

# V • HISTORY

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## Kazakhs in the Regional System of Governance in the Second Half of the 19<sup>th</sup> Century

**Abstract.** Staff of regional and district administrations included senior and junior officials for special assignments. Kazakhs representatives had the right to hold posts of junior officials for special assignments. The principle of co-optation of the Kazakhs for the position, the issue of the social security (salary, pension, awards, etc.) of junior officials for special assignments and their educational level, functional responsibilities and activities were all that practically have not been studied. The paper is based on documentary materials extracted from the Central State Archive of the Republic of Kazakhstan. On this basis, the study raises not only the issue of a new stratum of personalities in the new history of Kazakhstan, but also poses new challenges of a comparative study of imperial administration practices in the regions of multinational Empire.

**Key words:** Russian Empire, Kazakh steppe, Kazakh officials, junior officials for special assignments, local governance.

### Introduction

The intention of the policy of the Russian Empire in the Kazakh steppe during the 19<sup>th</sup> century was not only to create a single administrative-territorial system (guberniya, uezd, and volost), but also to see the involvement of representatives of the Kazakh elite in the service of the emperor and thus the formation of a new class: Kazakh officials. The strategic policy of the Russian authorities in this area includes the following measures:

The creation of positions in the local government for representatives of the Kazakh population.

– The dissemination among the Kazakh nomadic society of the «Table of Ranks» of Peter I, which was laid down as a mechanism for rank and career advancement;

– The introduction of prestigious orders and medals. (St. Anne and St. Stanislaus of the 1<sup>st</sup> to 3<sup>rd</sup> degree). August 9, 1844 the government issued a decree that «in giving Orders, we shall award Muslims under the image of the Imperial Eagle instead of the under the image of St. George's cross.»

– The appointment of certain salaries and pensions;

– The inclusion of Kazakhs into a single national system of accounting officials at all levels of government, namely the preparation of service records.

### Methods

As a result, the Kazakhs appointed to posts received all the attributes of an official of the administrative apparatus of the Empire: a state salary, an officer's rank, the right to wear a uniform with insignia, as well as medals, Orders, and gifts.

The issues of state service in the multi-national regions of the Russian Empire have become subjects of study only in recent decades. [1] However prevail works on activities of the Governors-General in the regional governments of the Russian Empire. This is explained by the value of the top officials of the regional administration (the Governor-General) and interest of historians to representatives of the Russian officials who contributed to the development of strategy of the government, who carried out the decisions of the supreme power in the region, who regulated the interactions of members of different social strata, religions, and ways of life in such multi-national regions as Siberia, the Caucasus, and Kazakhstan. Meanwhile, representatives of the Ka-

zakhs elite in the first half of the 19<sup>th</sup> century were represented in the middle layer (Sultan-rulers) and from the second half of the 19<sup>th</sup> century were seen only in the lower levels of management (at the volost and aul level). In Kazakh historiography, more attention was paid to the issues of the formation of the Kazakh intelligentsia, and their scholarly and social-political activities in the Steppe, [2] although many of them were serving in the regional governments (in Orenburg, West-Siberia, and Turkestan Governor-Generalship), but their activities were not considered as part of the process of entry into the common space of the Russian bureaucracy in the Empire. Recently, we have seen more work on the formation of Kazakh officialdom in the Orenburg region and the formation of local government in the Turkestan region. [3] At the same time, there are important questions of historiography in identifying regional features and general trends in the formation of bureaucracy in the Russian Empire. Naturally, the principle of formation of the bureaucratic apparatus on the non-Russian territories (the Kazakh Steppe, the Volga-Ural region, the Caucasus, etc.) differs from that in the interior provinces of the Empire. The socio-political processes of integration required by the supreme power enhanced both its ability to control and monitor. However, there were general criteria for the formation of the Russian bureaucracy, namely the mechanism of placing non-Russian elites within the upper class of the Russian empire – hereditary and personal nobility. Based on this, some historians focused on the Muslim nobility in the Russian Empire, in particular of the Tatars, Bashkirs, and Kazakhs. [4] Also noteworthy is the fact, that the staffing of the management apparatus, in both the interior Russian provinces and in the non-Russian governor-Generalships (Ukraine, Caucasus, Kazakh Steppe) was established position of official on special assignments. On November 20, 1835, Nicholas I approved the order of the State Council «About officials on special assignments in various departments,» where it was emphasized that their duties did not fit within the normal range of behavior for staff, because their function was to execute secret orders of the regional or supreme imperial power. In accordance with the decree, the number of officials on special assignments could not be the same, as it depended on the cases which were trusted to them. But most importantly, they were included in the number of representatives of the civil service and were to be placed under ministers, administered by the Departments, also under the Governor-Generalship, military, and civilian governors. [5, p.115-117]

On the basis of this decree and by the introduction of «Provisional Regulations on the Management of the Steppe Regions of Orenburg and West Siberian Governor-Generalships» of October 21, 1868 was included post of (1) senior and (2) junior officials on special assignments to the staffing of the Governor-Generalship and military governors. Representatives of the Kazakh population could qualify as junior officials on special assignment. This raised a range of questions for me. What was the principle of co-optation of Kazakhs for the positions of junior officials on special assignments? What duties they received on these positions? How were they different from similar officials in other regions of the empire? What was the level of education of these officials? What kind of social welfare (salaries, pensions, awards, etc.) had the junior officials on special assignments?

This essay is based on a set of documentary materials extracted from TsGARK, the Central State Archive of the Republic of Kazakhstan. The first interest is in the service records of official on special assignment. There are documents reflecting the complaints of the Kazakh population at the oblast and uezd level. This study raises the issue not only of a new layer of personalities in the history of Kazakhstan, but also poses new challenges to the comparative study of imperial management practices in the steppe with other regions of the Empire, in particular the Caucasus, Volga-Ural region, etc.

### **Main body**

#### **Mechanism for the appointment of Special Officials**

From the 60s of XIX c. started new stage in the policy of the government. Firstly, the process of integrating the Kazakh steppe into the empire was completed. The government faced challenges to unify system of administration.

In July of 1867, Alexander II issued a decree on the establishment of a Turkestan Governor-Generalship, which was to include Semirechie and the Syr-Darya oblasts (including the territory of the Senior Horde, the northern Kyrgyz, and part of the Central Asian Khanates), and on October 21, 1868, based on the «Provisional Regulations for the Management of the Steppe Regions of Orenburg and West-Siberian Governor-Generalship,» the government created the Ural, Turgai, Akmolinsk, and Semipalatsk oblasts.

At the head of the regional administration was a military governor endowed with military and civilian authority. When the military governors were established in the regions, they included the relevant

structural units. Officials on special assignment, directly subordinate to the military governor and included in a Secret detachment.

The criterion for appointment to this position were loyalty to the Russian powers, previous service. Candidates on the post began their service in the 1820s and 1830s, during the beginning of administrative reforms in the Steppe and the desperate resistance of the Kazakh population against the newly-arrived power of the Russian Empire. They earned the trust of the government because by the 1860s, they already had experience in serving the Emperor and participated in activities from opening outside district among the Siberian Kazaks (I. Dzhaikpaev), marking distances among the oblasts of the Orenburg Kazaks (B. Kiyikin), promoting Russian troops on the territory of the Senior Horde (I. Dzhaikpaev), accompanying Russian troops through the Steppe during the Khiva campaign by Governor-Generalship V. Perovsky (D. Berkimbaev), control of kibitz tax from Kazakh population (D. Berkimbaev and B. Kyikin). Also they were members of the organizing committee for the introduction of the «Provisional Regulations on the Management of Orenburg and West-Siberian Governor-Generalships» of October 21, 1868 (S. Dzhantiurin, I. Dzhaikpaev, D. Berkimbaev, S. Dzhigangeroev, and others).

In fact, they were already administrators who had acquired skills as officials of the Oblast administration of Orenburg Kazakhs (T. Seydalin), Senior sultan of outside district (Ibrahim Dzhaikpaev), the assessor of the Regional Board of Orenburg Kazakhs (B. Kiyikin), assistant of Sultan ruler (B. Kiyikin), and distance Chief (D. Berkimbaev, B. Keykin).

All of them by the time of appointment on post of officials on special assignment were already awarded by the Order of St. Stanislaus, 3<sup>rd</sup> degree, specially designed for Muslims. Moreover they had high military rank as Colonel (6<sup>th</sup> class, I. Dzhaikpaev), Lieutenant Colonel (7<sup>th</sup> class, S. Dzhantiurin), and civilian ranks, like Collegiate Assessor (8<sup>th</sup> class, T. Seidalin), and Titular Counselor (9<sup>th</sup> class, B. Syrtanov).

#### **Activities of Junior Officials on Special Assignment**

The officials on special assignment had the status of state councilors, the right hand men of the military governors. Accordingly, the priority of state officials on special assignment was to gather and provide information to the governor and adequately reflected the social process of introduction of reform of empire's policy. Thus, the military governor of

Turgai region L. Balliuzek, during the appointment of D. Berkimbaev to the post of officials on special assignment, wrote that he could collect the «permanent, accurate, and detailed information about affairs in the Steppe, and the mood of the minds of the population,» and this was important, because each case of nomadic society «had great importance for the success of measures taken by Russian authority in the oblast.» On the other hand, an official on special assignment in collected date gave own point of view of the situation in the steppe to the regional authority, suggesting ways to resolve tensions, and tracking the effectiveness of the measures already taken in the Steppe by the imperial power. The chief of Turgai district colonel Iakovlev emphasized exactly this factor of their activities, he wrote that officials «...could always and everywhere insert their beneficial opinion.» [6, L.1]

The field of activity of the officials on special assignments were varied: made revisions in the volost and aul administration, led investigations of kazakh's complaints on abuse by representatives of local authorities, resolved land disputes between tribes, took measures to preserve peace and security in the Steppe. In addition, they were members of the regional commissions on the allocation of pasture between newly created administrative structures as uezds, volost and auls, as well as the definition nomadic routes, watering places among the tribes (B. Karpykov, T. Seydalin). They took part in the opening of Russian-Kazakh schools, not only at the uezds, but also at the volost- and aul (D. Berkimbaev, S. Dzhantiurin, T. Seydalin).

Another feature of activity of the official on special assignment was the fact that they almost always stayed out in the Steppe, being in daily interaction with the Kazakh population, providing thereby the legitimacy of actions of the Russian administration. Usually the Governor-General gave the secret instructions to officials limiting with the following phrase «...go to this places for the gathering of information known to you ...».

However, their activities may have been under risk. For example, Baikadam Urunbaev, in December of 1884, was in «aul number 6» as a supernumerary official on special assignment «...knowing the order and the laws,» and oversaw the elections in Dambarskii volost in Nikolaevsk uezd, but was subjected to insults and physical violence by the other candidate. This incident reflects the difficult conditions of service for Kazakh officials, but on the other hand, when investigation process began, the Government faced the question: «Which court has jurisdiction over cases of officials originating

from the Kazakhs, who are on service or retired?» As a result, on December 23<sup>rd</sup>, 1885, Alexander III approved the decision of the Governing Senate that Kazakh officials, like Urunbaev, «orinated from rural inhabitants and obtained the rights of other estates of the Russian Empire,» and had rank, medals, Orders accordingly should be considered on the basis of the laws of the Empire. [7, L.1-24]

It is noteworthy that the younger officials on special assignments were actively involved in public life as members of scientific societies, in particular, as members of the Orenburg branch of the Russian Geographical Society (T.Seydalin, D.Berkimbaev), as full members of the regional statistical Committee (D.Berkimbaev), and assisted in the collection of exhibits of Kazakh life for the Russian Exhibition of 1896 in Nizhny Novgorod (B.Karpykov, D.Berkimbaev). Others also helped conduct the 1-st Overall Census of the Russian Empire 1897 (T.Seydalin, D. Berkimbaev) and became Honorary Guardians of Russian-Kazakh schools (D.Berkimbaev).

However, despite the different vectors of their actions, the duties of Kazakh officials were limited mostly to specific assignments from the regional Russian administration. In principle, none of the Kazakh officials initiated this or that project, although they participated in the development of government documents.

### Conclusions

1. Kazakhs in the service of the Russian Empire were significant figures and official guides of imperial policy in the Steppe. Often, the main motive of service of Kazakh nobility was not the material security for themselves and their families, but rather an «entry into power,» that's why they agreed to serve without salary, but with rank and medals, etc.

2. The activities of the junior and supernumerary officials on special assignment under the military

governor of the region belongs to the period when the success of administrative reforms depended from their «skill and tact». They were popularizers of actions the Russian authorities in the Steppe. In particular, they raised awareness of the importance of Russian education among the Kazakhs and opened many Russian-Kazakh schools in the Steppe.

3. Reflection of the process of joining the Steppe to the all-Russian space is the fact, that most junior officials on special assignment earned the Order of St. Stanislaus and St. Ann 2<sup>nd</sup> degree, St. Vladimir 3-rd degree. Moreover, D.Berkimbaev for achievements in public service received hereditary nobility by Governing Senate's decision on December 13, 1900, and this was recorded by the Orenburg Assembly under number 229. The next sign of Kazakhs entering into all-Russian officialdom was the fact that the government rewarded them not only orders and medals, but also pieces of land and rights on property. [8, L.28-47] By the end of the 19th century, many of the officials on special assignment had property as wooden houses on the Suiargan tract ( A.Tyulbkubaev, S.Dzhigangerov), on the Burte river (B.Kiykin), a stone house on the river Or' (D.Berkimbaev), and 6000 desiatin of land in Novouzensk uezd in the Samara guberniya (S.Dzhanturin).

4. The rich experience of administrative service, excellent knowledge of the life and culture of the Kazakh people, and the impact that they had on their fellows determined the further career growth for the junior officials on special assignment. For example, the career service of Tileu-Mohammed Seidalin was so successful, he had the rank of a collegiate councilor (6<sup>th</sup> class) and contrary to the Regulations on Administration in the Steppe regions he was appointed as chief of Turgay uezd twice (July 8, 1890 – April 5, 1891; August 1, 1896 – April 26-1897) and Aktobe uezd (September 17, 1892 – January 11, 1893). However this post was supposed to be only for Russian officers.

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