THE HISTORY OF DOMESTIC INTELLIGENCE IN THE RUSSIAN EMPIRE: THE 18TH-19TH CENTURIES

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INTRODUCTION

The historical significance of the activities of political police and domestic intelligence and their insufficient theoretical elaboration determined the choice of this scientific topic.

Preconditions for the emergence of military police bodies were formed in Russia at the beginning of the 18th century. The first military and police structures were mentioned in Article 11 of the Statute of war, gun and other military affairs, 1607 (RADISHEVSKY, POTEMKIN, RUBAN, p. 1777-1781). Its management was attributed to the competence of a senior military bailiff, whose duties included supervising troops, maintaining discipline and preserving the army’s reserves. Their subordinates were junior military bailiffs, assistants, junior officials and executioners.

Before the Russian Revolution of 1917, there had been four full-fledged and centralized organizations (in modern terms, special services), two of which were subordinate to the Ministry of Internal Affairs, one to the Ministry of War and the other to the Ministry of the Imperial Court (like the emperor’s administration). The main body of domestic intelligence and national security of the Russian Empire was considered the Police Office, subordinate to the Minister of Internal Affairs and formerly a separate structure of the Ministry of Internal Affairs.

When this special service was established under Loris-Melikov’s reform of 1880, it was called the State Police Department, which was much closer to the truth and indicated its special nature. Then it was renamed into the Department of the Secret Police, which also corresponded to the purpose of this service in the field of domestic intelligence. By the end of the 19th century, this body had received the name of the Police Department under the Ministry of Internal Affairs. This name had existed till 1917 and could mislead an inexperienced person with its simplicity and make them think about common police.

The Police Department (almost all archival documents and scholars used this term and we will use it within this study) had been concerned with national security until the end of the Russian Empire. This included foreign intelligence (transferred to the department from the abolished Third Section in 1880), all counterintelligence in the country, the secret police, issues of combating the revolutionary opposition and terrorism. In relation to functions and role in the state mechanism of the Russian Empire, the Police Department is very similar to the KGB in the Soviet Union. The internal structure of the department strongly resembles that of the future KGB established in the USSR. It consisted of several departments called “offices of records”.

The first office included a kind of personnel department and accounting department also assigned the role of the international department dealing with foreign special services and negotiating on the extradition of political criminals to Russia. The second office considered the issues of political counterintelligence, the fight against foreign espionage in Russia and the supervision of foreign citizens in the Russian territory. The third office was regarded as the most important and was officially called the "secret department". It was responsible for the affairs of the political police and issues of internal security, overseeing political prisoners and unreliable
citizens, and working with secret agents. This office occupied the third floor in the house on the Fontanka Canal but not every employee had the right to enter there. The fourth office was called a “judicial office of records”. It was a typical investigative department for political affairs, excluded from the Third Section. In 1880, it was transferred from the Ministry of Internal Affairs. There were also the Foreign Intelligence Service controlling all the foreign agents of the empire, an external surveillance department, a special department (special operations and the fight against terrorism) and a department for ensuring the security of the royal family. The tsarist manifesto of 1905 permitted political parties in Russia and the Police Department also acquired a department for the supervision of parties and factions in the State Duma.

Since 1880, the internal structure of the Police Department had been changing in accordance with the current political moment. Later a separate office was created to supervise national movements and ensure the Jewish population observes the Pale of Settlement. The Russian Empire prohibited them from settling in certain territories without adopting Orthodoxy. The Police Department functioned only in Saint Petersburg and had no offices in provinces (there intelligence activities were entrusted to local gendarme departments and secret police departments). In 1894, it was proposed to create a special group within the department to travel to those provinces with a clear increase in revolutionary sentiments. Since this group grew larger in troubled years and worked in some difficult areas constantly, duplicating the functions of local secret police units, it was abolished.

METHODOLOGICAL BASE
The article considers the relevant scientific works of the Russian, Soviet and foreign scientists on this issue. These include funds of the Police Department, the Moscow Guard Department, the Extraordinary Investigative Commission of the Provisional Government; personal funds of the State Archives of the Russian Federation, archives of Moscow, Kiev and Saint Petersburg; studies of such historians and lawyers as Agafonov (1918); Abramovich (1917); Foinitskii (1910); Heifetz (1963); Cheltsov-Bebutov (1957), etc. In the context of foreign studies, we should mention Derthick (1979); Mayhew (1991); McDonald (1994); Patashnik (2003), etc. Anuchin (1872) was the first to briefly describe the structure and functions of the secret police, including the functions of the gendarmerie. In the second half of the 19 th century, such authors of textbooks on police (administrative) law as Yanzhul (1888); Deryuzhinskii (1903); Belyavskii (1904); Tarasov (1897) and other lawyers considered police activities from the legal perspective. Depending on the time of publication, textbooks were supplemented with new information about the structure of police or gendarmerie units and original classifications of their numerous functions (with an emphasis on the secret police).

RESULTS
Initially, the security department (secret police) had its offices only in Saint Petersburg and Moscow. At the end of the 19 th century, additional offices were opened in provincial centers. The first were the following key cities: Kiev, Kazan, Warsaw, Odessa, Yekaterinoslav, Tiflis, Baku, Kharkov, Perm, Saratov and Nizhny Novgorod. After the turbulent events of 1905-1907, secret police units were established in almost all provincial centers of the Russian Empire. The secret police formed temporary "investigative stations" even in districts and this network gradually entangled the entire country with a web. Only in 1913, the authorities began to reduce the redundant provincial offices, but this reform was interrupted by the revolution.

The Russian military intelligence as a separate professional service having specific responsibilities was founded in 1880 and became the third Russian special service. It was called the 1st Department of the General Staff of the Russian Army in the Ministry of War. While reforming the military department in 1903, the new Minister of War A.N. Kuropatkin transformed military intelligence into the 7th Department of the General Staff but retained its head, General Tselebrovskii. Later intelligence became the 5th Department of the General Staff. Despite changing names, military intelligence had been a single body under the command of the Minister of War and the head of the General Staff since 1880. It was entrusted with the duties of collecting military information abroad, studying the armies of foreign states, conducting military operations and military counterintelligence (since 1903).
At various times, the heads of this structure were such well-known figures of the Russian military intelligence as Tselebrovskii, Lavrov, Zhilinskii, Palitsyn, Danilov, Erondakov and Monkevits. They managed the Russian military intelligence from its headquarters in the General Staff Building located on Palace Square in Saint Petersburg.

The last special service within the new system appeared a little bit late. After the assassination of Alexander II by revolutionary terrorists in 1881, his successor Alexander III ordered to create a separate structure for the personal protection of the tsar and the tsar’s family. This national security service was often referred to as the “black office”. In Europe, it was the name of secret services on perlustration (a thorough inspection of letters). In the Russian Empire, the task of perlustration was reassigned from the Secret Office to the Ministry of Post, which was engaged in the selective reading of correspondence at the request of special services or supreme authorities, so the free term “black office” was used in relation to the first service of the Russian Imperial Guard. From 1881 until its collapse in 1917, this structure had been called the “secret palace police” (unofficially “secret agents”).

During this period, the system of special services lived the last decades of its centuries-old history in the Russian Empire. These years were very difficult both for the imperial special services and for the Russian society that became a stage for the bloody struggle of these services with an inevitable revolution.

The renewed system of special services just started its work and received the first blow from a well-organized and professional terrorist underground represented by Narodnaya Volya. The party made many unsuccessful attempts on the tsar’s life with single shootings, explosions of trains and chambers of the Winter Palace. On March 1, 1881, they finally succeeded and implemented the death sentence passed to Emperor Alexander II by the Executive Committee of their organization back in 1879. It was an act of defiance against the newly formed special services in the first year of their work since the Police Department under the Ministry of Internal Affairs was established instead of the Third Section only in the summer of 1880 and was still in its infancy. This structure was unable to prevent the first murder of the head of the Russian state by political terrorists (BINDER, 2003; MAYHEW, 1991).

DISCUSSION

In 1711, the Russian Empire established the highest military-police post of General-Gewaldiger and General-Provost enshrined in the Military Regulations of the Emperor of Russia Peter the Great of March 30, 1716. The army had the Gewaldiger service, in which military police officers (Gewaldigers), executioners and a field priest were under the command of the General-Gewaldiger. According to the staffing table approved by Peter the Great in 1711, the armed forces of the Russian Empire should have two provost generals, 75 regimental provosts, 666 company commander provosts.

On January 27, 1812, the position of General-Gewaldiger was established for a large army as part of the General Staff. Either colonels or lieutenant colonels (in the order of promotion) holding the post of regimental commanders were appointed to this position. The General-Gewaldiger was subordinate to the duty officer of the General Staff. This person was obliged to protect order in the army, determine a penalty and implement the sentences delivered by military courts. The General-Gewaldiger had several assistants from subaltern officers and a security guard of the headquarters. The Borisoglebsk dragoons were assigned to carry out the military-police service.

In 1815, a field gendarmerie was formed in regiments of the Russian army by reorganizing the Borisoglebsk dragoons into seven gendarme squadrons. Squadrons and serf units were subordinate to the General-Gewaldiger.

The post of General-Gewaldiger was abolished in 1868 with the enactment of the new Regulation on field command and control in time of war on April 17, 1868 (RUSSIA. WAR DEPARTMENT, 1868). The duties of overseeing order in the army were assigned to the control headquarters.
According to the Law "On the army gendarmerie" of 1876 and the Provision "On gendarme squadrons attached to the troops" of 1887, the tasks of gendarme squadrons were significantly expanded. In peacetime, army gendarmes were supposed to keep order during garrison events, prayers, processions and festivities with the participation of military personnel, to ensure the maintenance of discipline on the march and in the locations of troops, to keep sentry, to protect headquarters and military leaders (KAVERIN, 2010).

Order on the Main Directorate of the Automobile Road Service No. 0101 of August 26, 1942, mentioned the creation of military traffic control unit within the Red Army (PETRENKO, 2004).

The main secret services were subordinate to the Ministry of Internal Affairs from 1880 to 1917, i.e. the head of the Ministry of Internal Affairs stood between the supreme ruler (the emperor) and the heads of special services. Foreign countries rarely established special services within the Ministry of Internal Affairs. Nowadays the idea of subordinating special services to the Ministry of Internal Affairs is rejected practically everywhere. Since these institutions fulfill too different functions, they form too cumbersome and poorly managed structures. Within the framework of organizing domestic intelligence, attempts were made to subordinate new bodies to the Minister of Internal Affairs. At the beginning of the 19th century (under Alexander I), the first head of the Russian Ministry of Internal Affairs V.P. Kochubei and the Head of Police Ministry A.D. Balashov were able to achieve this goal. Due to the Russian specifics, these two ministries functioned in parallel and independently of each other, competing and duplicating each other’s activities, while both V.P. Kochubei and A.D. Balashov convinced Emperor Alexander to include the Special Office into their ministries. From the beginning of the Third Section, Count A.K. Benckendorff achieved independence from any state structures, including the Ministry of Internal Affairs, and the subordination of the head of the Third Section personally to the emperor.

When internal political tensions increased in 1904, the most important Special Section for Combating Terror and Subversion was provided with additional powers, funding and staffing. This special department became the main force of domestic intelligence. It was not by chance that the best employees became its heads: Rataev, Makarov, Zubatov, Klimovich, Trutkov, Beklemishev, Eremin and Broetskii who were renowned members of the Russian intelligence services. During the so-called “first revolution” (1906), the department could not combat the total terror of the Socialists-Revolutionaries and armed rebellions in the country. Under the direction of the head of the department Trusevich, it was divided into two subsections (A and B). The first section dealt with illegal organizations. The second department focused on official parties and movements. Later a separate office was established to check officials for their reliability. Over time, the organization of archives and the accounting of operational cases containing files of political criminals were allocated to a new office, where the cards of suspicious persons differed in color depending on their party or ideological affiliation. Then the inspection department emerged to control domestic intelligence bodies in provinces. Consequently, the criminal investigation department (the 8th office of records) should interact with the detective police on important matters. Thus, reforms in the structure of the Police Department had been conducted until its termination in February 1917.

In comparison with the Third Section, the internal structure of the department was more complex and up-to-date. It had many departments (offices of records) that had not existed in the Third Section. For example, external surveillance was singled out as a separate structure. For many years, it had been headed by Yevstrat Mednikov, i.e. the most famous spy of the Russian domestic intelligence and the author of instructions on surveillance. Mednikov’s spies had their own closed structure, set of rules and even training courses. In the course of reforming the Russian secret services in 1906, the foreign intelligence service was transferred from the Police Department to the Secret Police Department, where it was called the “flying squad of spies” and had survived until the Russian Revolution of 1917.

CONCLUSION
In 1880, Russia for the first time moved to the system of several special services. Currently, this procedure is adopted practically all over the world and various special services in one state share the functions of foreign intelligence, military intelligence, counterintelligence, domestic
intelligence, the protection of state officials, etc. Until 1880, all these tasks had been assigned to a single body, including the Secret Order, the Preobrazhensky Life-Guard Regiment, the first Romanov special services (the Secret Office and the Secret Mail Dispatch), and the centralized Third Section as the first attempt to professionalize such tasks. At the same time, they tried to divide the secondary functions of foreign intelligence or state protection among single structures and other non-professional institutions, which caused obvious inconveniences (BATES et al., 1998).

Based on historical experience, discussions about the need to form military police bodies in the Armed Forces of the Russian Federation started back in the 1990s. According to Clause 7 of Resolution of the Congress of People’s Deputies of the Russian Federation of December 14, 1992, No. 4081-1 “On the state of legality, combating crime and corruption”, the Government of the Russian Federation was instructed to develop and submit to the Supreme Soviet of the Russian Federation a draft law on the military police in the Armed Forces in three months. The following year, the Ministry of Defense of the Russian Federation began to develop a law on the military police. As an experiment, it was planned to create two battalions of the military police in Moscow and the North Caucasus (PATASHNIK, 2003).

In 1996, shortcomings in the organization of law enforcement in the armed forces made the State Duma Defense Committee prepare a draft law "On Military Police". This project laid down the principle of the independence of the military police from the military command and federal executive structures. The military police should be under the direct subordination of the head of state (DERTHICK, 1979).

On January 31, 2006, the President of Russia suggested creating the military police in the Russian Federation. During his press conference in the Kremlin, he said that "control over the observance of the rule of law in the Armed Forces of the Russian Federation might be entrusted to the military police”. However, this idea has come to implementation only now, in the conditions of a truly radical military reform. In 2009-2010, the Minister of Defense of the Russian Federation made attempts to form the military police with a wide range of responsibilities. In December 2009, he signed an order on the creation of the military police based on military commandant’s offices and the military traffic police, but this decision was canceled in the spring of 2010.

**RECOMMENDATIONS**

After the end of the Great Patriotic War, military commandant’s offices focused on maintaining military discipline and strict order among military units, academies and schools. Military commandant’s offices exercised control over the activities of military units transferred from the military to a peaceful mode of life. Parades of troops were organized, as well as other events with the participation of garrison troops. Much attention was paid to maintaining order and discipline among the military, including the demobilized and officers. In the postwar years, military commandant’s offices fulfilled the following functions:

- To organize and perform sentry duty;
- To patrol by garrison troops consisted of more than 300 people daily;
- To give a military salute during the burial of servicemen;
- To meet foreign delegations;
- To maintain order and discipline among the military personnel in garrisons;
- To register temporary military personnel in garrisons.

However, these structures should not be included in the military police since the commandant’s offices were staffed with servicemen from the same units, where they were responsible for maintaining order. This is a significant drawback since servicemen were distracted from performing their main tasks to carry out sentry and garrison duties. They performed their functions on a non-permanent basis. The resulting structure is rather unprofessional and does not have the necessary powers. As in the 19th century, the fight against hazing was continued by the commanders of units and subunits (MCDONALD, 1994).
The trend to use the “gendarme” term in relation to any manifestations of monarchist conservatism and oppositions to revolutionary ideas influenced not only the Romanov special services but also all supporters of the tsarist government. This stereotype survived the downfall of the Romanov family and the Russian Revolution of 1917. Thus, the Russian special services have proved their role as the main bodies protecting public authorities from internal attacks on them, and this supremacy was recognized by the authorities themselves, their revolutionary opponents and the whole Russian society.

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The history of domestic intelligence in the Russian empire: the 18th-19th centuries

Abstract
The article aims at studying the historical formation and functioning of military and police units in the Russian Empire of the 18th-19th centuries, as well as determining some historical and legal patterns in the development of the institution of domestic intelligence. The main research method was the historical to study some historical stages, the historical and legal nature, the role of domestic intelligence and military-police units in the system of the Russian state power in the 18th-19th centuries. The scientific article also used the method of systemic analysis, deduction, induction, etc. The article concludes that the main secret services were subordinate to the Ministry of Internal Affairs from 1880 to 1917, i.e. the head of the Ministry of Internal Affairs stood between the supreme ruler (the emperor) and the heads of special services.

Keywords: National security. Secret office. Police. Military intelligence service. Terror.

Resumen
El artículo tiene como objetivo estudiar la formación histórica y el funcionamiento de las unidades militares y policiales en el Imperio ruso de los siglos 18-19, así como determinar algunos patrones históricos y legales en el desarrollo de la institución de la inteligencia nacional. El principal método de investigación fue el histórico para estudiar algunas etapas históricas, la naturaleza histórica y legal, el papel de la inteligencia nacional y las unidades militares-policiales en el sistema del poder estatal ruso en los siglos 18-19. El artículo científico también utilizó el método de análisis sistémico, deducción, inducción, etc. El artículo concluye que los principales servicios secretos estuvieron subordinados al Ministerio del Interior de 1880 a 1917, es decir, el jefe del Ministerio del Interior se encontraba entre el gobernante supremo (el emperador) y los jefes de los servicios especiales.

Palabras-clave: Seguridad nacional. Oficina secreta. Policía. Servicio de inteligencia militar. Terror.

Resumo
O artigo tem como objetivo estudar a formação histórica e o funcionamento de unidades militares e policiais no Império Russo dos séculos XVIII-XIX, bem como determinar alguns padrões históricos e legais no desenvolvimento da instituição de inteligência doméstica. O principal método de pesquisa foi o histórico para estudar alguns estágios históricos, a natureza histórica e legal, o papel da inteligência doméstica e das unidades da polícia militar no sistema do poder estatal russo nos séculos XVIII e XIX. O artigo científico também utilizou o método de análise sistêmica, dedução, indução, etc. O artigo conclui que os principais serviços secretos foram subordinados ao Ministério da Administração Interna de 1880 a 1917, ou seja, o chefe do Ministério da Administração Interna ficou entre o governante supremo (o imperador) e os chefes dos serviços especiais.

Palavras-chave: Segurança nacional. Escritório secreto. Polícia. Serviço de inteligência militar. Terror.