

**POLITICAL AND ECONOMIC TRANSFORMATION
IN THE KAZAKH STEPPE ON THE EXAMPLE OF
“THE STATUTE OF SIBERIAN KIRGIZ” 1822 year**

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Abstract. The article shows that the Statute on the Siberian Kyrgyz (1822) laid the foundations for political, administrative and economic transformation in the Kazakh Steppe. This Statute formed the basis for the Statute of the Orenburg Kirghiz (1824) and other important laws issued in the 1860s. The Statute on the Siberian Kirghiz (1822) was developed by Mikhail Speransky, a statesman, Governor-General of Siberia in 1819-1821. The article shows the historical significance of this document, which proposes a new administrative system, including the Kazakh elites, Chingizids and non-Chingizids, as local government personnel. Based on primary sources, the article shows that according to this Statute, the traditional statehood in the Kazakh steppe in the form of khan's administration was eliminated and a new administration was introduced through external districts. According to a new normative document, districts, volosts and villages were established in the steppe, which was supposed to abolish the former tribal management system. The Statute provided for some provisions in order to transfer Kazakhs to a sedentary lifestyle. For example, each district should produce, deliver and sell bread, agriculture, gardening, beekeeping and other social welfare issues were encouraged, and trade was encouraged.

The Statute defined the legal and civil rights of Kazakhs, allowed Kazakhs to join another estate, enjoy five-year benefits and freedom from recruitment, as well as have immovable property. The Statute of 1822, on the one hand, outlined the scheme of the steppe bureaucracy, on the other hand, initiated a socio-economic policy that promoted political and economic transformation in the Kazakh steppe and became an innovative step in the institutional history of tsarist rule in the Kazakh steppe.

Keywords: Russian Empire, Kazakh Steppe, Administrative System, Statute of Siberian Kirgiz, Central Asia, border, transformation, cederazation

Introduction

The Tsarist expansion and rule in Central Asia has been reviewed and studied since nineteenth century. Tsarist official scholars such as Levshin and Terent'ev offered valuable records and perspectives [1, p.118]. In the twentieth century, this story has often been told in the framework of “the Great Game” for a long period of time [2, p.671]. As a result, the military operations and diplomatic interactions attracted much more attention than governance and social changes in the steppe frontier. Recently, the interests in the institutional history of Russian rule in Central Asia revived. Thanks to the joint efforts of scholars both in and out of Central Asia, the details and nuances of the Tsarist rule, from the eighteen century to the beginning of twentieth century, from the northern steppe to the oases and valleys in the south, are much better presented [3, p.72]. Based on the recent scholarship, this article aims

at discussing the significance of the 1822 *Statute of Siberian Kirgiz* (Ustav o Sibirskikh Kirgizakh, hereinafter the “1822 Statute”) in the institutional history of the Kazakh Steppe in the nineteenth and early twentieth century.

Research outcomes

In March 1819, Mikhail Speransky, the reformer once favored by the Tsar Alexander I, shifted from Penza to the post of Siberian Governor-General. The Tsar intended to reform the administrative system of Siberia with the help of Speransky’s expertise in legislation [4, p.110]. The crucial legal text examined in this article, the 1822 *Statute of Siberian Kirgiz*, was one of Speransky’s reforms in this period. From the perspective of institutional history, the 1822 Statute marks the establishment of the Tsarist administrative-territorial system on the Kazakh Steppe. Later on, the important statutes promulgated in 1860s, and the administrative reforms on Turkestan Governor-Generalship and the Steppe Provinces in 1880s all modeled on this initial 1822 Statute. First of all, it established an administrative system aiming at demarcating the eastern part of the Kazakh Steppe. The 1822 Statute paid special attention to maintaining administrative divisions among districts (*okrug*) and parishes (*volost*), in order to prevent the emergence of a transregional nomadic polity. Additionally, the new administrative system was designed to absorb the Kazakh elites into the local governing bodies. Moreover, according to the 1822 Statute, the provincial and district governments would encourage sedentarization of Kazakh nomads by means of land development projects, tax breaks, education and social security policies. Based on the close examination of the legal text and a comparative study of relevant statutes, the 1822 Statute’s significance in the institutional history of the Kazakh Steppe lies in both the foundation of the Steppe Bureaucracy and the emphasis on socio-economic policies. This article will first contextualize the 1822 Statute, then demonstrate its historical significance based on a comparison with other important administrative reforms.

Discussions of the outcomes

The Context and Contents of the 1822 Statute

The terms in the 1822 Statute reveal both the administrative policy and the perception of the Tsarist government in the early nineteenth century. “Siberian Kirgiz”, in contrast to Orenburg Kirgiz, was a historical term in Russian documents to designate the Kazakhs on the eastern part of the Central Asian Steppe along the rivers of Irtysh, Ishim, Nura and the tributaries of the Lake Balkhash. While the Orenburg Governor-General based in Orenburg mainly dealt with the Kazakhs of the Junior Juz, the Western Siberian Governor-General interacted with the tribes of Middle and Senior Juz. As the Russian army gradually consolidated its control by means of the lines of fortifications along rivers and mountains, the geographical space of the “Siberian Kirgiz” was confined by the Irtysh River to the northeast, the Gorkii line (*Gor’kaiia liniia*) to the north and the Balkhash Lake to the South.

Before the 1822 Reform, the Siberian administration maintained limited contact with Kazakh khans and sultans. In 1780, the renowned leader Ablai Khan died and his son Vali was elected the successor. However, in 1819, after the death

of Vali Khan, Speransky, the incumbent Governor-General of Western Siberia, abolished the title Khan in the Middle Juz and promulgated the 1822 Statute. This move was in line with other reforms that Speransky pushed forward in Siberia. On July 22th, 1822, the *Statute of Siberian Kirgiz* came into effect.

The 1822 Statute includes 10 chapters and 319 provisions. It defines an administrative-territorial system that aimed at encompassing the whole region of "Siberian Kirgiz". This new system was divided into two layers: the upper layer consisted of the Western Siberian Governor-General and the Omsk provincial administration; the lower layer, namely district (*okrug*), parish (*volost'*) and *aul* (nomadic community), was mainly staffed by Kazakh elites.

Establishing Territorial-Administrative System on the Steppe

The central piece of the reform was to establish bureaucracy on the steppe. Therefore, district (*okrug*) and its administrative organ, District Board (*okruznyi prikaz*) appeared to be the connecting point between the Russian and Kazakh governments. District Board was led by a Senior Sultan (*starshii sultan*). Two Russian representatives (*zasedatel'*) and two Kazakh representatives appointed by the Omsk Governor would assist the Senior Sultan to implement the administrative and judicial orders. Additionally, several scribes, translators and interpreters were also affiliated with the District Board. The 1822 Statute stipulates that one district would be comprised of 15 to 20 parishes, and one parish of 10 to 12 *auls*.

One of the crucial features of the 1822 Statute was to introduce electoral system for selecting the head of Kazakh government's each level. The Statute stipulates that, before opening a district government, the Omsk administration would first organize elections for parish Sultans and *aul* heads (*aulskii starshina*). Such elections would take place every three years based on simple majority. With the approval of the provincial board, the post of parish Sultan was inheritable for his posterity and even brothers or other male relatives. The 1822 Statute did not detail the procedures of parish and *aul* election, which would be further worked out in the reforms in the 1860s.

In contrast to the elections for parish and *aul* heads, the 1822 Statute set up strict rules upon the election for a Senior Sultan: a Senior Sultan was to be elected only among parish Sultans, while the two Kazakh representatives could be elected from parish Sultans, *biis* or *aul* heads. The tenure for a Senior Sultan was three years, and two years for a Kazakh representative. Consecutive re-election for these two posts was permitted [5, p.50].

The District Board assumed both administrative and judicial functions. The 1822 Statute stipulates that the daily paperwork of the District Board should be recorded in both Russian and Tatar languages. The District Board was tasked with taxation, organizing *corvée* labor, maintaining peace and monitoring the seasonal movement of clans and families under its jurisdiction. Accordingly, parish Sultans and *aul* heads were to implement the orders of the District Board. Members of the District Board, parish Sultans and even scribes affiliated with them would receive salaries and allowances from the Provincial Government. District Board was also allocated administrative expenditure for daily maintenance, medical services, disaster relief and primary education [5, p.99]. The Siberian Cossack Host would

deploy a detachment (*otriad*) comprising 100 to 200 Cossacks at the District Board as the policing force. Concerning the judicial functions, District Board, under the supervision of the Provincial Court, would accept civil, criminal and administrative action cases among the Kazakhs. On lower levels, *bii* would mediate disputes among the Kazakhs according customary laws (*adat*).

Dividing and Maintaining Political Space

The interaction between the nomadic pastoralists and settled community in the Russian history dates back at least to the era of “The Tale of Igor’s Campaign” [6, p.34]. Before encountering the Kazakhs, the Russians had already accumulated experience in the previous centuries with the Golden Horde and its successor states, Kalmyks, Bashkirs and other nomadic groups in the southern steppe regions. The 1822 Statute paid special attention to dividing space and maintaining boundaries. Although the Statute recognized that parish and *aul* would be formed according to tribal affiliation, it also laid down various provisions to control movement, in order to contain the potential of a trans-regional nomadic polity.

The title of its first chapter is “Division” (*Razdelenie*). It stipulates that, with the help of the military officers from the lines of fortification, the District Boards would delineate their borderline: “residents” of each district were forbidden to travel beyond the borderline without the permission from its Senior Sultan. The jurisdiction of each district should also be confined accordingly [5, p.93-96]. The demarcation of space was supposed to be conducted on the parish level as well. According to the 1822 Statute, once the border of a parish was set up, even if one single clan was divided into two parishes, the clan leader, or parish Sultan should not interfere the affairs of another parish. As for *auls*, the Statute did not require internal borders among them, but stipulates that *aul* heads would report to the parish Sultans before initiating seasonal migration. In essence, Speransky, the designer of the 1822 Statute, intended to push forward the transformation from *jus sanguinis* to *jus soli*.

Concerning the external border with Qing and other Central Asian polities, the 1822 Statute differentiates “border districts” (*pogranichnye okrugi*) from “close-to-line districts” (*blizlineinye okrugi*). Border districts were required to set up landmarks, and more Cossacks would be assigned to crucial outposts. Both members of District Boards and *auls* heads along the external border of border districts were required to conduct regular inspection and stop Kazakhs subordinate to the Russian Empire from migrating across the border. Similarly, close-to-line districts were responsible for regulating Kazakh nomads from migrating across the line of fortification, since such migration would be invalid without the permission of District Board or other higher-level authority.

The Statute pays special attention to three types of movement: foreign nationals, livestock seizure (*baranta*) and transmission of disease. First, it stipulates that District Board should register foreigners and caravan merchants, and offer convoy service to the destined fortress. Second, livestock seizure was defined as one of the crimes on a par with treason and murder. From the perspective of the Russian administration, livestock seizure might cause conflicts between families, clans and even tribes, further leading to trespass the parish and district borders and undermine

the authority of the newly-established territorial-administrative system. Third, the Statute introduces quarantine measures based on the territorial division. Articles 236-242 record specific instructions for disease control, according to which parish Sultans and *aul* heads play crucial role in setting up quarantine zones and evacuating pastoralists [5, p.93-104].

A Combination of Policies for Sedentarization

Establishing bureaucratic rule on the Steppe and dividing political space together contribute to tighter control over nomadic groups. But the fundamental approach to minimizing the possibility of a trans-regional nomadic polity was the transformation from nomadic pastoralism to agriculture. Such an ambition is clearly conveyed in the sections regarding economic development and social services of the 1822 Statute. First of all, the basis of any economic or social policy is statistics of population, livestock, land, forest and other resources. Collecting information was one of the primary functions of the District Board. Therefore, the Russian administration was required to support District Boards, in order to strengthen its administrative capacity and, as a byproduct, to develop district center as commercial hubs.

The 1822 Statute stipulates that each District Board would build four types of construction:

- (1) offices and residential buildings for District Board's members and staff;
- (2) an Orthodox Church for the priest;
- (3) a clinic for serving 150 to 200 patients;
- (4) barracks for a Cossack detachment. Additionally, the Statute encourages

Kazakh officials and commoners to develop land tracts for agriculture and commercial purposes (see Table 1).

District Boards were instructed to monitor the conditions of these allocated land tracts and support more nomads to participate in farming. If a certain piece of land was not developed after being allocated for five years, the District Board would re-allocate to other members. The 1822 Statute even stipulates that the Omsk Governor would guarantee the supply of farming instruments and offer rewards to those Kazakhs who practice farming and bee-hiving [5, p.102].

Table 1. Land Usage Policy in the 1822 Statute of Siberian Kirgiz [5, p.101-102]

| Types of people | Land Acreage to be allocated |
|--|--|
| Senior Sultan | 5-7 square <i>versta</i> |
| Kazakh Representative of a District Board | 2 square <i>versta</i> |
| Russian Representative of a District Board | 1 square <i>versta</i> |
| Each scribe and translator of a District Board | Equal to a Cossack officer on the same level |
| A Cossack soldier stationed in a District | 15 <i>desyatina</i> |
| A Kazakh willing to farm | 15 <i>desyatina</i> |

Moreover, the 1822 Statute envisions a series of social policies including public disaster relief, medical service, disease control, education and social uplifting into the Russian society. Firstly, 17 out of the total 319 provisions are devoted to regulations of official grain shop (*kazennaia khlebnaia prodazha*). Even though the

policy designer was fully aware of the fact that grain had not become the staple for Kazakhs, such an institution would support them in case of drought, *zhut*, or disease, and encourage Kazakhs to sedentarize. For this purpose, the Omsk administration would prepare a loan of 30,000 rubles for this shop before opening a new District. Each official grain shop would repay debts and interests as long as its capital grows to 2.5 times of the initial government investment. The head of an official grain shop would be appointed by the Omsk Provincial Board. Its revenue, price, and sales volume were all regulated by specific provisions.

Concerning medical service, the Statute stipulates that each district would hire two physicians (*lekar*) to offer basic healthcare for District officers, Cossack soldiers and common residents. Each district would construct clinics for common Kazakh patients. Furthermore, the two physicians would be assigned stipends to travel around the district, in order to offer medical service and persuade Kazakhs to accept smallpox vaccine.

Last but not least, as the supporting measures for sedentarization, Speransky designed institutional channels for Kazakhs to be assimilated into the Russian estates. For the elite, the bureaucratic system offered ranks, social recognition and rewards. For example, a Senior Sultan, once elected, would receive the military rank of a Major, and would be entitled to apply for nobility (*dvorianstvo*) after serving for three terms. Parish Sultans were regarded as 12th Class Civil Official on the Table of Ranks. As for the commoners, with the permission of the parish society and the District Board, Kazakhs were entitled to travel to inner provinces, and further apply for a certain Russian estate (*soslovie*), or to be registered as a member of guild. Therefore, these Kazakhs would be transferred from aliens (*inorodets*) to a certain estate, and assume its rights and obligations [5, p.92-106].

Implementation and Contrast: the influences of the 1822 Statute

In accordance with the 1822 Statute, the first District, Karkaralinsk District, was officially opened on April 8th, 1824, after the elections for the Senior Sultan and Kazakh representatives. Although some parish Sultans were absent in the opening ceremony, the Omsk Administration firmly supported Tursun Chingisov to hold the post. Additionally, three graduates of the Omsk Asian School (*Omskoe aziatskoe uchilishche*) were sent to the District Board as scribes affiliated to the Senior Sultan. A detachment of 250 Cossacks was dispatched to the District with seeds and agricultural instruments.

Within less than a month, the second District, Kokchetav District was opened on April 29th, 1824. Its first Senior Sultan, Gabaidulla Valikhanov, was reluctant to take the post. The Russian administration still managed to run this District Board. The opening of these two districts shared some common features: the proximity to strategic fortresses on the line of fortification, the presence of pro-Russian tribal elites, and the strong support of the Omsk Province. For both districts, scribes, translators, Cossack detachments and the administrative expenditure for the first five years were all supplied by the Omsk Province.

For the next seven years (1824-1831), not a single district was opened. In early 1830s, Ayaguz (1831), Akmolinsk (1832), Bayan-aul (1833), Uch-bulak (1833) and Aman-Karagai (1834) were gradually set up. In the late 1830s and 1840s,

though disrupted by the Kenesary Revolt, the Russian army still managed to advance southward and opened Kokpekty District (1844). In the 1860s, as the Russian troops further conquered Tashkent and cities in Transoxiana, a Steppe Commission was dispatched to overhaul the administrative system according to the new political situation. As a result, the system established by the 1822 Statute was replaced by the 1868 Temporary Statute of Uralsk, Turgai, Akmolinsk and Semipalatinsk Provinces (hereinafter “the 1868 Statute”).

Apparently, the 1822 Statute was only implemented on the eastern part of the Kazakh Steppe, and its effect was questioned. However, I argue that the 1822 *Statute of Siberian Kirgiz* marks the starting point of the Tsarist bureaucratic rule on the Kazakh Steppe. First of all, the 1822 Statute laid down a territorial-administrative system aiming at establishing sedentary order on the Steppe, which stood in contrast to the 1824 Statute of Orenburg Kirgiz (*Ustav ob orenburgskikh kirgizakh*, hereinafter “1824 Statute”). The Omsk administration was able to incorporate Kazakh elite of different social classes based on this system. Secondly, comparing with the important administrative reforms took place in the 1860s and 1890s, the 1822 Statute foresaw the significance of economic and social policies, and laid the foundation for further reforms in these aspects.

The 1822 Statute as the Forerunner of Steppe Bureaucracy

According to Max Weber, bureaucracy ideally follows these characteristics: hierarchical division and specialization of labor, formal rules and lines of authority, impersonality in the workflow and career advancement dependent on technical qualifications [7, p.19]. The emergence of bureaucracy is usually connected with the expansion of population or territory being administered. In modern European, the emergence of rational-legal authority was related to the historical processes including monetization of economy, industrialization, urbanization and democratization of society. In contrast, establishing bureaucracy on the Kazakh Steppe would encounter a series of difficulties. Due to the climate and geographical conditions, the Kazakh Steppe was thinly populated, and nomadic pastoralism was the main type of production down to the late nineteenth century. In order to utilize the sparsely-distributed water and pasture resources, nomadic pastoralists tend to form smaller communities to maintain agility. Therefore, the limited resources and adverse climate hampered the formation of large-scale polity with sophisticated hierarchical bureaucracy.

From this perspective, the 1822 Statute could be regarded as Russia’s first concrete step to establish bureaucracy on the Central Asian Steppe. First of all, it created a five-level hierarchy of administration from Governor-General to *aul* head. Within in this hierarchy, the District Board played crucial role in implementing policies and reporting local conditions. Below the district level, the Statute roughly divided the administrative and judicial authorities between parish Sultan and *bi*.

Second, in contrast to the administrative system on the western part of the Steppe after 1824, the 1822 Statute contributed to the social uplifting in the nomadic society, and therefore embodied the transition from traditional to rational-legal authority in Weber’s terminology. Traditionally, Kazakh nomadic society was divided into nobility (*ak-suyek*, “white bone”) and commoners (*kara-suyek*, “black

bone”), and khans were usually elected among the Chingisid descendants (*tore*). After abolishing the post of khan in 1819, Senior Sultan became the highest post for Kazakhs subject to the Russian rule. For example, Kunanbai Oskenbaev from Karkaralinsk, Dzhilgar Baitokin and his son Musa from Kokchetav, Shon Edygeev and Musa Shormanov from Akmolinsk all assumed the post of Senior Sultan in their own district. All of them came from the background of “black bone” and were leaders of their own clan. Their influence in local politics was favored by the Russian administration, and therefore they were able to compete against the Chingisid descendants for the posts of Senior Sultan. Some of them even step into the estate of nobility of the Russian Empire.

Dzhilgar Baitokin’s career is a typical case. As the leader of the Khudaiberdy-Atagai clan, he embraced the reform and was appointed the parish Sultan of Andagul’-Yrsai *volost*’ before Kokchetav District was formally opened. Then he was promoted to the post of Kazakh representative in Kokchetav District Board, taking the responsibility of the Board’s finance. When the first Senior Sultan, Gabaidulla Valikhanov, was imprisoned by the Russian administration, Dzhilgar Baitokin took his post for two years (1824-1826), and later assumed this office again in 1838-1841. He served as a parish Sultan after having been relieved from the District Board and was offered Russian military rank of Lieutenant Colonel in 1852. Some of his descendants were accepted to the estate of Russian nobility [8, p.200-203].

The historical significance of the 1822 Statute would become more salient comparing with the 1824 Statute of Orenburg Kirgiz. The 1824 Statute similarly laid out a hierarchical system of administration: in Orenburg fortress, the Orenburg Asian Board would manage the affairs on both the line of fortification and the western part of the Kazakh Steppe. Down below, the line of fortification was divided into eleven Distances (*distantsiia*). Each of the Distance would be led by one fortress Commander. The Steppe region would be divided into four parts (*chast*’): West, Middle, East, and Inner, each led by one Senior Sultan and a Special Committee. Vertically, orders were supposed to be transmitted from the Orenburg Asian Board to the Senior Sultans, then to tribal Rulers (*pravitel*’) and aul heads. Nonetheless, the 1824 Statute and its reform version (the 1844 Statute of Orenburg Kirgiz) did not intend to form political order based on settled life and agriculture on the hinterland of the Steppe. Therefore, even though Orenburg administration tried to offer scribes, translators and paramedics to each Senior Sultan, such investment would not translate into thriving commercial centers with the residence of the Senior Sultan in the center. Corresponding to the lack of a fixed residence, the 1824 and 1844 Statutes also did not intend to demarcate the whole territory of the western Steppe, and simply allow the Senior Sultans to deal with the internal affairs. Moreover, most of the Senior Sultans on the western part were the descendants of Abulkhayir Khan. Without enough means to intervene the local politics, the administrative system on the western part of the Steppe appeared to be “bureaucratism in form, nomadism in essence.”

The difference between the 1822 Statute and the 1824 Statute primarily originates from the environmental factors of the two parts of the Kazakh Steppe:

with better water and pasture resources along the slopes of Altay, Jungar-Alatau and Tianshan, the eastern part hosted larger amount of population and livestock, where both military actions and bureaucratic administration appeared more feasible. Therefore, the 1822 Statute, designed for the environment of the eastern Kazakh Steppe, laid the foundation of the Tsarist Bureaucracy on the Kazakh Steppe.

Exploiting the Frontier: the 1822 and 1868 Statutes Compared

Apart from establishing the territorial-administrative system, one important aspect of the 1822 Statute was the ambitious set of socio-economic policies. Ranging from economic development, medical service, disaster relief and social uplifting, the socio-economic policies of the 1822 Statute were designed to strengthen the power of District Board, encourage nomads to sedentarize, and ultimately consolidate the Russian political order in general. This principle was inherited by the reformers of the 1860s and 1880s. By examining the socio-economic policies in the 1868 Statute and 1891 Statute of Akmolinsk, Semipalatinsk, Semirech'e, Uralsk and Turgai Provinces (hereinafter "the 1891 Statute"), the fundamental significance of the 1822 Statute appears more salient.

The 1868 Statute emerged out of the reports of the 1865 Steppe Commission. Comparing with the 1822 Statute, the 1868 Statute firstly standardized the administrative system of the whole Kazakh Steppe. Secondly, it replaced District Board with District Commandant (*uezdnyi nachal'nik*), a position usually taken by Russian military officers. Thirdly, it formalized the system of *bii* court and strengthen the judicial branch of local governance.

Regarding the socio-economic policies, the 1868 Statute first strengthened the professional staff team of the Provincial Board (*Oblastnoe pravlenie*): one physician, one architect, one mining engineer, and one officer in charge of the forestry were attached to the board [5, p. 325-326]. Second, the 1868 Statute for the first time defined the steppe pasture as state-owned and used by the Kazakh communities. Additionally, it stipulates that constructions on the winter pastures (*zimovka*) would be considered as inheritable and alienable properties, and agricultural work on the summer pastures was also encouraged [5, p. 337]. Third, on top of the benefits offered in the 1822 Statute, the 1868 Statute further added that if Kazakhs were to apply for transfer to other estates, they would continue being free from conscription, and enjoy five-year tax exemption after joining the new estate. If one Kazakh converted to Orthodox, he or she would have the right to be registered in any Russian city or village without the permission of the local authority [5, p. 339].

The 1891 Statute continued the emphasis on socio-economic policies. First, in every district, the positions for one physician, one paramedic, one midwife and one veterinary were requested to be established. Physicians in districts would offer free medical service for local residents, encourage them to accept vaccines and train paramedics from natives. These professionals were all supervised by the Provincial Medical Inspector [5, p. 390]. Previously, these medical professionals were only staffed to provincial board. Second, the 1891 Statute paid special attention to land ownership. Following the direction of privatization initiated in the 1868 Statute, the 1891 Statute further stipulates that on winter pastures, every pastoralist would have

right to farm, to open up gardens, orchard and construct residential or commercial buildings. These developed land tracts would become inheritable and alienable [5, p. 396]. Third, the 1891 Statute specified the expenditures of both provincial and local services, including developing commerce and handicraft industries, promoting education and public health, constructing irrigation facilities, maintaining infrastructure, and exterminating locusts and other pests and so forth [5, p. 399].

Comparing with the two most important statutes of the late nineteenth century, the ground-breaking significance of the 1822 Statute is fully revealed. On the one hand, facilitated by the comparatively favorable environmental and political conditions, the territorial-administrative system envisioned in the 1822 Statute was implemented and maintained down to the 1860s. The 1868 Statute and the 1891 Statute further developed the Steppe Bureaucracy and gradually integrate the steppe frontier into the common administrative system of the Russian Empire. On the other hand, in contrast to the 1824 Statute of Orenburg Kirgiz, the 1822 Statute incorporated a full set of socio-economic policies to undergird the territorial-administrative system. The combination of administrative reform and socio-economic policies was also noticeable in the 1868 and 1891 Statutes, which confirms the historical significance of the 1822 Statute.

Conclusion

The 1822 *Statute of Siberian Kirgiz* marks the beginning of the Tsarist bureaucratic rule on the Kazakh Steppe. Later on, the *Statute of Orenburg Kirgiz* in 1824, and other important statutes promulgated in 1868 and 1891 all modeled on it. It first established an administrative system, which aimed at absorbing the Kazakh tribal elites to constitute local governing bodies. Additionally, based on the administrative hierarchy, the 1822 Statute focused on demarcating and maintaining internal borders among districts (*okrug*) and parishes (*volost'*) and external borders, in order to consolidate its control over the steppe. Moreover, according to the 1822 Statute, the provincial and district governments would encourage sedentarization of Kazakh nomads by means of land development projects, tax breaks, education and social security policies.

Comparing with the 1824, 1868 and 1891 Statutes, the 1822 Statute on the one hand delineated a blueprint of Steppe Bureaucracy, on the other hand initiated socio-economic policies that contribute to the power of the territorial-administrative system. Both of the two principals were incorporated into the later statutes. At the turn of the twentieth century, the administrative system on the Kazakh Steppe, especially the administration of Uralsk and Turgai Provinces, were fairly close to the common standard of the empire. In the nutshell, the 1822 Statute is a ground-breaking move in the institutional history of the Tsarist rule on the Kazakh Steppe.

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1822 ЖЫЛҒЫ «СІБІР ҚЫРҒЫЗДАРЫНЫҢ ЖАРҒЫСЫ» МЫСАЛЫНДА ҚАЗАҚ ДАЛАСЫНДАҒЫ САЯСИ ЖӘНЕ ЭКОНОМИКАЛЫҚ ӨЗГЕРІСТЕР

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Аңдатпа. Мақалада Сібір қырғыздары туралы Жарғы (1822) қазақ даласындағы саяси-әкімшілік және экономикалық трансформацияның негізін қалағаны көрсетілген. Бұл жарғы Орынбор қырғыздарының (1824) жарғысына және 1860 жылдары шығарылған басқа да маңызды заңдарға негіз болды. Сібір қырғыздары туралы Жарғыны (1822) 1819-1821 жылдары Сібірдің генерал-губернаторы, мемлекет қайраткері Михаил Сперанский жасаған. Мақалада жергілікті басқару кадрлары ретінде қазақ элиталары, Шыңғыс және

нечингизидтер кіретін жаңа әкімшілік жүйені ұсынатын осы құжаттың тарихи маңызы көрсетілген. Бастапқы дереккөздердің негізінде мақалада осы Жарғы бойынша қазақ даласындағы хан басқармасы түріндегі дәстүрлі мемлекеттік жойылып, сыртқы округтер арқылы жаңа басқару енгізілгені, жаңа нормативтік құжатқа сәйкес далада округтер, болыстар мен ауылдар құрылғаны көрсетілген, бұл бұрынғы рулық басқару жүйесін жоюға тиіс еді. Жарғыда қазақтарды отырықшы өмір салтына көшіру мақсатында кейбір ережелер қарастырылған. Мысалы, әр округ нан дайындауды, жеткізуді және сатуды жүзеге асыруы керек, егіншілік, бау-бақша, ара шаруашылығы және басқа да әлеуметтік қамсыздандыру мәселелерімен айналысуға шақырылды, сауда-саттықпен айналысуға шақырылды.

Жарғы Қазақтардың құқықтық және азаматтық құқықтарын айқындады, қазақтарға басқа сыныпқа кіруге, бес жылдық жеңілдіктер мен жалдаудан бостандықты пайдалануға, сондай-ақ жылжымайтын мүлікке ие болуға мүмкіндік берді. 1822 жылғы Жарғы, бір жағынан, дала бюрократиясының схемасын белгіледі, екінші жағынан, саяси және экономикалық ықпал ететін әлеуметтік-экономикалық саясатты бастады қазақ даласындағы трансформация және қазақ даласындағы патша билігінің институционалдық тарихындағы инновациялық қадам болды.

Тірек сөздер: Ресей империясы, қазақ даласы, әкімшілік жүйе, Сібір қырғыздары туралы жарғы, Орталық Азия, шекара, трансформация, седентаризация

ПОЛИТИЧЕСКИЕ И ЭКОНОМИЧЕСКИЕ ПРЕОБРАЗОВАНИЯ В КАЗАХСКОЙ СТЕПИ НА ПРИМЕРЕ «УСТАВА СИБИРСКИХ КИРГИЗОВ» 1822 г.

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Аннотация. В статье показано, что Устав о Сибирских киргизах (1822), заложил основы политико-административной и экономической трансформации в Казахской Степи. Это Устав лег в основу Устава Оренбургских Киргизов (1824) и других важных законов, изданных в 1860-х годах. Устав о Сибирских киргизах (1822) разработан Михаилом Сперанским, государственным деятелем, генерал-губернатором Сибири в 1819–1821 гг. В статье показано историческое значение этого документа, предлагающего новую административную систему, включающую казахские элиты, чингизидов и нечингизидов, в качестве кадров местного управления. На основе первоисточников в статье показано, что по этому Уставу традиционная государственность в Казахской степи в виде ханского управления была ликвидирована и введено новое управление через внешние округа. Согласно новому нормативному документу в степи были учреждены округа, волости и аулы, что должно было упразднить прежнюю родовую систему управления. Устав предусматривал некоторые положения в целях перевода казахов на оседлый образ жизни. Например, каждый округ должен производить заготовку, доставку и продажу хлеба, поощрялось занятие земледелием, огородничеством, садоводством, пчеловодством и другими вопросами социального обеспечения, поощрялось занятие торговлей.

Устав определял юридические и гражданские права казахов, позволял казахам вступать в другое сословие, пользоваться пятилетней льготой и свободой от рекрутства, а также иметь недвижимую собственность. Устав 1822 года, с одной стороны, очертил схему степной бюрократии, с другой стороны, инициировал социально-экономическую политику, способствующую политической и экономической трансформации в Казахской степи и стал новаторским шагом в институциональной истории царского правления в Казахской степи.

Ключевые слова: Российская империя, Казахская степь, административная система, Устав о Сибирских киргизах, Центральная Азия, граница, трансформация, седентаризация

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