



## THE POLICY OF THE LOCALIZATION OF THE ORGANS OF STATE ADMINISTRATION DURING THE PERIOD OF SOVIET POWER IN UZBEKISTAN

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### ABSTRACT

When the Bolsheviks came to power, they began a tough struggle in order not to lose to Turkestan region, which was rich in raw materials. Turkestan Autonomy, which was national government, was abolished through invasion and instead of it the Turkestan ASSR was created in the Soviet model. In 1920, the Khiva Khanate and the Bukharian Emirate were also overthrown by the Bolsheviks' invasion, and the Soviet People's Republic of Khorezm and the Soviet People's Republic of Bukhara were formed. Despite national patriot's resistance, the Bolsheviks held national-territorial restrictions in Central Asia and established the Uzbekistan SSR. In the 20th of the twentieth century, there were introduced the attraction of local people to the public administration works and the conduction of administrative proceedings in local languages in parallel with Russian language. However, a number of activities on localization of the state apparatus have failed. In all levels of management sufficient numbers of staff were not trained from among local people. Local cadres are required to speak Russian so that they can take up leadership positions.

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### INTRODUCTION

The national policy pursued during the era of reign of Soviet power was directed to isolate the nations living in the former Soviet Union. As a result, the local people's national beliefs and pride were frustrated and their national traditions and high-ranking values that have been formed over the years were diminished. They mixed them with the purpose of destroying nations and the motto of creating an artificial nation "soviet nation" was put as an aim. The original face of the Bolsheviks who seemed to be supporting the building of national state and the establishment of self-government in Turkistan was clearly demonstrated in February 1918 in attack with armed forces to Turkestan Mukhtoriyati (Turkestan Autonomous) which is considered to be a national government. In 1918 the Bolsheviks formed the Turkestan Autonomous Soviet Socialist Republic (TASSR) in Soviet model instead of the Turkestan Mukhtoriyati and in 1920 Khiva Khanate and the Bukhara Emirate were also overthrown by the Red Army, and the People's Republic of Khorezm and the People's Republic of Bukhara were formed.

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### MATERIALS

The Bolsheviks proposed a tactic in this period, which reflected a wide range and new ideas in national politics of the Soviet state. V. Lenin was trying to convince the international community that the national republics were voluntarily part of the Soviet state. Therefore, the Bolsheviks abandoned the policy of the "An attack specific to red Guardian" on the national issue, and took the path of partial agreement and compromise. The main concern of the Soviet leaders was to connect the national republics to the RSFSR and to add them to a new Russia without the annexation. In October 1921, Lenin said on this occasion that "the direct attack did not work, but now we are on the way to of blocking the way through" [Turkestan, 2000.] At the beginning of 1920, the issue of abolition of the Turkestan ASSR and the creation of autonomous republics according to their language icon had been put forward by chairman of the Turkic Commission Ya.Rudzutak. This offer was supported by the leader of the Bolsheviks V.I. Lenin, and he gave instructions on the creation of a map which was broken down the Turkestan country into "Uzbekistan, Kyrgyzstan and Turkmenistan" [Agzamkhodjaev A. 1971.].The initiators of the idea of creation of national

republics had tried to justify this issue with inequality in the lives of indigenous peoples and with the fraudulent factors of the intensification of national conflicts. Contrary to the thesis of the Turkic Commission and Ya.Rudzutak, Turar Ryskulov and a group of national leaders in 1920 preserved vital ideas such as the unity of the Turkish-speaking peoples, the commonality of their historical roots, religion, traditions and culture, and that Turkistan can not be separated to parts. However, these views were denied by the Center in the possession of the Bolsheviks', and Ryskulov was accused of "right side betrayal" (pravotentrism), nationalism and pan-Turkism, and he was slandered with other accusations. Members of the Khorezm delegation who arrived in Tashkent to attend the Central Asian Economic Forum on May 8, 1924 handed over "A letter on the solution of a national issue in Khorezm" to the chairman of the Central Asian Bureau of Central Committee of RCP (b). It was proposed the offer to leave Khorezm as an independent administrative region and to unite the Khorezm Republic and the Amudarya Province of the Turkestan Republic. In fact, this meant that Khorezm would reject this policy of restraint. Of course, the way the Khorezm people kept was contrary to the "Center" policy. As a result, the Central Asian Bureau of the Central Committee of the RCP (b) updated the composition of the National Committee of Khorezm Compartment. Renewed on June 26, 1924, the Khorezm Communist Party acknowledged the need for national restriction for Khorezm [O'zbekistan. 2000.3]. In November 1924, the national restrictions works of the borders of Central Asia, which was a new stage of the national policy of Soviet government, were completed. As a result, TASSR, Bukhara SSR, Khorezm SSR were abolished and replaced by the Uzbekistan SSR, Turkmenistan SSR, Republic, the Tajikistan ASSR, the Autonomous region of Kyrgyzstan, and the Karakalpak Autonomous region. Also, some parts of the TASSR were included to the composition of the Kazakh SSR.

The first Congress of the Soviets, which was convened in Bukhara in February 1925, adopted "the Declaration on the Establishment of the Uzbekistan SSR" [CSARUz,3]. In this declaration, it was said: "In Central Asia, which is considered to be the Soviet-era avant-garde post in the East with the aim of exercising the right of nations to self-determination, population of laborers of towns and villages in the lands of Uzbek people in the territory of former Turkestan, Bukhara and Khorezm republics through the first Soviet congress the first time in the history of the nation declared about the establishment of the Uzbekistan SSR of workers and dekhkans [CSARUz,4]. According to the archive documents, as of October 1925, the population of the Uzbek SSR was 4,417,051. On the national composition of the population of the Republic, the Uzbeks make up 72.4%, and other minority nations - 27.6%. Also, this document states that Uzbeks living in the Tajik ASSR were 16.8% [CSARUz,5]. The localization policy implemented by the Bolsheviks in the Turkestan region in the 20s of the 20th century was the attraction of local people in public administration activities, as well as the implementation of administrative proceedings in local languages in parallel with the Russian language. The concept of "localization" is presented in various archives and in the materials of periodicals with different names. For example, the terms "provision with land", "korenizatsiia", "nationalization" and "uzbek ethnicization" have been used in a single sense with the word localization. A number of legal documents have been adopted in the Turkestan ASSR for local governance. In particular, Decision number 3 of CEC of the Turkestan ASSR

on January 5, 1923, Decision number 130 on August 29, and Decision number 124 on August 15 of this year, introduced by Turkestan PCS. Turkestan CEC Decision number 130 includes 14 chapters and was signed by the Chairman of the Turkestan CEC I.Khidiraliev, Chairman of the Turkestan PCS Ismoilov, secretary of the CEC of Turkestan A. Shutemov and Kiselev. Part 1 of the Decision states that "all decrees and decisions shall be published in Russian, Uzbek, Turkmen and Kyrgyz languages" [CSARUz, 6]. In order to localize government offices in August 1923 a Central Commission of Localization was established under the CEC of the Turkestan ASSR. This Commission's tasks and authority were to oversee the implementation of local languages, to involve local people in the administration and to protect their interests, to develop a system of legal documents, to train experimentalists and to employ them in different institutions. However, localization activities in the country were not welcomed by European nationals. They openly demonstrated that they were against local workers working in organizations. One of the local reporters commented on this issue as follows: "It was natural that the problem of the privatization of agencies was irrigated by spirit of colonialism and it was prognosticated that European gentlemen, who claimed the table of the administration as legitimate right, would be an obstacle. The revitalization of the fight against such elements is the main task of the authorized officials in the office. As a result, only commission itself will fight against the above obstacles" [Giyosiddin.1924. 8].

The Constitution of the SSSR, adopted on July 6, 1923, stated that the national language was the October Revolution's Russian language. However, none of the constitutional laws of the Turkestan ASSR, the BPSR and KPSR were mentioned anything about the state language. After the adoption of a number of decisions on localization of the state apparatus, in these republics, office-work was held in local languages along with the Russian language. On September 15, 1923, council was held regarding Turkestan ASSR PCS activity on organization of the office-work in the local languages. At the same time, a special commission was set up in the PCS of the Turkestan ASSR to ensure the implementation of the Resolution number 130 of the Central Committee of the Turkestan ASSR dated January 5, 1923 and number 130 of August 29. Aralboev, People's commissar for Internal Affairs was appointed as chairman to this committee, Malishev was appointed as his deputy. Kucherbaev and Rasulov were also included in the structure from the Administration of People's Commissariat of Finance. Starting from this day, the special commission starts its activity based on the plan approved by Turkestan ASSR PCS [CSARUz, 7]. According to Decision number 130 of the CEC of the Turkestan ASSR, the procedure was established to implement office-work in all organizations in the territory of the republic in four state languages. According to this, three local languages Uzbeks, Kyrgyz (meant Kazakh - Kyrgyz language – O.R.), Turkmen and one European, that is Russian, were mentioned. Based on this, the state languages of the Turkestan ASSR were proclaimed in the regions. In particular, the system of office-work in Yettisay, Syrdarya and Amudarya regions was introduced in Kyrgyz, in Fergana and Samarkand in Uzbek and in Turkmen regions in Turkmen language [CSARUz, 8]. On March 21, 1925, the Central Executive Committee (CEC) of the Uzbekistan SSR sent an order to all government, national, commercial and economic organizations, cooperatives, Soviet organizations and regional executive committees. At the same time, the state

apparatus is obliged to carry out the whole process of administrative works in Uzbek language [CSARUz, 9]. Although Bolsheviks implemented the localization policy to the life, they were far from intention to give full control of managing to the representatives of the local people. The government's control of Uzbekistan was under strong control of the Center, and in all parts of the state body there are many employees of nationality of Russian and European. Sergo Ordjonikidze in his speech at the 15th congress of the VCP (b), held in December of 1927, was forced to admit that 61.9 per cent of the Soviet ruling authority in Uzbekistan had been recognized to be Russians, while only 24.7 % were representatives of native speakers [Jurayev N, Karimov Sh. 2011. 12].

The political goals of korenizatsiia (localization) often clashed with those of economic productivity. Korenizatsiia was expensive because it required hiring extra functionaries to provide translations, training natives in new jobs, and teaching Europeans indigenous languages. Korenizatsiia was introduced just as the advent of NEP transferred many expenses to local budgets. Members of indigenous nationalities were to be hired as apprentices but there were precious few budgetary allocations for them. The argument for economic rationality – that apprentices brought down labor productivity – was easy to make against korenizatsiia. This was often made by European workers, who dominated the small industrial sector. In 1925, for instance, only 8.5 percent of the employees of Central Asian Railways were natives. A Russian author writing in the official journal of Sredazburo acknowledged that the dominance of transport gave Europeans a strategic stranglehold on the region as well as a sense of ownership of the new order, which they were loathe to give up. [Adeeb Khalid 2015.13]. Even though there were decisions and conventions of the congresses, conferences and other bodies on the point of attracting indigenous people to the state apparatus and bringing them closer to the local community, the problem of localization has stalled at the same place. In 1928, the decree was issued about the necessity to open courses and clubs oriented at studying the Uzbek language and the new alphabet in all the Uzbekistan SSR offices to conduct administrative works in local languages and for European workers [Pravda Vostoka. 1928.14].

On the report named "Documentary information of secret service on the development and growth of chauvinism among the Uzbek intellectuals" where there provided information on the political mood in Uzbekistan sent by The United State Political Administration (OGPU) to the Central Committee of the Union Communist Party (Bolsheviks) on May 30, 1928, the issue of localization, pan-Uzbekism, antisoviet propaganda and other issues had been considered. At the same time, there was an opinion that the cadres, who defends the national interests carry out localization policy with an unilateral approach. In particular, as Munavvar Kari Abdurashidkhanov said: "The Europeans themselves deny the ideas of localization: they are assigned local employees to local positions, but they quickly dismiss them from the position with an excuse that they are not "incompatible" and do not train national cadres. Well-educated people are denied because of "ideology", and the Russians do not have any obstacles" [SK RKP (b) 2005.15]. On December 11, 1931 the Prezidium of the CEC of the SSSR declared its decision about "the Uzbekization of Uzbekistan SSR's apparatus". In the introduction to this resolution, the activities of the

Uzbekization Commission of the Uzbekistan SSR were sharply criticized. In the resolution, it was emphasized that all the institutions and organizations of the Uzbekistan SSR should, first of all, complete the process of localization and transfer of the state apparatus into Uzbek language. And in the parts of the resolution, it was emphasized that all the institutions and organizations of the Uzbekistan SSR should, first of all, complete the process of localization and transfer of the state apparatus into Uzbek language [CSARUz, 10]. It was identified that the localization process, which is the plan of involvement of local people into the state administration of the Uzbek SSR and conduction administrative proceedings in Uzbek language will be implemented in three-year terms. Therefore, at the end of December 1931, the commission halted its activities. Although there were conducted some meetings and reports on localization from 1932 to 1933, the proportion of local nationalities in administration declined, and the position of the Russian language in administrative proceedings was strengthened. For example, in the central apparatus of the Uzsovxozpakhta as of January 1, 1932, localization was 14%, conducting of administrative proceedings in Uzbek language was 25%, and as of October 1 of this year as it was recorded, localization was 10% (reduced by 4%), while conducting of administrative proceedings in Uzbek language was 23% (fell by 2%) [CSARUz, 11].

Although it was determined that all parts of the state apparatus in the Soviet state should be filled with local cadres and the conduction of administrative proceedings should be in Uzbek and other local languages, this was practical a short period of time. As a result, a sufficient number of local staff in public administration was not trained. For the study of the Uzbek language, workers in European countries were paid additional salaries to their wages. However, employees of the European nationality ignored the study of local languages. In most executive positions of the public organizations, enterprises and institutions there worked employees of European nationalities. In summary, it is evident that Bolsheviks' conducted skillful work on national politics and in their subordination of the socio-economic, political and cultural life of many national republics to the interests of the Center. The opportunities created for European Russian-speaking workers in all areas of social life have not been introduced to representatives of local people. The Soviet party and business leaders in Uzbekistan were compelled to carry out the orders of the Center. As a result of Soviet power policy in Uzbekistan, the unity of the Turkic peoples living in the Central Asian region was broken. The patriots who defended the national interests were punished strongly by the Bolsheviks as enemies of the country. After Uzbekistan have gained independence the names of thousands of selfless people, statesmen and intellectuals sacrificed innocently have been justified and their memories were perpetuated.

## Resume

This article is devoted to the policy of localization state government during the period of Soviet power in Uzbekistan. The main material for covering the scientific and theoretical aspects of this article was the documents stored in the funds of the Central State Archive of the Republic of Uzbekistan as well as periodical press materials.

- Turkestan ASSR – Turkestan Autonomous Soviet Socialist Republic

- CEC of the Turkestan ASSR – Central Executive Committee of the Turkestan ASSR
- PCSof the Turkestan ASSR –People's Commissars Soviet of the Turkestan ASSR
- BPSR – Bukhara People's Soviet Republic
- KPSR –Khorezm People's Soviet Republic
- CEC of the Uzbekistan SSR–Central Executive Committee of the Uzbekistan SSR
- CSARUZ – Central State Archive of the Republic of Uzbekistan

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