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The Institution of Peasant Chiefs in the Turgai Region: an Attempt to create a “Unified Authority” in the Late 19th and Early 20th Centuries

At the end of XIX and beginning of XX century the socio-economic situation in the Steppe regions, including the Turgai region, changed significantly due to the increase of migrants. There was a need for changes in administrative management, which led to the introduction of the institute of peasant chiefs. At the stage of development and discussion of the draft law on peasant chiefs, the problems in the system of administrative management were exposed. In Kazakh historiography, the last imperial administrative reform in the steppe regions has not received wide coverage. The article analyzes for the first time the participation of Turgai officials in the development of the “Temporary Regulation on Peasant Chiefs.” As a result, the problems of organizing local government bodies, power relations between the center and steppe regions, and the government’s personnel policy for forming a bureaucratic apparatus are demonstrated. The reasons for the need to introduce peasant chiefs, cited by the military governor of the Turgai region, and his views on determining the functional responsibilities of the latter are presented. The position of the Turgai regional government, expressed during the preparation of the Regulation on peasant chiefs, was also considered. In order to successfully implement reforms, they proposed to take into account the traditional tribal principles of social organization of the Kazakhs, advocated for the expansion of judicial powers of peasant chiefs and the financing of the reform to be carried out both at the expense of zemstvo expenses and the treasury.

Keywords: peasant chiefs, bill, administrative management, reform, Turgai region, military governor, Kazakh clans, judicial system, people’s court, zemstvo fees, treasury, settlers.

Introduction

The problem of colonialism in the XIX–XX centuries of Soviet historiography has traditionally been represented by studies that examined the course of European expansion to the East and, as a consequence, the national liberation movement of the peoples of Asia, Africa and Latin America. The problem of Japanese colonialism and its consequences for both the region and world politics stood apart.

In the post-Soviet space, a new narrative is emerging — attempts to view the policy of tsarist Russia towards the subjugated, partly voluntarily accepted Russian protectorate and subjection, as colonial, unjust, unequal, and sometimes genocidal.

Naturally, such views meet with great resistance in the minds and hearts of the overwhelming mass of Russian historians who deny the colonial policy and practice of the Russian Empire, because these terms — “colonialism,” “colonial policy” are traditionally associated with the robbery, invasive, exploitative, sometimes genocidal practice of the Western powers of the New and Modern times. At the same time, both in the minds of Russian historians and the overwhelming majority of Russians, formed by school and university textbooks, historical memory, belonging to Russian culture and the Russian world, Russia had and has a special mission — civilizing — and has been bringing light to the masses of “backward, wild, dark foreign, native population” for centuries.

In Kazakhstan, within the framework of rethinking the historical past, the search for new data to restore the full picture, it is relevant to study the nature and management tools of the Russian administration after the “Great Reforms” and before October in the border region — the Turgai region, the center of which was the city of Orenburg. Since this period is characterized by mass peasant migration from the central provinces to the outskirts of Russia, which was sharply different in terms of economic structure (nomadism), mentality and customs of the population, it is of great interest what adaptive practices were used by the Russian administration in the management of such a different ethnically, class and other characteristics of the population.

In Kazakh historical science there are very few studies of the problem of peasant chiefs as a new element of self-government of the lower level of the Russian administration in the Turgai region, although very

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actively studied the course and results of mass peasant resettlement in the Turgai region in the late XIX — early XX centuries.

Materials and Methods

For a clearer picture of the Turgai region (territory, number and ethnic and class composition of the population) we used the materials of the First General Population Census of the Russian Empire in 1897 for the Turgai region [1].

Archival materials of the Russian State Historical Archive (St. Petersburg, Russia) were analyzed. These are documents of the Zemstvo Department of the Ministry of Internal Affairs [2], mostly correspondence of officials of the Russian administration: requests of military governors of the region to district governors on certain issues; petitions, letters of the military governor-general of the Steppe region von M.A. Taube; submissions, letters of the governors-general of the Turgai region A.K. Gaines, Y. Barabash, A. Lomachevsky to the governor-general of the region, to the Zemstvo Committee of the Ministry of Internal Affairs of the Russian Empire, to the Minister of the Interior. Lomachevsky to the Governor-General of the region, to the Zemstvo Committee of the Ministry of Internal Affairs of the Russian Empire, to the Minister of Internal Affairs G.G. Goremykin, his letters of instructions, telegrams to the military governors of the region, notes and references of the manager of the Zemstvo Committee, in particular to the Department of General Affairs of the Ministry of Internal Affairs; extracts from the annual reports of the Turgai region for different years; minutes of the meeting of the Turgai regional board, concerning the question of introducing the institution of peasant chiefs in the region. A number of historical sources are located in the Central State Archives of the Republic of Kazakhstan. This is the fund of the Turgai regional government, files containing reports on the activities of peasant leaders [3].

The study is carried out on the principles of historical imperiology, new imperial history, when the military governor and officials of the Turgai regional government are considered as participants in the process of relations between the administrative center and the local population. The work is based on the principles of historicism, objectivity and systematicity. The use of the historical-systemic method allowed the authors to consistently present the material while observing the logic of constructing a scientific publication. One of the relevant methods is the method of critical analysis. Its use allowed a critical approach to archival and other documents and the correct interpretation process in the context of understanding and disclosing the presented material. The practice of using methods of synthesis and comparison of historical events is in demand by researchers for a general understanding of the reasons for the introduction of the institution of peasant chiefs in this historical period.

In the process of writing the work, the researchers applied a systematic approach. This method was used to systematize a large layer of documents on the institution of peasant chiefs, introduced in the territory of Siberia and the Kazakh steppe. This method was used to analyze the developed and adopted normative documents, views of local administration representatives, especially governors-general and military governors. Archival materials, which are introduced into the research environment, allow the authors to reveal certain reasons for the introduction of the positions of peasant chiefs in the territory of the Turgai region.

Results

The collisions of Russian history and the paternalistic model of the state contributed to the fact that Russian emperors and officialdom perceived the natives as an object of influence for its own “good,” and some officials even in their own way cared for its welfare, proposing “from above” various measures to improve governance in the national peripheries of the empire.

Governor-General M.A. Taube, in particular, initiated the introduction of the institution of peasant chiefs in the Steppe region on some similarity to the Provisional Regulations on Peasant Chiefs in Siberia. In 1898, the Provision on peasant chiefs in Siberia was enacted.

He repeatedly appealed to the Ministry of Internal Affairs with a request to introduce zemstvo chiefs in the region, with the same powers as in the European provinces of Russia (7.10.1897, 27.12.1898, 4.08.1899) [2; 298]. The innovation with peasant chiefs was also promoted by the highest officials of the Russian administration of the Turgai region.

In particular, the military governor of the Turgai region Barabash Y.F. in his submission of November 6, 1897, No. 8542 to the Ministry of Internal Affairs wrote about the need to establish in the region “peasant institutions in view of the development of Russian colonization.” We are talking about peasant chiefs. If we turn to the nature of the new power in the steppe, the military governor of the Turgai region wrote about it to

the Minister of the Ministry of Internal Affairs on 20.10.1898: "The history of the management of the Kirghiz presents an interesting picture of a gradual and steady transition of the management from the hands of the Kirghiz themselves into the hands of the Russian power. The court remained out of any influence of the Russian power, then was subjected entirely to the general laws, then again came under the jurisdiction of Kyrgyz judges" [2; 80].

The correspondence between the various ranks of the bureaucratic administration on the issue of zemstvo chiefs was revitalized after the intervention of His Imperial Majesty in this matter. On July 18, 1898 the Minister of Internal Affairs Goremykin I.L. wrote: "In the reports of His Imperial Majesty there followed a question: "To the attention of the Minister of Internal Affairs. Should not the institution of peasant chiefs be extended to the Steppe regions?" [2; 75].

On September 14, 1898 Goremykin I.L. sent a message to the Governor-General of the Steppe regions and the military governor of the Turgai region, in which he wrote: "I have the honor to humbly request Your Excellency to discuss in detail the issue of the spread of this law to the region entrusted to your administration and to inform me about the assumptions on this subject as soon as possible."

In response to this letter, the Governor-General of the Turgai region in his submission to the Ministry of Internal Affairs dated November 20, 1898, pointed out that the Kyrgyz population was in even greater need of establishing an authority close to the people and endowed with appropriate powers. The public administration of the nomads requires close local supervision and competent leadership from the Russian authorities. However, such oversight is currently almost nonexistent. In the vast districts, district chiefs — the sole representatives of administrative and police power — are so heavily burdened with police, municipal, and zemstvo responsibilities that they are effectively unable to provide proper supervision over the public administration of the Kazakhs. Therefore, the power of Kazakh officials, which is not reliable enough in general and completely incapable of making the necessary improvements in the social life of the nomads, actually operates in the steppe. A number of troubling occurrences observed in the area entrusted to me have their source precisely in the absence of a reasonable and trustworthy authority close to the people. As for examples of such occurrences, he points to the complete unrestraint of Mohammedan propaganda, which is energetically conducted by fanatical Tatars and various Central Asian natives, to the detriment of Russian interests in the region; to the existence of secret Mohammedan schools, saturating the young generation of Kirghiz with the spirit of hostility to everything non-Mohammedan; to the illegal enrichment of individuals, at the expense of the simple-minded masses of people, etc" [2; 80].

What was the end of XIX century Turgai region (formed in 1865) can be more clearly presented by the materials of the First General Population Census of the Russian Empire in 1897. Geographically it occupied the north-eastern part of the Aral-Caspian lowland, in the north bordered with the Orenburg province, in the south — with the Syr-Darya region and the Aral Sea, in the west — with the Ural region. The territory of the Turgai region was 399.780 square versts, which is more than the area of modern Germany and Switzerland taken together or separately taken Japan, Paraguay or Zimbabwe. Interestingly, the First General Population Census of the Russian Empire in 1897 in the Turgai region recorded 1 citizen of Germany, Switzerland, France and Austria-Hungary among 330 foreigners living in it.

The region consisted of four counties (Kustanai, Aktobe, Irgiz, Turgai) with a population of 455,416 people, 410,305 people (90.5 %) were "foreigners"; a little more than 43 thousand were: nobles, clergy, merchants, burghers, peasants, and foreign subjects. It was noted that 90 % of the Kazakh population led a nomadic way of life, as the conditions of Turgai and Irgiz counties with semi-deserts and deserts, low rainfall and rivers drying up in summer did not give an opportunity to engage in farming.

Population of the Turgai Oblast*

№	Counties	Numbers population (persons)	Area (sq. versts)
1	Kustanai	152.556	72.740
2	Aktobe	115.215	50.360
3	Turgai	98.097	128.660
4	Irgiz	86.948	148.020

* Table compiled from: First General Population Census of the Russian Empire in 1897 for the Turgai region [1; 3-4].

By 1897, according to the results of the First General Population Census of the Russian Empire, the largest number of settlers in the Turgai region were natives of Samara province — 8,239 people, Orenburg province — 7,456 people, Voronezh province — 2,363 people, Perm province — 1,383 people, Tambov province — 1,343 people, Saratov province — 1,154 people, Penza province — 1,100 people, Kazan province — 1,021 people, etc., and so on. — etc. The share of “foreigners” in the region amounted to 90.5 %, and others — a little more than 40 thousand people. The number of migrants was high in the smaller but fertile Aktobe and Kustanay counties.

At the same time, the center of the Turgai region was located outside its territorial boundaries — in the city of Orenburg, at a distance of more than 200–1000 versts in a straight line (according to the map) from the district centers, which, of course, complicated the operational management of the population and actualized the introduction of the institute of peasant chiefs, as it was already accepted in Siberia.

Two parallel worlds existed in the region and in the krai as a whole — the Russian resettlement village and the Kazakh aul, whose contact occurred mainly, and often painfully, on the issue of land. And the military governor shrewdly noted that the determination of the number of plots (12 in total) to which peasant chiefs should be assigned, would only increase with the influx of migrants. The population standard for the Turgai region was determined based on data from the Siberian provinces, with a figure close to their average taken as the regional norm. This norm, considering local conditions, was expected to remain sufficient until population growth — driven by Russian colonization — necessitated its revision.

The data taken as the basis for determining the number of sites are as follows [2; 82]:

Name of provinces	Number of sites	Number of souls of both sexes according to the 1897 census	Number of souls included in the districts of the cr. nach.	Population under the jurisdiction of the kr. nach.	There is an average number of souls of both sexes per plot	
Tomskaya	29	1907527	145274	1772253	61112	Of the average for the area is on 4 provinces 37701 souls of both sexes.
Tobolsk	36	1438655	107320	1331335	36982	
Yenisei	21	567807	75850	491948	23426	
Irkutsk	21	501237	62792	438445	20878	
Turgayskaya	12	484078	19127	454951	36246	

Recognizing the need to form 12 sections in the Turgai region, the Military Governor of the region reported that the indicated number was determined by him on the basis of data on the number of souls in the sections of the Peasant Chiefs of the 4 Siberian provinces, and the figure, approaching the average for these provinces, was accepted as the norm for the region. At the same time, Lieutenant General Barabash explained that, in his opinion, 12 sections of Peasant Chiefs would be, according to local conditions, sufficient until the increase in population through Russian colonization required a change in the specified number of sections. Thus, in the report of the Kustanai peasant chief it was noted that the 4th peasant section of the Kustanai district included 4 volosts with a Kazakh population and 3 volosts with a Russian population [3; 14]. Already in the next report, for 1904, they noted the increase in volosts, the separation of the Akkarginskaya volost, which was separated from the Dzhetysayinskaya, in connection with the increase in population [3; 153].

On October 20, 1898 the military governor of Turgai region in his submission to the Ministry of Internal Affairs wrote: when electing persons to the posts of peasant chiefs in the region, it is necessary to take into account, mainly, their thorough acquaintance with local conditions, manners and customs of the population, which is much more important service practice in peasant or judicial institutions, under conditions completely different from those required for the management of Kazakhs. In this respect, persons who had served in foreign administration and had sufficient experience in the affairs of administration and court could, especially at first, be much more useful to the cause than those who had an educational background but were unfamiliar with local conditions. He also emphasized that the success of the whole reform depends directly on the quality of its executors. Therefore, he asked for the necessity to include in the new rules a resolution allowing to appoint to the posts of peasant chiefs and their candidates, who being familiar with the local conditions, would have an educational qualification at the same time. The importance of the qualitative personal characteristics of peasant leaders was emphasized by a number of researchers [4, 13]. Also, persons who had proved their experience and knowledge of local conditions, manners and customs of the foreign population

by more or less long service in the management of the Kazakhs were considered particularly valuable for administrative roles.

In the same way, when developing the project on peasant chiefs, the military governor of Turgai region Y. Barabash recognized the necessity to transform the Kazakh people's court, the current rules of which, in his opinion, do not satisfy the interests of justice to such an extent that the steppe becomes practically a country without a court.

At the time of the issue under discussion, there were 3,959 pending cases to be referred to the extraordinary congresses in the region, but they remained unmoved, due to differences in views on jurisdiction, and mainly due to the inconsistency of the organization of the extraordinary congresses with the actual needs and requirements of the population. It is too burdensome for litigants and judges to appear at extraordinary congresses hundreds of miles away to deal with unimportant cases, the value of which is very often lower than the cost of travel. Ya.F. Barabash wrote: "Allowing the people's court, a court that is obviously ignorant, partisan, biased and bribed, to finally decide cases involving such sums of money and to impose punishments up to 1.5 years of imprisonment, when these punishments are not known to the common law at all, has, as experience has shown, created complete arbitrariness in the people's court. But what is most important is the fact that the legal norms established by ancient customs do not embrace the already highly complicated and changed conditions of people's life" [2; 83].

Drawing from his years of governance in administration, the military governor concludes that the history of the administration of the Kazakhs presents an interesting picture of a gradual and steady transition of administration from the hands of the Kazakhs themselves into the hands of the Russian authorities. At the same time, the court remained beyond any influence of the Russian power, and was subjected entirely to the general laws, or again came under the jurisdiction of local judges.

Here the military governor suggests that the government was not as consistent in the reform of the court as in the reform of the administration, because it stopped before the incompleteness of knowledge of the morals and customs of the Kirghiz.

Explaining the necessity of transformations in the legal sphere, he aptly noted that the study of the Kazakhs' everyday life has moved forward, and folk customs, in their application to the administration of justice, have largely lost their significance. Therefore, the reform of the people's court, which was, on the one hand, more subject to the control of the Russian authorities, and on the other hand, satisfied the needs of the population itself, cannot be postponed, as it brings obvious harm to both the government and the foreign population.

On the basis of these considerations, it proposes to abolish the first instance of the people's court, the single-person court, which is totally unnecessary and lacks public confidence, to limit the jurisdiction of the people's court, and to replace the outdated organization of emergency congresses.

The participation in county congresses of people's judges from clans rather than from volosts, these artificially created administrative units, while preserving the good aspects of extraordinary congresses and eliminating their inherent disadvantages, will serve as a reliable guarantee of justice for the parties interested in the case. At the same time, this order will not be burdensome for the population and judges, as the number of the latter required to participate in the county congresses will generally be as insignificant as the number of clans, which in the districts of Aktobe amounts to four: Tama, Tabyn, Dzhagalbaly and Shekty. In Irgiz it amounts to four: Chumekey, Turtkara, Shekty and Dzhagalbaly, In Turgai it amounts to three: Argyn, Kipchakov and Naiman. In Kustanai it amounts to five: Kipchak, Argyn, Dzhagalbaly, Zhappas and Kerey.

Here the military governor referred to the good aspects of clan ties. He argued that participation in the congresses of judges from clans, but not from volosts, could not contribute to awakening in the people the desire for clan isolation, since the administrative division and all social and economic interests would still coincide with the volosts [2; 86].

Good administrative intentions were not always supported by expenditures from the state treasury, but fell on the shoulders of the Kazakh population. As noted in the documents, the new expense caused by this reform is supposed to be attributed: in Akmola and Turgai regions, for lack of zemstvo funds, to the treasury, and in Semipalatinsk and Ural regions — to local zemstvo (local self-governing institutions in the Russian Empire councils), and in the latter region — it is supposed to increase for this purpose, pokibitovy (tax levied per kibitka) fee from the Kirghiz by 33 kopecks (a small unit of Russian currency) per kibitka (a traditional portable dwelling). In particular, the military governor of the Turgai region complained that the expenses caused by the establishment of peasant chiefs in the amount of 49 900 rubles a year could not be accepted, even temporarily, at the expense of regional zemstvo fees, without a new increase in the kibit taxation of the

Kazakh population. But taking into account that since 1899 on the occasion of introduction of judicial and medical reforms in the region it is already supposed to increase the salary of zemstvo fee up to 9 rubles per kibitka and that the investigative part is kept at the expense of the same fee. Whereas, according to the general rules, the expenses for the maintenance of judicial investigators are on the account of the treasury, it would seem fair to take on account the maintenance of peasant institutions in the region, at least temporarily, until the increase of zemstvo funds. In addition, the implementation of some of the assumptions that have already arisen will in turn lead to an increase in zemstvo resources.

The higher authorities reacted to this, but only sparingly. In particular, the archives have preserved a written request of the Manager of the Zemstvo Department G. Savinykh to the Department of General Affairs of the Ministry of Internal Affairs: "By order of Mr. Minister of Internal Affairs, the Zemstvo Department is preparing a draft of submission to the State Council on the transformation of the peasant affairs institutions of Akmola region from July 1, 1900 and on the establishment of the same institutions in Semipalatinsk, Turgai and Ural regions. Taking into account that the implementation of this project in 1900 will require the appointment of a new loan in the amount of 99,450 rubles, the Zemstvo Department has the honor to humbly request the Department of General Affairs to include in the expenditure estimates of the Ministry of Internal Affairs for the next year, the specified amount to the conditional release" [2; 198].

Business correspondence with inquiries, clarifications lasted for several years and on June 10, 1902 it was approved to spread the "Provisional Regulations on Peasant Chiefs" to Akmola, Semipalatinsk, Ural and Turgai regions.

Discussion

The topic of administrative management in the peasant sphere in the territory of Asian Russia has always been in the zone of interest of researchers. In the pre-revolutionary literature we should note Kaufman A.A. [5]. During the Soviet period, the institution of peasant chiefs was studied by V.N. Nikulin, who wrote that it was precisely because of the total power of peasant chiefs that the peasants spontaneously began to destroy this institution after the February Revolution [6]. The works provide individual information about the activities of the congresses, their role in the process of governing the peasant population. It is necessary to note Dameshek L.M., who published his works in the Soviet period, and was engaged in research of this topic to this day [7-9]. In his works, he comes to the conclusion that administrative reforms were aimed at strengthening police supervision over the peasants and foreigners of Siberia, the Russification of the latter, and the unification of the management of the rural population of European and Asian territories of Russia.

In the post-Soviet period, the problem of peasant governance is represented by the works of Germizeeva V.V. [10], [4], [11]. A critical approach allowed her to come to the conclusion that the qualitative composition of officials was rather motley, as a result, some of the peasant leaders had a vague idea of the needs of the rural population. The vastness of the plots, poor communication routes, insufficient maintenance, and the mass of work on the most complex issues of peasant life and management made it difficult to select people for this position. Anisimova I.V., Lysenko Yu.A. assessed the activities of peasant leaders in the Steppe region as an unsuccessful attempt to modernize the current management model [12]. In their opinion, peasant chiefs had to monitor the collection of payments and the performance of duties by the local population, collect arrears, perform the functions of a judge, as well as some of the duties of police agencies, be responsible for the implementation of sanitary and fire safety measures, etc. Several years after the establishment of the position, the activities of the peasant chiefs were criticized by both the local population and the administration of the Steppe Governorate General. The peasant chiefs did not fulfill the duties assigned to them, did not always live up to their authority, and abused their power.

In Kazakhstani historical science, the history of the institute of peasant chiefs has only begun to develop. It was raised in the works of Sultangalieva G.S., who examines the problems of interaction between the Kazakh population and peasant chiefs, of how they perceived each other. The researcher notes that since the peasant chief had great power, decision-making depended on his personal, human quality [13]. Ganibaeva Zh.A. studied the preparation and implementation of the institute of peasant chiefs in the steppe regions [14]. She analyzed the participation of the Ministry of Internal Affairs, Justice, Finance, the Governors-General of the Steppe Region, and the military governors of the steppe regions.

Conclusions

The introduction of the institute of peasant chiefs in the steppe regions exposed the problems in the system of administrative management of the Russian autocracy. The changed socio-economic situation in con-

nection with the active process of resettlement forced the authorities at the local level to initiate administrative reforms. The reforms carried out were aimed at including the regions in a single system of the imperial model of governance. But the territorial features of the Kazakh steppe required adaptation of the reforms being carried out. The military governor of the Turgai region, Barabash Ya.F., having long-term experience in governing the Kazakh steppes, advocated taking into account the traditional tribal principles of social organization of the Kazakhs in order to successfully implement reforms.

Also, the discussion of normative documents demonstrates that for the full inclusion of Kazakh society in the general imperial space, transformations in the legal sphere are necessary. According to representatives of the imperial bureaucracy, it was the judicial system that retained the power of traditional governance. Accordingly, the highest officials in the person of governor-generals and military governors advocated for the expansion of judicial powers of the newly established position — peasant chiefs. And they were broader than those of district chiefs.

Successful implementation of management reforms required capital investments. All reforms were carried out at the expense of the local budget, which had a financial impact on the local population. At the same time, the State Council expressed the opinion that it would be desirable to cover the costs of maintaining peasant institutions from the treasury, since by their nature these expenses are considered to serve general state needs.

The “Temporary Regulation on Peasant Chiefs,” introduced on June 10, 1902, became the final administrative project for the inclusion of Kazakh society in the general imperial space and the creation of new territorial-administrative units in the form of peasant plots on the territory of districts. It also pursued the goal of unifying the system of governance of the Kazakh population with the peasants of the Russian Empire. This was the last administrative reform of the Russian administration, which today is practically not covered in scientific literature and has great research potential and significance.

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Торғай облысындағы шаруа бастықтардың институты: XIX ғ. аяғы — XX ғ. басындағы «Біртұтас билік» құру әрекеті

XIX ғасырдың аяғы мен XX ғасырдың басында Дала облыстарындағы, оның ішінде Торғай өңіріндегі әлеуметтік-экономикалық жағдай қоныс аударушылардың көбеюіне байланысты айтарлықтай өзгерді. Әкімшілік басқаруды өзгерту қажеттілігі туындады, бұл шаруа бастықтары институтын енгізуге әкелді. Шаруа бастықтары туралы заң жобасын әзірлеу және талқылау кезеңінде әкімшілік басқару жүйесінде қалыптасқан проблемалар анықталды. Отандық тарихнамада Дала облыстарының аумағындағы соңғы империялық әкімшілік реформа кеңінен талқыланды. Мақалада алғаш рет Торғай шенеуніктерінің «Шаруа бастықтары туралы Уақытша ережені» әзірлеуге қатысуы талданған. Нәтижесінде жергілікті басқару органдарын ұйымдастыру мәселелері, орталық пен Дала облыстарының билік қатынастары, Үкіметтің бюрократиялық аппаратты қалыптастыру жөніндегі кадр саясаты көрсетілді. Шаруа бастықтарын енгізу қажеттілігіне Торғай облысының әскери губернаторы келтірген себептері мен соңғыларының функционалдық міндеттерін анықтау туралы көзқарастары берілген. Сондай-ақ, шаруа бастықтары туралы Ережені дайындау кезінде айтылған Торғай облыстық басқармасының ұстанымы да қарастырылды. Реформаларды табысты енгізу мақсатында қазақтардың әлеуметтік ұйымының дәстүрлі рулық қағидаттарын ескеруді, шаруа бастықтарының сот өкілеттіктерін кеңейту және жүргізіліп жатқан реформаны қаржыландыруды земство шығыстары мен қазыналар есебінен жүзеге асыруды ұсынған.

Кілт сөздер: шаруа бастықтары, заң жобасы, әкімшілік басқару, реформалау, Торғай облысы, әскери губернатор, қазақ рулары, сот жүйесі, халық соты, земство алымдары, қазына, қоныс аударушылар.

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Институт крестьянских начальников в Тургайской области: попытка создания «Единой власти» в конце XIX — начале XX вв.

В конце XIX начале XX века социально-экономическая ситуация в Степных областях, в том числе в Тургайском регионе в связи с увеличением переселенцев значительно изменилась. Возникла необходимость изменения в административном управлении, что привело к внедрению института крестьянских начальников. На этапе разработки и обсуждения законопроекта о крестьянских начальниках обнаружилось проблемы, сложившиеся в системе административного управления. В отечественной историографии последняя имперская административная реформа на территории степных областей не получила широкого освещения. В статье впервые проанализировано участие Тургайских чиновников в разработке «Временного положения о крестьянских начальниках». В результате продемонстрированы проблемы организации местных органов управления, властные отношения центра и степных областей, кадровая политика правительства по формированию бюрократического аппарата. Представлены причины необходимости введения крестьянских начальников, приводимые военным губернатором Тургайской области, его взгляды на определение функциональных обязанностей последних. Так же рассмотрена позиция Тургайского областного правления, выраженная при подготовке Положения о крестьянских начальниках. С целью успешного внедрения реформ, предложили учитывать традиционные родовые принципы социальной организации казахов, выступили за расширение судебных полномочий крестьянских начальников и финансирование проводимой реформы осуществлять как за счет земских расходов, так и казны.

Ключевые слова: крестьянские начальники, законопроект, административное управление, реформирование, Тургайская область, военный губернатор, казахские роды, судебная система, народный суд, земские сборы, казна, переселенцы.

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