

## The policy of Russia in relation to China citizens in the aspect of Far East stability and economic development maintenance: historical and legal aspects (1858 - 1917)

Nadezda A. Litvinova<sup>1,\*</sup>, Svetlana F. Litvinova<sup>2</sup>

<sup>1</sup>*Beijing Capital Airlines, Ltd, Lawyer*

<sup>2</sup>*Vladivostok State University of Economics and Service, Vladivostok, Russian Federation*

---

**Abstract:** In connection with the December 29, 2014 of the Federal Law of the Russian Federation "On the territories of advancing social and economic development in the Russian Federation", which entered into force on 30 March 2015 the Russian Far East has once again attracted the attention of foreign investors wishing to participate in this project. Among the companies that have expressed such a wish, are large companies of the Asia-Pacific region: China, Singapore and Japan. In this context, the question of labor forces becomes urgent, whereby foreign investors will be able to realize their ambitions. A partial answer to this question gives the history of the Russian Far East, which is inseparable from attracting manpower from countries bordering it. Firstly China. In this relation it is interesting excursion into the history of attracting foreign labor from the country. This article discusses the formation of Russia's policy towards the Chinese population, which began with the accession of the territory of modern Far East in the middle of the XIX century. Features of this policy are studied through analysis of laws and other official documents of the Russian Empire, which focused on the economic development of the Far East. Due to the small Russian population in this region is the bet was made for the use of the population of neighboring China. To this end a number of laws have been adopted in the Russian Empire. This situation lasted until 1886, when it was concluded that the dangers of "Chinese elements" for politics and economy of the developing Russian region. Since 1893 the direction of policy in relation to the Chinese population in Russia has begun to change. Russian administration began to make decisions that restrict the arrival of ballot China. However, already in 1903, it was recognized that the Chinese workers are simply necessary "to ensure the correct flow of the industry," the Far East. In the future, Chinese labor was used with certain restrictions. Since the beginning of the First World War in the region has sharply felt shortage of working hands. In this connection, the Council of Ministers of the Russian Empire encouraged not only to hire and even write Chinese workers. The main conclusions reached in the article, is the conclusion that in the conditions of deficiency of the Russian population in the Far East, with a view to its economic development involvement of Chinese labor is an objective necessity.

**Key words:** Territory of advancing social and economic development; The Chinese labor; Migrant workers; Russian Far East labor forces

---

### 1. Introduction

The Russian Federation has great ambitions for the development of the Russian Far East. With a view to their implementation made a number of federal laws, including the Federal Law "On the territories of advancing social and economic development in the Russian Federation", which entered into force on 30 March 2015. In this regard, the Russian Far East once again attracts international attention investors wishing to participate in this project. Among the companies that have expressed such a wish, are large companies of the Asia-Pacific region: China, Singapore and Japan. To ensure the implementation of economic projects was established a new Institute of the Far East, its name is the Agency for the development of human capital in the Far East, in front of which the state set the task to ensure that existing and future businesses of the Far East with highly qualified personnel, the development of

vocational education and adaptation coming professionals in the region. Creating such an agency is due mainly to the lack of manpower in the region that is traditional since the inception of Vladivostok.

In this context, the historical experience question of solving the problem of attracting labor resources in the region for its economic development becomes actual, in particular by attracting manpower from countries bordering it, such as China, first of all.

### 2. Methods and materials

The present study is based on empirical data, which is represented by the normative legal acts adopted in the Russian Empire in the period from 1858 to 1917; as well as international treaties with its participation. Legal acts in the study are not used as a form of law, as well as documents, which reflect the social experience. This makes it possible to view them as sources of empirical information. Specially legal methods were used in addition to the scientific

---

\* Corresponding Author.

methods of research, such as dogmatic, legalistic and interpretation.

### 3. Results and discussion

Formation of Russian policy toward the Chinese population is mainly started with the accession of the territory of modern Far East. The final mastering Russian Amur and Primorye occurred in the second half of XIX century. Officially, it was enshrined in Aigun agreement on borders and in 1858 the mutual trade of Beijing and the 1860 agreement.

By mastering the Amur region, Russia pursued its purely political and military-strategic purposes and only in the long term could plan for myself some economic benefits. Creating your outpost on the shores of the Pacific Ocean, surrounded by representatives of other races and other civilizations, she could count on his holding only by settling the edge Russian (Larin, 1996). At the time of the arrival of Russian citizens on the territory of The attached, there already was active in the international cast. In the Far East, the Russian administration was faced with a pendulum migration flow, and with the Chinese, who lived in the region before signing contracts Aigun and Beijing, whose identity was close to the self-knowledge of the colonists, and not temporary migrants (Nesterova, 2001).

Russia needed to develop the Far East, and it was necessary to pay the slightest attention to the development of the economy of this region. Despite the fact that for her there was a real threat on the part of the Chinese population, Russian political leaders of the Siberian Committee in 1858 discussed the rules on the settlement of the Amur region, which stated that the resolution of the admission of foreigners to the outside edge of a very beneficial effect on its development. In 1860 from the edge of the settlement project was made by the Russian envoy in China N.P. Ignatieff, who presented a note to the Minister of Foreign Affairs A.M. Goncharov. In particular, he proposed "to populate the barren part of the Amur below Khabarovk and Nikolaevsk to create special rules of settlement in the area of the colonists, people from abroad" (Alepkov, 1999).

Regulation of the activities of Chinese immigrants was the adoption of the "Charter of the trade" (1857) and "Code of laws on the status of people in the state", in which migrants into the territory of the Amur Territory was allowed to open trade and factory to factory enterprise. According to the "Charter of the trade" entrepreneurs who are engaged in mechanical engineering and production of equipment for factories, we had the opportunity to not get a license to trade if they are carried on its production sites. Foreigners are also allowed to hire workers under the same conditions as the Russian, this item showed; 100 "Charter industry".

Along with these charters there was "Charter of foreign colonies in the empire". He introduced a 10-year-old resident alien privilege. Later this privilege was extended twice by the government until January

1st 1886. The "Code of law on the status of people in the state" was limited to a period of business 10th years, after which the foreign entrepreneur must have been either to take Russian citizenship, or to sell their land tenure, which should not exceed 300 acres.

In 1862 Emperor was approved a bill on 50 versts (a Russian unit of distance equal to 1.067 km) duty-free shopping strip along the far eastern Russian border with China. It is appropriate also to note that pursuant to Art. 273 "of the Charter of the trade" in a duty-free border zone, Chinese merchants were exempted from repayment merchant certificates.

With the 80s; of XIX century it has become much more efficient to pass the Chinese trade in Russia, heavily favored the "Regulations for the overland trade between Russia and China", which is authorized to import and export of gold, silver, and foreign coins.

Thus, during the formation of Russia's policy in relation to citizens of China, Russia did not send it all its own advantage. Pursuing political objectives, it is little thought about the economic consequences of giving foreigners, particularly the Chinese, the possibility of putting together a big profit. This possibility could be considered in the legislative acts published.

January 26, 1882. Russian government has made the first steps to ensure that reduce the number of foreigners in the Far East, this was reflected in the decree that abolished all the privileges set forth in the "Rules for the settlement in the Amur and Primorye regions" from 1861.

The official appearance of the Amur governor-general on the map of the Far East on his appointment as head of the region A.N. Korff was a definite beginning in determining the legal status of Chinese citizens on Russian territory. The regional administration realized the urgent need to regulate the immigration process, as a result of the A.N. Korff was an attempt to introduce ticketing systems accounting of Chinese citizens.

In 1886, he held the second congress of Khabarovsk on the initiative of the Governor A.N. Korff, in which he said: "China is harmful element for the Territory and in the political and economic relations" (Larin, 1996). At this congress, one of the options such as the adoption of the Chinese in the number of Russian citizens, and thus subjecting them to the action of Russian law in its entirety - has been recognized as undesirable for political reasons (Nesterova, 2000).

November 22, 1886 the Emperor on the proposal of Baron A.N. Korff signed a decree banning the Committee of Ministers of the Chinese to settle in the border with the territory of China.

The situation seemed to have improved on 17 of May 1888, when Alexander III approved the proposal of the State Council on the Law of the Amur Governor-General to take Chinese to Russian citizenship for 10 years, to regulate the flow of immigrants of Chinese, by levying special taxes those

who had property in Russia and did not conduct trade. Although it reduced the red tape, but not simplified the situation, as many visiting Chinese do not have the necessary documents, in addition to a certificate of baptism.

By the end of the 80s for the Russian administration's most urgent problem for Chinese immigrants has become a more effective management system and determine the position at which they were sitting. The source of the problem was that there was no such document that talked about whose laws is obeyed by the Chinese on Russian territory. How could judge a person for what he has taken action, approved in his own country? The laws address situations or with foreign settlers (colonists), or with travelers. The situation prevailing in the Amur region, which attracts thousands of Chinese migrant workers, was unique, and there were not candidates (Nesterova, 2000).

Then in the 80 years of the nineteenth century, there have been great changes in the policy of the Amur Governor-General, headed by A.N. Corfu. The Chinese began to be under the leadership of the Russian administration, their activities became controlled, that was much better than their uncontrolled activity. But we should not forget the fact that the control of the Chinese population demanded even greater reforms.

Since 1893 the direction of policy in relation to the Chinese population in Russia has begun to change. Russian administration began to make decisions that restrict the arrival of ballot China.

In 1900, N.I. Grodekov on the post of the Amur Governor-General accepted the rules restricting admission to the Chinese gold mining. This in turn suggests that economic activity in the Chinese gold mining began to go beyond reason. This was confirmed by the rules adopted by the Governor General in a different area of the Amur P.F. Utenbergom in August 1908. They said banning the entry of Chinese workers in the mines without compensation of the passport, as well as the fact that the border crossing is possible only in designated areas (Nesterova, 2001).

In 1903 the IX Congress of Khabarovsk took, where there were discussed issues which included: use of "yellow labor" and the impact of the "yellow race" on trade in the region. Speaking at a meeting of section H. Shestun called "the Chinese worker and doubtless the biggest enemy of the Russian business in the region and a great danger in the political sense". But the majority of opinions Section members agreed on the fact that the Chinese are too dangerous submitted to the Far East. The final conclusion was that the Chinese workers are simply necessary "to ensure the correct flow of the industry". This decision states that, although the government understands the danger of an influx of Chinese population, it still turned a blind eye to it (Larin, 1996).

The situation changed dramatically after the Russian-Japanese war, if to it the concept of the "yellow peril" largely invested economic overtones,

then after the war began to present clearly political overtones.

Policy limit was also seen from the number of legislative acts. In these acts were: the decision of the Duma in 1908 on the construction of the Amur railway only with Russian labor; order from 1910 for the issuance of the Gulf of Peter the Great Russian boat tickets only filed; the law of the same year "On the establishment within the Amur governor-general of some restrictions for persons who obtained a foreign citizenship", one of the points of this law was the prohibition of the use of foreign workers working in the state-owned enterprises; law on the development of shipping in the waters of the Far East by 1911, which forbade foreigners sabotage in the Russian Far East. While all of these laws and were aimed at regulating the number of foreigners in the Far East, there was no point in them that would just talk about it, in all cases there was a workaround.

An order concerning "Golden earnings" was issued on 1st of January 1912 by the Priamurskaya Governor N.L. Gondatti. It was attached to the decision to evict all Chinese mines which do not have national passports endorsing. In practice, this measure caused the eviction of nearly continuous Chinese workers, since very few had proper documents (Alepkov, 1999).

It should also refer to the question related to the Chinese discrimination on racial grounds. This question in Russian legislation, as a rule, was not raised and, consequently, such a problem at the official level does not arise. Yet it was possible to find and retreat in that direction so that in 1911 were adopted "Regulations on the procedure of formation and operation of state-owned selection round of articles in the Amur General Government", which prohibited the tenant in the captured area to use for agricultural work hard foreigners, and also took place in Russian citizenship yellow race people.

Over the years, limited policy became more active. For example, in 1912 the Ministry of Internal Affairs has developed a new draft law "On the conditions of introduction into the Amur Governor-General of Foreign filed and their living within the designated area", which was established strict control over the crossing of the border and stay of Chinese to Russian Far East. But the bill has not been realized, since the beginning of the First World War in the region has sharply felt shortage of working hands. On this occasion, it was noted that "the need for workers in the Far East so acute, so the government decided to suspend the application of measures aimed to limit the use of yellow labor" (Kochegarova, 2001) in a note from the Ministry of Foreign Affairs in December 1914. Moreover, the Council of Ministers has recommended not only hiring and even writing Chinese workers. Approved September 15, 1916 the position of the Council of Ministers puts the responsibility of the Russian consulates in China to register the Chinese national passports, and provides them to the three-month delay for the repayment of Russian tickets.

#### 4. Conclusions

History has shown that in the Far East cannot do without Chinese labor. However, the Russian experience has shown that the Chinese population on the Russian territory can be controlled, thus allowing them to self-government due to the urgency of acquiring a deep analysis of the organization of the Chinese community, taking place at the end of the nineteenth century.

#### References

- Alepko, A.V. (1999). Legal regulation of foreign business in the Amur region in 1860-1917gg. RAS Dalnevost. Dep-of Institute of History, Archaeology and Ethnography of the peoples of the Far East. Vladivostok: Dal'nauka. pp. 51.
- Alepko, A.V. (2002). Economic activities of the Chinese in the Far East Russia in XIX- early XX centuries. Problems of the Far East. № 4. pp. 139.
- Kochegarova, E.D. (2001). The employment of Chinese workers in the gold mining Amur Region (late XIX - early XX century.): Far East Sixth conference of young historians: Sat. materials (3-5 April. 2000). Institute of History, Archaeology and Ethnography of the peoples of the Far East. Ed. Ed. LE Fetisov. Vladivostok: Publishing house of the Far Eastern. University Press. pp. 142.
- Larin, V.A. (1996). The syndrome of the "yellow peril" in the Russian Far East policy at the beginning and end of XXcen. Proceedings of the Russian State Archive of the Far East: Coll. scientific. tr. T. 1 / Feder. Arch. Russian Service. Vladivostok: Publishing house Dalnevost. University Press. pp. 36.
- Lyubashits, V.Y., Mamychev, A.Y., Mordovcev, A.Y. & Vronskaya, M.V. (2015). The social-cultural paradigm of state authority. Mediterranean Journal of Social Sciences. Vol. 6. No. 36. pp. 301-306.
- Lyubashits, V.Y., Mordovcev, A.Y. & Mamychev, A.Y. (2015). State and algorithms of globalization. Mediterranean Journal of Social Sciences. Vol. 6. No 36. pp. 277-282.
- Nesterov, E.I. (2000). Chinese population management in the Amur General Government (1884-1897 gg.). Vestnik FEB RAS. № 2. pp. 42.
- Nesterov, E.I. (2001). Chinese immigration. Policy of the Russian Empire and the United States (second half of XIX - early XX.). Russia and Asia-Pacific. № 2. pp. 115.
- Ovchinnikov, A., Mamychev, A. & Litvinova, S.F. (2015). Extra-legal and shadow functioning of public authorities. Mediterranean Journal of Social Sciences. Vol. 6. No. 3. pp. 387-393.
- Ovchinnikov, A., Mamychev, A. & Mamycheva, D. (2015). Sociocultural bases of state - legal development coding. Mediterranean Journal of Social Sciences. Vol. 6. No. 3 S4. pp. 67-74.