

**Abstract of the thesis for the degree of Doctor of Philosophy (PhD) in the specialty 6D020300 – “History” on the theme “Institute of volost governors in the Kazakh steppe: formation, activity, structure (the second half of the XIX – early XX centuries)” by Malikov Bakhytzhon Usenov**

**General description of the thesis.** The thesis is devoted to the functioning of the volost management system in the Kazakh steppe, the formation of the Institute of volost managers and their activities in the second half of the XIX and early XX centuries.

**Relevance of the research topic.** The study of the local administration, which directly manages the population and is an intermediary between representatives of various government bodies and the center is relevant and of interest to historical science. It is the volost and volost governors, representing the lowest link in the system of management of the Russian power in the Steppe presented an opportunity to study all the changes of life of the Kazakh nomadic society of the XIX – beginning of XX centuries: the destruction of the traditional lifestyle of Kazakhs, major shifts in the nomadic economy, the emergence of new socio-cultural phenomena.

The functioning of the volost management system reflected the process of embedding the Kazakh nomadic society in the general Imperial management system and the mechanism of adaptation of the Kazakh nomadic community in the administrative structure of the Empire.

The need for a new appeal to the phenomenon of volost is also caused by the enrichment of our ideas about social stratification, understanding of socio-cultural processes of the Kazakh nomadic society of the second half of the XIX – early XX centuries.

The reflection of management experience, analysis of ways of formation and activities of lower-level control in the nineteenth century will determine the prospects for improving the local government system in modern Kazakhstan. It is well known that on April 24, 2013, the Rules on the organization of elections of akims of cities of district significance, rural districts, volosts and villages of our country, representing the grassroots link in the modern system of governance of Kazakhstan, were approved. This was the first election of local government governors in independent Kazakhstan, although the experience of organizing grassroots elections in the Steppe was more than a hundred years. The study of the question of how social practices and mental attitudes of the XIX century affect today will allow to understand the realities of socio-cultural phenomena of modern Kazakhstan.

The study of social practices of the volost system as power structures for two centuries indicates the historical continuity of the formation of the local management system and determines the place of Kazakhstan in world history as a country with historical traditions of the electoral system, the development of the grass-roots management structure.

**The object of research** is the functioning of the volost management system and formation of Institute of volost managers in Turgai, Ural, Semipalatinsk,

Akmola, Semirechensk and Syrdarya volosts in the second half of XIX century - early XX century.

**The purpose of the dissertation research** is to study the principles of functioning of the Institute of volost governors in the Kazakh steppe in the XIX-early XX centuries in the context of methodological approaches of modern social history. Based on the purpose, the following research objectives are assumed:

- disclosure of principles of creation of volosts in the territory of regions of the Orenburg, West Siberian, Steppe and Turkestan general-governorships.
- definition of the mechanism of appointment of volost governors, their functional duties.
- study of the social status (salary, pension, awards, etc.), the educational level of the volost governors, i.e. the creation of a social portrait of the volost rulers in the Kazakh steppe in the XIX century, its place in the colonial system of government of the Russian Empire.
- identification of the role of volost congresses in the life of the Kazakh nomadic society through the electoral struggle of volost for power, their program and the emergence of such new social phenomena in the Kazakh society in the XIX century as corruption, bribery, etc.
- designation of a complex spectrum of relations of volost governors with the local population and with regional authorities (the district chief, the military Governor, the general-governor, etc.) and process of perception by volost governors of the Russian power and an assessment by the Russian officials of their activity

#### **Chronological framework and geographical scope of the study.**

The starting point of the study is 1867/68, when the process of administrative unification of the Kazakh Steppe with the Russian Empire and the introduction of the volost management system in the Turgai, Ural, Semipalatinsk, Semirechensky, Syrdarya regions began. For almost fifty years (1867-1917), the role of volost administrators as key figures in the Steppe changed, dynasties of volost began to form, representatives of which by the beginning of the twentieth century had already held two or three generations of grassroots administration at the level of volost and candidates for volost governors. With the introduction of the last reform in the Steppe General Governorate (1902), volost managers became accountable not to the county but to the peasant chief.

#### **Theoretical and methodological basis of the dissertation.**

The methodological basis of the study was the principles of historical science, the principle of historicism and the principle of objectivity. In the structure of historical knowledge, the principle of historicism is of fundamental importance. It expresses the fundamental features of cognition and involves the consideration of historical phenomena, facts of events and processes in development and interconnection. For the analysis of the mechanism of volost formation, the principle of historicism is very important, as it allows us to trace their territorial structure, their changes, development and transition to a new state in the process of

administrative-territorial transformations by imperial power. The principle of objectivity is focused on an objective analysis and assessment of facts related to this topic, thereby ensuring the achievement of true knowledge, which is the most important requirement of science. Interdisciplinary methods (prosopographic, biographical, etc.) were also used in the process of restoring the names of volost managers. The so-called “prismatic” concept developed in the work of the American researcher Fred Riggs was used in the dissertation. He believed that the state deliberately destroyed the traditional institutions of local societies by creating new ones in their place that would meet the goals of modernizing the socio-economic life of traditional societies. This model also extended to the national outskirts of the Russian Empire. Evidence of this was the administrative transformation in the Kazakh steppe and the creation of a single structure in the second half of the XIX century as province-uezd-volost.

### **The degree of knowledge of the research topic.**

The institute of volost managers in the Kazakh steppe was practically not studied comprehensively in modern historical literature. In the pre-revolutionary historical literature, studies on the socio-economic development of the volost or volost administrators, as representatives of the authorities in the grassroots management system, appeared only in the second half of the XIX century. From pre-revolutionary studies, attention should be paid to the works of Gaines A.K. We are interested in his observations on the volost system on the territory of the West Siberian Governor General. He drew attention to the fact that “tribes do not cross its territorial borders. Each volost (according to Speransky's position) is predominantly composed of auls of the same kind. The boundaries of summer and winter migrations of each kind also constitute the boundaries of their territorial possessions. And being a member of the Steppe Commission in 1865, he made up his mind about the need to extend the volost system to the territory of the Turkestan Governor General: “... for administrative purposes and taking into account the fact that the Kazakhs of Western Siberia have a division into volosts and villages applied to volost and rural societies in Russia”. The commission found it useful to manage the Kazakhs in the Turkestan Governor General to form volosts and auls, all the more so that all Kazakhs “... in terms of concepts and lifestyles have much in common with each other, and therefore, if the division into volosts in Siberia yielded favorable results, then there is no reason to suppose that the same thing could have unsatisfactory consequences”. Gaines A.K. set out his considerations in his work “Explanatory Note to the Status and Staff of the Military People's Administration of the Semirechensk and Syr-Darinsk Regions”.

The following published editions of the late XIX - early XX centuries. They are explanatory guides on the duties of volost managers of the Russian Empire and the need to clarify the introduced legislative norms. In particular, these are publications by V.A. Chizhov, N.P. Druzhinin, A. Borovikovsky. Of particular interest is the “Reference book for aul foremen, volost governors and people's judges

of the foreign administration of the Akmola, Semipalatinsk, Ural and Turgai oblasts” compiled by the peasant head of the 2nd section of the Omsk district, Yakovlev MD. The book includes articles from the Steppe Regulation, the General Regulation on Peasants, and other information.

The study of the natural and geographical conditions for the development of individual volosts began in connection with the development of the resettlement movement of Russian peasants in the northern regions of the steppe, the activation of the agrarian policy of the Russian government in the early twentieth century. The research undertaken by the government should include expeditions for the scientific and economic research of the Steppe. In 1896-1902 an expedition was organized by F.A. Shcherbiny. The expedition's task was to determine the size of the land necessary for nomadic and semi-nomadic farming, and to identify the size of exemptions to the resettlement fund. This work is a very valuable historiographic source, providing factual material for a modern researcher. In the districts of Turgai, Ural, Akmola and Semipalatinsk regions, valuable information is provided about volosts, auls, respectively, with the indication of childbirth, the number of wagons, livestock, time and place of migrations.

A series of works was published that revealed the natural historical conditions for the development of volosts in the Turgai region, in particular, the Naurzum volost of the Turgai district, the Baksai volost of the Irgiz district, the volosts of Aktobe and Kustanai districts. In these works, the geographical landscape of the districts of the Turgai region in the context of individual volosts is given. These works were published through the Turgai-Ural Migrant Fund.

There are practically no special pre-revolutionary studies devoted to the study of the formation and development of self-government bodies, namely, volost institutes in the Semirechensk and Syrdarya regions, however, pre-revolutionary historiography includes interesting works devoted to the study of this region. In the years 1871-1872, the Turkestan Album was released in the Russian Empire. The album had four parts: the archaeological part (2 volumes), the ethnographic part (2 volumes), the commercial and historical parts were issued by order of the first Governor General of Turkestan, Governor General K.P. von Kaufman and under the leadership of Russian ethnographer and researcher A.L. Kun. In 1872, a special commission of the Turkestan department of the exhibition was formed for the All-Russian Polytechnic Exhibition in Moscow, chaired by A. Fedchenko. Under his leadership, a three-volume collection “Russian Turkestan” was released. The book contains valuable statistical information about the population of the districts of Semirechensk and Syr Darya regions in the section “Space and Population of Turkestan Territory”.

Information on the population and administrative structure of the Turkestan governor-general can also be found in the “Draft of the most comprehensive report of Governor-General K.P. von Kaufman on Civil Administration and Organization in the Regions of Turkestan Governor General “November 7, 1867 - March 25,

1881”, published by the military scientific committee of the General Staff in St. Petersburg in 1885. This extensive work was compiled by a former assistant the governor’s governor general governor titular adviser P. Khomutov. The report, as the first official collection of administrative and statistical materials on the Turkestan Territory, is very useful for studying many aspects of the region.

P.P. Rummyantsev in his work “Kyrgyz people in the past and present” revealed certain aspects of the institute of volosts of Semirechensky and Syrdarya regions, the question of the structure of the steppe regions of Asian Russia, the norms of allotments for the Kazakh population: nomadic, settled-cattle-breeding and settled-agricultural. In the 3rd part of the book, the general history of the Kazakhs in the period from 1822 to 1891 is presented. The last section analyzes the Kazakh farms and their economic groups. Of interest are the works of N.S. Lykoshin. He, being the head of the county in the Turkestan General Governor, knew well the activities of the Kazakh volost managers, and devoted in his book “Half Life in Turkestan. Essays on the Life of the Native Population” are several sections describing the volost management system.

Thus, in the pre-revolutionary literature there are no special studies on the organization of the volost administrative system; only some fragments and normative documents are presented.

In the historical science of the Soviet era, research was mainly concentrated around the question of expansionism: accession and conquest. Based on this historiographic situation, the main place in the research was given to the study of the agrarian colonization of the Steppe. However, in these works the principles of creating the volost and the role of the volost in the life of the Kazakh nomadic society are not even mentioned.

In Soviet historiography, the problem of organizing volost management on the territory of the Russian Empire began to be of interest in the middle of the twentieth century. It should be noted research by A.V. Bondarevsky, M.B. Scheinfeld.

One of the first questions about the formation of the institute of volost managers and the organization of the volost administrative system on the territory of the Kazakh steppe raises S.Z. Zimanov. He studied the volost system in the context of the 1822 reform. The value of his views lies in posing key questions on the problem of organizing volosts as part of the external districts of the Kazakhs of the Siberian department. He drew attention to the creation of the volost as an administrative structure in the area of winter pastures of the Kazakh clans of the Middle Zhuz.

If S.Z. Zimanov examined the essence of the new administrative bodies of local administration at the end of the 18th and first half of the 19th centuries, then K.A. Zhirenchin, B. Abdrakhmanova in the second half of the nineteenth century. At the same time, in these works the fact of creating volosts, volost management in

the Steppe was only ascertained, and its role in the socio-cultural life of the Kazakh society was not considered.

The issue of tribal composition and resettlement of the Kazakhs in the late XIX - early XX centuries. scientists such as V.V. Vostrov, M.S. Mukanov, and such well-known historical science of Kazakhstan are also exploring. Of particular interest are the information about the resettlement of Kazakh tribes and clans as part of volosts, counties and regions in the late XIX - early XX centuries.

In modern studies, the problem of organizing the volost management system and the volost institute in the Russian Empire in the 19th and early 20th centuries. It is already represented quite widely. We can talk about regional studies of this problem in modern studies, in particular, issues of local governance based on materials from the South Urals and Trans-Urals are considered in the dissertation research by A. Lomtsov, Yu.A. Zaitseva. Features of the functioning of the institute of volost and volost administrative system systems in the steppe regions are considered in studies of Russian scientists like Ibragimova R.M., Bezvikonnaya E.V., Suvorova N.G. The authors investigate various aspects of the organization and specifics of local government in the territory of the Steppe regions in the 19th - early 20th centuries.

In terms of a comparative analysis of the specifics of the organization of the volost system in Siberian Tatars, Buryats, and Kyrgyz, articles by Bakieva G.T., Zhalsanova B., Mamatova A. are interesting. Based on archival materials, the authors analyze the activity of the volost gathering and government, as well as the rights and obligations of volost officials, features of the system of material and moral incentives for officials in local governments in the XIX century. They noticed that in the indicated period the volost administrations received organizational design and became permanent self-government bodies of the community and the volost administration of the Siberian Tatars, the Buryats were equated with the Russian peasants.

In modern Kazakhstani historical science, the problem of studying the institute of volost and the peculiarities of the organization of the volost management system has recently received its actualization. This is a study of this problem in the context of regions and regions of pre-revolutionary Kazakhstan. It should be noted the scientific works of Sayfulmalikova S.S., Kalieva G.K. on the peculiarities of the volost management system in Turkestan Governor General, G. Musabalina, T. T. Dalaeva based on the materials of the Kazakhs of the West Siberian Department, Semipalatinsk Region, Sultangalieva G.S. the documents of the western region of Kazakhstan show the process of transformation of the territorial-administrative structure of the Kazakh nomadic society in the 19th – early 20th century.

The problem of the evolution of traditional power institutions of the Kazakhs in the XIX century. developed by J.M. Dzhampeyisova.

The problem of management and power was thoroughly developed in Western historiography. Mark Raev singled out three levels of administration in the Russian Empire of the 19th century: petty tyranny, corruption and arbitrariness at the lower

level; on average, the competence of officials who sought to “respond to the needs and problems of the country”; at the highest level - the arbitrariness of autocratic absolutism, the rule of personal (traditional) ties. The incorporation of representatives of non-Russian peoples into public service in the context of the national policy of imperial Russia is presented in a study by the German scientist Andreas Kappeler. A number of foreign scholars are undertaking studies aimed at studying the influence of Russian imperial domination on the life of local societies of national suburbs: how the established orders of the imperial state contributed to a change in the traditional management system and its transformation and how local societies perceived themselves, their communities and their relationships with other peoples, Russian authorities, etc. In this context, the interest of the work of the American historian Charles Steinwedel, who revealed on the example of Bashkir society the transition from clan to territorial organization, the emergence of Bashkir ranks, which contributed to the formation of the social and administrative organization of the Bashkirs. The American historian V. Martin considered the transformation of the judicial customs of nomads (adat) in the context of Russian law, the change in their judicial practices to new conditions. She gave interesting materials on the creation of the volost system on the territory of the Middle Zhuz.

**The source base of the dissertation.** The source base for studying the history of the formation and functioning of the volost institute on the territory of the Kazakh steppe in the XIX - early XX centuries. compile archival documents and published materials.

In the course of the work, the funds of the Central State Archive of the Republic of Kazakhstan (TsGA RK) were investigated: 25 – Turgai regional government, 318 – Turgai regional statistical committee, 369 – Akmola regional government, 370 – Ural regional government, 700 – Ural regional statistical committee, 374 – The border control of the Siberian Kyrgyz, 338 – Omsk regional government, 375 – Aman-Karagai external district order, 388 – Atbasar external district order, 348 – Bayan-Aul district order, 744 – Akmola external district order of the regional government of Siberian Kazakhs, 347 – Karkaraly external district order, 119 1b.1 – Turkestan district department of the Ministry of Internal Affairs of the city of Turkestan Syr-Darinskaya region, 432 1.2b.1 – Magistrate of the peace of the 3rd section of the Tashkent district court of Merke Auliye-Ata district of the Syr-Darya region, 433 1.2b.1 – Magistrate of the peace 2nd section of the Tashkent district court of Aulie-Ata district of the Syr-Darya region, 232 1b.1 – Perovskoe district department of the Ministry of Internal Affairs of Perovsk, 291 1b.1 – Magistrate of the peace 2-nd section of the Perovski district of the Tashkent district court of Perovsk, Syr-Darya region, 267 1b.1 – Kazalinsky district administration of the Ministry of Internal Affairs; Kazalinsk Syr-Darinskaya oblast, 44 1t.1 - Semirechensk oblast administration of the Ministry of War, etc.

In addition, the funds of the Russian State Historical Archive were investigated: 1396 – Revision of Senator K.K. Palen of the Turkestan Region, 1264 – First Siberian Committee, 398 – Department of Agriculture of the Ministry of

Health, 1291 – Zemsky Department of the Ministry of Internal Affairs, 1290 – Central Statistical Committee, 1276 – Council of Ministers, 1905-1917, 1284 – Department of General Affairs of the Ministry of Internal Affairs, 1282 – Office of International Internal Affairs and published sources: Volosts and volost managers (XIX-beginning of XXBB.).

The revealed documents formed the basis for studying the formation of the volost management system on the territory of Kazakhstan in the second half of the XIX - early XX centuries: the basic principles of organization of volosts, geographical location, their tribal composition, dynamics of changes in the territory and composition of the population; characteristics of the social status of volost managers, determination of their functional responsibilities, features of the mechanism for appointing a volost governor in combination with the rules for selecting candidates from among nomads who have received the right to occupy administrative positions at the local government level.

The next group of sources is published documents and materials containing information on land use and on the number of livestock, crafts and occupations of the Kazakh population. First of all, the materials of the expedition of F. A. Shcherbin (1896–1901) in 12 districts of three regions: Akmola, Semipalatinsk and Turgai. The main subject of the study of the expedition were villages that were part of the corresponding volost, routes of migrations of Kazakh communities. In 1904-1910, a second study of the volosts of the districts of the Turgai region began at the initiative of the Resettlement Department. The research results were published in “Materials on Kyrgyz land use, compiled and developed by the Statistical Party of the Turgai-Ural resettlement region,” with separate volumes on Irgiz, Temir, and Aktyubinsk counties. In 1914, the Main Directorate of Land Management and Agriculture published the work "Asian Russia", which discloses the activities of the resettlement administration, and provides comparative data on the number of Russian and Kazakh volosts.

The following group of sources was composed of legislative documents (Temporary Regulation on management in the Semirechensk and Syrdarya regions (1867), Temporary regulation on management in the steppe regions of the Orenburg and West Siberian Governor Generals (1868), Regulation on the management of Turkestan territory ”(1886), Regulation on the management of Akmola, Semipalatinsk, Semirechensk, Ural and Turgai regions (1891) by which one can trace the evolution of normative documents on the status of the volost governor (from the sultan to the honorary on the Horde), the terms of their service, their awarding system of material support (salary and pension), the mechanism of elections, etc.

An important source for collecting material on the volost management system was the periodical press of the late 19th - early 20th centuries, in particular, the Turgayskaya Gazeta, Kyrgyz Stepnaya Gazeta, Turgai Oblastnye Vedomosti newspapers and others, which contained informational articles and a chronicle of



events on the appointment of a volost to a new position, etc. and correspondence, which in combination and interaction allows you to get an idea about the atmosphere of the study period, about the techniques and methods of politics by the local administration.

**The scientific novelty of the thesis.**

- a list has been drawn up of the name of volosts and names of volost managers of the second half of the 19th — beginning of the 20th centuries. Orenburg, West Siberian, Turkestan and Steppe Governor Generals;

- systematized material on the social situation (construction of volost houses, rewarding with valuable gifts, medals, orders, military and civil ranks, salaries and pensions) of the volost governor in the service of the Russian Empires;

- the mechanism for appointing volost managers as representatives of local authorities and the role of volost congresses in the life of the Kazakh nomadic society was determined;

- The features of interaction between volost governors and the regional administration (military governors, county, peasant chiefs;

- reflected the features of the perception of the activity of volost managers of the Kazakh population through the prism of folklore;

**The scientific and applied value of the work.**

The scientific and practical value of dissertation research is obvious.

New names of volost managers were introduced into domestic historical science, which made it possible to personalize the history of Kazakhstan. The results of the dissertation contribute to the enrichment of our ideas about social stratification in the 19th century. , determine the historical continuity of such a phenomenon as the election of a volost governor and the prospects and directions of the electoral system at the present stage in the grassroots management structure (district rural akims).

The scientific results of the dissertation will affect the development of public administration.

The main provisions of the work can be used in writing generalizing works on the history and culture of Kazakhstan

**The main findings presented to the defense:**

- A systematic method was used to analyze the term “volost”, used by the authorities in the various regions of the Russian Empire (Siberia, Southern Urals,), which made it possible to reveal the essential differences in the interpretation of the term “volost” in the Russian village and in nomadic societies as a special management system and management organization

- Throughout the XIX century. the principles of election of the volost governor and their terms of service changed. If in the 20s of the XIX century. it was important that only the sultan was volost, then by the end of the 60s of the XIX century. The regional administration realized that belonging to the privileged estate (sultans) of the volost governor does not allow him to become an influential figure in the Steppe and a conductor of Russian government policy.

- New initiatives on the admission of honorary Kazakh volosts to volost positions have been identified. Practical management experience has allowed the Russian administration to regulate in the future duties, terms of stay of the rural municipality in office from an indefinite time to 3 years (since 1868). The clerical documentation of the volost administration was also gradually regulated.

- The procedure for the election of volost managers on the basis of the Regulation on the management of the Semirechensk and Syrdarya regions (1867) and the Temporary Regulation on management in the Urals, Turgai, Akmola and Semipalatinsk regions (1868) is considered. Steppe Regulation (1891). Congress materials reveal the penetration of attributes of the Russian electoral system into the Kazakh nomadic society, the definition of Pentecostals, the preparation of sentences and the role of county governors and military governors of the regions, etc.).

- The analysis of the interaction of volost managers as public administration bodies with representatives of regional authorities (county governors, military governors, etc.) is carried out.

- The role of volost managers as key figures in the Steppe in the national liberation movement of 1916 was determined, since it was they, as representatives of the Russian government in the Steppe, who provided lists of people mobilized for rear work, since since 1868 the maintenance of metric books has been transferred from Orenburg Muslim Spiritual Assembly.

**Approbation and publication of research work.** The number of articles published on the topic of the thesis is 12. The scientific results obtained in the course of research, according to the topics revealing the content of the dissertation, were published in Republican and foreign scientific publications. In native scientific journals approved by the Science Committee in the field of education and science of MES RK published 4 articles; also, in the materials of international conferences published 7 scientific articles, 1 copyright, in the journal “Bylye Gody”, which belongs to the international source database “Web of Science” and “Scopus”, published 1 article.

**The structure of the research work.** The dissertation consists of a list of notation and abbreviations, introduction, four chapters, paragraphs of chapters, conclusion, list of used literature, applications.