recommendations to: take effective and appropriate measures to guarantee freedom of expression and freedom of association and assembly for all, and prevent any harassment or intimation of those exercising these rights; ensure that independent media, journalists, human rights defenders and civil society groups can freely operate, and promote the role of independent NGOs; review its Criminal Code provisions on defamation and insult; ensure that all trials correspond to international standards for a fair, independent and impartial trial; put an end to torture and other ill-treatment by applying the recommendations of the Committee against Torture, the Human Rights Committee and the Special Rapporteur on Torture; ensure that detention conditions correspond to international standards in law
and practice, and allow the ICRC unrestricted access to penitentiary facilities and provide it with appropriate working conditions; and cooperate fully and effectively with independent human rights monitoring bodies.

At the September 2013 session, where the UPR outcome report was adopted by the Human Rights Council, the head of the Uzbek delegation stated that a draft national action plan on the implementation of the UPR recommendations is being prepared. According to him, this plan will set out specific measures to be taken to give effect to recommendations, the timing of such interventions and those responsible for overseeing them.

In order to promote adequate implementation of the UPR recommendations by Uzbekistan, our organizations believe that it will be essential that the EU and other international actors follow up on these recommendations and challenge the Uzbek authorities to demonstrate meaningful progress on their realization. They EU should also continue to bring up for discussion issues relating to recommendations that the Uzbek government failed to endorse, making clear its concerns and insisting on concrete measures to address these. (See more under “recommendations to the EU” below).

**Recommendations to the EU**

On the basis of the issues addressed in this contribution, our organizations urge the EU to use the upcoming EU-Uzbekistan Human Rights Dialogue, as well as other engagement with the authorities of this country to insist that they:

- Abolish the prohibition on unregistered NGO activities and ensure that independent NGOs that so wish may obtain legal status in an uncomplicated, fair and transparent process and that they may carry out their activities without undue interference by authorities.

- Put an end to intimidation and harassment of human rights defenders and independent journalists, including those in exile and their relatives who remain in Uzbekistan. Investigate cases of harassment targeting defenders and journalists and bring to justice those responsible.

- Stop bringing criminal or administrative charges against human rights activists, independent journalists and opposition figures in retaliation for their peaceful exercise of freedom of expression, freedom of association and assembly and other fundamental rights and immediately and unconditionally release all who have been arrested or imprisoned on such grounds. As long as such individuals remain behind bars, ensure their safety and well-being; promptly investigate any allegations of ill-treatment and torture against them, as well as of the imposition of disciplinary sanctions without any weighty reason and hold accountable prison officials responsible for violations; grant them access to necessary and adequate medical assistance; refrain from restricting their contacts with family members and lawyers; and allow ICRC and other independent monitors to visit them and speak to them privately.
• Take concrete and effective measures to implement the recommendations made in the context of the UPR with respect to safeguarding freedom of expression, freedom of association and assembly and other fundamental rights (including those listed in the third section of this document) and provide timely reports on the progress made on these recommendations. Also, reconsider their stance on the UPR recommendations they failed to endorse.

• Involve and consult with independent national and international human rights organizations in the preparation and realization of the national action plan for the implementation of the UPR recommendations.


5 The amnesty act is available at http://www.gazeta.ru/2012/12/05/amnesty


