

# Carrying Out the Policy of Zoning in Middle Asia

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**ABSTRACT**---This article highlights the processes of zoning policies implemented in Central Asia and provides information on administrative units in the newly created republics of Central Asia, the preparation of their borders and territories, as well as the total population of the Soviet republics and autonomous regions. National-territorial delimitation and the creation of new Soviet republics and autonomous regions in Central Asia necessitated zoning in Central Asia, including Uzbekistan. The distribution consisted of two interrelated aspects: economic zoning and administrative zoning. The ethnic composition of the population in Central Asia during the period of regionalization policy, various levels of economic and cultural development and other factors, including the abolition of provinces, regions and districts in the Uzbekistan SSR, district commissions and regions instead of administrative units. and the creation of rural (Soviet) rural councils.

**Keywords:** Central Asian zoning commission, Turkestan ASSR, Uzbekistan SSR, Turkmenstan SSR, Kazakhstan ASSR, districts, new administrative division, counties, volosts, zoning policy, national-territorial delimitation..

## I. INTRODUCTION

At the end of 1924 and at the beginning of 1925, work on the policy of zoning, national-territorial demarcation conducted in Central Asia was inextricably linked with the administrative division of the Uzbek SSR. The created Zoning Commission of the Uzbekistan SSR under the leadership of I. Megedevich intensified its activities starting in June 1924. And the last stage of the zoning policy in Central Asia was carried out in 1926-1927. Before we dwell on this issue, we will separately discuss Central Asian republics and Kazakhstan . In the beginning, I would like to talk about some of the work carried out by the Soviet government on regionalization in the RSFSR.

The 10th Congress of the RCP (B.) (March 1921) adopted a resolution on the transition to a new economic policy (NEP). The RSFSR was economically zoned based on the GOELRO plan. After the founding of the USSR (December 30, 1922) and its entry into the RSFSR, in 1923 and 1930 a new administrative-territorial division was carried out: instead of provinces, counties, volosts, regions, territories, districts were introduced. Reforms in this area were carried out under experimental conditions in the Ural region in 1923 and in the North Caucasus region in 1924. Subsequently, 6 more territories were created: Siberian (1925), Far Eastern

(1926), Middle Volga (1928), Lower Volga (1928), Northern (1929) Nizhny Novgorod (1929) and 5 regions: Leningrad (1927), Central Chernozem (1928), Moscow (1929), Industrial Ivanovo (1929), Western (1929). First, the provinces, counties and volosts that existed in the RSFSR were abolished, the territories and regions were divided into districts (districts were soon abolished), and the districts were divided into districts, and districts into village councils (History of Russia of the 20th century, 2000: 240).

According to the Central Statistical Office (All of Central Asia, 1926: 90.), Uzbekistan has a population of Central Asian republics and autonomous regions (if we add the Turkestan region as part of the Kazakhstan Autonomous Soviet Socialist Republic) in late 1924 and early 1925 amounted to 8040505 people, the total territory of these republics was equal to 1527363 square versts [1 mile — equal to 1,0668 km].

In 1925, when the Uzbek SSR was founded, its territory was 184,836 km<sup>2</sup> or 164,150 square kilometers (this territory does not include the territory of the Tajik Autonomous Soviet Socialist Republic, which at that time was part of the Uzbek SSR). At that time, the population of Uzbekistan was 4058500 people (All of Central Asia, 1926: 91.), [This does not include the population of the Tajik Autonomous Soviet Socialist Republic]. A single division was introduced in the Republic of Uzbekistan: into oblasts, counties, volosts and village councils. In Uzbekistan, 7 regions are organized: Zarafshan, Kashkadarya, Samarkand, Surkhandarya, Tashkent, Ferghana and Khorezm regions and one autonomous region (Konimekh). At this time in Uzbekistan there were 23 counties and 240 volosts. Also, the Tajik Autonomous Soviet Socialist Republic was part of Uzbekistan. A resolution was adopted by the Central Revolutionary Committee of the Uzbek SSR, and in accordance with it, the regions of Uzbekistan, the administrative centers of the regions of its composition were determined, and a list of cities was approved.

## II. AREAS OF THE UZBEK SSR

*There were 4 counties in the Zarafshan region:* Bukhara, Gizhduvan, Karmana and Nurata districts and separately Konimekhsky district. Counties were divided into 23 volosts. Center-city of Bukhara.

*The Samarkand region consisted of 4 counties:* Jizzakh, Kattakurgan, Samarkand Khojent districts. The counties were divided into 57 volosts. Center - the city of Samarkand.

*The Surkhandarya region included 3 counties:* Sherabad,

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Baysun, Yurchin and the city of Termez. Counties were divided into 10 volosts. The center is the city of Sherobod.

*There were 2 counties in the Tashkent region:* Tashkent and Mirzachul counties. The counties were divided into 26 volosts. Center - Tashkent city.

*The Ferghana region included 4 counties:* Andijan, Kokand, Margelan, Namangan counties. The counties were divided into 72 volosts. The center is the city of Kokand.

*The Khorezm region included 3 counties:* Gurlan, Yangi Urgench and Khiva counties. Center-city of Khiva.

*7. The Kashkadarya region included 3 counties:* Behbudi, Guzor and Shakhriyabz. The counties were divided into 13 volosts. Center - Behbudi [the current city of Karshi] (All Central Asia, 1926: 90,547).

The area of the Tajik Autonomous Soviet Socialist Republic was 120,600 versts<sup>2</sup>, and the population was 745,092 people (All of Central Asia, 1926: 542). As a result of the national-territorial demarcation in Central Asia, the Tajik Autonomous Soviet Socialist Republic was founded in 1926 as part of the Uzbek SSR, it was divided into the following 8 areas: 1) Dushanbe, 2) Sariosiyo, 3) Ergontepa, 4) Kulyab, 5) Garm, 6) Mountain Badakhshan, 7) Uratempa, 8) Panjakent (All Central Asia, 1926: 543). Some areas were divided into districts and Kent, and some areas on the volost. Subsequently, the regions and districts were abolished in the Tajik Autonomous Soviet Socialist Republic, as in other Central Asian republics, they were divided into counties and volosts. Tajikistan was divided into the following 7 counties: 1) Panjakent, 2) Uratempa, 3) Garm, 4) Dushanbe, 5) Kulyab, 6) Kurgontepa, 7) Sariosiyo. The capital of Tajikistan was the city of Dushanbe.

By decision of the Revolutionary Committee of the Tajik Autonomous Soviet Socialist Republic, adopted on November 3, 1926, Kent was abolished on the territory of the republic. On July 16, 1927, the Presidium of the Central Executive Committee of the Councils of the Tajik Autonomous Soviet Socialist Republic adopted a decree on zoning in the Tajik Autonomous Soviet Socialist Republic. In accordance with this document, counties were created in place of all regions in Tajikistan. And the districts are divided into districts. there were 5 districts in the Tajik Autonomous Soviet Socialist Republic: Garm, Hisar, Kulyab, Kurgontepa, Panjakent. In addition, the autonomous region Gorny Badakhshan became a part of it (History of the Tajik people, 2004: 396).

The Turkmen SSR was founded on February 20, 1925. During this period, its territory was 418.529 km<sup>2</sup> or 367.776 miles<sup>2</sup>, and a population of 751.387 people. In the Turkmen SSR, national-territorial zoning was carried out and the territory of the republic was divided into 5 districts: Poltaratsky, Marv, Leninsk, Karki, Tashauz and 26 districts. The capital of Turkmenistan was the city of Poltoratsk (present Ashgabat).

### *Districts of the Turkmen SSR:*

Poltoratsky district consisted of 5 districts. Center - the city of Poltoratsk.

The Marva district was divided into 5 districts. The center is the city of Marv (Mary).

Leninsky district was also divided into 5 districts. The center is the city of Leninsk (formerly Chardzhou; present Turkmenabad).

Karki District consisted of 6 districts. The center is the city of Karki.

Tashauz district was divided into 4 districts. The center is the city of Tashauz [present Doshows] (All of Central Asia, 1926: 593, 594).

The Kyrgyz Autonomous Region (as part of the RSFSR) was founded on May 25, 1925. At this time, its territory consisted of 170,534 miles<sup>2</sup>, and a population of 787,413 people (All of Central Asia, 1926: 90, 649). In accordance with the decision of the Revolutionary Committee of the Kyrgyz Autonomous Region, Kyrgyzstan at that time was divided into the following 4 districts: Pishpek, Karakul-Norin, Jalalabad, Osh. The districts consisted of 75 volosts (History of the Kyrgyz SSR, 1986: 327). The capital of Kyrgyzstan is the city of Pishpek (present Bishkek). At that time, there were 6 cities, 721 villages, and more than 700 villages in Kyrgyzstan.

### *Counties in the Kyrgyz Autonomous Region:*

Pishpek district (20 volosts) -center - Pishpek city.

Karakul –Norynsky district (16 volosts), the center is the city of Karakul (formerly Przhevalsk).

Jalalabad district (19 volosts), the center is the city of Jalalabad.

Osh District (20 volosts), the center is the city of Osh (All Central Asia, 1926: 649,650).

In 1927-1928, cantons were created instead of counties in Kyrgyzstan. At that time, there were 5 cantons in Kyrgyzstan: Osh, Karakul, Noreen, Talas, Frunze and the districts controlled by the CEC (Arkhipov, 1930: 155).

As you know, during the national-territorial zoning of Central Asia, a very large part of the Turkestan Autonomous Soviet Socialist Republic (the Syrdarya and Ettisuv Regions almost completely) became part of the Kyrgyz Autonomous Soviet Socialist Republic (Kazakh Autonomous Soviet Socialist Republic) as part of the RSFSR. In these territories the Syrdarya province of the Kazakh SSR was created (All Central Asia, 1926: 671). In some documents this territory was called as “Turkestan region of the KSSR” (All Central Asia, 1926: 90). The center of the Syrdarya province was located in the city of Chimkent. Turkestan region was divided into Syr Darn and Ettisuv regions. According to the Central Asian Liquidation Commission, in 1924, 1458872 people lived in the provinces of Syrdarya and Ettisuv (Turkestan region).

At the first time the founding of the Kyrgyz Autonomous Soviet Socialist Republic (Kazakh Autonomous Soviet Socialist Republic), the city of Orenburg was designated its capital. But on the occasion of zoning in the territory of Kazakhstan, the Central Committee of the RCP (B.) After familiarizing themselves with the zoning project of Kazakhstan developed by a special commission on January 26, 1925, the capital of the autonomous republic is transferred to the cities of Orenburgagorod Perovsk (now

Kizil Urda). The Orenburg province (and the city of Orenburg) by decision of the Presidium of the All-Russian CEC is transferred from Kazakhstan to the RSFSR. A special commission was created to resolve territorial and economic issues. Part of the Ural province also moved from Kazakhstan to Russia. At the V Congress of Republican Soviets, the capital of which was the city of Kizil Urda, the name of the Kyrgyz Autonomous Soviet Socialist Republic was renamed the Kazakh Autonomous Soviet Socialist Republic, and the word Kazakhs was used to refer to the people instead of the former Kazakhs (History of Kazakhstan, 2010: 235).

And so, basically the work on administrative zoning was completed in early 1925. As new territories, the Kazakh Autonomous Soviet Socialist Republic included the districts, Akmalai, Ural, Semipalatin, Kustanai provinces, which were based on a large part of the former Turkestan Autonomous Soviet Socialist Republic. The Ettisuv and Syrdarya provinces and the Karakalpak Autonomous Region also became part of it. As a result, at that time, the composition of the Kazakh Autonomous Soviet Socialist Republic became 2.7 million km<sup>2</sup>, and the population exceeded 5 million people (History of Kazakhstan, 2010: 234-235).

The Karakalpak Autonomous Region was founded as part of the Kazakh Autonomous Soviet Socialist Republic on February 17, 1925. Kazakhstan itself at that time was part of the RSFSR. At the time of the founding of the Karakalpak Autonomous Region, its territory was 103,349 km<sup>2</sup>, and the population was 229,136 people (All of Central Asia, 1926: 90). The capital is the city of Turtkul (1925-1929).

The Karakalpak Autonomous Region in 1925 was administratively divided into 2 districts, and the Kungirat, Khuzhailin and Shumanay districts. Karakalpak, Kazakhs and Uzbeks mainly lived on this territory.

The Karakalpak Autonomous Region, founded as a result of this national-territorial demarcation, was actually created on the basis of the Khuzhailinsky and Kungiratsky districts of the Khorezm SSR and the Amu Darya Oblast of the Turkestan Autonomous Soviet Socialist Republic. Subsequently, administrative division was repeated in Karakalpakstan, and as a result 4 districts were formed in its composition: Turtkul, Chimbay, Khuzhaylin and Kungirat districts. In turn, these districts were divided into 26 volosts (Essays on the History of the Karakalpak Autonomous Soviet Socialist Republic, 1964: 136-137).

The final implementation of the zoning policy in Uzbekistan began in 1926. At the beginning of March 1926, the Central Political Commission was created under the Central Committee of the Communist Party of Uzbekistan. The commission consisted of 16 members, and the commissioner of the Workers 'and Peasants' Inspection of the Uzbek SSR, Ahmadbek Mavlonov, was appointed head of the commission. On the part of the Central Political Commission, 4 more small commissions were created: technical, scientific, Soviet construction and financial and economic. The Small Technical Commission was engaged in the preparation of maps and materials, the organization of inspections and other works. The Small Scientific Commission gathered around itself scientists and practitioners who were well aware of geography, economics, ethnography, and natural-historical conditions and features.

She thoroughly studied the host, water system, communication routes and the composition of the population of certain areas, and determined the methods and principles of regionalization based on the collected materials and began to discuss them. The small commission on Soviet construction was supposed to solve the problems of the system of the future Soviet management, change the existing four-stage management to three-stage.

At a meeting of the Executive Committee of the Central Committee of the Communist Party of Uzbekistan, the work plan of the Central Political Commission on Regionalization was approved. According to this plan, the activities of this commission were to begin with the carrying out of descriptive verification work in all regions of Uzbekistan on April 1-10, 1926. As noted in the decision, the commission was supposed to complete the work on zoning in 1926. To this end, on March 15-25, political regional and district commissions were established in the localities, they included the secretary of the regional committee, chairmen of the regional executive committee and regional plan, secretary of the county, as well as the chairmen of the county executive committee, regional land administration, water management, regional office of the cotton committee, representative Union "Koshchi" and others.

The issue of zoning was the main issue on the order of the day of the Plenum of the Central Political Commission on Zoning, held in May 1926, the 3rd plenary session of the 2nd convocation of the Central Committee of the Communist Party of Uzbekistan and other meetings. The reports of A. Mavlonbekov and adopted resolutions on this issue show the essence and content of regionalization.

After the main report of the chairman of the Central Political Commission on Zoning A. Mavlonbekov (Mavlonbekov, 1926) at the IV session of the first convocation of the Central Executive Committee of the Soviets of the Uzbek SSR on June 10, 1926, in order to eliminate the remnants of the former administrative division, as well as in the interests of bringing the Soviet apparatus closer to the masses, it was decided to carry out zoning in the Uzbek SSR. It was decided to transfer from a 4-step administrative division (village councils, volosts, counties, districts) to a 3-step division (village councils, districts, districts), due to the unpleasantness of the volosts and counties, it was decided to abolish them and create an administrative-administrative economic centers in the required quantity; it was necessary that the new districts were close from an economic point of view and combined into a strict economic system of districts.

In general, regionalization in Central Asia, including Uzbekistan, had to be carried out taking into account the national composition of the population, the connectedness of irrigation systems, the direction of the economic forms of some areas, the economic ties of the population and other important factors of economic and cultural life.

In a word, based on the instructions of the Central Executive Committee of the republic, the Zoning Commission of Uzbekistan has developed a new zoning



project. The project was discussed among the general public. In particular, a number of changes were introduced to determine the territories and borders of village councils (Materials on zoning of Uzbekistan, 1926: VI.).

Instead of 7 regions, 10 districts were created under the new project of administrative division in the Uzbek SSR: Andijan, Bukhara, Zarafshan, (Middle Zarafshan ), Kashkadarya, Samarkand, Surkhandarya, Tashkent, Ferghana, Hadzhent, and Khorezm districts (except the Tajik ASSR), instead of the former 23 districts were established in 87 districts, 239 volosts were abolished in the republic, the number of village councils increased from 1152 to 1720, that is, 43.3%. The territory of the Tajik Autonomous Soviet Socialist Republic, which at that time was part of the Uzbek Autonomous Soviet Socialist Republic, was divided into Tajiks. National District was pointed out that it will be composed of 12 districts and 306 national councils (Materials on the zoning of Uzbekistan 1926: VI - VII).

### ANAYLATICAL RESULTS & DISCUSSIONS

According to the decision of the Presidium of the Central Executive Committee of the Council of Uzbek SSR of June 19, 1926, the composition of the Central Commission for zoning of the Uzbek SSR of 40 people was approved: Akhmadbek Mavlonbekov (chairman of the commission), E. Zelkina and Katsenlenbogen (deputy chairmen), Korastelev (executive secretary and member of the Presidium) (Uzbekistan Central Administration). The Central Commission listened to the reports of the regionalization commissions of each district, and compared the completed projects with the Central Commission's project. From August 10 to 12, 1926, workers and peasants widely discussed the last draft (Khakimov, 1965: 346 - 347).

After setting goals and objectives, and carrying out all the envisaged work, by decision of the Presidium of the Central Asian Regionalization Commission of June 19, 1926, the Central Regionalization Commission at the Central Executive Committee of the Soviets of the Uzbek SSR sent a directive to the field, and reported that clarifications on regionalization issues, in particular, Opinions on village councils will continue until re-election (Uzbekistan Central Administration).

On September 16, 1926, the plenary session of the Central Asian Regionalization Commission considered the issues of regionalization in Uzbekistan, Kyrgyzstan and, in particular, Turkmenistan.

September 25-29, 1926 in Samarkand, the V session of the Central Executive Committee of Soviets of the Uzbek SSR was held, it considered and approved the issues of the project of regionalization of the state budget and economy. At the first meeting of the session, a report on the regionalization project was made by the Chairman of the Presidium of the Central Executive Committee of the Uzbek SSR Yuldash Akhunbabaev. In his report, he analyzed the economic situation in Uzbekistan, noted that the task of zoning of Uzbekistan will play an important role in the future development of the republic. According to the report of Y. Akhunbabaev, 14 speakers made speeches. This issue caused sharp discussions and discussions at the session itself. For example, the determination by the center of

Surkhandarya of the city of Kumkurgon instead of Sherobod, instead of the center of the Middle Zarafshan district of Karmany –Mirbozor or the city of Kattakurgan, the inclusion of the Novsky district in the Khadjent district, and not Tashkent, the creation of a separate district of Isfara - all these issues became the cause of heated discussions and debate. After the final study of these opinions by the commission, the last draft of the resolution on zoning was prepared and presented to the participants in the session on September 29, September 29, 1926, V session I adopted a historic ruling on zoning. This decree was published in the newspapers Kizil Uzbekistan and Pravda Vostoka on October 18, 1926 (Pravda Vostoka, October 18, 1926). In accordance with this decision, the administrative and economic zoning was implemented in the Uzbek SSR. Instead of the existing 7 provinces in the Uzbek Soviet Socialist Republic, a separate Konmekh Kazakh region, 23 counties, 241 volosts and 1163 village councils, new administrative units were created: 10 districts, 87 districts and 1720 (Materials on zoning of Uzbekistan, 1926: VI.).

After the initial part of the decision on zoning, the names of 10 okrugs and 87 districts are given in the following order:

#### *Counties and areas within the Uzbek SSR:*

1. Khorezm district - the center of the city of Khivaa; created on the basis of the completely Khorezm region; consists of 10 districts.
2. Bukhara district-center-city of Eski Bukhoro; created on the basis of fully Bukhara and Gijduvan counties; consists of 7 districts.
3. Mid-Zarafshan district - the temporary center-city of Karman, created entirely on the basis of the city of Karman, partially Nurota, Jizzakh, Kattakurgan counties and the city of Kattakurgan, consists of 6 districts.
4. Samarkand district - the center-city of Samarkand; created on the basis of the completely Samarkand district, partially Jizzakh, Kattakurgan and Nurotinsky districts; consists of 10 districts.
5. Tashkent district - the center-city of Tashkent, created on the basis of the entire Tashkent region, consists of 11 districts.
6. Hadzhent district - the center-city of Hadjent, created on the basis of Namangan, Konibodom counties, consists of 4 districts.
7. Kokand district-center Kokand city, the entire Kokand district, based in part on the Namangan and Ferghana (Margelan) counties, consists of 11 districts.
8. Andijan district - the center-city of Andijan, the entire Andijan district, partially Ferghana (Margelan). Namangan and Kokand counties, consists of 12 counties.
9. Surkhandarya district-temporary center Sherabad city, created on the basis of the entire Surkhandarya region, consists of 6 districts.
10. Kashkadarya district-center city of Behbudi (present-day Karshi), created on the basis of the entire Kashkadarya region, consists of 8 districts.

11. A separate district of Konimeh-center Konimeh, created on the basis of the former Beshrabat, Ayu-Terensky, Boymetantek and Toshkuduks volosts (Collection of Uzbek and orders of the workers and dekhkan government of the Uzbek SSR. 1926: 150).

The Resolution says that the issue of the number and composition of village councils provided for in the project must be submitted to the Presidium of the CEC of the Soviets of the Uzbek SSR for a 2-week period and publish their names along with the names of the settlements. In general, zoning in Uzbekistan was completed by the end of 1927.

Summing up, we can say that the zoning carried out in 1926 is of particular importance in the development of new republics and autonomous regions in this region. In particular, the administrative and economic regionalization carried out in the Uzbek SSR in 1926, the creation of 87 districts for the first time in the republic, was of great importance on the one hand, and in the management system, on the other.

The division of the Uzbek SSR into new districts and regions made it possible to improve the work of the apparatus of the Soviets, bring them closer to the people and reduce the costs of governing bodies and ensured the development of production forces in the republic. And also, the policy of economic and administrative zoning served the interests of the Center. The Soviet government and the Bolsheviks tried to use the results of regionalization in their own interests.

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