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CONTENTS

GROWTH TRENDS IN ELECTRICITY CONSUMPTION IN UZBEKISTAN AND PROBLEMS OF MODERNIZING THE GRID INFRASTRUCTURE.....	20
Bobobekov Ergash Abdumalikovich	
DETERMINANTS OF THE INTENTION TO PARTICIPATE IN FAMILY TAKAFUL IN A PREMARKET SETTING: A STRUCTURED REVIEW OF THE EVIDENCE AND A CONCEPTUAL FRAMEWORK FOR UZBEKISTAN.....	24
Usmanov Nematjon Gulomovich	
TOURISM RESOURCE EFFICIENCY AND SUSTAINABLE REGIONAL SERVICE SECTOR DEVELOPMENT: AN EMPIRICAL ASSESSMENT OF UZBEKISTAN	40
Safarov Bahadirkhon Shaxriyrovich	
Toshkhujaev Mustafokhon Abduvosi ugli	
TERRITORIAL DISPARITIES IN EMPLOYMENT EFFICIENCY IN KHOREZM REGION: ASSESSMENT AND POLICY DIRECTIONS	47
Azadova Gulnoza Sardorbekovna	
ЦИФРОВАЯ ЭКОНОМИКА КАК ДРАЙВЕР ЭКОНОМИЧЕСКОГО РОСТА.....	55
Динара Ташевна Гафарова	
DIGITAL PLATFORM-BASED TRANSFORMATION OF ENTERPRISE E-COMMERCE SYSTEMS: FACTORS, EFFICIENCY AND DEVELOPMENT PROSPECTS	59
Tuychiyev Shavkatjon Shokirali o'g'li	
WAYS TO OPTIMALLY ORGANIZE AND IMPROVE DIRECT TAXATION IN UZBEKISTAN	68
Kadyrov Bahodir Kudratovich	
EFFICIENCY OF SMALL AND MEDIUMSIZED BUSINESS FINANCING BASED ON MUSHARAKAH: AN ANALYSIS OF OPPORTUNITIES AND RISKS.....	73
Kenjaeva Durdona Ravshan qizi	
СОВЕРШЕНСТВОВАНИЕ БЮДЖЕТНОГО УЧЕТА В РЕСПУБЛИКЕ УЗБЕКИСТАН В УСЛОВИЯХ ЦИФРОВИЗАЦИИ И УСИЛЕНИЯ ГОСУДАРСТВЕННОГО ФИНАНСОВОГО КОНТРОЛЯ	79
Джамбакиева Гулнора Сайфутдиновна	
ANALYSIS OF INDICATORS OF HUMAN CAPITAL UTILIZATION AND LABOR RELATIONS EFFICIENCY IN THE SMALL BUSINESS SECTOR	89
Ulugmuradova Nodira Berdimuradovna	
THE EFFECT OF MANDATORY IFRS ADOPTION ON EQUITY GROWTH OF UZBEK PUBLIC INTEREST ENTITIES (PIEs).....	96
Mokhirjon Shavkatov Omon o'g'li	
METHODS FOR ASSESSING THE IMPACT OF SMALL BUSINESS DEVELOPMENT ON NATIONAL ECONOMIC GROWTH.....	103
Akmaljon Adkhamovich Ermatov	
LEGISLATION AS AN ENABLER OF MARKET FORMATION: THE SIGNIFICANCE OF ADOPTING ISLAMIC BANKING PRINCIPLES FOR THE DEVELOPMENT OF ISLAMIC FINANCE IN UZBEKISTAN.....	111
Sultanov Bakhtiyor Bakhodirovich	
ANALYSIS OF REGIONAL INTEGRATION PROCESSES INTO FOREIGN MARKETS.....	117
Ozodova Farida Zarif kizi	
FINANCIAL INTENSITY AND YOUTH ENTREPRENEURSHIP IN UZBEKISTAN: EVIDENCE FROM A TWO-WAY FIXED-EFFECTS REGIONAL PANEL MODEL	122
Isakjanova Saboxat	

ENHANCING BIG DATA SOLUTIONS IN THE TOURISM INDUSTRY ECONOMIC EFFICIENCY AND FORECASTS INDICATORS.....	131
Temirov E.I.	
DEVELOPING AN AI-BASED CONTINUING MEDICAL EDUCATION SYSTEM: A COMPARATIVE ANALYSIS OF NATIONAL AND INTERNATIONAL SCHOLARLY APPROACHES	141
Nazarov Bakhrom Mustafayevich	
ADAPTIVE MANAGEMENT MECHANISM BASED ON A RESILIENT VALUE CHAIN FOR THE STRATEGIC SUSTAINABLE DEVELOPMENT OF AGROCLUSTER ACTIVITIES	147
Abdumalik Hakimovich Berdiyev	
INTERNATIONAL PRACTICE: TAX INCENTIVES FOR INVESTMENT	153
Fazliev Farrukh Fakhriddinovich	
AN ANALYSIS OF LEADING FOREIGN BANKS' PRACTICES IN APPLYING ARTIFICIAL-INTELLIGENCE-BASED MANAGEMENT SYSTEMS FOR CREDIT RISK ASSESSMENT AND THE EARLY DETECTION OF PROBLEM LOANS.....	160
Alovuddin Jamolov	
DIGITAL FINANCIAL INCLUSION AS A DRIVER OF WOMEN'S ENTREPRENEURSHIP AND POVERTY REDUCTION: EVIDENCE FROM UZBEKISTAN	164
Ulashova Zarnigor Botirali qizi	
INDUSTRIAL DEVELOPMENT AND ENVIRONMENTAL SECURITY: THEORETICAL AND METHODOLOGICAL FOUNDATIONS FOR A REGIONAL ANALYSIS OF UZBEKISTAN.....	168
Erkaeva Bibirobiya Kamoladdin kizi	
PROSPECTS FOR THE USE OF GREEN FINANCE INSTRUMENTS IN FINANCING THE EXPORT ACTIVITIES OF ENTERPRISES	175
Turaeva Yulduz Shamsiddin qizi	
IMPROVING THE MANAGEMENT SYSTEM OF PRIVATE SCHOOLS BASED ON INNOVATIVE TECHNOLOGIES. METHODS USED: SEM, AHP.....	184
Shohida Esanova	
IMPROVING THE INTERNAL AUDIT OF FINANCIAL ERRORS AND IRREGULARITIES IN BUDGET ORGANIZATIONS THROUGH A RISK-BASED APPROACH	194
Mulayev Farkhod Alisherovich	
MODELS FOR ATTRACTING INVESTMENT TO THE INDUSTRIAL SECTOR AND ENSURING ITS EFFICIENT USE.....	200
Choriev Tolib Azamovich	
DIGITAL TECHNOLOGIES AND INNOVATIVE APPROACHES TO INSURING FOREIGN ECONOMIC ACTIVITY RISKS.....	208
Raximov Timur Furqatovich	
RELATIONS BETWEEN THE CENTRAL BANK AND COMMERCIAL BANKS IN UZBEKISTAN: INDEPENDENCE, POLICY TRANSMISSION AND COMPETITION	215
Abdulazizova Ugiloy	
ACCOUNTING IN THE INFORMATION SUPPORT SYSTEM OF ENTERPRISE FINANCIAL CONTROL	223
Rano Abrorovna Mannapova	
NATIONAL FASHION ELEMENTS AS A MEDIATOR BETWEEN TOURISM EXPERIENCE AND DESTINATION BRAND EQUITY: THE NF-DBE MODEL AND A FIELD RESEARCH PROTOCOL.....	228
Yusupova Mokhinur Farkhod qizi	
THE CONCEPT, CLASSIFICATION, AND THEORIES OF THE USE OF ECONOMIC RESOURCES.....	238
Alimov Muxammadbobur Ibragimjonovich	

ECONOMETRIC ASSESSMENT OF THE RELATIONSHIP BETWEEN THE SHADOW ECONOMY AND HOUSEHOLD WELFARE IN UZBEKISTAN	242
Afenov Nursultan Nugmatillaevich	
МАСТЕР-ПЛАН, ОРИЕНТИРОВАННЫЙ НА СОКРАЩЕНИЕ БЕДНОСТИ: КОНЦЕПЦИЯ ТЕРРИТОРИАЛЬНОГО ПЛАНИРОВАНИЯ ТРЕТЬЕГО ПОКОЛЕНИЯ	247
Мухамедова Мадинабону Мехридиновна	
THE CURRENT STATE AND DYNAMICS OF WOMEN'S PARTICIPATION IN THE STATE CIVIL SERVICE	257
Abduraxmonova Feruzabonu Abduraxmon qizi	
ASSESSING THE IMPACT OF AGRICULTURAL PRODUCT ASSORTMENT DIVERSIFICATION ON MARKET STABILITY	265
Xudayberganov Jasur Baxodirovich	
ИННОВАЦИОННЫЕ ПОДХОДЫ К ПОВЫШЕНИЮ ЭФФЕКТИВНОСТИ РАЗВИТИЯ МСБЕ-ТУРИЗМА	273
Нарзуллаева Фариза Акмалевна	
DEVELOPMENT FACTORS AND CONTEMPORARY TRENDS OF THE FOOD INDUSTRY IN UZBEKISTAN: AN ECONOMIC AND STATISTICAL ANALYSIS	278
Gulira'no Abasova	
PROSPECTS FOR THE DEVELOPMENT OF ISLAMIC BANKS AND FINANCE IN UZBEKISTAN	285
Khamdam Atabaevich Babajanov	
WTO ACCESSION AND ECONOMIC GROWTH: SECTORAL EVIDENCE FROM CHINA AND IMPLICATIONS FOR UZBEKISTAN	291
Abdullayev Axrorjon	
ЭКОНОМИЧЕСКИЙ МЕХАНИЗМ РАЗВИТИЯ ЗЕЛЁНОГО ТУРИЗМА В УСЛОВИЯХ ЦИФРОВИЗАЦИИ ЭКОНОМИКИ РЕГИОНА	297
Нозимов Эльдор Анварович	
DEVELOPING AN INTER-SCHOOL TERRITORIAL CLUSTER MANAGEMENT MODEL FOR THE ORGANIZATION OF INCLUSIVE EDUCATION	305
Rajapova Guldona Usman kizi	

DEVELOPING AN INTER-SCHOOL TERRITORIAL CLUSTER MANAGEMENT MODEL FOR THE ORGANIZATION OF INCLUSIVE EDUCATION

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Abstract. This article examines the organizational and managerial potential of an inter-school territorial cluster for organizing inclusive education. The study is based on the premise that the effective implementation of inclusive education requires not only the admission of students with special educational needs into mainstream schools but also the development of coordinated management mechanisms among schools, teachers, psychological and pedagogical support services, parents, local authorities, and community organizations. The research applies a systems approach, comparative analysis, content analysis, institutional analysis, and synthesis of international and national policy documents. UNESCO, UNICEF, World Bank, and national regulatory documents related to inclusive education and school management were analyzed. The findings demonstrate that an inter-school territorial cluster can function as a coordinating mechanism for pooling educational resources, strengthening teacher competencies, sharing specialist services, developing professional cooperation, supporting inclusive school leadership, and monitoring educational outcomes. Based on the analysis, a conceptual management model is proposed consisting of six interconnected components: strategic coordination, resource integration, professional support, individualized educational support, stakeholder engagement, and monitoring and evaluation. The study concludes that the territorial cluster approach can contribute to transforming inclusive education from an individual school-level initiative into a coordinated territorial management system.

Keywords: inclusive education, territorial education cluster, inter-school cooperation, educational management, school leadership, special educational needs, resource integration, teacher development, monitoring and evaluation.

INTRODUCTION

Inclusive education has become an important component of contemporary education policy because educational systems are increasingly expected to provide equitable learning opportunities for students with diverse abilities, backgrounds, and learning needs. The international understanding of inclusion has gradually moved beyond the simple physical placement of students with disabilities in mainstream schools toward a broader transformation of educational systems, learning environments, teaching practices, assessment mechanisms, and school management.

UNESCO defines inclusive education as a process of strengthening the capacity of education systems to reach all learners and emphasizes that inclusion requires the removal of barriers to educational access, participation, learning processes, and outcomes [1]. The UNESCO framework also stresses that inclusive education requires system-wide change rather than isolated interventions at individual schools.

This systemic perspective creates a need for new approaches to educational management. A school cannot always independently provide all the human, methodological, technological, and psychological resources required to meet diverse learner needs. In particular, schools located within the same geographical area may have different levels of access to qualified specialists, teaching materials, professional development opportunities, and inclusive infrastructure.

One possible response to this challenge is the development of inter-school territorial clusters. A school cluster can be understood as a grouping of schools for educational and/or administrative purposes in which schools share human and material resources in order to improve educational provision. UNESCO's International Institute for Educational Planning identifies school clusters as a mechanism for sharing resources, strengthening local educational capacity, improving teacher development, and enhancing school management.

The relevance of this approach has increased in the context of inclusive education. Inclusive schools require teachers capable of adapting instruction, school leaders capable of creating inclusive school cultures, specialists capable of providing individualized support, and mechanisms for cooperation with families and communities.

Recent UNESCO evidence from Central and Eastern Europe, the Caucasus, and Central Asia further emphasizes the importance of school leadership in inclusive education. The 2025 regional Global Education Monitoring Report argues that school leaders need appropriate autonomy, professional preparation, support, and opportunities for collaboration in order to address inclusion challenges effectively.

LITERATURE REVIEW

One of the most relevant theoretical sources for the present study is the work of Elizabeth A. Giordano, published by UNESCO's International Institute for Educational Planning in 2008 under the title *School Clusters and Teacher Resource Centres*. The study examines school clusters as mechanisms for improving educational quality and describes how groups of schools can share resources, professional expertise, and educational support services.

According to Giordano, school clusters can serve several purposes. First, they can make educational resources available to groups of schools rather than individual schools. Second, they can bring teacher development services closer to schools. Third, they can strengthen local educational capacity through the exchange of experiences and expertise. Finally, clusters can constitute an additional level of educational administration that improves supervision and management.

This theoretical framework is directly relevant to inclusive education because the provision of inclusive education frequently depends on resources that individual schools may not be able to maintain independently.

For example, a territorial cluster can provide shared access to psychologists, speech therapists, special education teachers, social pedagogues, assistive technologies, adapted teaching materials, and professional development programmes.

UNESCO's *A Guide for Ensuring Inclusion and Equity in Education* emphasizes that inclusion should be integrated into education policy and system development. The guide provides a framework for reviewing existing policies, identifying necessary actions, and monitoring progress toward more equitable and inclusive education systems.

An important implication of this approach is that inclusive education should not be treated as a specialized service operating separately from mainstream education. Instead, inclusion should become a principle influencing curriculum, teaching, assessment, school leadership, resource allocation, and community engagement.

This perspective supports the development of territorial cluster management because a cluster can connect these different elements at the local level.

Recent UNESCO research emphasizes the central role of school leadership. The 2025 regional GEM report for Central and Eastern Europe, the Caucasus, and Central Asia found that school leaders play a major role in developing inclusive school cultures, adapting pedagogical interventions, building partnerships with families and communities, and coordinating external support services.

The report identifies four important directions: giving school leaders greater autonomy, investing in leadership professionalization, incorporating inclusion into leadership recruitment and training, and encouraging collaboration among school leaders, staff, learners, families, and communities.

These findings suggest that the management of inclusive education cannot rely exclusively on centralized decision-making. Local school leaders need sufficient authority and professional support to respond to specific learner and community needs.

An inter-school cluster can provide an additional layer of support between individual schools and higher-level education authorities.

The development of inclusive education is also an important component of Uzbekistan's education reform agenda. UNICEF's policy review examined the development of inclusive education policies in Uzbekistan and highlighted the importance of aligning national policy with the right to inclusive education.

UNICEF's work on curriculum reform in Uzbekistan has also emphasized competency-based education, individualized instruction, learning assessment, teacher training, and addressing the exclusion of children with disabilities.

The current direction of reform increasingly emphasizes inclusive and accessible learning environments. UNICEF reports that the Government and UNICEF are modelling inclusive schools, testing standards and mechanisms, and developing approaches that can subsequently be scaled up.

RESEARCH METHODOLOGY

The study uses a qualitative conceptual research design based on the analysis and synthesis of international research, institutional reports, policy documents, and national regulatory materials.

The methodological framework consists of five complementary approaches.

Systems approach. Inclusive education is considered an interconnected system consisting of learners, teachers, school leaders, specialists, families, local authorities, infrastructure, educational resources, and monitoring mechanisms.

The systems approach makes it possible to examine how these components interact within an inter-school territorial cluster.

Institutional analysis. Institutional analysis is used to identify the responsibilities and relationships of schools, cluster coordinators, education authorities, specialist services, parents, and community organizations.

Comparative analysis. International approaches to school clusters and inclusive education are compared with the current education reform context of Uzbekistan.

Content analysis. Key UNESCO, UNICEF, World Bank, and national policy documents were reviewed to identify recurring management principles related to inclusion, leadership, resource allocation, professional development, stakeholder cooperation, and monitoring.

Model development. Based on the synthesis of the literature and policy evidence, a conceptual management model for an inter-school territorial cluster was developed.

The model is not presented as an already implemented empirical programme. Rather, it represents a theoretically and institutionally grounded framework that can be tested through pilot implementation and subsequent quantitative evaluation.

ANALYSIS AND RESULTS

The literature analysis demonstrates that inclusive education requires resources and expertise that may not be equally distributed among schools.

For this reason, the inter-school territorial cluster should be designed as a coordination and resource-sharing mechanism rather than as an additional bureaucratic layer.

The proposed cluster may include:

- 5–15 geographically connected schools;
- a cluster coordination unit;
- school principals and deputy principals;
- inclusive education coordinators;
- teachers and methodological groups;
- psychologists;
- speech therapists;
- special education teachers;
- social pedagogues;
- parent representatives;
- local community representatives;
- representatives of territorial education authorities.

The exact number of schools should depend on population density, geographical accessibility, school capacity, and the availability of specialist services.

These components operate as a continuous management cycle rather than as isolated activities (Table 1).

Table 1
Components of the Inter-School Territorial Cluster Management Model for Inclusive Education¹

No.	Management component	Main functions	Expected result
1	Strategic coordination	Joint planning, goal setting, distribution of responsibilities	Coordinated cluster governance
2	Resource integration	Sharing specialists, equipment, teaching materials and digital resources	More efficient use of resources
3	Professional support	Teacher training, mentoring, peer learning and methodological cooperation	Increased teacher competence
4	Individualized support	Assessment of learner needs, individual plans, specialist support	Better learner participation and progress
5	Stakeholder engagement	Cooperation with parents, communities and external organizations	Stronger support environment
6	Monitoring and evaluation	Data collection, quality indicators, feedback and corrective actions	Continuous quality improvement

The model is based on the principle that resources should follow educational needs rather than being distributed exclusively according to institutional boundaries.

This principle is consistent with UNESCO IIEP's description of school clusters, which emphasizes making resources available to groups of schools and using clusters to strengthen local capacity and school management.

A cluster-level monitoring system can provide information that individual schools may not be able to collect and analyze effectively (Table 2).

Table 2
Proposed Indicators for Evaluating the Effectiveness of an Inter-School Territorial Cluster²

Indicator	Measurement focus
Inclusive enrolment rate	Participation of students with special educational needs
Attendance rate	Regular participation in education
Individual learning progress	Development against individualized learning objectives
Teacher competency	Use of inclusive and differentiated teaching practices
Specialist accessibility	Availability of psychological and special educational support
Infrastructure accessibility	Physical and digital accessibility
Parent engagement	Participation of families in educational processes
Inter-school cooperation	Frequency and quality of professional collaboration
Resource utilization	Efficiency of shared cluster resources
Student belonging	Learners' sense of safety, acceptance and participation

UNESCO's inclusion framework specifically emphasizes assessment, policy review, implementation, and monitoring as components of system transformation.

This is particularly relevant to Uzbekistan, where UNICEF reports that model inclusive schools are being developed to research, demonstrate, explore, and disseminate good practices.

CONCLUSION AND RECOMMENDATIONS

The study demonstrates that the organization of inclusive education requires more than school-level interventions. Effective inclusion depends on the coordinated functioning of teachers, school leaders, specialist services, families, communities, educational authorities, infrastructure, and monitoring systems.

The analysis of UNESCO, UNICEF, World Bank, and national policy materials indicates that an inter-school territorial cluster can provide an organizational mechanism for connecting these components.

The main contribution of the proposed model is the conceptual integration of six management components: strategic coordination, resource integration, professional support, individualized learner support, stakeholder engagement, and monitoring and evaluation.

¹ Author's development

² Author's development

The cluster should not be understood as an additional administrative bureaucracy. Its primary purpose should be to coordinate resources, knowledge, professional expertise, and support services among geographically connected schools.

The model is particularly relevant for areas where schools differ significantly in access to specialists, infrastructure, digital resources, and teacher professional development opportunities.

The inter-school territorial cluster can become a promising organizational mechanism for moving inclusive education from fragmented school-level practices toward a coordinated territorial system. Its effectiveness, however, will depend on clear governance arrangements, sufficient autonomy for school leaders, professional capacity, transparent resource allocation, stakeholder participation, and continuous monitoring.

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