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PRACTICES OF UEZD MANAGEMENT OF KAZAKH VOLOSTS IN THE TURGAI REGION IN THE SECOND HALF OF THE XIX - EARLY XX CENTURY

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Abstract. *Introduction.* In domestic historiography, the issues of introducing the institution of uezd chiefs into the management structure of the colonial outskirts of the Russian Empire, the analysis of their activities in the territory entrusted to them, as well as their functional responsibilities have not been given due attention. *Goals.* On the basis of normative documents and archival sources the regional specificity of the imperial reforms of the administrative system of local governance is considered through a demonstration of the process of practical application of the new unified system of governance in the Turgai region, at the level of uezd chiefs, after the enactment of the Provisional Regulations of 1868 and further Regulations of 1891, as well as normative documents of the regional administration adopted on their basis. *Results.* The article analyzes the activity of uezd chiefs of the Turgai region, an administrative position established by the reform of 1868. It shows what mechanisms and tools were developed for the successful functioning of the institution of uezd chiefs as a key figure between the local population and the imperial administration. *Conclusion.* If before the reforms of the mid-XIX th century the real power in the Kazakh steppes was concentrated in the hands of Kazakh sultans, then with the administrative reforms the uezd chief was to become the embodiment of the imperial vertical of administration, possessing real power. But his powers were directly related



not only to the creation of effective local governance, but also to the introduction of adaptive practices of the colonial system.

Keywords: Turgai region, uezd chief, colonial policy, administrative reforms, local governance

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XIX ҒАСЫРДЫҢ ЕКІНШІ ЖАРТЫСЫ – XX ҒАСЫРДЫҢ БАСЫНДАҒЫ ТОРҒАЙ ОБЛЫСЫНДАҒЫ ҚАЗАҚ БОЛЫСТАРЫН УЕЗДІК БАСҚАРУ ПРАКТИКАЛАРЫ

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Аңдатпа. *Kіріспе.* Отандық тарихнамада уездік бастықтар институтын Ресей империясының ұлттық шеткі жерлерді басқару құрылымына енгізу, оларға берілген территорияда қызметтерін талдау мәселелеріне және олардың функционалдық міндеттеріне тиісті көңіл бөлінбеді. *Зерттеудің мақсаты және міндеттері* – нормативтік құжаттар мен архив деректері негізінде, 1868 жылғы Уақытша Ереже және келесі 1891 жылғы Ереже қолданысқа енгізілгеннен кейін, сондай-ақ олардың негізінде қабылданған облыстық әкімшіліктің нормативтік құжаттары аясында Торғай облысындағы жаңа бірыңғай басқару жүйесін іс жүзінде қолдану процестерін талдау арқылы жергілікті басқарудың әкімшілік жүйесінің империялық реформаларының аймақтық ерекшелігі уездік бастықтар деңгейінде қарастырылады. *Нәтижелер.* Мақалада 1868 жылғы реформамен құрылған әкімшілік лауазымға, Торғай облысының



уездік бастықтарының қызметіне талдау жасалды. Жергілікті халық пен империялық әкімшілік арасындағы негізгі тұлға ретінде уездік бастықтар институтының сәтті қызмет атқаруы үшін қандай механизмдер мен құралдар жасалғаны көрсетілген. *Қорытынды.* Егер XIX ғасырдың ортасындағы реформаларға дейін қазақ даласындағы нақты билік қазақ сұлтандарының қолында шоғырланған болса, әкімшілік реформалардан кейін, уездік бастық нақты билікке ие империялық басқару вертикалының бейнесі болуы керек еді. Бірақ оның өкілеттіктері жергілікті жерлерде тиімді басқаруды орнатумен ғана емес, сонымен қатар отарлық жүйенің бейімделу тәжірибелерін енгізумен де тікелей байланысты болды.

Түйін сөздер: Торғай облысы, уез бастығы, отарлық саясат, әкімшілік реформалар, жергілікті басқару.

Алғыс. Мақала Қазақстан Республикасы Ғылым және жоғары білім министрлігінің «Торғай облысының аумағындағы Ресей империялық институттары мен жергілікті басқару органдары (1868-1917 жж.): отарлық жүйенің бейімделу практикасы» тақырыбындағы гранттық қаржыландыру жобасын жүзеге асыру аясында орындалды (жеке тіркеу нөмірі: AP19679853).

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ПРАКТИКИ УЕЗДНОГО УПРАВЛЕНИЯ КАЗАХСКИМИ ВОЛОСТЯМИ В ТУРГАЙСКОЙ ОБЛАСТИ ВО ВТОРОЙ ПОЛОВИНЕ XIX – НАЧАЛЕ XX ВЕКА

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Аннотация. *Введение.* В отечественной историографии вопросам внедрения института уездных начальников в структуру управления колониальных окраин Российской империи, анализу их деятельности во вверенной им территории, а так же их функциональным обязанностям не уделялось должного внимания. *Цель и задачи*



исследования - на базе нормативных документов и архивных источников рассматривается региональная специфика имперских реформ административной системы местного управления через демонстрацию процесса практического применения новой унифицированной системы управления в Тургайской области, на уровне уездных начальников, после введения в действие Временного положения 1868 г. и далее Положения 1891 г. а также принятых на их основе нормативных документов областной администрации. *Результаты.* В статье проводится анализ деятельности уездных начальников Тургайской области, административной должности, учрежденной реформой 1868 года. Показано, какие механизмы, инструменты разрабатывались для успешного функционирования института уездных начальников, как ключевой фигуры в отношениях между имперской администрацией и местным населением. *Вывод.* Если до реформ середины XIX века реальная власть в казахских степях была сосредоточена в руках казахских султанов, то с проведением административных реформ уездный начальник должен был стать олицетворением имперской вертикали управления, обладавший реальной властью. Но его полномочия были напрямую связаны не только с созданием эффективного местного управления, но и с внедрением адаптивных практик колониальной системы.

Ключевые слова: Тургайская область, уездный начальник, колониальная политика, административные реформы, местное управление.

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Introduction. In the state administration of the Russian Empire in the mid-19th century, a new stage began, associated with the spread of political influence over the territory of the entire Kazakh steppe. In this regard, an important task for the tsarist government was the administrative reform of the local government system for the full integration of these territories into the Russian Empire. As B. Abdrakhmanova notes, «it was necessary to have a strong government in these territories, capable of carrying out the economic policy of Russia taking into account local peculiarities, to achieve maximum stabilization of the political situation in the region and to turn it into a reliable bridgehead for further advancement deep into Central Asia» (Abdrakhmanova, 2010:95).

The Special Steppe Commission was created to solve such a grandiose task, which within two years developed the "Provisional Regulations on Administration in the Semirechensk and Syr Darya Regions", and in 1868 - the "Provisional Regulations on Administration in the Steppe Regions of the Orenburg and West Siberian Governor-General's Office". From these normative documents, the imperial administrative system in the Kazakh steppes was consolidated de jure and de facto. It was with the adoption of legislative acts of the second half of the 19th century that the steppe regions became an integral part of the Russian Empire with its state political establishments. In accordance with the Statute, the Kazakh lands were administratively represented by oblast, volost and uyezd.

The purpose of this study is to trace the processes of practical application of the new unified system of administration in the Turgai region, at the level of uezd chiefs, based on the



analysis of the Provisional Regulations of 1868 and the Regulations of 1891, as well as the documents of the regional administration adopted on their basis.

The territorial framework of our study includes the Turgai Oblast, which was formed "from the eastern part and the rest of the middle part of the Oblast of the Orenburg Kirghiz". As stated in the Description of 1916: "The Turgai region, the total area of which was 400, 830 square versts, bordered on the north-west with the Orenburg province, on the east - with the Petropavlovsk and Atbasar uyezds of the Akmola province, on the south - with the Perovsky and Kazalinsky uyezds of the Syr-Darya province, on the west - with the Temir and Ural uyezds of the Ural province" (Description, 1916:5). As can be seen from the description, it was vast in size, and in addition it was located in the center of the Kazakh steppes, at a sufficient distance from major administrative centers. The regional center of the Turgai region was defined as the city of Orenburg, which was territorially located outside the region. The vastness of the territory of the region and the location of the regional government outside the region itself created additional difficulties for the governor and officials of the Turgai regional government, depriving them of the opportunity to conduct personal observations and form their own views on the issues of management of the local population on this basis. As a result, the higher ranks of the regional administration could mainly receive the necessary information from the field only from the uezd chiefs, since these were the representatives of the colonial administration who interacted directly with both Kazakh elected officials and the population of nomadic volosts themselves.

Materials and Methods. The Research was prepared on the basis of the study of two major documents that formed the basis for administrative reforms in the Kazakh steppe in the second half of the XIX century: firstly, the "Provisional Regulations on administration in the regions of Ural, Turgai, Akmola and Semipalatinsk" of October 21, 1868 (hereinafter - the Provisional Regulations of 1868); secondly, the "Highly approved on March 25, 1891 regulations on the administration of the regions: Akmola, Semipalatinsk, Semirechenskaya and Ural and Turgai. (hereinafter - the Provisional Regulation of 1868); secondly, the "Regulations on the administration of the regions of Akmola, Semipalatinsk, Semirechensk, Ural and Turgai" (hereinafter - the Regulation of 1891) approved by the highest authority on March 25, 1891. But although in both documents in the section "Administrative structure" the activities of county departments were separately prescribed, the articles of the Regulations only described in general terms the functional responsibilities and powers of local authorities. In order to adapt these documents to the local conditions in the administration of the Turgai region, a number of documents were developed and adopted, including "Motivated Temporary Instruction to uezd chiefs of the Turgai region" (1878) (hereinafter - Motivated Instruction to Uezd chiefs of the Turgai region.) (hereinafter - the Motivated Instruction of 1878), "Temporary Instruction to uezd chiefs" (1878) (hereinafter - the Temporary Instruction of 1878) and "Instruction to volost governors, aul chiefs, volost and aul congresses of the Turgai region (1894) (hereinafter - the Instruction of 1894).

The basis for this work was the archival sources, mainly represented by office records, located in the Central State Archive of the Republic of Kazakhstan (CSA RK), fund 25 - "Turgai Regional Government, 1868-1918". It is necessary to note separately the minutes of the General Presence of the Turgai Regional Government, which allowed us to trace how the competencies of uezd chiefs were determined in accordance with the Regulations of 1891 (Issues of Administration, 1894).

The study is carried out on the principles of new imperial history, when the county chiefs are considered as participants in the process of relations between the colonial apparatus and the local population.



Discussion. In the pre-revolutionary period the Turgai region was studied statistically, economically, historically, ethnographically and socio-culturally due to state necessity. Representatives of the Turgai Statistical Committee I.I. Kraft (Kraft, 1898), A.V. Vasiliev (Vasiliev, 1896), as well as

A. Kaufman (Kaufman, 1896) were actively engaged in the study of the region, published works on the system of local government, archeology, ethnography, history, thus contributing to the accumulation of scientific knowledge.

Turning to domestic publications of the Soviet period, we see that researchers, relying on the theory of historical materialism, considered mainly economic and socio-political relations between the Kazakh society and the Russian authorities. The impact of administrative reforms on the system of local governance of the XIX century in the Kazakh steppe is studied in the works of S. Zimanov (Zimanov, 1960), N. Bekmakhanova (Bekmakhanova, 1980), B. Suleimenov, V. Basin (Suleimenov, Basin, 1981).

After Kazakhstan got independence our historians K. Zhirenchin (Zhirenchin, 1996) and B. Abrakhmanova (Abdrakhmanova, 2010) studied the problem of formation of the administrative system in the region. The following scientists: A. Aitmukhambetov (Aitmukhambetov, 2010), G. Sultangalieva, T. Dalaeva (Sultangalieva, 2018) studied the process of formation of Kazakh officials, how their position evolved. Of particular interest is the analysis of their inclusion in the bureaucratic imperial system, changes in their status, equating them with official ranks, including the Turgai representatives.

As for the Turgai region specifically, it is necessary to mention the work of Sarieva (Sarieva, 2002), who defended her dissertation on the history of the colonial period, including the activities of the administration. Another work by G. Izbasarova (Izbasarova, 2018), who revealed the stages of formation of imperial policy in relation to the Kazakh steppe, the methods of its implementation, the administrative-territorial structure of the steppe after the reforms of the first half of the XIX century.

The issues of interaction between uezd, provincial and central authorities in the Turgai region, mechanisms of power distribution at different levels of government, interaction of all levels of government "from within" through specific executors are considered by A. Kairalapina (Kairalapina, 2009). She also considered the role of uezd chiefs in the organization of school education of Kazakhs. The problem of the history of the steppe uezd was studied through the prism of cultural and educational activities and personal qualities of specific uezd chiefs, that allows us to better understand and reveal their interaction with the indigenous Kazakh population (Kairalapina, 2017).

The article by Kazakh historians Z. Saktaganova, Sh. Ilyasov, A. Tulegenov considers the issues of administrative powers and service activities of employees of regular structures of colonial local government in the Steppe region. The article analyzes information about the social composition, material support of officials of low and middle levels and states that "...the activity of uezd and peasant chiefs largely influenced the local native administration in the face of Kazakh volost managers, aul chiefs and people's judges - biys". This publication describes a later situation, namely the nineties of the XIX century. It is stated that uezd and peasant chiefs had broad powers in the field of administrative activity, granted by the Steppe Statute of 1891. "These positions could be occupied by people of different professions - from a civil servant or a paramedic to a military officer, as a rule, sent from the center", that is, the authors tend to judge that the uezd chief could not be a native of the local Kazakh population. (Saktaganova, 2019:89-90).

G. Mukanova in her work examines the peculiarities of competencies and functional duties of tsarist officials, the author, analyzing the role of uezd chiefs in the orbit of social relations of Kazakh society, notes the perception of them by the local population, who



habitually distanced themselves from those in power, in their own way renaming "uezd" to "oyaz". (Mukanova, 2023).

Among the current works of Russian historians, we should mention the monograph of S. Lyubichankovsky, which analyzes the activities of uezd chiefs, a specific institution of power that existed in the Kazakh steppe from 1868 to 1917, from the perspective of the imperial policy of acculturation. The author believes that from the moment of its introduction, the uezd chief was a key figure in the management of steppe regions (Lyubichankovsky, 2017).

Talking about the interest of foreign researchers in the history of Kazakh society within the Russian Empire, we should note the monograph by American researcher V. Martin, that addresses the problems of bureaucratization of the colonial apparatus and the adaptation of "nomads" to the norms and procedures prescribed by Russian legal law (Martin, 2001). Within the framework of the relationship between the imperial power in Central Asia and representatives of local authorities, this topic is considered by A. Morrison (Morrison, 2014), T. Akiyama (Akiyama, 2015), I. Campbell (Campbell, 2017).

As we can see from the historiographical review, to date, there are studies in historical science devoted to the processes of reforming the Kazakh steppe by the Russian Empire, but the study of the peculiarities of regional adaptive practices of colonial policy in the post-reform period in general, and uezd administration in particular, have not become the subject of special scientific research. In the modern domestic historical science, issue has not been considered as an independent scientific problem.

Results. The temporary regulations of 1868 divided the management system into three levels: regional, uezd and local government. At the head of the uezd administration was established the post of uezd chief. He was to be appointed by the government from Russian officials to replace the finally eliminated authority of the Kazakh sultan-governors. The Russian government noted that the most favorable consequence of the implementation of the "Provisional Statute of 1868" was the fact that the management of the Kazakhs passed from the hands of the sultans, "...who unlimitedly abused their power, into the hands of Russian uezd chiefs" (CSA RK. F. 64. I. 1. C. 25. P. 53).

By 1870, the military governor of the Turgai region, L. Balluzek, decided to analyze the effectiveness of the "Provisional Regulations" after two years of entry them into force. Comments and suggestions on the normative document were requested from the county chiefs. As a result, the county chiefs noted as the main problem the varied and ambiguous interpretation of some articles of the "Provisional Regulations of 1868". A. Sipailov, chief of Nikolaevsky uezd, raised the issue of the importance of clarifying §61, which described the rules and procedure for the transition of Kazakhs from aul to aul. He believed that before the volost administrators give permission for the resettlement of Kazakhs, it is necessary to submit to the county chief a written consent of those societies, where the Kazakh auls are moved (CSA RK. F. 25. I. 1. C. 1857. P. 17). Some remarks of A. Sipailov concerned the rights of volost administrators, as well as the judicial system. Thus, we can talk about the use of adaptive practices of local governance by the uezd chiefs, who tried to adapt the "Provisional Regulations of 1868" to the basics of nomadic life of Kazakhs.

The duties of uezd chiefs and the order of their actions were also determined by special documents issued on behalf of the regional governor. In this regard, of particular interest is the "Temporary Instruction to county governors of the Turgai region" (CSA RK, F.25. I. 1, C.454) and the "Motivated instruction to county governors of the Turgai region", issued by A.K. Gaines during the period when he was the military governor of the Turgai region (1877-1878) (Gaines, 1898). In the governor's opinion, the Provisional Instruction of 1878 was to serve as a supplement and clarification to the Provisional Regulation of 1868 and to define in more detail those parts of the document that were either not implemented in the



Turgai region at all or were misinterpreted and misapplied. In fact, it was the first document of this kind in the system of local governance in the Kazakh steppe, which detailed the functional responsibilities and powers of uezd chiefs and Kazakh officials.

Considering the structure of the Instruction of 1878, it is noteworthy that, when defining the range of duties of the uezd chief, the main attention is paid in the first place to relations with Kazakh elected officials, for example, the first part of the Instruction of 1878 are devoted to the duties of the "native administration": volost administrator and aul headman. In the Provisional Statute of 1868 in § 75. "It was stated that in case of abuse and non-performance of their duties by volost administrators, they are removed from office by the governor, on the proposal of the uezd chief. In extreme cases, the county governor has the right to temporarily remove a township administrator from the correction of his office, with a report to the governor." But it was not specified exactly what cases were extreme. In the Instruction of 1878 in § 8 these "extreme cases" were specified: abuse, arbitrariness or violence on the part of the township administrator, influence on the decision of the people's court, land affairs, interference in the distribution of taxes or if the township administrator was found to be constantly negligent or unable to fulfill his duties (CSA RK. F.25. I.1. C.454. P.58).

An interesting point in the Instruction of 1878 is the introduction of sections in the content of the document concerning the relationship of uezd chiefs with the Kazakhs of nomadic volosts, which shows us the peculiarities of the economic way of life of the Kazakh nomadic population faced by the local colonial authorities. In this case, the Instruction of 1878 noted that the uezd chiefs "enter into the closest possible relations with the nomadic Kirghiz", and the actions of the authorities are caused by the need to protect the interests of all Kazakhs, both those who lived permanently and those who came to the uezd for the summer. They should act in relation to "nomadic Kirghiz with the same care and the same persistence as in relation to their counties", "to fulfill without the slightest delay any suggestions and instructions from the direct superiors of the nomadic Kirghiz" (CSA RK. F. 25. I. 1. C. 454. P. 59 ob.). The uezd chief could also dismiss volost administrators of nomadic volosts.

As stated in the document, this Provisional Instruction of 1878 was designed to ensure consistency of action by county chiefs so that the Russian authorities would not fall into contradictions. In this regard, the last section of the Instruction of 1878 is of interest; it was a kind of general program of action for county chiefs. It stipulated that "it cannot cover all aspects of Kazakh life and even less give instructions on how to act in all cases that may appear to the uezd administration". In order to improve the situation in the management system, it was recommended to the uezd chiefs to take the management of the uezd directly into their own hands, at the same time to abandon routine methods "to enter into close relations with the people and become a real guardian of the rights of the Kyrgyz and their interests" (CSA RK. F. 25. I. 1. C. 454. P. 73). The main message of this document was directed to the points that should guide the uezd chiefs during execution of their service. And all the se purposes could be achieved, according to A.Gaines, if "county chiefs wish to work not for the sake of establishing administrative forms, not for the external, decorative side of things, but in the name of substantial benefit and good for the subordinate people".

According to A. Gaines, a county governor must possess strong personal qualities that would enable him to subordinate the population under his authority to his will and influence. The uezd chief should not be weak, lacking in energy, or gullible, he should be constantly on the alert to encounter deceit, to discover the desire for unlawful influence under obsequiousness and loyalty, which will be directed to the achievement of personal goals, etc. Having put himself in the position of a man using patriarchal power, the uezd chief should be able to combine the real desire to do good to the Kirghiz with the distrust and demanding



attitude towards them, which remind the actions of a strict father regarding the deeds of his children (CSA RK. F.25. I.1. C.454. P. 74).

A.Gaines, who had lived a long time among the Kazakhs, studied their mentality well and realized that changing the system of governance only by violent means would not bring the necessary results. In the motivated part Gaines noted that it is hardly possible to govern the Kazakhs correctly if they do not consider their chief as a fair, caring and knowledgeable person. Why is the personal influence of the uezd chief on the Kazakh population important? Because only this, according to A.Gaines, "makes him a true master of the uezd, simplifies administrative methods of management and makes him aware of everything that is done or felt by the people" (Gaines, 1898 :606).

The Russian authorities, in accordance with the requirements of the "Provisional Statute of 1868", had to fulfill two tasks: to maintain external order; to govern the Kazakhs on the basis of "the rights of patriarchal authority understandable to them". In order to ensure that the latter actions did not turn into arbitrariness and were uniform, at least in relatively important spheres of life of the local population, the "Motivated Instructions" prescribed the following requirements to the uezd chiefs:

- 1) Familiarize yourself with the life of nomads in every detail;
- 2) On the basis of accurate knowledge and correct assessment of facts, develop a conscious point of view on the management of the Kirghiz and then steadily be guided by it;
- 3) To get as close as possible to the Kirghiz in order to rule them mainly on the patriarchal law they understand;
- 4) To vigorously and persistently defend the public and political interests and the force of the laws in the steppe" (Gaines, 1898:553).

After the enactment of the Provisions on administration in steppe regions (hereinafter referred to as the Provisions of 1891) approved by the highest authority on March 25, 1891, a number of problems arose with its implementation. As noted in the documents, "uncertainty and instability in orders resulting from unfamiliarity with the new orders" caused difficulties on the part of the uezd administration, especially in such important matters as, for example, the election of officials and the conduct of the tax census.

In this connection, the administration of the Turgai region organized a discussion on effective practical implementation of the 1891 Regulations. By order of the Military Governor of the region, on January 25, 1894, a congress of uezd chiefs and knowledgeable persons from the Kazakh population was appointed in the city of Orenburg to discuss these issues in the general meeting of the Regional Board. The purpose of this event was to unite the actions of the uezd authorities according to the duties assigned to them by the Statute of 1891, to eliminate counter difficulties and to exchange practical information on the management of Kazakh nomadic volosts. At the same time, it was noted that "as experience has shown, explanations of difficulties in individual cases do not quite reach the goal because of the impossibility to foresee cases that require guidelines, and in the meantime, there is a need to resolve various essential issues in the management of the region, which require competent opinions from the representatives of the uezd authorities" (Issues of the administration, 1894:8).

During the period from January to February 1894, meetings of the General Presence of the Turgai Regional Board were held, with the invitation of uezd chiefs of the region and "knowledgeable persons from the Kyrgyz", on the application of the Regulations on the management of steppe regions. At each meeting were present uezd chiefs: from Nikolaevsky - State Councilor Odintsov, Irgiz - Colonel Krasnokutsky, Turgai - Colonel Karaulov and Aktobe - Rotmistre Revyakin.

One of the discussed issues on the agenda was the question "regarding the uniform exercise of the rights and duties assigned to the county supervisors as substitutes for the



county presences and their indispensable members in peasant affairs, as well as the rights specified in Articles 34, 35 and 36 of the Steppe Statute".

The General Presence of the Oblast Board recognized it necessary to clarify what rights and duties lie on the uezd chiefs, as uezd offices for peasant affairs and their indispensable members, in relation to the Kazakh population proper and in relation to local conditions. According to the consideration of articles 105- 152 of the Provisions of provincial and uezd institutions, as well as relying on the Decision of the Government Senate from April 7, 1882 №2776, as of September 6 of the same year №6969 and as of January 19, 1890 №357, it was determined that the following subjects from all listed in the mentioned articles of the law should be referred to the duties of uezd chiefs in relation to the population of Kazakh nomadic volosts (see table 1):

Table 1 - Duties of uezd chiefs towards the population of Kazakh volosts

№	Duties of uezd chiefs in relation to the population of Kazakh volosts
1.	Consideration of complaints regarding land matters, issued by verdicts of volost congresses
2.	Consideration and deciding complaints regarding the actions of county public officials
3.	Formulation of ordinances for the swearing in of township officers
4.	Orders on officials to impose penalties
5.	Ensure that measures are taken when embezzlement is detected, based on audit or reported information, and that an inventory of embezzlers is made
6.	If unreliable clerks are found in volosts and auls, remove them from their posts
7.	To order new elections for public offices as a result of complaints (except in cases specified in Articles 70 and 114 of the Steppe Regulations)
8.	To designate places and dates for township conventions in accordance with submissions from township supervisors
9.	To supervise the loan offices of the township administrations
10.	In case of complaints and accusations, demand explanations from officials and investigate them
11.	Control public sums and stop excessive expenditures
12.	Monitor inventories against Kazakhs under court judgments for debts, to exclude items needed in the household
13.	Supervision of the accurate performance of their duties by public administration officials

On the discussion of the ways of exercising all the rights and duties mentioned above, as well as the rights provided for in Articles 35 and 36 of the Statute of 1891 concerning the examination of public verdicts, the General Presence recognized that the best way for county supervisors to fulfill their duties should be recognized as the method of personal visits to the townships by the county supervisor or his assistant.

By the nature of the county chief's duties to supervise the actions of public administration bodies and the people's court, it is required that he or his assistant be permanently present in the county, in which case, in the opinion of the regional administration, "not only will the duties of the county authority to protest against the verdicts of aul and volost congresses and the decisions of the people's court (Article 36 of the Steppe Statute) be carried out quickly and correctly, but also all complaints, written and verbal, against public administration officials will be dealt with on the spot, which is more important for the county administration than for the county chief».

According to the law (31 Art. According to the law (Article 31 of the Steppe Statute), the uezd chiefs, in accordance with the duty of the uezd administrators, are obliged to visit the uezds entrusted to them twice a year, irrespective of their trips to carry out inquiries and execute instructions of the regional administration, and since the uezd chiefs are also responsible for supervising public administration and courts, which in essence require more frequent visits to the steppe, it is considered useful to establish that county chiefs, or their assistants, at any time of the year, except for spring and autumn thaw, should travel around



the counties, with routes drawn up in advance, to notify the population, and during these trips they should personally resolve all cases, inquiries and complaints about the actions of officials received by the county administration; to receive complaints and petitions on the way and immediately investigate and examine public verdicts and decisions of both individual judges and township congresses; to verify their correctness and gave proper direction, observing the actual execution of correct rulings and decisions.

The uezd chief was obliged to travel to villages and volosts, to get to know with the office work, execution of orders of higher authorities, etc. As noted in the sources, "to assist officials, to produce and enforce court decisions by the ranks of uezd administrations and bailiffs. (Reviews, 1912:184). The data for 1910-1915 is given below (Reviews, 1910:106; Reviews, 1911:119; Reviews, 1912:184; Reviews, 1914:223; Reviews, 1915:166).

Table 2 - Number of trips of uezd chiefs to Kazakh volosts (1910-1915).

№	Year	Kustanai uezd		Aktobe uezd		Irgiz uezd		Turgai uezd	
		Number of trips	Number of days	Number of trips	Number of days	Number of trips	Number of days	Number of trips	Number of days
1	1910	47	314	17	58	9	132	22	254
2	1911	36	193	7	28	9	132	22	125
3	1912	16	186	9	41	4	60	6	41
4	1914	8	45	6	28	3	39	2	3
5	1915	10	53	4	30	8	85	4	-

Since 1912, along with county supervisors, their assistants and bailiffs had in such visits, and in this connection there had a reduction in the number of visits of county supervisors (see Table 2).

As noted in archival documents, according to the Regulation of 1868, 300 rubles were allocated for the trip of uezd chiefs in the Turgai region. However, due to the large distances and the need for frequent business trips of other officials of the uezd administration, this amount was always insufficient. As a result, the regional board proposed to increase the funds for travel and business trips and allocate in the total amount for the uezd administration up to 800 rubles, without assigning special travel money to the assistant uezd chief, because the simultaneous departure of the chief and his assistant should not take place. However, the Zemstvo Department, addressing the military governor in 1893, noted that the Steppe Regulations of 1891 did not include an instruction to change the previously existing order of expenditure of trip money by uezd chiefs. In this regard, the zemstvo department found the sums appointed by the state on March 25, 1891 for travel officials of the county government are allocated to the unaccountable disposal, and the manager of this credit, according to the general order, was the county chief (CSA RK F. 25. I. 1. C. 477 P. 49).

The main duty of the head of the county was to supervise the collection of taxes from the population under his jurisdiction. He was responsible for the success of the apportionment of taxes according to the wealth of the taxpayers and for taking measures to ensure that the apportionment was done correctly everywhere. The rule on distribution of payments according to the wealth of payers was established by the Provisional Regulation of 1868, but it remained a dead letter until 1891 due to the influence of rich Kazakhs on public affairs, which gave rise to negative phenomena. Thus, according to the Statute, land plots were distributed among kubit- owners according to their wealth, but meanwhile all monetary duties were paid equally both by the owners of huge herds and correspondingly vast areas of land, and by poor people who used insignificant plots of land and subsisted on a few cows, sheep or goats, which constituted their entire property. Moreover, a poor man, not having cattle or other property for sale by the time of payment of taxes, borrowed, and more often than not, at his expense, the aul headman, responsible for the timely payment of taxes by his aul, the necessary amount from moneylenders, who, taking advantage of the opportunity, charged



monstrous interest and penalties for short-term loans. It turned out that the poor people, who were struggling to feed themselves and their families, were paying money duties sometimes twice or three times as much as their rich peers. In this connection, the General Presence of the Regional Board came to the conclusion that the reasons for the unsatisfactory payment of apportionments found in some places were mainly in the lack of proper supervision on the part of local authorities over the observance of the procedure of payment of apportionments established by law and the absence of correct information about the property status of individual taxpayers. In order to eliminate these reasons, it was necessary to establish the most effective supervision over the payment of apportionments on the part of the county authorities, which required more frequent visits to the townships. It was desirable that at every convenient occasion uezd chiefs or their assistants should be present at the production of apportionments in auls (Issues of the administration, 1894:42).

An important area of activity of the uezd chiefs was the provision of food for the territory entrusted to them. It was the uezd chiefs who proposed the formation of public hay reserves and the establishment of a cash reserve in case of disasters that periodically overtook the nomads of the Turgai region. As for the money reserves, food capital for the needy, its fund was to be formed on the basis of contributions of 10 kopecks per kubitka for 10 years. Based on the proposals of the uezd chiefs of the Aktobe and Nikolaev uezds, this amount was approved unanimously, which was considered not burdensome for the kubit owners (Issues of the administration, 1894:87).

The workload of uezd chiefs was quite large, especially considering that the population under their jurisdiction lived in the steppe not compactly, but dispersed. Thus, in 1912, the county chiefs conducted 5,331 investigations on various types of crimes and misdemeanors (Review, 1912:184). During the same year incoming and outgoing cases were noted in the register of county chiefs of the Turgai region, according to our calculations - about 130 thousand, which was an average of more than 350 papers per day.

It should be noted that the county governors were also town governors, the county administration was at the head of the town administration, and their efforts should be directed to the development of cities. In this connection, at the meeting of the General Presence a proposal was made to increase the city revenues by making known the lands that could be plowed and to impose levies, as well as the development of grounds for the levy on livestock that use the fodder on the city lands. With regard to raising the economic well-being of cities, the county chiefs proposed the following: Nikolaevskiy - in Nikolaevsk to arrange a stone inn and by renting shops to out increase the city treasury; Aktobe - arrangement of a tannery and prolonging the period of the fair in the town of Temir (that usually took place from August 25 to August 5) would revive trade and industrial activity; Irgizsky - to allow part of the city's land to be plowed for those who wished to engage in farming; Turgai - due to natural and climatic peculiarities and remoteness, the uezd chief considered it difficult to take any measures to raise the economic well-being of the city's population, except for attempts to establish a fair. (Issues of the administration, 1894:132).

The county chief's authority included control over the organization and holding of volost and aul elective congresses. With regard to the organization of the congress, it was noted that in case of the need to hold a volost congress of elected representatives, the volost administrator must submit to the county chief a list of cases to be resolved at the congress with the conclusion of the most convenient time and place for the congress. Only after receiving the permission of the county supervisor shall the congress be convened. The observation and experience of the county supervisors made it possible to make a number of proposals to prevent irregularities in the conduct of elections. The most favorable situation was in Aktobe and Nikolaev counties, and as the chiefs noted, it was due to the detours and direct explanatory work of officials (Issues of the administration, 1894: 18-21).



Conclusion. Though until the middle of the XIXth century the real power was still concentrated in the hands of Kazakh sultans and biys, then with the introduction of the Provisional Provisions of 1867 and 1868 the uezd chief gradually became a key figure in the system of local governance of the Kazakh steppe. From this period, at all levels of the vertical of imperial power, especially regional administrations, the significance and importance of the uezd chief in the system of local governance of the Kazakh steppe was realized. By the beginning of the XX century, a wide range of issues was formed in the jurisdiction of the uezd institutions. In addition to police duties, uezd chiefs with two assistants fulfilled the functions of financial management bodies, uezd institutions for peasant affairs, as well as city administrations. Additional regulatory and instructional documentation was developed to ensure the successful implementation of their functions and to represent the political imperial authority in a dignified manner.

The analysis of these documents and their implementation allows us to assert that the uezd chiefs corresponded to the tasks that were set when this position was created. The Provisional Regulation defined this position as a key position in the regional hierarchy, and the Regulation of 1891 consolidated the status of uezd chiefs. They were assigned broad powers. They exercised control over the electoral system, the activity of local administration represented by volost and aul chiefs. All financial and tax affairs, their successful functioning was ensured by the control of the county chief.

The Provisional Regulation of 1868 and the Regulation of 1891 only outlined the activities of uezd administrations and described the functional responsibilities and powers of local authorities. Therefore, in order to adapt these documents to the local conditions in the administration of the Turgai Oblast, based on the practical activities of uezd administrations, a number of documents were developed and adopted to ensure more effective interaction between the two levels of local government: uezd and volost.

The uezd chief was supposed to become the embodiment of the imperial vertical of administration, possessing real power, but his powers were directly related not only to the creation of effective local governance, but also to the introduction of adaptive practices of the colonial system. All administrative efforts for the successful functioning of uezd chiefs and the creation of a diligent example for the local population were dictated by one goal - the final consolidation of colonial policy in the Kazakh steppe.

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