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Personnel policy of the Foreign Trade Department of the Ministry of Finance in the Kingdom of Poland in the years 1850-1862

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Abstract: *In 1851 the Kingdom of Poland was placed under the Russian customs jurisdiction, which resulted in the emergence of the Russian customs administration. For the system to function properly, the selection of appropriately trained clerical staff was needed. Moreover, the functioning of the customs administration in the consecutive years was only possible thanks to permanent full staffing of customs offices. The research into archival sources made it possible to analyze the personnel policy conducted in the Kingdom of Poland by the Foreign Trade Department of the Ministry of Finance in the Russian Empire. As it turned out, the customs administration, despite being Russian in structure, was dominated by clerks of Polish origin and Roman Catholic denomination. Furthermore, the Russian authorities tried to rely on employees experienced in working for the customs offices operating in the Kingdom of Poland before 1851.*

Key words: Kingdom of Poland; customs administration; Foreign Trade Department of the Ministry of Finance; clerk

The inter-uprising period in the history of the Kingdom of Poland is, quite rightly, regarded as the time during which its inhabitants' freedoms were severely limited. The Russian government, represented by the Viceroy Ivan Paskevich, introduced a number of new laws and regulations aiming at liquidating those institutions that previously demonstrated the autonomy of the Kingdom of Poland. What is more, the structures of political police (gendarmierie) were expanded and the military-police administration was established, which aimed at controlling the activities of general civil administration and tracking all forbidden forms of political, social and cultural activity of the Kingdom's inhabitants. Increased Russian power in the Kingdom resulted in the implementation of administrative structures characteristic of the Russian Empire's mainland. One of them were

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the Russian customs offices, operating since 1/13 January 1851. As a result, the territory of the Kingdom of Poland comprised two kinds of customs structures – local administrative offices under the jurisdiction of governmental commissions in Warsaw and structures administered by the authorities of the central ministries of the Russian Empire in Sankt Petersburg.

A highly significant matter for successful operation of these structures was recruitment of proper staff to important positions in diverse public administration offices. However, the personnel policy in all administrative structures of the Kingdom of Poland has not received comprehensive research attention so far.¹ Even though the literature does show a number of studies which are the result of partial research into, for instance, military-police administrative structures,² administration operating in the territory of a particular region (governorate) or district (powiat)³ or special administration structures,⁴ there are no studies devoted to the personnel policy in typically Russian offices of special administration in the Kingdom of Poland, comprising customs offices since 1/13 January 1851. Therefore, this topic is going to be taken under scrutiny in the current study to fill the research gap.

To start with, one needs to note that presenting the nature of the personnel policy in the local structures of the Foreign Trade Department of the Ministry of Finance (FTDMF) caused a number of problems. The greatest difficulty turned out to be finding appropriate archival sources which would help answer the following questions: Who were the newly created customs offices staffed by in the Kingdom of Poland in January 1851? What was the ethnicity and denomination of customs clerks? What was their education and experience in public administration? How did candidates take up clerical posts in the customs administration in the Kingdom of Poland until the outbreak of the January Uprising?

Unfortunately, apart from sources printed in the State Yearbook listing key officials and clerks of the Kingdom of Poland⁵ as well as the Governmental Gazette of the Kingdom of Poland, which used to publish personnel orders for the civil administration of the Kingdom of Poland, few archival sources can be found related to the operation of the customs administration in the years 1851-1863.⁶ Due to that,

¹ The analysis of the personnel policy of customs offices in the Kingdom of Poland will be focused on the selection of candidates for staff positions in customs offices (except for the lowest rank positions – scribes, bookmasters, caretakers and janitors – whose staffing cannot be tracked).

² GORIZONTOW, 1985; GORIZONTOW, 1991.

³ ROSTOCKI, 2002; SZCZEPAŃSKI, 2015; OSIŃSKI, 2020.

⁴ SUMA, 2005; SUMA, 2008; GÓRAK and LATAWIEC, 2015; LATAWIEC et al., 2015; LATAWIEC et al., 2016; LATAWIEC et al., 2020.

⁵ In the years 1851-1861 the State Yearbook listing key officials and clerks of the Kingdom of Poland was published in a Polish-Russian bilingual version (Russian title: *Адрес-календарь или список главных властей Империи и всех властей чиновников Царства Польского*). In 1862 only the Polish version of the yearbook was issued, while one year later a Polish-language State Yearbook of the Kingdom of Poland was published.

⁶ The archival collection of the AGAD, in the collection of Mazovian Voivodeship Commission/Warsaw Governorate Government [henceforth: KWM/RGW], contains a few personal files of state administration

the analysis of the personnel policy was made possible thanks to sources stored in archives outside Poland. This documentation was created as a result of operation of central structures of the customs department of the Russian Empire,⁷ which issued regulations to shape the personnel policy in the administration of interest. Relevant documents were found in the Russian State Historical Archives in Sankt Petersburg⁸ as well as Latvian State Historical Archives in Riga.⁹

After the fall of the November Uprising the administrative power in the Kingdom of Poland was up to the Kingdom's Viceroy prince Ivan Paskevich. The new system of internal structure of the Kingdom was laid down in the Fundamental Statute (*Statut Organiczny*) of 1832. Once the Kingdom's autonomy was abolished and the institutions it was manifested by were dissolved (separate military forces, parliament), changes in the organisation of public administration at both central and local level were necessary. The Governmental War Commission was dissolved while in other governmental commissions key positions were staffed by the people entrusted by the Viceroy I. Paskevich. The clerks employed in the state civil administration were scrutinized for their attitude towards the 1830-1831 political events. At the same time, the greatest importance as an administrative structure was gradually gained by the Viceroy's Chancellery. Initially, after introducing the martial law and implementing the military-police administration, prince I. Paskevich did not intend to rebuild the organisation of the civil administration. This was because it was in its full operation and any interference in a well-functioning system could only result in decreased effectiveness of its structures.

However, the second half of the 1830s saw increased interest in executing closer integration of the administrative structures of the Kingdom of Poland with other territories of the Russian Empire. To start with, in 1837 the institutions of governors and governorates were introduced into the Polish system. Two years later the school network operating in the Kingdom's territory was placed under the control of the administration of Warsaw Scientific District (*Warszawski Okręg Naukowy*). The beginning of the 1840s saw the emergence of the institution of poviats' head

clerks who had worked in the Polish customs offices before 1/13 January 1851 and who were later employed in the Russian customs administration. Moreover, traces of Polish clerks in the Russian customs administration service in the years 1851-1863 can be found in civil status documents of Roman Catholic, Evangelical and Orthodox parishes operating in the borderland areas and in Warsaw.

⁷ As a result of operation of the Russian administration units in the territory of the Kingdom of Poland only materials related to Virbalis Customs Chamber are preserved (as unit 128 in the Russian State Historical Archives in Sankt Petersburg). Most materials that are available were created due to the activity of FTDMF (unit 19 from the aforementioned Russian State Historical Archives).

⁸ In the Russian State Historical Archives in Sankt Petersburg materials in the form of personal orders and personal files (mainly course-of-service forms) for clerks of the local structures of FTDMF can be found.

⁹ The Latvian State Historical Archives in Riga stores personal orders of FTDMF and personal files of clerks serving in Riga Customs District and Libau Customs District in the 1840s and 1850s, who were later commissioned to service in the Kingdom of Poland.

(*yezda*). This is also when the district management of roads (transportation district) was instituted based on the structures of districts operating in the Empire's mainland.

Customs administration and its operation also attracted attention of Russian officials. It used to operate in the Kingdom of Poland on the basis of legal acts issued in the years 1816-1817 and in 1822. Gaining power by I. Paskevich did not lead to its restructuring – at the central level the matters of customs administration were grouped in the Governmental Commission of Revenue and Treasury, in particular, in its Customs Section (composed of the Customs Service Section and the Customs-Border Guard Service Section) of the Temporary Revenue Department. Over more than 30 years the structures of customs administration evolved, they were expanded due to the necessity to collect duty by the Kingdom's treasury, mobility of the people or necessity to expand the transportation network (railroads). They were placed on the borders with the Kingdom of Prussia, the Austro-Hungarian Empire and the customs border with Russia. Besides, the main customs chamber operated in Warsaw, while customs offices were positioned on the biggest stations of the Warsaw-Vienna Railway. In 1850 the local structures of the customs department in the Kingdom of Poland were as follows: Customs Chamber in Warsaw, Customs Expedition at Warsaw Postamt, Customs Expedition at Railway in Warsaw, First Class Customs Chambers (Nieszawa, Praszka, Szczypiorno, Słupca, Granica, Igołomia, Michałowice, Zawichost, Tomaszów, Wierzbołów, Wincenta, Filipów, Kucharskinie), Second Class Customs Chambers (Herby, Pyzdry, Służewo, Wieruszów, Baran, Modrzejów, Niesułowice, Niezdara, Sierosławice, Szyce, Krzeszów, Lubicz, Peplówek, Zieluń, Bogusze, Raczki, Władysławów) and Third Class Customs Chambers (Bolesławiec, Czołnochów, Grodziszczek, Podgrabów, Podłęże, Radziejów, Skulsk, Wilczyn, Dołhobyczów, Łuszków, Terespol, Krzemień, Włodawa, Chorzele, Dąbrowa, Dobrzyń nad Drwęcą, Mławka, Złotoria, Aleksota, Ciechanowiec, Łosośno, Merecz, Ossowiec, Tykocin); Sub-chambers (Customs-Expedition Offices in Piotrków, Opatowiec, Sandomierz, Łązek Zaklikowski and Osiek) as well as Customs Offices at Railway Stations (Łowicz, Piotrków, Częstochowa).¹⁰ All these customs offices employed 268 staffed clerks in the positions of: chiefs, collectors, controllers, goods inspectors, auditors and others.¹¹ These posts were occupied by clerks with numerous years of experience in customs administration structures. Some of them had quite wide experience in daily collection of customs duties to the Kingdom's treasury. More than 97% of the staff were clerks of Polish ethnicity and Roman Catholic denomination, which was characteristic of civil structures of local state administration in the Kingdom of Poland at that time.¹²

¹⁰ *Rocznik urzędowy...*, 452–455, 658–665, 727–731, 768–771, 800–803, 826–829.

¹¹ The total number of 268 staffed clerks does not comprise the positions of scribes functioning in different number at particular customs offices.

¹² Author's own calculations based on: RGIA, f. 1349, op. 5, d. 384; AGAD, KWM/RGW, sygn. 121, 142, 311, 384, 408, 446, 484, 574, 582, 598, 683, 856, 897, 916, 943, 955, 1005, 1010, 1284, 1476, 1523, 1558,

As regards the personnel issues connected with the liquidation of the Polish customs administration and implementation of its Russian counterpart in the Kingdom of Poland, one needs to analyse the organization of the customs administration on the Western border of the Russian Empire at the end of 1850. The emergence of new forms of customs administration at the local level was strictly connected with the reform of the management at the central level in Sankt Petersburg. On 25 June / 7 July 1811 Tsar Alexander I signed a number of decrees (*ukaz*) on the operation of ministries. One of them concerned the Ministry of Finance, which was supposed to comprise, among others, the Foreign Trade Department (FTDMF) in charge of managing foreign trade and customs administration on the territory of the Russian Empire.¹³ Local structures of customs administration, under FTDMF's supervision, were customs chambers (*таможня*), customs sub-chambers (*таможенная застава*) and main collective customs chambers. Direct supervision of customs chambers and sub-chambers was accomplished through 11 customs districts, which were instituted on 24 June / 6 July 1811 on the Northern (in the vicinity of Arkhangelsk), Western (from the border with the Grand Duchy of Finland to the Danube estuary to the Black Sea) and Southern (coasts of the Black Sea and the Sea of Azov) borders of the Russian Empire.¹⁴ We are particularly interested here in the structures organized on the border with the Duchy of Warsaw and the Kingdom of Poland. The border from the estuary of the Nemunas to the Kingdom of Prussia until the juncture of borders of the Kingdom of Poland with the Russian Empire and Austrian Galicia was under control of the chiefs of Palanga Customs District and Radivilov Customs District.¹⁵ Understandably, there were few changes in the existing structure between 1811 and the end of 1850. However, it was already on 28 June / 10 July 1816 that Palanga Customs District was replaced by Kaunas Customs District (from Palanga customs chamber until the Łosośna river) and Brest Customs District (from the Łosośna river till the borders of Grodno and Volynia Governorates at the village of Przyborowo on the Bug river). As early as in the first half of the 1820s these customs districts were renamed – Kaunas Customs District was replaced by Jurbarkas Customs District, while Brest Customs District by Grodno Customs District.¹⁶

Customs chambers and sub-chambers operated in the territories of both customs districts. Their number and significance fluctuated in the years 1811-1850. Finally, the border with the Kingdom of Poland was served by Russian customs

1571, 1794, 1873, 1909, 1998, 2042, 2049, 2141, 2268, 2291, 3387, 3770, 3788, 3969, 4169; APL, Lublin Voivodeship Commission and Lublin Governorate Government, personal files 2001; APR, Radom Governorate Government I, sygn. 1459, 1952, 1988.

¹³ ПСЗРІ, vol. 31, no. 24688, p. 740; RASKIN, 2001: 121-122; SAVOSINA, 2013: 11-14.

¹⁴ ПСЗРІ, vol. 31, no. 24684, pp. 681-683.

¹⁵ ПСЗРІ, vol. 31, no. 24684, p. 681.

¹⁶ LVVA, fonds 545, apraksts 2, lieta 61, fol. 15, 18; ПСЗРІ, vol. 33, no. 26331, p. 914; ПСЗРІ, vol. 36, no. 28030, p. 420; ПСЗРІ, vol. 40, no. 30348, pp. 279-280.

chambers in Kaunas and Merkinė in the territory of Jurbarkas Customs District as well as customs chambers in Brest, Grodno, Przyborów, Żółtki, Goniądz, Ciechanowiec, Ustylúh and Nurzec. What is important, the chancellery of Grodno Customs District and 10 customs chambers were served by 35 staffed clerks.¹⁷

After the fall of the November Uprising the authorities wanted to take quick actions to set up new legal relations between the Kingdom of Poland and the Russian Empire. This was done with the help of the Fundamental Statute (*Statut Organiczny*) issued in 1832. Quite interestingly, the territory of the Kingdom of Poland was not incorporated into the Russian customs area but a customs border was left operating between Congress Poland and the remaining lands of the Romanov empire. This lasted for some years, even though paradoxical situations appeared every now and then. On the one hand, there were attempts to level out structural differences between the Kingdom of Poland and the Russian Empire (which was more than welcome by Tsar Nicholas I), on the other, the then finance minister of Russia Georg Cancrin together with the Kingdom's Viceroy prince Ivan Paskevich wanted to stop Tsar's endeavours in this respect. G. Cancrin very clearly supported Russian interests, using the existence of the customs border as a barrier stopping the import of competitively priced Polish goods (especially textiles) to the internal market. He did that by maintaining a relatively high customs duty on such goods. This is how the state of affairs was maintained until 1845.¹⁸

The most important decisions in the matter under our consideration here were taken once the position of Russia's finance minister was taken by Fyodor Vronchenko. He was forced to change the existing customs policy led by Russia, also because of the process of easing customs tariffs by European countries, clearly under the influence of economic liberalism ideas. The states which would stick to their protective customs policy (such as Russia) would find themselves isolated economically, which would have a negative influence on the financial condition of the state. This is why making a new opening in the customs policy necessitated putting into order a number of issues connected, for instance, with lack of uniformed customs area on the territory of the entire Empire. Thus, in 1845 a proposal for the change of the existing situation was put forward, and in February 1846 a special committee was established to coordinate liquidation of the separate customs area in the Kingdom of Poland.¹⁹

The Committee set up a subcommittee composed of the representatives of the Ministry of Finance, the State Council and the Governmental Commission for Revenue and Treasury. It dealt with the issues of creation of a unified customs area

¹⁷ The total number of 35 positions does not comprise the posts of scribes employed in the chancellery of Grodno Customs Office and in particular chambers. RGIA, f. 1349, op. 5, d. 2617, d. 5712; *Svod ustavov...*, pp. 7–8; *Spisok chinovnikov...*, p. 129, 131, 136–146.

¹⁸ RADZISZEWSKI, 1908: 88-93; TEKELY, 1997: 417-423.

¹⁹ RADZISZEWSKI, 1908: 94-105; TEKELY, 1997: 424-426.

and preparation of a number of solutions to the issues arising once the customs border is removed.²⁰ One such matter was organisation of the Russian customs supervision in the territory of the Kingdom of Poland. Lifting the customs border resulted in a need to dismantle the Polish customs administration and corresponding Russian structures at the border with the Kingdom of Poland in Kaunas, Vilnius, Grodno and Volynia Governorates. Decisions about job positions and localities of Russian customs offices were taken in the first half of 1847,²¹ however, these proposals were accepted only after the final authorization of the *ukaz* introducing new customs offices and border guard structures in the territory of the Kingdom.

The new customs act with relevant job positions of customs offices was officially authorized by Tsar Nicholas I on 5/17 November 1850. However, well before the authorization intensive preparations for establishment of the new structures were already under way. Here, an important role was played by Ivan Remezov and Carl Leopold von Daehn. The former was commissioned to the Kingdom of Poland as a special task clerk representing the Ministry of Finance as early as on 9/21 January 1848. His task was to scrutinise the whole border area, with a special focus on the matter of positioning of the Russian border guards. Moreover, he was commissioned to

“Осмотреть все дома в коих помещаются Таможни и Таможенные Заставы, и сообразясь с проэктom новых Таможенных Штатов для Царства, заготовить, совокупно с местными Архитекторами и Инженерами, получившими уже о сем приказание своего Начальства, надлежащие планы и сметы, [...], а потом на поправки и переделки помещений для Таможен и Таможенных Застав, в тех местах где не окажется выгодные нанять для оных частные строения.”²²

Ivan Remezov's mission lasted until the end of November 1849 and it was completed once he prepared plans for adaptation of existing infrastructure to the creation of border guard and customs office structures.²³

He reappeared in the Kingdom of Poland at the beginning of August 1850. At that moment, the announcement of the Tsar's *ukaz* instituting a new customs act for the Kingdom of Poland and incorporating its territory into the Russian customs area was only a matter of time. This time Ivan Remezov was assisted by a few clerks from Grodno Customs Office,²⁴ sent by its chief Carl Leopold von Daehn. Von Daehn's presence here was more than justified. It was more than clear that once the customs border between the Kingdom of Poland and Russia is lifted, Grodno Customs Office structures would disappear. The authorities of FTDMF were well

²⁰ RGIA, f. 19, op. 3, d. 171, d. 172; AGAD, Governmental Commission for Revenue and Treasury, sygn. 2402.

²¹ RGIA, f. 19, op. 3, d. 171, fol. 304–309.

²² RGIA, f. 19, op. 3, d. 590, fol. 7–7v.

²³ RGIA, f. 19, op. 3, d. 590, fol. 352–361.

²⁴ RGIA, f. 1349, op. 5, d. 2753, fol. 67v–69; d. 7126, fol. 153v–155.

aware of von Daehn's wide experience as a customs clerk as he was in charge of Grodno Customs Office since May 1844.²⁵ Thus, dispatching this clerk to the Kingdom aimed at making him actively involved in the process of reforming the customs administration and winning him an appointment to one of top managerial positions. Besides, C. L. von Daehn was not the only clerk from Grodno Customs Office who was sent to work in the Russian customs institutions in the Kingdom of Poland. A key role here was also played by Aggey Kratt, the secretary of Grodno Customs Office chancellery,²⁶ who assisted both Remezov and von Daehn in their activities towards liquidating the customs autonomy of the Kingdom of Poland.

While taking action to select appropriate employees for planned positions in the Russian customs administration in the Kingdom of Poland, Remezov and von Daehn had to take into consideration the opinions of both director of FTDMF and Kingdom's Viceroy I. Paskevich. The latter was fully in charge of authorizing appointments to any position in key structures of the Kingdom's state administration. This is why it was prince I. Paskevich who agreed with FTDMF's director general-major Mikhail Vasiliyevich Pashkov (acting through I. Remezov and C. L. von Daehn) on the staffing of customs offices in the Kingdom of Poland.²⁷

The people in charge of clerk selection, especially those representing FTDMF, were well aware of the fact that newly created positions had to be staffed mainly by clerks familiar with Russian customs lawmaking. It was evident that these positions should be filled by those people who had been employed in the structures to be dissolved on 31 December 1850/ 12 January 1851. This is how new positions would be filled by clerks well familiar with the specificity of customs service. Moreover, this would prevent supporting so called "out of staff" clerks, those who were left jobless due to liquidation of their posts, as according to the then-existing law such clerks were entitled to receive salary (50 % of the last pay) in the Russian civil service.²⁸ Finally, 48 former employees of liquidated Grodno and Jurburkas Customs Offices (22.42% of the whole staff) were sent to new positions in the Kingdom of Poland.²⁹

However, the real number of liquidated positions in Jurburkas and Grodno Customs Offices, as a consequence of liquidation of the customs border between Congress Poland and Russia, was much smaller from the number of new positions created in the customs administration in the Kingdom. Thus, a decision was taken to commission clerks from FTDMF as well as from customs offices of different

²⁵ LVVA, fonds 545, apraksts 2, lieta 30, fol. 57; lieta 31, fol. 51v; lieta 76, fol. 30; lieta 77, fol. 35; lieta 81, fol. 32–32v; lieta 82, fol. 6; lieta 83, fol. 25; lieta 87, fol. 40; RGIA, f. 19, op. 3, d. 243, fol. 202, 221; op. 4, d. 58, fol. 20, 70, 205, 290–290v; LATAWIEC et al., 2016: 91–92.

²⁶ RGIA, f. 1349, op. 5, d. 828, fol. 41–42; d. 3914, fol. 59–64; d. 7398, fol. 99–107.

²⁷ RGIA, f. 19, op. 3, d. 243, fol. 201–201v.

²⁸ See Svod uchrezhdeniy...

²⁹ LVVA, fonds 545, apraksts 2, lieta 82, fol. 10–10v, 12–12v, 14v, 15v, 20; RGIA, f. 19, op. 4, d. 74, fol. 54–54v, 56, 58v, 59v; f. 1349, op. 5, d. 2617, d. 2753, d. 3914, d. 7126.

categories from different parts of Russia to staff the newly created structures. Specifically, 1 person was relocated from FTDMF to the Kingdom, 12 people from Radivilov and Jurburkas Customs Offices (from those customs offices that were not liquidated), 2 from Libau, 5 from Riga, 4 from Sankt Petersburg, 1 from Skulyan, 1 from Odessa and 3 from Taganrog.³⁰ Altogether the whole group amounted to 42 clerks, which was 19.62% of all the positions. Such a solution guaranteed employment of experienced administrative staff while not leading to disintegration of their home structures.

Even though there are no direct sources that would shed light on the process of recruitment of customs administration staff, one can hypothesise that the Kingdom's Viceroy prince I. Paskevich had much to say as regards staffing customs offices. As he was in charge of the Kingdom, he had to be well aware of the fact that at least 300 people would lose their jobs in the then-functioning Polish customs administration. In most cases, they were well experienced, with a number of years of employment in local structures under the jurisdiction of the Customs Section of the Temporary Revenue Department of the Governmental Commission for Revenue and Treasury as well as in the very Section.

Besides, the significance of prince I. Paskevich in the process of establishing the personnel policy of the Kingdom's customs administration structures was clearly visible when looking at the process of staffing the Customs Department of the Kingdom's Viceroy's chancellery. All the positions there were filled by those clerks who had worked with I. Paskevich in the past, both from liquidated Polish customs offices and from the central structures of the Governmental Commission for Revenue and Treasury and the Governmental Commission for Internal and Spiritual Affairs.³¹

It became more than clear that new structures would not be able to accommodate all clerks from the liquidated Polish customs offices. However, most probably thanks to prince I. Paskevich, from 1/13 January 1851 90 clerks (42.05% of all the positions) continued their work in the customs department.³² These clerks, most probably, did not regard their transfer to the newly created structures as promotion, as only one official – Ivan Dmitriyev, the chief of Michałowice Customs Chamber,

³⁰ RGIA, f. 19, op. 4, d. 74, fol. 54–54v, 56, 58v, 59v; f. 1349, op. 5, d. 2617, d. 2753, d. 3914, d. 7126.

³¹ RGIA, f. 19, op. 3, d. 182, fol. 24–25.

³² The liquidation of the Polish structures of the customs administration was the most convenient moment for retirement for clerks with the longest seniority in service. All the others who were not given an opportunity for employment in the Russian customs administration were regarded as out of staff or were commissioned to service in other structures of the financial administration under the jurisdiction of the Governmental Commission for Revenue and Treasury.

took up the position of chief of Russian Michałowice Customs Chamber.³³ All the other clerks were employed on positions of lesser significance and salary.

Interestingly enough, during recruitment to the newly created structures of the Russian customs administration at the end of 1850 also people with no experience of work in such structures were employed. In some customs chambers (Virbalis, Peplówek, Nieszawa, Pyzdry, Szczypiorno, Praszka, Granica, Michałowice, Zawichost, Tomaszów, Warsaw) special positions of pharmacy materials and paints evaluators were created. To fill such a position one needed proper education and skills of conducting chemical analyses. As a result, these positions were filled by, among others, medical doctors (6 people) and pharmacists (3 people).³⁴

While recruiting employees FTDMF also tried to reach clerks who had left state service for different reasons before 1/13 January 1851. Most probably, such clerks filed their requests to FTDMF in 1850 to be accepted for positions in the customs administration structures. 9 such people ended up in the positions of the Russian customs administration in the Kingdom of Poland. These were, among others, former officer of Vilnius Border Guard Brigade Carl August von Nolcken and former clerk with Taganrog Customs Chamber Vladimir Sharkov.³⁵ It needs to be noted that despite the efforts of FTDMF emissaries to the Kingdom of Poland and despite activating out-of-service clerks, it was not possible to fill up all the positions in the Russian customs administration (17 vacancies were left).

Another important issue is the denomination of those clerks who were first to take up new positions in the Russian customs administration. When analysing this issue, it is clear that FTDMF, in cooperation with prince I. Paskevich, did not intend to make the newly created structures russified. This claim is supported by the following figures: as many as 174 clerks were of Roman Catholic denomination (76.64% of the whole group), Orthodox clerks amounted to 37 people (17.29%), while 13 Lutherans constituted 6.07% of the whole group. However, the analysis of managerial positions only shows a completely different setup: out of different customs structures chiefs, 59.62% were Roman Catholic, 32.69% Orthodox and 7.69% Lutheran.³⁶

³³ LVVA, fonds 545, apraksts 2, lieta 82, fol. 10–10v, 12–12v, 14v, 15v, 20; lieta 83, fol. 9; RGIA, f. 19, op. 4, d. 74, fol. 54–54v, 56, 58v, 59v; f. 21, op. 11, d. 318, fol. 36, 104–104v; f. 1349, op. 5, d. 384, fol. 269–275; d. 2617, d. 2753, d. 3914, d. 7126.

³⁴ One of the pharmacists was Franciszek Czerwiński, who was on the same position in the liquidated Russian Customs Chamber in Brest until January 1/13 1851. LVVA, fonds 545, apraksts 2, lieta 77, fol. 23; lieta 81, fol. 19; RGIA, f. 19, op. 4, d. 58, fol. 58, 277; d. 78, fol. 1.

³⁵ LVVA, fonds 545, apraksts 2, lieta 29, fol. 80v; lieta 72, fol. 12v; lieta 73, fol. 17, 21v, 28v; lieta 74, fol. 24, 25–25v, 27; lieta 75, fol. 1, 3v, 5v–6; lieta 76, fol. 48v; lieta 77, fol. 27v–28v; lieta 82, fol. 14, 21; lieta 83, fol. 17a; RGIA, f. 19, op. 4, d. 48, fol. 23, 24–24v, 26; d. 50, fol. 6, 12v, 23v, 26v; d. 51, fol. 5, 11v, 23v, 26v; d. 55, fol. 1, 3v, 5v–6; f. 1349, op. 5, d. 7126, fol. 121–124.

³⁶ It needs to be noted that 2 customs district chiefs were Lutheran while 1 Orthodox. Belonging to the Orthodox Church clearly indicated the Russian ethnicity of such people, while the Roman Catholic denomination was the indication of the Polish ethnicity. Roman Catholic clerks were mainly of noblemen origin, they originated from families which used predominantly the Polish language at home and felt

On 1/13 January 1851 a new customs act prepared especially for the territory of the Kingdom of Poland came into force. Its provisions concerning different matters became firmly established in the Russian customs lawmaking. Some solutions used in this act were referred to as late as just before the outbreak of the First World War. However, for our analysis here it is essential to establish its rules for personnel recruitment for customs administration positions. Articles 57-59 of the act clearly laid out the procedure for appointing and discharging clerks as follows:

“District Chiefs and Chiefs in charge of Warsaw Chamber shall be appointed on the proposal of the Director of the Foreign Trade Department, made to the Minister of Finance, with agreement of both the Minister and the Viceroy by the Highest Order. Chiefs of First and Second Class Chambers shall be appointed on the proposal of the Director of the Foreign Trade Department by the Minister of Finance with Viceroy’s approval. Appointments of Chiefs of other chambers and subchambers, as well as chamber members, special task clerks with district chiefs, finally, all other staffed clerks, are in the power of the Director of the Foreign Trade Department, however, the Viceroy’s Chancellery shall be informed about each such appointment. Proposing to the Department’s Director which clerks are to remain in the customs service and who deserves employment on new positions is the responsibility of district chiefs.”³⁷

As it can be seen, the customs act made a detailed division of competences as regards selection of clerks for staffed positions in the offices under our consideration here. The regulations started to be followed from the first weeks of 1851. It was necessary to complete the recruitment for previously unstaffed positions and to react to those factors that made employment unstable. The management of FTDMF did not have much to say in the matters of keeping customs office employment in the Kingdom of Poland stable. The outflow of clerks was caused by, among others, health condition of particular people (death, illnesses), hardships of work in the Kingdom of Poland (the place of work alien ethnically for Russians), age of employment (leaving service after gaining retirement rights or regardless of it), increased effectiveness of operation of customs offices, eliminating clerks with bad reputation etc.

The only solution that could help to maintain stability of employment and guarantee effective operation of administration was quick reaction to appearing vacancies. This is why action was taken promptly once vacancies appeared. Obviously, given the information flow in the reality of the 1860s and the early 1870s, filling

a belonging to the Polish cultural community. The opposite case was with Lutherans – those who came from Baltic governorates (Livonia, Courland, Estland) should be classified rather as Germans. It is not clear how to identify the Lutherans from the Kingdom of Poland, and their ethnic identification is not possible due to their significant degree of assimilation with the local Polish community as regards culture.

³⁷ *Ustawa celna...*, p. 35.

vacancies demanded time. According to the regulations of the customs act every appointment to a position in the Kingdom's customs administration was made in close cooperation between FTDMF and the Viceroy, which is another reason why selection of candidates for vacant posts was not dealt with quickly.

The shape of the personnel policy of FTDMF together with the Kingdom's Viceroy since 1/13 January 1851 till the outbreak of the January Uprising can be traced by analysing personnel orders and announcements issued by FTDMF and the General Chancellery of the Ministry of Finance.³⁸ It needs to be stressed here, though, that the changes on the position of the Kingdom's Viceroy did not affect the process of selection of clerks for the customs administration. As can be estimated based on those materials, throughout the period of more than 13 years 521 clerk appointments³⁹ were made in the structures of the customs administration in the territory of the Kingdom of Poland.

In the process of appointment to job positions FTDMF tried to rely on the clerks with experience in the customs structures in the Kingdom of Poland. In the years 1851-1862 as many as 427 appointments were made for people already employed in the customs offices in Congress Poland. These clerks were either promoted to higher positions or moved to similar posts. They were mainly Roman Catholics (as many as 337 appointments – 78.92%), then Orthodox (64 – 14.99%), while the rest represented the Lutheran denomination. It needs to be noted that as many as 75 clerks (17.56%) were promoted from the position of scribe with a given customs office to a higher position. For many of them this was the first promotion in their long career as customs administration clerks.

At this point, we could try to characterise the remaining 94 appointments to positions in the Russian customs administration. Half of this group were clerks sent to service in the Kingdom of Poland from customs districts located in the Romanov empire. The FTDMF authorities particularly favoured here Jurburkas Customs Office, which accounted for the greatest share of workforce at the moment of customs administration creation (13 clerks came to the Kingdom's offices). Other customs offices that provided clerks to the new customs administration were as follows: Radivilov Customs Office – 6, Libau Customs Office – 5, Riga Customs Office – 5, Sankt Petersburg Customs Office – 4, Reval Customs Office – 3, Arkhangelsk Customs Office – 2, Astrakhan Customs Office – 2, Orenburg Customs Office – 2, Skulyan Customs Office – 2, Odessa Customs Office – 1, Taganrog Customs Office – 1 and Kyakhta Customs Chamber – 1. In most cases these were well-experienced

³⁸ LVVA, fonds 545, apraksts 2, lieta 28–31, 81–93; fonds 546, apraksts 1, lieta 66–67; RGIA, f. 19, op. 4, d. 74–75; f. 21, op. 11, d. 318; f. 128, op. 1, d. 1.

³⁹ The number of appointments does not comprise all those people who had been previously appointed as acting clerks and after some time got authorized on the occupied posts. Besides, the number does not include appointments to the lowest staff posts (scribes, janitors, caretakers, bookmasters).

clerks, with a number of years of experience in the customs administration. In terms of denomination, this group was dominated by Orthodox Russians.

A considerably less numerous group (32 people) were clerks that were recruited to the Kingdom's customs administration from so-called out-of-service resting state. These clerks mainly left the customs service for various reasons in the past and expressed their willingness to return to the local structures of FTDMF after a few or more months. This group comprised also 6 former officers of the Russian army, who decided to change their service from military to civilian.

Table: Denomination of employees appointed to clerical positions in the Russian customs administration in the Kingdom of Poland in the years 1851-1862.⁴⁰

		Denomination					
		Roman Catholic		Orthodox		Lutheran	
		Number	%	Number	%	Number	%
Number of clerical appointments	521	379	72.74	107	20.54	35	6.72
Number of clerical appointments to top positions in customs districts, customs chambers and subchambers	125	83	66.40	36	28.80	7	5.60
Number of appointments made to clerks already employed in the customs administration inside the Kingdom of Poland	427	337	78.92	64	14.99	26	6.09
Number of appointments made to clerks already employed in the customs administration outside the Kingdom of Poland	47	17	36.17	22	46.81	8	17.02
Number of appointments made to clerks in the out-of-service resting state	32	17	53.13	14	43.75	1	3.12

A preparatory stage before appointment to staffed position in the Kingdom's customs administration was the time served as an applicant with the Main Collective Customs Chamber in Warsaw. The customs act for the Kingdom of Poland specified 12 positions for preparation for service in the local structures of FTDMF, which were available for those clerks who had done their service in offices under the jurisdiction of other central institutions or in the Russian army.⁴¹ This is how the aforementioned

⁴⁰ Source: LVVA, fonds 545, apraksts 2, lieta 28–31, 81–93; fonds 546, apraksts 1, lieta 66–67; RGIA, f. 19, op. 4, d. 74–75; f. 21, op. 11, d. 318; f. 128, op. 1, d. 1 as well as materials from hundreds of personal files and civil status documents of Roman Catholic, Evangelical and Orthodox parishes from the area of the Kingdom of Poland, Kaunas, Estland, Livonia, Courland, Volynia and Bessarabia Governorates.

⁴¹ *Ustawa celna...*, p. 31.

6 officers of the Russian army and 8 clerks from different administrative units⁴² were placed on the preparatory period.

When analysing the personnel policy special attention needs to be devoted to the issue of staffing the position of pharmacy materials and paints assessor. The recruitment policy for this position was continued, with preferences for medical doctors and pharmacists, usually conducting their independent professional activity.

FTDMF also tried to solve the problem of what to do with those clerks who had lost their positions in the structures it supervised. This was the case, for instance, in 1860 when the reorganisation of the Russian border guard resulted in losing job positions by some ober-guard and ober-guard assistants of Polish origin with civil clerical ranks.⁴³ Their period of staying out of service (out of staff) was relatively short since they were soon employed in the civil customs administration.

A detailed analysis of the personnel policy of FTDMF in the Kingdom of Poland leads to the conclusion that the central authorities in Sankt Petersburg were not going to expand the share of Russians in this relatively specialized administrative structure. Most probably, they did not find it necessary to implement change since the already functioning staff did a very good job, making the customs administration a highly efficient structure.

Attempts were made to employ the clerks from liquidated structures on the customs border between the Russian Empire and the Kingdom of Poland as well as from the very Kingdom. Additionally, clerks were attracted from other customs districts in Russia. All of these factors led to the emergence of customs administration dominated by clerks of Roman Catholic origin, or polonized. One can ask a question, however, why did FTDMF actually allow such a situation to happen? The answer is in the production capacity of clerical intelligentsia in the territory of the Russian Empire. The territorial expansion of the Empire and a need to create management structures in those newly acquired areas resulted in the necessity to send ethnic Russians there. Obviously, insufficient provision of intelligentsia willing to find employment in administration units was clearly noticeable. A panacea to this problem turned out to be moving active army officers to civil service, as they turned out to be numerous due to great enlargement of the armed forces of the Empire. However, this solution could not be applied in the case of the customs workforce which required thorough job preparation and acquired work experience. Since the Kingdom's customs

⁴² The clerks who were accepted as applicants in the Main Collective Customs Chamber in Warsaw had been previously employed in the Chancellery of the Ministry of Finance, the Chancellery of the Ministry of State Property, the Chancellery of the Ministry of War, the Railway Department, the Department of the Ministry of Justice, the Chancellery of Vologda Governor, the Chancellery of Voronezh Governor and the local structures of the Post Office Department.

⁴³ The case concerned Feliks Teofil Stanisław Lisicki (Lisiecki), Stanisław Węsierski and Antoni Sumiński. On the other hand, the ober-guard of Zawichost Border Guard Brigade Konstanty Węgleński was moved to the post of Opatowiec Customs Subchamber chief. LVVA, fonds 545, apraksts 2, lieta 93, fol. 35; RGIA, f. 1349, op. 5, d. 384, fol. 177–179; LATAWIEC, 2014: 89.

administration – both before 1851 and the Russian one functioning on the Western border of the Russian Empire – was dominated by the Polish ethnic group, this was reflected also in the personnel policy of FTDMF in the Kingdom.

To sum up, a certain hypothesis can be put forward. Most probably, the abovementioned trend in the personnel policy would continue in the consecutive decades but for the political events of the early 1863 in the Kingdom of Poland, which resulted in a complete reversal in the personnel policy. This was also due to the fact that a certain number of customs clerks from the lowest positions joined the January Uprising. As a result, most clerks of the Roman Catholic denomination (treated as synonymous to the Polish ethnicity) were removed from their positions and never returned to them. FTDMF was soon transformed into the Customs Duties Department of the Ministry of Finance. It radically changed its personnel policy in the territory of the Kingdom of Poland and started a period of intensified russification. As a result, Poles were eliminated from managerial posts and their share of other staff positions in the Kingdom's customs administration was significantly limited.

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