



KAY 492 Turkish Administrative History

Weeks 11 & 12

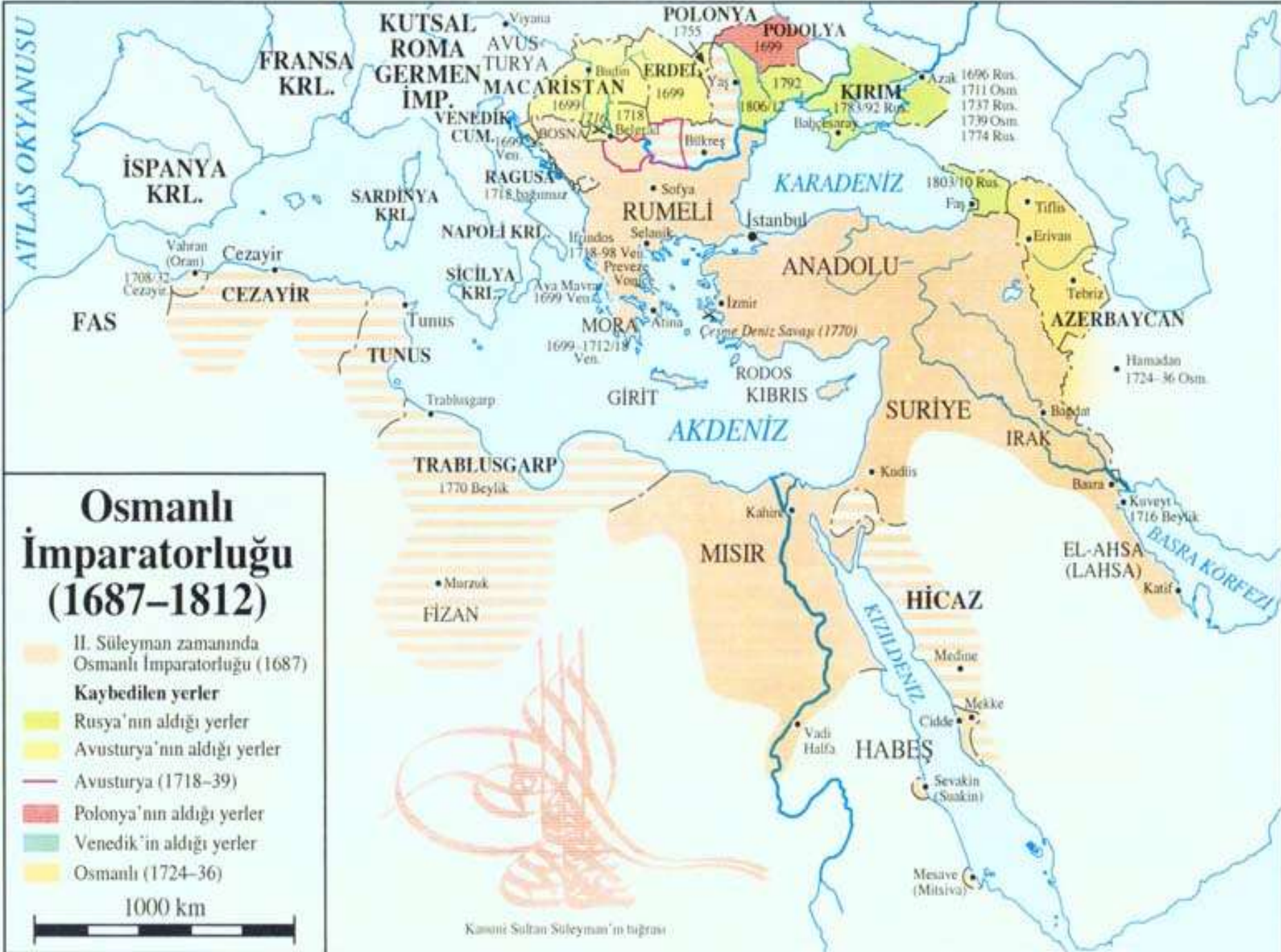
Period of Political and Social Change
Reorganization (Tanzimat) Period (Introduction)
Modernization in Central Administration
Centralism in Rural Administration
Reactions to Tanzimat & Conclusions

Ortaylı, 2007: 345-362; 401-448.



Pop Quiz Questions

1. What were the driving forces of municipal development in the Ottoman Empire? (2 pt.s)
2. What is Sened-i İttifak and why is it important? (2 pt.s)
3. Please provide an example to the changes in the judicial system after the Tanzimat (1 pt.s)





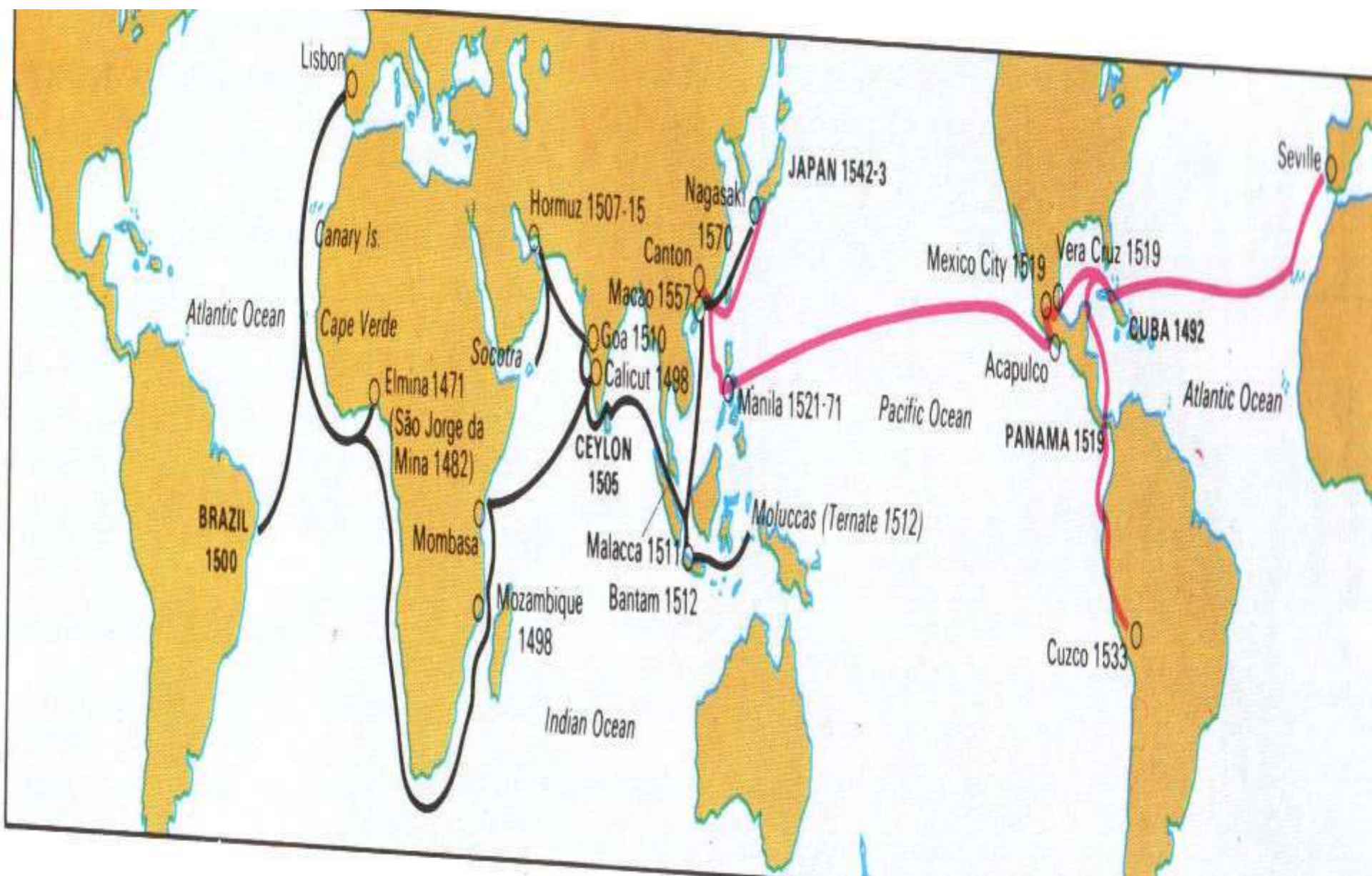
Deterioration of Classical Ottoman Order

- Ottomans beginning to lose their supremacy in the Eastern Mediterranean Sea after the İnebahtı naval defeat in 1571
 - Ottoman economic and political domination over overseas countries such as Egypt, North Africa and Lebanon began to weaken
- Inability to feed the growing population
 - The revolts of soldiers who were wandering in Anatolia
- Corruption of the timar system



Deterioration of Classical Ottoman Order

- Changing world conditions at the end of the 16th Century
 - Developments in shipping and firearm technology
 - Silver inflation due to American silver & gold
 - Change of overseas trade routes
 - Dominance in the Mediterranean taken by the British & Dutch
- Powerful rivals
 - Wearful battles with Austria and Iran
 - Strengthening of the Moscow Tzardom in the 16th Century
 - Development of agricultural & industrial structures of Austria & Russia
- Nevertheless, the Ottoman Empire will continue to have considerable military & political influence until the 18th Century





Reform Idea

- Despite the collapse of institutions, the society did not automatically come to the idea of reform.
 - Significant changes in the Ottoman society and the world have not been understood & analyzed properly.
 - Purpose: To return institutions to their status in the Kanuni (Suleyman I) Era
- Military measures
 - Kuyucu Murad Pasha, IV. Murad
 - Conflicts ended with Köprülü Mehmed Pasha being the Grand Vizier.



Köprülüler Period

- Again, a dynasty has taken over the sultan's office.
 - Köprülü Mehmed Pasha came to power with full authority (omni potency).
 - Reforms suitable to the classical Ottoman state system in the army, public finance & administration
 - After his death, his son Köprülü Fazıl Ahmed Pasha was selected as the Grand Vizier.
- After the Köprülüler Period, the Empire entered a period of military decline.
 - At the end of the 17th Century Polish, German & Austrian armies united and pushed back Ottoman armies beyond the Danube (Tuna) River.
 - With the 1699 Karlofca Treaty, Hungary and Erdel were lost.



Relations with Austria & Russia in the 18th Century

- It is a period of consciousness of backwardness in the Ottoman Empire.
 - European military & industrial superiority was well understood & a willingness for reform has arisen.
- Austria and Russia have gained strength
 - They both have followed an active war and economic expansion policy in the Mediterranean and the Balkans
 - In Treaty of Belgrade (1739), Austrian trade liberty and security of the Balkans were guaranteed.
 - In 1774 with the Treaty of Küçük Kaynarca:
 - The Ottomans were drawn out of the North Caucasus and Crimea.
 - Russia gained the right to establish consulates & safety of navigation.
 - Against the spiritual authority of the sultan on the Muslims of Russia as the caliph, Russia was recognized as the protector of the Ottoman Orthodox subjects.
- The revolution in Austria and Poland stopped the war against Russia.
 - Then the French Revolution made everything else unimportant

UNDER NAPOLEON

1810

UNDER THE MONARCHS

1815



A

B

C

D

E



Balancing Policies

- Strengthening alliance with France against Russia
 - Military reform and interactions with Western cultures via France & French language
 - France was entering the Eastern Mediterranean market as the most privileged state of commerce.
 - This privileged position of France in the 18th Century was taken by England in the 19th Century.



Reform Experiences

- Selim III wanted to rebuild the army to centralize the public finance system
 - Removal of Jenissaries could be achieved by Mahmud II
 - The financial reform could not be completed successfully.
- The entrance to the new world system was not through internal dynamics, but through the pressures of the outside world.
 - The opening up to the West convinced the Ottoman statesmen that "it can only be possible to survive as a sovereign state by accepting the institutions of the West".



Eastern/Oriental Question

Ottoman Empire's exploitation by the emergent empires

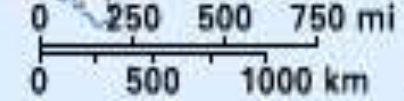
- Austria, unlike the Atlantic countries, was not yet able to engage in Oceanic activities.
 - After the 18th Century, Austria imported raw materials (tobacco, mohair, cotton, wool, leather...) from the Balkans & started to export its goods & products (porcelain, tile, fabric...) back
 - Illegal trade (tax evasion) increased.
- With increasing trade, bourgeoisie began among Ottoman minorities, who became active in national movements
- Russia began to establish a trade network that included the Ottoman Black Sea and the Aegean coasts.
- In 1798, Napoleon's occupation of Egypt actually started the oriental problem/issue
 - In the 18th Century, the importance of the Mediterranean in the foreign trade of the Atlantic countries decreased while it increased again in the 19th Century.



Development of Russia

- Centralization and increase in income in the economy
 - Establishment of customs
 - Reform in the army & navy
- Reform in agriculture
 - Establishment of German agricultural colonies
 - Cultivation of plants such as potatoes
- Developments in mining and production
 - Textile, iron-casting, leather...
- Improvement of river transportation
- Development of a bourgeoisie
 - Tsar providing peasants with serf status as workers to the factories

	Russia in 1533
ACQUISITIONS:	
	1533-1689
	1689-1801
	Alexander I (1801-1825)
	Nicholas I (1825-1855)
	Alexander II (1855-1881)
	Alexander III (1881-1894)





Political & Social Change

- Foreign trade triggered significant changes in the agricultural systems as they were integrated in the World economic system
 - In agriculture and animal husbandry (tobacco, cotton, mohair, etc.) a new kind of production that was oriented towards European demands
 - Typical production unit is farm, with commensalism (ortakçılık)
 - Dissolution of the timar system



Political and Social Change

- The local land lords (ayans) began to emerge.
 - They filled the lack of authority & became the military guards, judges, administrators & financial authorities of their regions.
- This was not a new feudalization movement
 - The local aristocracy had always been a dominant group
 - They had an intermediary function between the local notables/families and the Ottoman bureaucrat lords.
 - Over time, they became «absentee landlords" and led lives of luxurious consumption
- The Ayans were also recognized by the state in the 18th century (formal recognition with the Sened-i İttifak in 1808/9).
 - They were removed from power one by one by Mahmud II, as the country was centralized and reorganized (Tanzimat)

Military and Financial Change



- In the first half of the 19th century:
 - Sened-i İttifak (1809) was a late effort to document and institutionalize the then current feudal decentralization
 - Mahmud II ignored this document and implemented reforms for the establishment of the centralist monarchy.
- Revolts in the 1820s
 - The Tepedelenli Rebellion, the Greek independence movement, the revolt of the Egyptian Governor Mehmed Ali Pasha
 - The Egyptian rebellion was surpassed only after a trade agreement was signed with the British in 1838.
 - Customs duty became only 5%, no import or export ban for any goods.
 - Semi-colonization process started.
 - Other European states are also from these privileged provisions.



Tanzimat Period (Modernization of Administration)

- Announcement of Tanzimat Declaration in 1839
 - A continuation of the tradition of classical adaletname (justice-documents)
 - The throne made a promise of justice to the subjects of the Sultan
 - Difference: The whole nation, all subjects was promised justice and prosperity
 - Seen as a measure against
 - Incitement of national uprisings & regional rebellions in the Balkans
 - European Powers' interventions in Ottoman domestic issues
- Accepted after internal and external pressures



Tanzimat Period (Modernization of Administration)

- Power seizure/control of the state by enlightened/intellectual Ottoman bureaucrats
 - To set up a stable structure in the financial, administrative and judicial areas.
 - Further integration with European economy and politics through a series of trade agreements



Tanzimat Edict/Proclamation

- There is a duality arising from the clash of old traditions with the new institutions that did not take root yet.
 - Provision of punishment for non-compliance of şeriat
- Significant changes in the government system
 - Proposing that all crimes & punishments to be based on laws
 - The preparation and enforcement of the Mecelle, which regulates the field of private law
 - Changes in judicial and administrative organization of the state
- Success of reforms was depended on the availability of able cadres of pioneer bureaucrats/implementors
 - Lack of qualified bureaucrats
 - Rehabilitation of classical institutions and methods
 - Switching to meşveret system in provincial administration



Tanzimat Edict/Proclamation

- It was not a constitution neither in spirit nor in content
 - But it was a constitutional movements due to the overall system of institutions it created.
- With the Edict
 - The authority of the Sultan was restricted in favor of central bureaucrats.
 - Confiscation (müsadere) was no longer in effect
 - Securing the bureaucrats and the members of the newborn commercial bourgeoisie
- Timar & iltizam systems were abolished
 - The Iltizam was put into practice again in the future.
- For Muslims, there was no relief on tax and military matters.
 - Freedom of religion and conscience was only given to non-Muslim subjects



Modernization in Central Administration

- Since the time of Mahmud II, Divan-ı Hümayun began to be replaced by ministries
 - For example Umur-u Hariciye and Umur-u Dahiliye ministries (nezaretler)
 - There were offices in charge of correspondence, inspections and personal affairs in every ministry
 - A development towards ministries with legal entities (tüzel kişilik)



Modernization in Central Administration

- General developments
 - Meclis-i Ahkam-ı Adliye was established in 1837
 - It will later become a parliament and a higher court for the execution of judicial and municipal matters
 - Encümen-i Daniş was established as Academy of Sciences
 - The reform process in the army, which started with the removal of Jenissaries
- Limited centralization in government
 - Use of old methods of compulsory tax collection, recruitment and community management

Modernization in Central Administration



- Tanzimat movement was essentially a financial reform
 - Ministry of Finance (Bab-ı Defteri)
 - At the center, public finance organization was reorganized.
 - Tax collectors (muhassıl) were sent to the provinces.
 - They were assisted by tax collection assemblies & other civil servants.
- After the Crimean War, Divan-ı Muhasebat (Court of Accounts) was established
 - Responsible for controlling total expenditures
- Financial centralization could not be achieved due to
 - Primitive socio-economic and managerial structure of the country
 - Insufficient bureaucratic staff
 - Old taxes and taxation systems (iltizam) continued to be used
- Beginning of the control of Ottoman Public Finance system by foreign states due to bankruptcy



Umur-u Hariciye (Foreign Affairs) Ministry

- Office responsible for both foreign affairs and foreign trade relations
 - As the Ottoman minorities had become an international problem, a section on minorities was established within this office.
 - Subsections for each religious community
 - It also functioned as a diplomat training school.
 - It appointed the foreign affairs bureaucrats of the provinces.
 - French language was used in internal correspondence.



Modernization in Educational Institutions

- Ministry of Education was established in 1866
- Secular schools had also been opened alongside the Madrasas.
 - It has caused a constant duality and conflict.
- Reform began at the level of higher education.
 - Secondary schools in the Tanzimat period (Rushtiye)
 - The spread of primary education was only in the last years of the empire.
- New schools in the fields of engineering, medicine, military and public administration
 - Mühendishane, Tibbiye, Harbiye, Mülkiye...
- Dar'ul Muallimat as girls' secondary schools and for preparing higher education teachers
 - Educated Turkish women started to enter public & business life



Modernization in Educational Institutions

- Darülfünun-u Osmani (University) in 1900
 - A modern university with faculties of medicine, law & literature
- With the declaration of Islahat Fermanı (1856), non-Muslims began to establish primary, secondary and higher education institutions that provide education in their own languages and religions.
- Foreign schools aiming to spread Catholic and Protestant Christianity
- The turmoil in education was solved by the 1925 Tevhid-i Tedrisat (Unification of Education) Law.



Changes in the Judicial System

- Nezaret-i Deavi (Ministry of Justice) founded by Mahmud II
 - To modernize the justice system and partially secularize it
- Transfer of the Criminal Code (1840) & the Commercial Code (1850) from France
- Law of the Organization of Judiciary System (1879)
 - Beginning of institutions such as public prosecution (savcılık)& notary public
- Preparation of a common law collection addressing every class and sectarian law in the field of law
 - Mecelle-i Ahkam-ı Adliyye in 1872
 - Co-implementation of Western law and Islamic law



Changes in the Judicial System

- The duties & influence of the Sharia courts were narrowed.
 - Nizami courts and trade courts were established.
 - Monist (one judge: kadi as the only judge) system was replaced by a new system of multiple judges and the possibility of appeal.
 - Special medreses were established for judges.
- Foreign citizens were under the jurisdiction of foreign consulate courts
- Unity and a complete secular order could not be achieved in the judicial organization
 - Nevertheless, these developments were the beginnings of major changes that will lead to the judicial changes in the Republican era.



Changes in Administration

- Increasing legality and security in public administration
 - Decrease arbitrariness (keyfilik)
- Subjects from every religious faith participating in government affairs
 - Relatively high-level non-Muslim representation at the offices in the provincial administration
 - Not only because of external pressures, but also because of the traditions of a very large and multi-ethnic/religion empire



Changes in Administration

- Development of parliamentarism
- In 1838, the Meclis-i Vala-i Ahkam-ı Adliye was established to prepare decrees and regulations, to appeal judicial decisions, and to control the legality of actions.
 - Replaced by the State Council (Council of State) in 1868 and then by Divan-ı Ahkam-ı Adliye, responsible for high judiciary.
- A complete evolution to the assemblies that make decisions and supervise on behalf of the ruler
 - These consultative bodies in the center and provinces contributed to the parliament's performance and negotiation tradition.
- Members of the Parliament were appointed by the governors or sub-governors
- Abdülhamit II dissolved the Parliament in 1878.

Centralism in Rural Management



- The necessary thing for the Tanzimat statesman was not liberty, but safety of profits, property and life.
 - The goal was not to establish local autonomy or local democracy in the countryside.
- The aims were to reform the provincial administration, increase incomes, and establish a consistent administration.
 - Central authority being able to control the sovereign groups in the province



Changes in the Provincial Organization

- Newly commercialized, new centers have also changed the provincial divisions.
- As a result of internal confusion and the intervention of foreign powers, Cebel-Lebanon is given a special status (mixed administrative board, courts ...)
 - The Europeans wanted this system to be implemented in all the Ottoman Rumelia and Mesopotamian provinces.
- A new provincial system was prepared (Centralist model, French "departmante" system)
 - There were governors in charge, who were not military officials.
 - There were councils of consultative nature, consisting of civil servants and local community leaders.



Provincial System

- There were livas (mutasarrıf), kazas (kaymakam), nahiyes (director/müdür) and villages (muhtars and elder councils) under the province
 - The nahiyes were unable to be implemented
 - The danger of nationalist ideas entering into the countryside in the Balkans
 - Underdeveloped and autarchic structure of the villagers
 - In the east, nomadic tribal chiefs were given the status of nahiye directors
- Province system applications
 - From 1864 onwards, in the Danube (Bulgaria) province,
 - Then, in Lebanon (special status) & it began to be applied everywhere except Egypt, Bosnia and Crete (autonomous status), Hijaz and Yemen (distance and tribal order) and Istanbul (capital)



Changes in the Provincial Organization

- A centralized policy was followed in the municipalities.
- In response to the centralized practices, the local notables, the ayans and the agalar came to the forefront of the uprisings.
 - Fear of losing authorities under the provincial system
 - In the new system, they entered the administrative councils, municipalities and courts as members and preserved their powers.



Changes in the Provincial Organization

- In 19th century, the transportation network and foreign trade channels of the Ottoman country changed.
 - Railways & postal (telegraph) infrastructure was constructed.
 - The telegraph was also used as an audit tool of centralized intelligence.
 - Foreign and Turkish ferry companies were also entered the market.
- Due to the disconnected transportation systems, a cheap and easy transport system connecting all the centers of the country has not been established.



Establishment of Municipalities

- City administration was no longer working well since traditional system of administration began to collapse.
- The leaders of the Tanzimat were fascinated by the structure and organization of the Western cities.
 - For administrative reasons (regular cities ...) they wanted modern municipalities to be established.
- The request for local autonomy has not been the subject.
- Due to the financial deficiencies, no special income sources were given to the municipalities.



Establishment of Municipalities

- Europeans wanted to rehabilitate ports/port cities to facilitate business activities.
 - They demanded infrastructure (transportation, water, sewerage, lighting and health ...) services as a precondition for their own economic investments.
 - These facilities and services have also created new business areas for themselves.
- Europeans wanted non-Muslims, who were their commercial representatives, to have a say in the municipal administrations.



Establishment of Municipalities

Municipal administrations in cities such as Istanbul (1854), Thessaloniki, Beirut, and İzmir were established before the 1877 Municipal Law came out.

- A Sehremeni appointed by the government and
- A local assembly (Sehremaneti Meclisi) established by members elected by Bab-i Ali and appointed by the sultan (artisans and prominent officers)

■ Sehremaneti

- Authority was limited
- It did not have independent income
- The staff was inadequate.
- In the countryside the performance was low.



Establishment of Municipalities

- The empire has left an increasingly modern municipal organization and services to the Republic but has not left a developing system of democratic participation.
- In Turkey, central government has a tradition of dominance over local governments in the form of controlling the financial resources and the positions of the local administrations such as municipalities.



Reactions Created by the Tanzimat Movement

- Tanzimat did not improve lives of the peasant masses.
 - Peasant revolts, especially among minorities & national resistance
- The revolts of the rebels and the tribes whose interests were undermined by Tanzimat
 - Controlled only after restoration of the status-quo by Abdulhamit II
- The granting of ownership of the land to its users (the right to own land)
 - Foreigners have begun to own land.
 - Was advantageous for the ayans.
 - In the villages, the sipahi was replaced by weak civil servants.
 - Land invasions, extortion

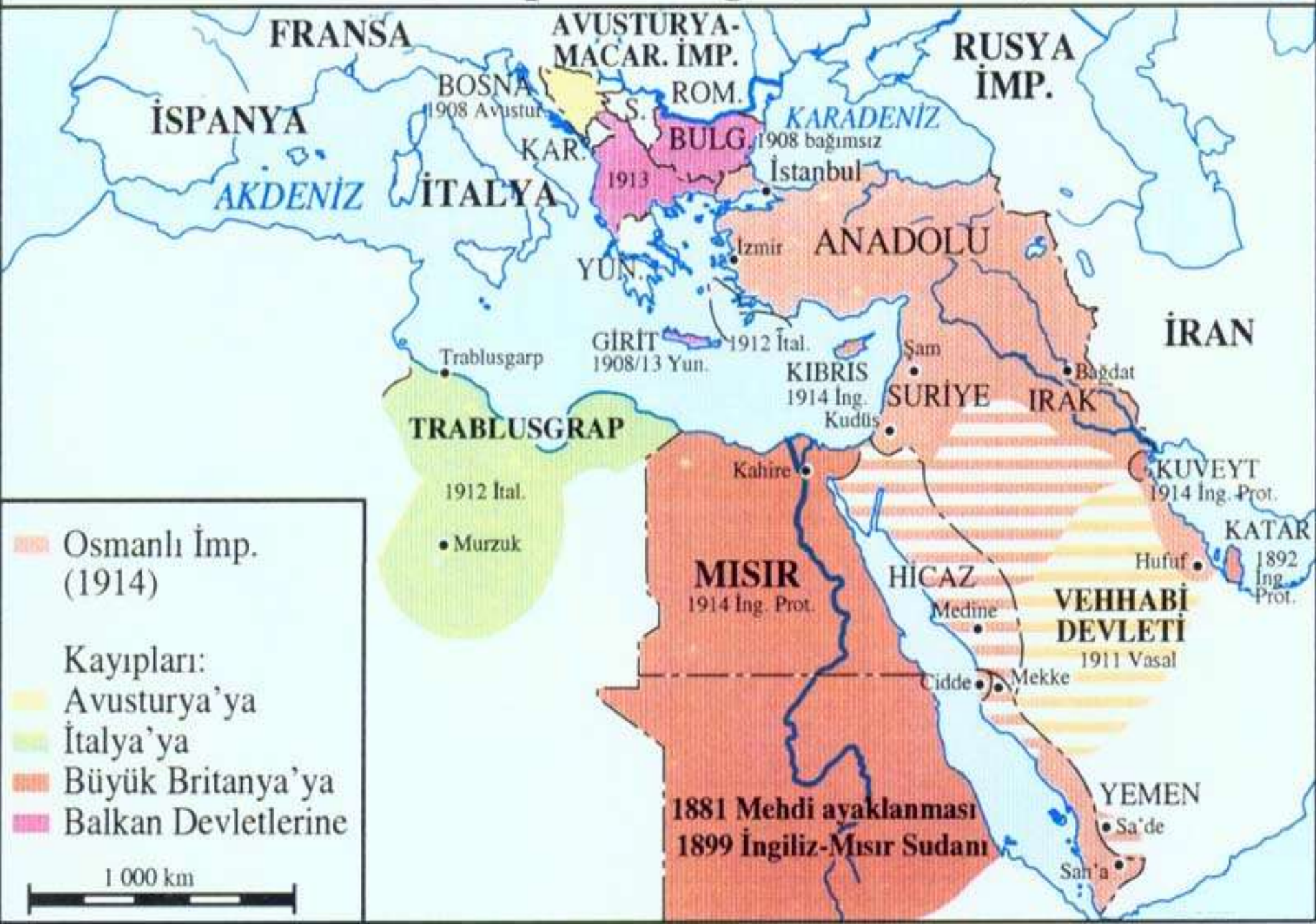


Reactions Created by the Tanzimat Movement

- After the 1838 Trade Agreement
 - Production declined
 - Semi-colonization process
 - Exports of raw materials (Bursa raw silk, Ankara mohair, etc.)
 - Factories opened after the Tanzimat could not be sustained with some exceptions, unemployment and unrest
 - Itizam was removed but a central financial institution could not be established.
 - Due to foreign debts, the public financial system began to be controlled by foreign powers.
 - Galata Bankers, who lent to the state and bought tax revenues
 - Duyun-u Umumiye: It seized most of government revenues and was organized to collect its receivables.

Osmanlı İmparatorluğu (1881-1914)

b





Conclusions

- Public finance system came under the control of foreigners.
 - Düyün-u Umumiye became a government within government.
- Infrastructure investments could not be made without money.
- Agricultural products have been transformed to the needs of Western European economies.
 - Migration from rural areas to smaller cities.
 - City life brought misery and shanty towns.
- Connecting provinces to a tighter central control
 - The tendency of nationalism obstructed any attempts at unity in the Balkans.
- Finally the Empire collapsed.