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The development of office work and postal service in the Semirechye oblast (1865–1905)

In the article the issues of the development of office work and postal communications in the Semirechye oblast in 1865–1905 were considered. The spread of general imperial laws and the formation of a unified system of imperial institutions was aimed at optimizing the system of administration of the empire of Kazakhstan. The need to perform the basic functions of imperial institutions influenced the design of the communication organization system. In this direction office work and postal communication played a significant role. Office work served as a tool for written communication and contributed to the interaction of all institutions both at the local level and the metropole with local administrations. Postal communication ensured the timely delivery of the necessary information, ensuring uninterrupted communication between various institutions. Thus, both spheres were an important areas in the institutional hierarchy of management. Due to the space limitation a comprehensive analysis and discussion of the research topic was not presented and hence it is expected that this theme will be analyzed elsewhere in the future in detail in an interdisciplinary context.

Keywords: Semirechye oblast, office work, postal service, empire, administration, institution.

Introduction

During the Russian imperial rule the system of colonial governance consisted of a complex multi-tiered institution. Office work and postal service played a crucial role in managing the colonial administration in the Kazakh steppe and in other parts of the Russian empire. The results of relations and management decisions at various levels were reflected in the administrative documents, office work and postal service. In addition to paperwork, the postal service also played a communicative role between administrative institutions, establishments, and the subjects of the empire. The importance of the communication technology at that time was that it gave birth to a procedure for writing, registering, and approving the necessary information between colonial institutions, and postal communication to exchange information with each other. The development of the two closely related realms in a new form was associated with the acceleration of the empire's direct control of the colony. The value of information is measured by its speedy and timely delivery. The exploitation of land and natural resources of Kazakhstan along with its vast territory was one of the main goals of the empire. Hence, the delivery of various information, and reports to their destinations was of great importance and became the main task. Thus, the office work and postal communication became an integral part of the colonial system. No imperial institution could conduct its administrative activities without an office work, and institutions could not interact without postal service.

The Russian empire's rule over the Semirechye oblast sought to subjugate indigenous Kazakhs and exploit the resources. In this case, for the empire that had sufficient experience in introducing the colonial rule in other colonies, this course of action was thoughtful and more cautious, given the specifics of the Turkestan region. Gradually, an institution was introduced that was completely alien to the indigenous population as well as a colonial rule with an obvious hierarchy and new technologies. It was a long process with its own difficulties. Initially, the system of military public administration was entirely based on the elective principle introduced by the Provisional Regulations of 1867, which was subject to revision with the development of the New Regulations on Administration of 1891. To manage the region, a separate department was created — the Semirechye Regional Board, and on the ground city, county, and rural institutions. The structure of the Regional Board was determined by the sectoral affiliation of each structural unit and functional feature.

The peculiarity of the administration of the region was the concentration of power with the division into civil and military. In the system of civil administration, institutions were subordinate to the Ministries of In-

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ternal Affairs, Justice, Finance, State Revenue and Public Education. A separate institution was represented by the Office of Orthodox Institutions and the Office of Institutions of Empress Maria. Military institutions, together with the Cossack troops, made up the Military institutions of the Semirechye oblast. In general, the methods and technology of managing the area corresponded to the expectations of the empire. The centralized approach in the hierarchy of the organization of the management system and the spread of general imperial laws on the territory of Kazakhstan contributed to the exercise of complete control over the indigenous population. Office work and postal services played a huge communicative role in this. The unified system of imperial institutions was aimed at optimizing the system of direct control of the empire by colonies and made it possible to carry out the intended colonization policy. The analysis of laws makes it possible to assert that social relations in all spheres of activity were regulated by general imperial laws. At all levels of management, it was office work that served as a tool for written communication. Not a single institution would be able to carry out the management of subordinate institutions without office work. Postal service ensured the timely delivery of the necessary information between institutions. The postal service played a crucial role in communication between institutions not only at the local level, but also between the metropole and Kazakhstan. The postal and telegraph office operated as a separate institution in the city of Verny, and a little later in the counties.

Materials and methods

The records of the history of postal and postal communication are very rich and this scholarly research is based on archival documents. Most of it is unpublished historical sources, reflecting the lack of extensive research on this topic. Archive data includes documents collected in the Central State Archive of the Republic of Kazakhstan No. 4 — “Orenburg Kyrgyz Regional Office of the Ministry of Internal Affairs (1799–1859)” [1], No. 44 — “The Semirechye Regional Office of the Military Ministry” [2], No. 75 — “The Semirechye Regional Court” [3], “No. 194 Verny regional post and telegraph office of the Turkestan postal and telegraph district (1872–1918) [4]”. The principle of comprehensiveness was used to ensure the level of originality and authenticity of archive documents. Interesting new data includes information on the development of administrative and postal communication in the Semirechye region, the work and interrelationships of postal institutions at the regional and district level, the results of the inspection of the institution’s work, the personal composition of employees, their approval, and awards.

The metropolis, which attached great importance to the development of the two industries, obliged the Statistical Committee to officially publish the data showing the progress of their development. “Commemorative book and address-calendar of Semirechye region”, published periodically since 1882, shows the regular activity of postal institutions in the system of imperial administrative institutions. A collection of common imperial laws from the period of the empire, which supplemented the study with data, also helped in considering the legal aspect of the topic.

In the article, the route book “Post Road builder of the Russian Empire” was used as the main historical source to facilitate payment to the post office. It was first published under the name “Postal Calendar” (1777, 1796, 1802, 1803, 1808, 1824, 1829, 1841, 1842, 1852, 1863, 1871, 1875, 1880, 1888, 1901, 1904, 19106, 1910, 1912, 19108, 1911). After 1871, the content of the “Postal Calendar” changed. Between 1871 and 1875, due to the construction of railways, the routes of postal tracts were changed, and some postal stations were moved to other places. The content of “Post Road builder of the Russian Empire” has also changed. In the first part, the main routes in the Russian Empire by railway and mail tractors are described in alphabetical order. In the second part, the amount of payment paid by passengers, as well as convenient and short routes are indicated: A) from the capital of the empire to the locations of post offices and postal stations; B) between the cities of the province and the cities of the region (except Finland); B) from the cities of the province and cities of the region to the post offices and branches located in the same province and region. In addition, railways and postal routes are depicted on the map in “Post Road builder of the Russian Empire”, the routes of railways are marked with the Roman alphabet, and postal routes are marked with Arabic numerals [5].

The next group of historical source includes “The Review of the Semirechye Oblast”, which was published annually in Verny between 1882 and 1915 [6]. These were the data published as an appendix to the reports of the governors of the regional statistical committees. On January 13, 1879, “The Review of the Semirechye Oblast” began to be compiled in connection with the creation of the statistical committee of Semirechye region. People like N.N. Aristov, V.E. Pantusov Nedzvetsky were involved. Due to changes in the region, the content of this data also began to change. “The Review of the Semirechye Oblast” of 1882

consisted of 78 pages, while the review of 1913 consisted of 110 pages. When compiling the survey, no strict requirements were set, the statistical committee provided only general information on the region. They were compiled based on local conditions, the policy of colonization carried out by the regional administration in the region. Currently, “The Review of the Semirechye Oblast” is available online in full version. The State Public Historical Library of Russia has been declared open access since 2018.

According to the “concept of information society”, modern technical tools are the driving force of social development of society. That is, the emergence of new types of communication systems affects the development of society and leads to a new level of culture and civilization. In Russia as a whole, the postal department was established in 1799 and united all postal departments and the central post office. Thus, the highest postal management in Russia was entrusted to six post offices. In 1913, about 7,618 communication institutions worked throughout the territory of the Russian Empire. Their location was uneven. For example, 80 % were located in the European part of Russia, and the rest are concentrated in the territory of Siberia and Central Asia. The development of mail in the territory of the Russian Empire led to the emergence of new communication systems, which led to the establishment of security and order in them. With the advent of the telegraph in 1832, the trend of merging post and telegraph offices began worldwide. And at the end of the 19th century and the beginning of the 20th century, the development of railways and other transports increased the level of communication by raising the post and telegraph service to the national and international level. This increased the level of inter-cultural and inter-ethnic relations and made it possible to integrate the space we are considering into events and processes on a global, imperial scale.

Communication is the process of disseminating information, knowledge, spiritual values, moral and legal norms to large audiences through technical means. And mass communication means are special channels and devices that ensure the spread of information messages over large distances.

Communication tools will be studied in a theoretical and pragmatic aspect. Here, the nature of communication is justified by well-known theories guided by functional theories. That's why we consider the function of communication using these theories into the following groups: political control, indirect spiritual control, cultural studies.

Consistency takes a leading place in scientific knowledge today. The systematic nature of communication allows to determine the hierarchy of communication systems, to recognize the socio-cultural differentiation and variety of communication tools. Consistency-theoretical analysis is guided by the research method.

Results and Discussion

Office work and postal communication in the institutional hierarchy of management

If in the pre-reform period of the 19th century we see the management system in combination of the Kazakh traditional institution with the imperial one, yet by the end of the century this picture began to acquire a radically different character. The development of social relations, the emergence of new ways of documenting (typewriters, telephone, telegraph) could not but affect the acceleration of office work processes and postal communications. The appearance of the first postal offices on the territory of the oblast also could not but affect the acceleration of the external communication of institutions. Especially the opening of a telegraph station in 1870 in the city of Lepsinsk, a postal and telegraph office in 1872, and a separate postal office a year later expanded the geography of the mailed correspondence. It became obvious that life required more advanced forms of office work. The separate provisions of the Laws of 1811, 1854 and other legislative acts on office work could no longer ensure the improvement of office work as a whole. In search of new forms of office work, individual institutions decided on self-realization. In Semirechye, it was military-people's based ruling, according for what the highest military executive power was occupied by experienced officials of military rank. The practice of keeping records of military institutions established over the years in the end of XIX century is summarized, formulated, and a special rule is adopted. This step should be taken as a new trend in the organization and consolidation of the proceedings of the imperial administrative institutions. And it is obvious that since in Semirechye the practice of managing the “Regulations on Writing in the Military Department” developed for the military department was clearly about this. This document was of particular importance for the development of office work in imperial institutions. By the end of the nineteenth century and at the beginning of the 20th century, in the office work of the military departments, the “Regulations on Writing in the Military Department” (hereinafter referred to as the Regulations — *Auth.*) was the main regulatory document regulating the organization of work with documents at all levels [7; 109]. The second branch of the Regional Board already at the beginning of 1904 accepted the Regulations on Writ-

ing for guidance. The decree regulated the entire cycle of office processes and postal services, including mailing documents and parcels. The first chapter of the Regulations was devoted to general writing — conducting various correspondence in the military department, compiling and processing documents, as well as signing and sending them. According to the Regulations, documents are classified according to specific and subspecific features. The very concept of “document” is called “official paper”. In the 19th century, in practice, the term “document” was not yet so widespread. By types, the following main types of official documents can be distinguished: reports, relations, instructions and petitions, letters and notes. Of these types of documents, only notes had varieties: report, commemorative, invitation and notice notes. The type of official document depended on which authority they applied to — the highest or lower. At the same time, the position held by the person determined the type of document. Yet the title of the person should not affect the role of the document. As can be seen, the public office played an important role in determining the type of document, and therefore in its execution. The regulation also established the procedure for addressing temporary officials, as well as to the superiors themselves. Relations with officials and institutions of the maritime department, as well as the military land department, had the same character.

“Regulations on Writing in the Military Department” approved the systematic procedure and norms for working with documents approved. At the same time, the procedure for exchanging documents between institutions and sending them by mail was regulated. Documents were drawn up in two forms — on paper of a special format and on a letterhead. Letterheads were of two types: one for the institution and its department, and the other — personal for officials. For frequently repeated documents with uniform text, special printed or lithographed letterheads with an invariable part of the text were used. All official documents, regardless of purpose, had to be of an official nature that was printed on typewriters or typographically. Reports addressed to the emperor were drawn up on half-sheet paper. Other types of documents were drawn up on a special letterhead [7; 111]. All documents and correspondences of administrative, police and public institutions were made exclusively in Russian. The imprint of the institution was indicated on the upper left corner and occupied one third of the letterhead. Under the name of the department, the date and number of the document were indicated, the city of Tashkent, the center of the Turkestan region. To certify the receipt of the document by the Regional Board, a special stamp was placed on its upper right corner [8; 1]. Incoming documents were registered in the log of incoming papers (documents) where the serial number indicated the date of the opening of the case, the content of the document, the number of sheets in the case and the date the case ended [9; 1]. In the inventory of the documents in the case, they indicated the page number of each document, the sheet of each completed and empty sheets. With the introduction of a new regulation on writing, it was required to minimize correspondence, for which the heads of institutions of all degrees were required to accept all that depended on them.

Officials in charge had to observe that the heads of subordinate institutions or structural subdivisions should in no case enter with representations on such cases, the decision of which was left to their own competency, or which were resolved by existing decisions or orders. In addition, when written communications can be replaced, without prejudice to the case, by verbal explanations, then preference was given to the latter [10; 11]. Outgoing documents were sent by mail in compliance with special rules. Documents on especially important cases and secret documents were sent in closed special packages or parcels. Secret documents of lesser importance and documents of money such as appropriations (a document on which the bank issued allocated money), coupons weighing up to one pound were sent in special parcels or in registered letters.

It should be noted that in 1854, with the construction of the Verny fortification to establish a permanent communication between it and the city of Kopal, on May 19, a postal route was opened with two pairs of post horses on each [11; 17]. Accordingly, between the two cities, external communication was already provided by postal communication, although in other regions of Kazakhstan, postal communication was actively used. Soldiers of the lower ranks serving in military fortifications and other places in Kazakhstan sent letters in official packages, which was not allowed by postal rules. When sending letters in postal offices, a weighted payment was used. Found in the Orenburg and Chelyabinsk postal offices, the facts of such a transfer were subject to a fine of 90 kopecks silver from the lot. The fine for only 97 lots amounted to 87 rubles and 30 kopecks silver. Explaining the situation, the Orenburg military governor pointed to the use of civilian Kazakhs for such forwarding of soldier’s letters in official packages due to the distance of the fortifications from the Orenburg line by 450–700 versts or 480–746 km. Therefore, he asked the emperor to add up the aforementioned fine and allow the letters of lower rank soldiers to be mailed free of charge. In 1851, military servants, namely lower rank soldiers, were exempted from the weight payment when sending letters [12; 244].

According to the Provisional Regulations of 1867 on the administration of the Semirechye and Semipalatinsk regions, the content of postal messages was assigned to the military governor until they were transferred to the postal department. The organization of postal communication in the region was entrusted to the responsibility of the Governor-General, who contributed funding to the general estimate of the military-people's administration. The right to determine the size of the toll paid for travel on postal roads belonged to the Governor-General in agreement with the Ministry of Posts and Telegraphs. Regional post offices subordinate to the specified ministry were opened in the cities of Verny and Tashkent. In the Semirechye oblast, county post offices subordinated to the Verny post office were opened in the cities of Sergiopol, Kopal, and Tokmak. Residents of the region were allowed to receive and issue the following types of postal correspondence — ordinary, insurance, cash and parcel [13; 110]. The size of the toll fee was calculated according to the number of versts and horses, and on the roads of the Semirechye region it was 2 1/2 kopecks, and on the highways — 1 1/2 kopecks.

In 1862, the telegraph line connecting Verny and Pishpek was put into operation for the first time [14; 392]. In 1867-1868 there were two postal tracts in Semirechye oblast. The first was the tract from Semey to Verny through Sergiopol. The second one continued from Sergiopol to Urzhar station. In addition, in 1867, the Verny-Sergiopol tract was extended to Tashkent in order to establish a connection between Semirechye oblast and the city of Tashkent. In 1870, there was a problem of establishing a connection between the Vakhtak fortress and the Urzhar station, and a postal route was opened between them in 1873. At first, it was a transport tract, then it became a postal tract, and it was a continuation of the Sergiopol-Urzhar station [4; 9-10].

Other tracts in the region were opened in the following order: in 1868, the Altyn-Emel-Borohudzir tract was established to connect with the detachments located on the Borokhudzir River, and after the capture of Kulja in 1871, this tract route was extended, Kulja was handed over to China, and the border was established by the Khorgos River, and the last point of this tract was Khorgos marked as a post. In the same year, in 1868, a connection was established between the city of Verny and Aksu fortress (where the administration of Issyk Kul district was located). The administration moved to the city of Karakol (Prezhevsk), and on December 1, 1870, it was to pass through Tokmak along the northern coast of Issyk Kul. In order to connect Tokmak with the Naryn fortress, in 1873, a freight transport (packing service) was established, in 1876, a wheeled was established, and in 1880 it became a postal service. In addition, there was a special tract for the city of Lepsinsk, which started from Abakumovsk outpost [15; 54].

In 1892, Semirechye oblast had a total of six postal tracts:

1) Postal tract in the Sergiopol-Verny-Kara-Balta direction, 1040 versts long, included 42 postal stations (including the regional city of Verny, the district towns of Pishpek and Kopal, 1 stanitsa, 18 settlements, 20 outposts).

2) Sergiopol-Urzhar-Bakhty postal tract, 278.25 versts long, included a total of 11 stations (Bakhty fortress, 1 stanitsa, 1 settlement and 8 outposts).

3) Altyn-Emel-Khorgos postal tract, 172 $\frac{3}{4}$ versts long, included 8 stations (district town Zharkent, 1 station, 1 settlement, 5 outposts).

4) Pishpek-Prezhevsk postal tract, 368 $\frac{1}{4}$ versts long, consisted of 14 stations (county town Prezhevsk, 6 settlements, 6 outposts).

5) Lepsinsk-Abakumov postal tract, length 92 $\frac{1}{2}$ versts. It consisted of 3 stations in total (Lepsi city, 1 station, 1 settlement).

6) The length of the Kutemaldy-Naryn postal tract was 151 $\frac{3}{4}$ versts. It included Naryn fortress and 6 stations consisting of 5 outposts.

The total range of the above-mentioned post stations was 99 stations, and the length was 2103 $\frac{3}{4}$ versts [15; 56].

Similarly, apart from these postal tracts, since 1870 packing mail roads connected the cities of Verny and Prezhevsk with the Tien-Shan detachment located in Muzart. However, after Kulja was handed over to China and the state border was established, it became unnecessary. Instead, there was a need to establish a zemskoy post office, and a road connecting the cities of Zharkent and Prezhevsk was opened in 1883-1884.

In his report on the scientific expedition to Turkestan in 1865–1868, N. Severtsov wrote: “There were constant delays at the stations in the field before Kazalinsk for mail horses and camels. Along the Syr Darya, above Kazalinsk, in the fall of 1865, postal stations had not yet been established; from fort to fort, depending on the nature of the road, horses or camels had to be rented, and in November it was necessary to drive on wheels on sand or snow”. In 1858, a post office was opened according to the project of General-Governor

Katenin. The first route was from Orsk to fortress No. 1. The mail was delivered from Orsk to Tashkent once a week and traveled with the Cossacks. In 1864, a connection was opened between Shymkent and Verny fortress. The mail route from Fort No. 1 to Tashkent was opened in January 1866 [16; 65].

Couriers would travel 1,880 kilometers in 24 days, and in important and urgent cases they covered this distance in 10–12 days [16; 178]. Examining the structure and content of postal tracts in his report on the inspection of the Turkestan region, K. Palen noted that postal tracts were the only means of communication before the construction of the Orenburg-Tashkent railway [17; 34]. At the time of the study, Tashkent was the starting point of two of the most important routes in Central Asia that connected it with Orenburg on the one hand, Verny and Semey roads on the other, both roads passed through the territory of South Kazakhstan. The postal tracts were handed over annually to several entrepreneurs under trade and lease contracts [18; 17]. The office received a request from those interested in getting the contents of the projects for the improvement of the tract, in which a detailed description of the proposed conditions was made. After that, the issues received together with the conclusion of the head of the post-telegraph district were reported to the head of the post and telegraph department, who in turn had to agree to the proposed conditions or propose the appointment of trades (their nature and conditions (the price of a pair of horses, the initial and threshold price, etc.) determined by the Council of the Governor-General).

The administration understood the importance of building and repairing bridges to keep the roads in good condition, and to make them suitable for caravans and postal service. For example, the management of Shymkent region in its report, in order to build bridges over the Mashat, Arys, Chakpak rivers, to open the slope on the 11th kilometer from Shymkent and to create a road equalization, between Beklerbek and Sharaphhana, between Beklerbek and Shymkent, between Arys and Mashat stations, uneven areas and slopes between Chakpak stations, requested allocation of funds in the amount of 1040 rubles for the correction of the last verst of the road [19; 28]. The price of the post road was 3 kopecks per mile [16; 89]. Until 1871, the annual payment for two horses to postmen was 6445 rubles. Starting from 1871, the payment rate for two horses issued once a week increased to 9,734 rubles, and in the following year, 1872, it reached the level of 111,900 rubles per year.

If the distance between the stations was different at the beginning of the opening of postal tracts and passed through inconvenient places, at the beginning of the 20th century, the distance between the stations was adjusted, and the roads began to pass through convenient places. In Semirechye oblast, in 1903, 608,753 rubles 47 kopecks from the state treasury were spent on the reconstruction of roads along postal tracts, the construction of 36 new bridges and the restoration of 4 large bridges. Despite all these expenses, the condition of the roads was very poor. Especially during the rainy season in spring and autumn, the softness of the ground made it very difficult for transports to move [20; 33].

At that time, there were 5,000 specialists employees in 460 postal stations in Russia. In St. Petersburg (since 1843) and Moscow (since 1845), mail delivery was regularly carried out from door to door. However, the Russian Empire lagged behind Western countries in postal services. One of the main reasons was the scale of the territory. For example, in 1913, there were 13,000 communication points in Russia, 60,000 in the USA, and 50,000 in Germany. Among them, in Germany (or Great Britain) 1,500–2,000 inhabitants were served by post offices in an area of 13 km², while in Russia there were 10,000 post offices in an area 100 times larger served the resident. And in Semirechye region, for example, according to the statistics of 1897, only 20 post offices with 137 specialists served to 990,107 citizens [21]. Each employee served approximately for 7,000 residents. Post-telegraph communication contributed to the economic development of the empire and the region, including the growth of the number of cities and towns, the development of infrastructure, the growth of the number of people and the standard of living, and the development of trade. For example, in the second half of the 19th century, parcel delivery was introduced, and commercial printed materials such as announcements, catalogs, and price lists were primarily transported. In particular, it allowed to receive various printed materials from abroad, as well as information about foreign goods and to develop trade [22; 113].

However, activities of Post-Telegraph institutions did not bring great economic income to the state treasury, as expected. According to the data provided by the Statistical Committee under the Ministry of Internal Affairs for Semirechye region in the period 1882–1915, the annual profit of post and telegraph institutions was only 13.7 %–55.6 % of the total income (11,735 ruble–181,858 ruble) [23].

For political purposes, the postal service has become an instrument of control for the state. In the Russian Empire in the XIX century, political censorship and perustration were carried out by mail [24]. Empires attempted to maintain security, control public sentiment, and predict political events by establishing control with the help of the postal service [25]. Similarly, at the beginning of the 19th century, there was a need to collect

complete information in order to know the situation in various territories and nations that were part of the Russian Empire. Among those who were under control were, first of all, the opposition groups and the emperor's relatives and friends. Second, the local elite, who were not satisfied with their status quo in the newly annexed regions of the Russian Empire, came under control. Thirdly, there was concern about the sentiments of the common people in the troubled regions, and they were in the spotlight [26; 57–59]. In the second half of the XIX century, there were seven “Black Cabinets” in Russia, in the central cities of the Empire, in the cities located on the southern and western borders, the “Black Cabinets” served in the department of censorship of foreign newspapers and magazines in the post offices of Moscow, St. Petersburg, Warsaw, Odessa, Kyiv, Kharkiv, Tiflis [27; 42]. There was no perustration center in the Semirechye region that we are considering. Therefore, the correspondence and telegrams sent and received by the persons under control were read by the institutions (authorized) and persons with special authority with a known algorithm. For example, a relative of the emperor, Nikolay Konstantinovich, who was in exile since 1874, settled in Tashkent since 1881. Regarding the reading of the correspondence of Nikolay Konstantinovich, his wife, and his employees, the correspondence of the mail-telegram sent according to the circular, depending on the position of the persons whose control is established, is directed to the governor-general or a person equivalent to him, an official appointed by the governor, the head of the local post-telegraph office to the Police Department in Tashkent to be sent [28; 1].

The state informed the masses through the postal system. It propagated and spread ideology and propaganda within the empire. International, empire-level, regional-level announcements and information were carried out by the empire through post and telegraph institutions. For example, on May 17, 1898, an announcement aimed at the people in connection with the Andijan uprising was distributed by post to the volosts in Vernyy uyezd. Residents of Semirechye region were called not to hide those who took part in the uprising, to hand them over to the government and not show them mercy. Its text was taken from “Turkestanskaya tuzemnaya gazeta” No. 26 of 1898 [29; 110].

In addition, communication links were established in the empire through the post-telegraph service, which contributed to the integration of the empire into a single political, economic, and cultural space. Postal tracts have become stable and reliable road junctions. Along it, not only correspondence, but also the army, politically important persons, etc. was an important infrastructure.

In conclusion the Empire tried to effectively use the post and telegraph service to manage the state. It was effectively used as a tool for political control, economic development, integration and management of the regions attached to the empire. Nevertheless, the post-telegraph service brought important historical changes to the society.

The audit of paperwork as a method of improving management

Auditing the state of office work and postal communications in institutions was carried out as an audit measure covering all departments for the quality of organizing work with documents, receiving and sending mail correspondences and parcels. This was the distinguishing feature of the revision of office work in all county and city institutions of the Semirechye oblast. The audit of office work was an important and responsible task, and its implementation was entrusted to the vice-governor. This meant that the level of management organization as a subsystem in the overall management system depended on the quality of record keeping. The next feature was that the audit covered all local administrations, and it was carried out through the work of clerks of all counties with checking cash books, the monetary part of taxes, various types of state penalties, as well as the writ of execution of justices of the peace, according to the decisions of foresters and through the State property. Accordingly, books, magazines, information, inventories contained valuable information of a different nature, reflecting the entire field of activity. Already in 1868, an approved list of books, magazines and information should have been available in all county departments of the region, which was signed by the Military Governor Gerasim Alekseevich Kolpakovsky. In the same year, as a result of an audit in one of the counties, he paid serious attention to the arrangement of means of communication, on which not only communication, but also the further development of the region as a whole depended. This strategic task was assigned to the county chiefs [30; 1–6].

The specified list of books, magazines and information included, in addition to registration forms known in office work, other books containing basic information about the activities of county institutions. The books recorded information about all the wanted persons, taken into custody on investigative and criminal cases, caught deserters and other fugitives and vagabonds, who were deprived or restricted of the rights of their property and about summons to judicial places, to county judges and investigators, sentences of urban societies. In addition, books were kept separately to record trade prices for supplies of life and their transportation, stamp documents, issued tickets and other types of absence from the place of residence, is-

sued passports. They contained information about the number of settled settlements, churches, monasteries, charitable and educational institutions, plants and factories in the county, the number of residents in the county divided into estates, male and female, about road sections to which residents in the county are assigned to correct them with natural and monetary service. Lists of yurt-owners of the county, taxed and not taxed with a wagon tax, vacation funds for lower ranks, honorary citizens and their families, revision tales about merchants, traders and other inhabitants of the city who were taxable estates. Report card to urgent statements and information submitted by the county administration. Official lists of officials of the county administration.

Monitored the correct management of all documents through administrative audit aimed at collecting taxes from the people. However, the shortcomings identified during the audit were not eliminated, and even measures were not taken to prevent the factors that caused them. Cash books were maintained in accordance with the rules on accounting of administrative departments and include an accounting journal for administrative departments. In addition to the main ledger, auxiliary ledgers were kept separately in 4 parts for a note of city sums, zakat duties, auxiliary capital, requisition amount and money sent. Detailed instructions were given separately for cash books [30; 22]. During this period, the variety of documents depended on the specifics of the implementation of certain tasks assigned to institutions. The revision of the Economic Department of the Office of the Verny district chief in 1869 shows the maintenance of a book of city sums, a book on reference prices for food and trucks (long carts), for the transportation of heavy loads, an account book, a list of the townspeople of Verny, books for issuing passports and books of certificates for sales of places in the city. Besides, the following separate books were kept in the county administration for a note on the receipt and expenditure of the transfer amount, the receipt and expenditure of city money, money collected in transit duty, fines collected from Kazakhs, income and expenditure of auxiliary capital [30; 28]. Documents were registered separately in a special book of income and expenses. The log of incoming documents contained data on the beginning of the document, its summary, the number of forms and the date of execution. In practice, the final report on the execution of cases was conducted monthly according to the indicators of the movement of documents for each table. The statements indicated the names of the documents received from each institution, and a report on their execution and non-execution or being still under consideration. Starting with decrees of the Senate, orders of ministries, orders of the governor general, letters of communication with various institutions and individuals, urgent messages requiring consideration from subordinate institutions.

It should be noted that the audit of office work was a powerful and serious tool for identifying shortcomings in the work of the institutions. Circular of the Minister of Justice N.V. Muravyov in 1895 reflected the reality of clerical processes to all courts. In the office work of judicial institutions, sometimes the excessive complexity of the clerical order began to be noticed, manifested itself in an exaggerated abundance of formalities, in an excessive number of documents drawn up, too long and not quite satisfactory presentation, with unnecessary repetitions, and often with inserts that were not directly related to the case and additions. The law required few written forms of legal paper work to be followed. If clerical complication and excess gradually became established in the courts, then this was only in practice. Therefore, these phenomena could be eliminated by means of an appropriate order based on a thorough review of all the details of judicial documents and paper work. The adoption of such measures was all the more necessary because in the field of justice, written and clerical methods in general should be of secondary importance, although they cannot be completely dispensed with in the process and judicial administration. Their immoderate development, contrary to the true spirit of the oral, controversial and public court, harmed the successful performance of tasks by judges, obscured the path to discovering the truth and slowed down the judiciary, its material high cost both for the treasury and for private individuals. In addition, the expansion and predominance of the clerical mechanism in the course of court cases usually led to the establishment of routine in them. Meanwhile, the resolution of a legal conflict over people and their deeds was predominantly a lively activity, regulated to a sufficient degree by law, but it did not at all fit into the immovable framework of paper formalism [31; 54].

Over time, negligence of officials in handling paperwork, the occurrence of paperwork led to the inhibition of the work of the administrative apparatus and the formation of bureaucracy. At first, the judicial institutions showed ways to avoid these shortcomings and suggested improving the proceedings. Nevertheless, the deficiencies in the operation of the apparatus have been accumulated year by year, and the facts of human rights violations have started to occur. Indeed, the office work of institutions in other spheres of activity went to the extreme with strict observance of its external correctness. This led to the suffering of the moral and social authority of the court. Especially as judges admitted, they were burdened with unneces-

sary and meaningless labor, considering office work an unproductive area where money and time could be saved. Concerned about the timely correction of the existing shortcomings, while they had not yet had time to take root deeply in the business environment of the judicial department, it was the judicial figures who considered it appropriate to outline common features by correspondence. First, formalities not prescribed by law in dealings with one another and with private persons, which hindered the possible facilitation and convenience of access to justice. Second, the subjective views of the leaders impeded a quick and cheap trial, which should have been abolished without delay.

To simplify office work, the following measures were proposed:

1. Reduce the number of documents sent and received. To do this, special accompanying documents need to be replaced with brief inscriptions on the documents themselves.

2. Use inexpensive printed letterheads.

3. The use of typewriters, which greatly simplify and speed up clerical work, quickly pays off its cost. A printed document is easier to read and less bulky than a handwritten document.

4. Unify the text of the document, make it as simple and short as possible, avoid verbosity.

5. Review the methods of registration and reporting, such as books, registers, statements, lists, and indexes. It was expected by January 1, 1896, the opinions of local judicial figures on the improvement of office work [31; 55]. Along with all this, it was recognized that cases of theft by malefactors of appropriation documents and letterheads from the office of judicial institutions became more frequent. According to circular No. 35766 of the Accounts Department of the Ministry of Justice of December 21, 1895, it was noted: "According to the information available in the Ministry of Justice, cases of stealing appropriation documents from the office of judicial institutions and receiving money from the treasury on the basis of false appropriations written on them from the treasury have become more frequent, and the possibility the commission of these crimes was due to a large extent to non-compliance by officials with the storage of letterheads".

To put an end to such undesirable phenomena, the Minister of Justice considered it necessary to pay the most serious attention to the need for strict observance of the instructions in the accounting rules and the adoption of the following measures to eliminate such cases by the Ministry of Justice:

- 1) Appropriation letterheads must be kept in locked rooms and used under the direct supervision and responsibility of persons appointed by the heads of institutions.

- 2) Letterheads should be issued upon request and the notes on their issuance should be recorded in a memorable register. Damaged letterheads returned for destruction, records of them were kept in a memorable register.

- 3) When supplying appropriations letterheads to institutions and persons subordinate to them, credit managers included in the accompanying documents information on the number and type of sent letterhead, as well as a requirement to notify them of their receipt.

- 4) Credit managers must make at least once a month a sudden recalculation of available letterheads. Consequently, the responsibility for the storage of appropriation letterheads, their accounting and reporting rests with the chairmen of judicial institutions. The right to discuss the expediency of spending all the money and its correctness remains entirely with the responsibility of the Prosecutors [31; 64].

In fact, the implementation of the proposed measures by the Minister of Justice was an arduous task. The observed indifferent attitude to their duties led to confusion and consistently the formation of bureaucratic relations. Uncontrolled law in the public court, non-interference in the order of proceedings in the traditional institution was compensated by the manifestation of loyalty of the local population to His Majesty the Emperor. Yet gradually by the end of the century, all these trends were changing. Such a fact seems interesting. On February 12, 1869, the military governor asked the Verny district chief to find out whether the 4th degree Order of St. George belonged to the aul chief of the Almaty volost Ordabay Tlenchin at his request. This issue was under consideration for more than two years, as evidenced by the report of the Military Governor of the Semirechye oblast dated August 24, 1871, to the Turkestan Governor-General. Based on the report of the Verny district chief, he reported the following: the aul chief of the Almaty volost Ordabay Tlenchin, in his petition, announcing that in 1864 he had been awarded the 4th degree Order of St. George, for his special devotion to the Russian government and for his diligent execution of the orders of Major General Chernyaev, associated with the danger of life, asked for issuance for this order certificate. According to the headquarters of the troops of the Syr-Darya oblast, the order of the 4th degree under No. 530 was awarded to the former policeman Baidzhigitov from the Botpai clan. According to the order for the troops of Western Siberia dated June 28, 1865, No. 151, it was announced to the Kazakh Tlenchin and informed the Verny district chief that the order was awarded to him personally by Major General Chernyaev at the same time as

Syat (Sat) Baidzhigitov. In fact, Major Medinsky reported that Major General Chernyaev placed on distinguished Kazakh men during the movements of the Shu detachment a ribbon of a military order, but there were no signs of these established for Muslims, and due to lack of written information, he could neither confirm nor deny. General Zhdan-Pushkin, who had been present, personally confirmed that Ordabay Tlenchin had been indeed awarded the Order of St. George. Due to the lack of written evidence, and the awarding of Baidzhigitov was confirmed by an order, the county chief believed that the order may have been issued to Tlenchin Ordabay, probably by mistake instead of the previous one [32; 3–20].

In parallel with this phenomenon, the identification of processes of unfulfilled documents, which gradually led to the formation of bureaucratic relations, was closely related. According to the reporting data, in 1902, only for the month of January, the Border Office of the Semirechye Regional Administration received 57 petitions from individuals, 93 letters from other places, a total of 150 documents [33; 2]. In 1905, by May 1, fifty percent of the orders of the ministries and the Turkestan Governor-General, fifty-one percent of the requests of individuals, fifty-two percent of letters-messages from institutions had not been fulfilled, only urgent tasks were fully completed [34; 1-2].

According to the records of unfinished cases of the Accounting Desk of the Second Branch of the Semirechye Regional Board, the following cases were identified, which by January 1, 1905, remained unfulfilled. For instance, a case initiated on June 11, 1899, for information and guidance on insurance office work — on compulsory mutual insurance of rural buildings issued in the Semirechye oblast since 1898, had been for almost 16 years as an unfulfilled case among the passing cases [35; 8]. The next case, initiated on October 29, 1903, was the case on the costs of clerical work for mutual provincial insurance in 1904. The end of this case was halted by the distribution between the volost clerks of 200 rubles assigned to remunerate them from the insurance capital for 1904. The information from the counties about persons worthy of the award was received only in 1905 and a report was being prepared to the General Presence of the Regional Board on the distribution. The next case, initiated on January 9, 1904, was about an extract from the expedition for the production of state documents — appropriation letterheads due to the incompleteness of the correspondence on sending appropriation letterheads for the Kopal, Pishpek district chiefs and the Pishpek Prison Department. As it turned out, the documents and letterheads were received only on February 7, 1905, and papers for distribution were being prepared. There was unfinished paperwork due to the non-completion of the purchased goods. Started on January 7, 1904, the case for the purchase of a Remington typewriter for the Second Branch of the Regional Board, which was acquired with a three-year payment plan, with the last payment due in 1906, as a result of which this case was to be subject to termination along with the end of the settlement [35; 9-10].

Only on one day, December 9, 1904, 19 Kazakhs were fined 50 kopecks each for filing a petition with the governor. Abusing official duties by county chiefs, volost governors and chiefs were subjected to a fine and arrest for paying taxes and for not receiving notification of this contribution. In fact, during the audit, it was found that the tax payment was made on time, and the delay in sending money to the Treasury was due to the fault of the postal office, which was not dependent on the volost administration. The postal authorities did not accept packages with full amounts in excess of the allowance permitted by postal regulations. It should be noted that at the beginning of the 20th century, the state of communications was recognized as unsatisfactory. Financing from the general zemstvo capital of the region and the road tax in kind provided strategic communication routes from the city of Verny to Turkestan, Siberia and the bordering cities of China. Internal communication was of a secondary importance. Due to the dirt, the roads, especially in spring and autumn, turned into a swampy road. Movement at this time within the oblast was fraught with great difficulties and inconveniences. It often took a whole day to travel the station 27–32 km with an experienced driver and with a reinforced harness. In the spring, receiving mail in the city of Verny with a delay of 15 days was a fairly common phenomenon. Postal service was at its best in summer. In wintertime, traveling along the postal routes was not always convenient, since the sleigh route was built late and not everywhere [5; 232]. Consequently, strict observance of the time of receipt and dispatch of mail by postal and telegraph institutions did not work accordingly [5; 270–273].

Breach of legal norms by employees of the local administration became a normal trend over the years. District chiefs appointed individuals to volost clerks dismissed from such service due to misbehaving and inability to serve. Transferring them from one volost to another made office work worse. With the exception of Dzharkent, district chiefs failed to control grain stores and did not monitor the proper spending of public money, where waste of amounts was observed. Such a picture was noticed when auditing the cash books of volost governors and aul chiefs, who did not transfer money to the treasury in a timely manner. In the judici-

ary, there was no control over judicial decisions, no note was made on the transfer of petitions to the public court and on their consideration. Complaints filed to county chiefs against decisions of public judges were repealed without observing legal norms and cases were dragged out for several years. There was no uniform procedure for the consideration of cases by public courts. Justices of the peace, when calling Kazakhs from distant volosts, districts, appointed such a short turnout period that it was impossible for them to arrive on time, especially in winter. Volost administrators did not report such difficulties, and the Kazakhs were subject to an undeserved fine imposed by justices of the peace. Many veterinarians burdened the Kazakh volost governors with excessive clerical work by demanding statistical information, which was in the county administrations, from where veterinarians could extract the information they needed. Complaints of Kazakhs about the wrong layout of taxes. Nevertheless, in the current difficult situation, the interests of the Kazakhs gradually remained out of sight. The volost governors by abusing their official powers, imposed penalties on the aul chiefs, which was not required by law.

It is worth mentioning the availability of information about the publication of the Steppe Regulations approved on March 25, 1891, translated into the Kazakh language, thus making it easier for the people to get to know and protect their rights. However, despite the fact that this document was not found in the original, in practice, the local population, when submitting petitions and complaints to satisfy their own interests, often did not follow the legal order. Perhaps, if the provision was in the Kazakh language, the Kazakhs would follow it. Nevertheless, even if it were available, it would be impossible to convey it to every volost, for the reason that one clerk, Tikhon Neranov, turned out to be illiterate and unfamiliar with his responsibilities [36; 32]. Or in one volost, four clerks were dismissed within the year, their salary was 15 rubles, and nothing was released for office expenses, which explains the lack of books [30; 43]. Or according to the senior official for special assignments under the military governor of the Semirechye oblast, with his report dated May 20, 1885, No. 11715 to the military governor of the region, he declared there was bribery and corruption among translators and the admission of Tatar and half-Kazakh malefactors to courts and administrations. Court councilor reported to the military governor about a secret inquiry, which confirmed that Musa Basalaev took bribes and often misinterpreted and distorted what the parties said during the trial. To suppress such undesirable actions at the Regional Board it was proposed to establish a permanent commission of translators who were in the public service and individuals with a university degree in oriental languages. Besides, provided that they successfully passed the probationary period, would they be given certificates confirming their oral and written communication skills [37; 5].

On the ground, the absence of a clerk and his functions performed by the headman served as the reason for a number of errors and fallacies in recording the relevant information in books [38; 34]. Having observed the current situation in an order dated March 23, 1900, the military governor noted, “come across facts indicating that some of the employees allow themselves to mix purely personal and personal relationships with their colleagues in official affairs. This unfortunate phenomenon in the interests of the cause cannot be tolerated”. He reminded all employees of their duties regulated by the Decree of the Senate of July 15, 1896, that said: “to serve the cause and not the cause of personal interests, not allowing rivalry among themselves and steadily assisting each other for the benefit of the service” [39; 61]. Due to the size of the territory of the Semirechye region and the lack of experience of the officials who do not know the local language, in most cases, they were indifferent to their duties, corruption and the formation of bureaucracy.

Conclusion

In the 19th century, with the gradual introduction of imperial administration throughout Kazakhstan, the practice of office work and postal communication was carried out taking into account the characteristics of the traditional Kazakh society. Great experience was gained in oral and written communication through the services of translators. A clear organization of office work made it possible to concentrate the necessary valuable documented information in the hands of officials. There are many valuable scientific, both ethnographic and statistical materials. It was justified by the goal of forming a colonization fund for land use, a database on Kazakh farms, population migration, the placement of Russian settlers, and mining. The specified information was collected according to the system of annual statements with the distribution of data by months and categories. Postal communication was initially carried out by the Kazakhs themselves, experienced coachmen who were well versed in areas where the road had not yet been laid. With the advent of the postal route, this type of communication became regular in accordance with the Postal Charter of 1857. However, in the second half of the century, with the adoption of the Provisional Regulations, and especially towards the end of the century with the introduction of the New Regulations on the management of the region, there

was an active search for better new forms in the office work system. “Regulations on writing in the military department” regulated the entire cycle of office work, sending and forwarding documents and parcels. Species classification of documents and their origin were determined.

Office work became more Russified. Tendencies towards the dominance of the Russian language in the management of documentation, communication and employment became pervasive. At the same time, serious attention was paid to checking the state of office work and postal communications in institutions. Despite the fact that the audit of office work was a powerful and serious tool for identifying shortcomings in the work of the institution, excessive complexity of the clerical order began to be noticed in the activities of institutions. The manifestation of which can be indicated by the following phenomena — an exaggeration of formalities, an excessive number of documents compiled, an unsatisfactory presentation of the text. As a result of everything that was happening in all institutions, there was an indifferent attitude towards their duties and the formation of bureaucratic relations. The violations in the actions of certain responsible persons, published by the vice-governor, in fact did not give the desired results. The palliative measures taken by responsible persons on the ground did not lead to success, and those that had deviations became a normal trend over the years.

Acknowledgement

This study was funded by the Scientific Committee of the Ministry of Science and Higher Education of the Republic of Kazakhstan: AP15473303 “Post-telegraph service in the Semirechye region as part of the communications of the Russian Empire (1865–1917)”.

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Жетісу облысындағы іс жүргізу және пошта қызметінің дамуы (1865-1905 жж.)

Мақалада 1865-1905 жылдардағы Жетісу өлкесіндегі іс жүргізу мен пошта байланысының дамуы қарастырылған. Жалпы империялық заңдардың таралуы және империялық институттардың біртұтас жүйесінің қалыптасуы Қазақстанды империялық басқарудың жүйесін онтайландыруға бағытталды. Империялық институттардың негізгі функцияларын орындау қажеттігі коммуникацияны ұйымдастыру жүйесін құруға ықпал етті. Бұл салада іс жүргізу және пошта байланысы маңызды рөл атқарды. Іс жүргізу жазбаша коммуникация құралы ретінде қызмет етті және жергілікті деңгейдегі барлық мекемелердің де, мегаполистің де жергілікті әкімшіліктермен өзара әрекеттесуіне қолдау көрсетті. Пошта қызметі әртүрлі мекемелер арасындағы үздіксіз байланысты қамтамасыз ете отырып, қажетті ақпаратты дер кезінде жеткізіп отырды. Осылайша, екі сала да басқарудың институционалдық иерархиясының маңызды институтына айналды. Бұл зерттеу осы мәселенің түпкілікті зерттелуіне нүкте қоймайды және келешекте пәнаралық контексте оның көптеген нұсқалары мен жаңа идеяларды тудыра отырып жалғасады.

Кілт сөздер: Жетісу облысы, іс жүргізу, пошта қызметі, империя, басқару, мекеме.

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Развитие делопроизводства и почтовой связи в Семиреченской области (1865–1905 гг.)

В статье рассмотрены вопросы развития делопроизводства и почтовой связи в Семиреченской области в 1865–1905 годах. Распространение общеимперских законов и формирование единой системы имперских учреждений была нацелена на оптимизацию системы управления империей Казахстаном. Необходимость выполнения основных функций имперских учреждений повлияла на конструкцию системы организации коммуникации. В этом делопроизводстве и почтовая связь сыграли значительную роль. Делопроизводство служило инструментом письменной коммуникации и способствовало взаимодействию всех учреждений как на локальном уровне, так и метрополии с местными администрациями. Почтовая связь обеспечивала своевременную доставку необходимой информации, обеспечивая бесперебойную коммуникацию между различными учреждениями. Тем самым обе сферы были важным институтом в институциональной иерархии управления. Данное исследование не может дать окончательного описания изучаемого вопроса и будет продолжено в будущем, указывая на множество вариаций и генераций новых идей в междисциплинарном контексте.

Ключевые слова: Семиреченская область, делопроизводство, почтовая связь, империя, управление, учреждение.

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