

UNIFICATION OF DOCUMENT FLOW IN THE USSR: HISTORICAL AND LEGAL ASPECT

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Article info

Received –

2022 February 9

Accepted –

2022 September 20

Available online –

2022 December 20

Keywords

Records management, document flow, unification of documents, documentation maintenance of management, history of Soviet law

The subject. The growth of document flow is associated with a complex of reasons, among which there are objective factors. However, there is often an unjustified increase in the number of documents created and processed in institutions. This is due to the presence of unnecessary, unused forms, duplication of electronic documents with traditional and others. Measures to improve and rationalize the organization of document flow contribute to solving these problems. Identifying the main trends and problems in this area will help determine ways to improve the current system of document management standardization in Russia. In Russian science, no attempts have been made so far to identify the main stages in the history of the development of standardization of document management. In this connection, the problem of periodization of the development of standardization of document flow in Russia for the purpose of systematization and scientific generalization of this field of knowledge comes to the fore.

The purpose of the article is to identify the prerequisites for the origin of document unification, as well as to characterize the periods of development and main directions of document flow standardization in the USSR.

The methodology includes historical-legal method, formal-legal method, systematic approach, chronological method, analysis, synthesis.

The main results of research. This study identifies and characterizes the main periods of development and the main directions of standardization of document flow in the USSR, and also defines the characteristic features of standardization of document flow in the designated period. A chronological approach can serve to achieve this goal, which allows us to trace the evolutionary development of document management standardization in the Soviet period.

Conclusions. The study of the legal regulation of standardization of documentation in the USSR allows us to conclude that the Soviet stage was associated with the direct emergence of standardization as a sphere of state policy in general and document management in particular. In this regard, it is proposed to distinguish three periods in the historiography of the problem: 1917 – early 1960s and 1960s – 1970s.

1. Introduction

In the modern world, where information is considered one of the main resources, the success of the company as a whole largely depends on professionally organized work with documentation. The problem of the constant increase in the volume of documentation flows, which has always been acute for society, remains extremely relevant today. The growth of document flow is associated with a complex of reasons, among which there are objective factors. However, there is often an unjustified increase in the number of documents created and processed in institutions. This is due to the presence of unnecessary, unused forms, duplication of electronic documents with traditional and others. Measures to improve and rationalize the organization of document flow contribute to solving these problems. The specifics of the chosen topic, which is at the intersection of standardization, documentation, and law, determined the choice of literature for research, which can be divided into two large groups.

On the one hand, the studied problems are closely related to the history of the formation of the standardization system in Russia as a whole. Therefore, scientific works and individual monographs focused on general issues of this field are of great interest in the framework of this work. If the first studies in this field (1930s-1950s) were mainly of a review nature, then the publications of the 60-80s of the XX century represent a rather significant analysis of the accumulated factual material both on the study of the history of standardization development and its methodological understanding, which was done in the works of Z.D. Yamova [1], N. K. Parfenova [2], V.I. Prokhorov [3], V.V. Boitsova [4], A.A. Kokhteva [5] and others. The dissertation research of A.A. Alexandrova, which examines the evolution of Soviet

standards as one of the types of technical literature in the period of the 1917-1940s, is also extremely important [6]. A significant milestone was the work of M.I. Kufman and V.N. Chernyagova "60 years of standardization in the USSR (1925-1985): main events and facts" [7], which, contrary to its reference format, is distinguished by a thorough and complete presentation of information grouped by the main directions of development of Soviet standardization, and includes a separate chapter devoted to standardization and unification of management documentation. The literature devoted to general issues of standardization in the Soviet period gives a fairly complete picture of the development of this field as a whole, forms an understanding of the essence of this activity, its theoretical, methodological and legal aspects. All this helps to fit the issues of interest into a single problematic context, considering them in relation to the general trends in the development of the standardization sphere.

On the other hand, the topic under consideration is related to documentation and is part of this scientific discipline. Extensive information on the problems of the formation of standardization bodies and the first results of their activities are given in the textbook "The History of the development of office work in the USSR" edited by V.A. Tsikulin and Ya.Z. Livshits [8]. The authors touch upon the issues of creating the first standards for management documentation, as well as highlight the work of VNIIDAD on the creation of EGSD.

The direct scientific understanding of the standardization of document flow was closely related to the main stages of the development of this process. This is due to the fact that the theoretical study of the problems under study is clearly linked to practical needs and, as a rule, the authors of the main scientific papers simultaneously acted as the main developers of standards.

The first independent studies devoted to the standardization of document management were highly specialized and reflected the process of formation of this area. In the articles by N.N. Ikonov [9, 10], L.A. Byzov [11], E.F. Rozmirovich [12], attempts were made for the first time to theoretically comprehend this new direction of rationalization of clerical practice, and also the results of the activities of ITU on the development of the first standards for management documentation and paper formats were displayed.

The idea of creating the Unified State Register of Legal Entities in the 1960s required generalization and systematization of the accumulated experience of the 20-30s in the rationalization of document flow, and therefore there were works analyzing practical activities in this area at the specified time [13, 14, 15, 16]. In the period of the 60-80s of the XX century, there was a significant surge of scientific interest in the problems of standardization of office work in general and documentation processes in particular. This was due to the creation of the largest research platform in the person of VNIIDAD, on the basis of which the most pressing issues related to certain areas of standardization of document flow took place. Much attention was paid to the problems of implementing standards for unified systems, as well as exploring the possibilities of automation of management processes [17, 18, 19, 20, 21].

At the same time, despite a sufficiently deep degree of study of certain aspects of the development of standardization of document management in the USSR, including as an integral part of the standardization of documentation support of management, at the moment there are practically no generalizing theoretical studies that would systematize the accumulated experience. The available works of Soviet authors are limited

by the natural chronological framework, and also could not avoid some ideologization due to the spread of Marxist-Leninist theory, which led to the idealization of certain provisions. There are also modern thematic publications in the periodical professional press, but they are few.

Thus, no attempts have been made in Russian science to identify the main stages in the history of the development of document management standardization. In this connection, the problem of periodization of the development of standardization of document flow in Russia for the purpose of systematization and scientific generalization of this field of knowledge comes to the fore. The purpose of this study is to identify and characterize the main periods of development and the main directions of standardization of document flow in the USSR, as well as to highlight the characteristic features of standardization of document flow in the designated period. A chronological approach can serve to achieve this goal, which allows us to trace the evolutionary development of document management standardization in the Soviet period. In this regard, it is proposed to distinguish two periods in the historiography of the problem: 1917 – early 60s, 1960 - 70s.

2. The formation of the standardization system in the USSR in 1917- early 1960s. The first standards in the field of document management

In the conditions of the formation of the state apparatus in the first years of the existence of Soviet power, the issues of standardization of work with documents were not relevant for objective reasons. However, the first attempts to establish an effective document flow were noted already in the 1920s, and were associated with the unification of documents, which took place as part of the rationalization of documentation in individual departments and authorities. NK RKI was the

first to take this path. Here, in 1923, the "Instruction on the order of execution of incoming and outgoing papers" was approved. She laid down certain mandatory requirements for the composition of the details of the forms, established the right to sign documents in the Central Office of the People's Commissariat. All the most diverse forms of administrative documentation that existed were eliminated and replaced with a single one – an order [22].

Similar activities took place no less actively in other institutions. Within the framework of the widespread movement of scientific organization of labor, special centers were created in the departments, which dealt, among other things, with the issues of rationalization of administrative equipment. In this regard, the experience of such a center, created at the People's Commissariat of Railways, in which serious work was carried out in the 1920s to develop forms for standard papers, is interesting. For this purpose, the method of stenciling the text of the document was used. A.N. Sokova in his dissertation cites data that in 1924-1925, only about 200 forms printed in a typographic way were put into practice in the Central Administration of this department alone [23]. In addition, work was carried out on the development of uniform paper formats, taking into account the German experience. NC PS has developed a prototype of a modern letter form, with the usual arrangement of the details according to strictly measured fields. These and some other findings of the People's Commissariat of Railways were used later in the creation of national standards. Stencil texts were also used in the People's Commissariat of the People's Commissariat of Internal Affairs, NKVD, and other departments.

Simultaneously with the practically carried out intradepartmental unification, during the first half of the 1920s, a system of state bodies for standardization gradually

developed. The first departments involved in the process of unification and standardization of documents were formed within the People's Commissariat of the Workers' and Peasants' Inspection, which headed the work on the scientific organization of managerial labor. Here, in March 1922, the Department of Normalization of Accounting, Record Keeping and Warehousing was created, which was later transformed into the Department of Administrative Equipment of the NK RKI of the USSR (ATO NK RKI of the USSR) - the leading body that carried out work on the rationalization of management techniques and carried out the development of the first standards for documents in the USSR.

Another organization, the Council of the Scientific Organization of Labor, was formed on September 6, 1923 at the Board of the NK RCU as an advisory and planning body. Among the tasks of the new department, for the first time, the task of the need for standardization in the field of administrative apparatus was clearly formulated: "the development, on the basis of practical examinations and laboratory experiment, of the most perfect working techniques (normals, standards)"[24]. For this purpose, the "Bureau of Planning, Expertise, Accounting, Standardization and Methodological Supply" was created in the structure of the Council of Experts.

The third organization related to the standardization of documents was the State Bureau of Organizational Construction (Orgstroy). He was charged with the implementation of methodological developments of the ATO, the publication and distribution of forms, forms and instructions developed by him. The main tasks of Orgstroy included "technical assistance to state institutions and enterprises in improving their apparatuses by implementing practical measures to rationalize management techniques, record keeping and reporting" [25].

In addition, a supranational state system of standardization bodies was created. On September 15, 1925, the USSR established the Committee for Standardization under the Council of Labor and Defense [26] - the first national standardization body. The Committee led the departments involved in standardization, and also introduced approved standards into circulation (subsequently, this body underwent a number of reorganizations: in 1930, the Committee for Standardization at the SRT was transformed into the All-Union Committee for Standardization (VKS) at the SRT, which was abolished in 1936 and the All-Union Committee for Standardization at the Council of People's Commissars was established in 1940 Commissars (Council of People's Commissars) of the USSR, renamed in the same year into the All-Union Committee of Standards under the Council of People's Commissars of the USSR) [27]. At the same time, the category of standards "All-Union standard" (OST) was introduced.

In 1926, another reorganization took place. The ATO of the NK RC of the USSR was liquidated, in connection with the creation of the Institute of Management Technology [28]. Its establishment was associated with the emerging need for scientific analysis and generalization of experience to the level of theoretical conclusions and the formulation of organizational problems of national importance and scale. The tasks of this institute included the study of the technique of work of Soviet state institutions and enterprises, the development of draft templates (normals) that simplify and mechanize the processes of managerial labor and establish standards of its productivity, as well as consulting on management techniques. When organizing the ITU, it was recognized that "standardization work should be organically linked to the entire research work of the institute," in connection with which a

Standardization Cabinet was formed within the institute, to which all standardization work was transferred [29].

The circular of the Standardization Commission under the ATO of the NK RC of the USSR indicated that "the application of standardization in the field of administrative equipment deserves no less attention than the application in the field of industry" [30]. The goal of standardization in the field of document management was to create uniform samples of the most commonly used documents on a national scale to save money and resources. This led to the specific tasks of limiting the number of circulating business papers by determining their expediency; developing rules for drawing up stable forms; establishing requirements for paper formats and its quality.

The Institute of Management Technology in its activities proceeded from the industrial interpretation of institutions and did not see a fundamental difference between the document and other means of management technology. In this regard, the main goal of standardization in general, and documents in particular, was to develop and fix simple and practically expedient techniques to meet consumer requirements on the basis of available production capabilities and technical means [31]. It should be noted that in determining the theoretical issues of standardization of documents, the pre-revolutionary experience was unfairly denied and ignored, without its critical reflection.

Thus, several organizations and institutions participated in the development of drafts of the first standards for documents at once, which could not but leave an imprint on this process and on the standards themselves. Initially, the task "to establish and introduce certain forms of business papers on an all-Union scale, to establish their formats, to develop a correspondence classifier for institutions" [32] was sounded within the framework of the NK RCI in the plan for 1924-1925. By the end of the

appointed period, the work in this direction was completed by only 20%. Accordingly, the deadline for the assignment was transferred to the plan of the already formed ATO, which managed to publish its prepared projects with a total circulation of 2000 copies by December 1926. They were sent to a wide range of departments, trade unions and public organizations, institutions and enterprises for wide preliminary acquaintance and evaluation. But the final revision of the standards was already carried out by the Standardization Cabinet at ITU, which in 1929 submitted 73 draft standards to the All-Russian Committee for Standardization for consideration and approval. Of these, 26 were approved by January 1931 [33].

First of all, the standards concerned the paper size, the need for which was obvious, since "format chaos" had already arisen in the country in 1925. Until 1924, the formats established in 1903 operated in the country. In July 1924, by order of the Supreme Economic Council of the USSR, 2 formats for document forms were introduced: large (22x28 cm) and small (22x14 cm). They, as in 1903, were developed taking into account the technological capabilities of factories, and did not fully meet the clerical needs. In addition, the formats introduced in 1924 did not cancel the old ones, and therefore they existed in parallel.

The new paper formats were developed based on the principle of combining the interests of the manufacturer and the convenience of the consumer, and, accordingly, were divided into production and consumer. It was based on the widespread German standards of 1921, which were based on three basic principles: the size of each subsequent format was obtained by dividing the previous one in half; all the resulting formats were geometrically similar; all formats were measured in millimeters.

Thus, two systems were developed in the ATO and ITU. The first included standards approved as mandatory for use from October 1, 1929. They set the size of a sheet of paper for business documentation, and also tied the type of document to a certain format. For example, OST 346 established the A4 format mandatory for the protocol, A5 - for notification, B4 - for case covers and the like.

The second system of standards concerned the quality of paper. OST 3577 fixed 5 classes of paper in the form of a table, depending on the components of the composition, color, density and other properties of the paper. Moreover, the standard contained a formula that allowed one or another document not included in the list to be attributed to a certain category of paper.

Despite the fact that the new formats were smaller than the previous ones and significantly saved paper, it was not possible to solve the problem of acute paper shortage, and the standards had to be replaced with more flexible ones. They were approved in 1932 and, firstly, allowed the use of any kind of paper, and secondly, further reduced the size of the format [34]. All this has led to the inability to use the already developed OST's on the forms of documents.

In addition to dimensional standardization, standardization for individual forms of documents developed no less actively during the 1920s and 1930s. For this direction, it is also legitimate to distinguish two stages in the development of standards, due to differences in theoretical and methodological bases. The initially prepared projects of the ATO, after its reorganization, were transferred to the ITU, where, as a result of revision, they were significantly modified.

In particular, a clear example of such a transformation is the standard for business writing. The project developed by the ATO, STAT-11, contained the following sections: main

features, components and their measurement, application, preparation of letters, general measurements. The standard was developed on the basis of the German standard DIN 676. The authors of the project placed the details "name" and "recipient's address" in the upper left part of the letter, completely leaving the right part of the document free and intended for marks and resolutions [35]. The final version of the adopted standard was significantly reduced to a simple set of technical characteristics and included only requirements for the size of the sheet (A4, A5, A6), indications of the location of the details, the placement of various kinds of holes (for example, for stitching) and lines on the document (for example, margins), the quality of paper (with no. 1 to No. 3, without specifying the criteria for their application). The section "Application" was included in the standard as recommendations.

In 1930, a series of standards for protocol forms was approved, in which it was decided to abandon the column form of the protocol, and the content itself (the props of the protocol text) was located in forms across the page, with an indentation for the resolution. In the 1929-1930s, several more standards were approved, which established the technical characteristics of the design of certain types of business papers.

Despite the fact that the approved standards were somewhat inferior in their content to the projects prepared in the ATO, it is impossible to deny the fact that they laid an important trend of standardization of certain aspects of document flow, primarily forms of documents and paper formats.

In 1940, the procedure for developing standards changed: the approval of standards by the People's Commissariats was canceled, and the All-Union Committee for Standardization was established under the USSR Council of People's Commissars [36].

Instead of the OST's and various industry standards, the category "State All-Union standard" (GOST) was introduced. Later, the All-Union Committee for Standardization was transformed into the Committee of Standards, Measures and Measuring Instruments under the Council of Ministers of the USSR.

The first all-Union standards in the field of document management existed until 1941, when they were abolished in wartime conditions in order to save money. After the end of hostilities, it took a long time to restore the entire system of authorities, including institutions dealing with standardization issues.

At that time, the activity in this area was again reduced to departmental unification, which developed along the line of independent development of stencil forms of documents by individual departments proceeding from their own interests. This continued until the adoption in 1959 of the Resolution of the Council of Ministers of the USSR "On measures to improve work in the field of state standardization and normalization" [37], which approved a list of issues requiring standardization in certain sectors of the national economy. This document completed the reorganization in the field of standardization and streamlined the regulatory and technical documentation. The issues of standardization of the activities of the management apparatus were not ignored, although they were reduced to unification. Systematic state activity in this area was started only in the second half of the 1960s. Prior to that, in fact, the only significant event in the field of standardization of document management was the adoption in 1960 of the standard for paper GOST 9327-60 "Paper and paper products", which replaced OSTAM. This standard established three types of consumer formats – A, B and C. Of these, format A is fixed as the main row, the use of B was provided for in exceptional cases, and C was to be used only for such products as folders, envelopes, and the

like. GOST 9327-60 established standards for the sizes of paper and paper products that correspond to international standards that are still in effect.

3. Standardization of document flow within the framework of the creation of the Unified State Register of Legal Entities (1960-1970s)

Since the 1960s of the XX century, a new stage in the development of standardization of document flow has begun. This was due to two important events in the field under consideration. On the one hand, these years were marked by the formation of a nationwide standardization system as a whole. In pursuance of the resolution of the Council of Ministers of the USSR "On improving standardization work in the country", for the first time in world practice, a set of state standards "State Standardization System" (GSS) was developed and approved [38]. It was a set of interrelated rules and regulations that combine standardization work at all levels of national economy management. GOST 1.0-68 established the main provisions of this system, defined the goals, objectives and objects, as well as the organization, methods and other general issues of standardization in the country.

The specified GOST 1.0-68 introduced four categories of standards: the state standard of the USSR (GOST), the Republican standard (PCT), the industry standard (OST), the enterprise standard (STP). And also, for the first time in the normative documents of the USSR, the official definition of the term "standardization" was fixed, which fully corresponded to the international one introduced by ISO in 1962. From that moment on, standardization was understood as "the process of establishing and applying rules in order to streamline activities in this area and with the participation of all interested parties,

in particular, to achieve universal optimal savings, in compliance with functional conditions and safety requirements" [39].

Since the early 1960s, there has been a significant increase in state attention to the rationalization of office work. The acceleration of scientific and technological development and a sharp increase in the volume of document flow necessitated the solution of a number of new tasks, among which was the standardization of documents, which, in turn, involved the development of a number of unified systems for certain types of documentation used in certain fields of activity [40]. A number of government documents stated serious shortcomings in the field of document management, which consisted, in particular, in the absence of uniform requirements for the document, including issues of its quality and culture of registration. The state saw the solution of these problems in the purposeful development of national rules of record keeping based on the widespread use of modern technology. This goal was most clearly formulated in the Resolution of the Council of Ministers of 1963 "On measures to improve archival affairs in the USSR", after the adoption of which the development of a draft Unified State System of Record Keeping (EGSD) was initiated. The main task of this normative act was the comprehensive comprehensive unification, rationalization and establishment of uniformity of forms and methods of working with documents at all levels of management and at all stages of the life cycle of documents – preparation, registration, storage [41]. The main idea of the EGSD was closely related to the tasks of standardization of document flow, which actualized the work in this area. The work on unification and standardization within the framework of the creation of the Unified State Register was carried out jointly by the All-Union Scientific Research Institute of Documentation and Archival Affairs and the All-Union Scientific

Research Institute of Standardization.

So, standardization and unification of documents were considered both as a method and as an independent stage in the creation of the Unified State Register of Legal Entities. The preparation of the first series of standards, which was called "Management Documentation", was completed by July 1, 1970, and their implementation was some trial version to test the capabilities of the system being developed as a whole. The main idea of these standards was to implement unification in three main areas: the composition, forms of documentation created, as well as the procedures for preparing and rules for processing documents were unified [42]. The standards were supposed to establish the form of the type of document, the composition of the information included in it, the rules for the presentation of the text, as well as the rules for the preparation and execution of documents that were not regulated in the Unified State Register of Legal Entities. These provisions were fixed in GOST 6.3-69 "Management documentation. The main provisions". It also defined a system of basic concepts, including the terms "standard", "technical specifications", "CMEA standard", etc. According to him, "the standard is the result of a specific standardization work adopted by a competent organization" [43].

From the list of developed standards, two universal ones can be distinguished: GOST 6.10-69 "Management documentation. Sample form" and GOST 6.11-69 "Management documentation. Unified instilled drafting and processing of documents." The first one was developed by VNIIS and was a typical scheme for the construction of any document and was designed by assigning each item a certain limited space on a piece of paper. It contained the maximum number of permanent details, the location of which was clearly linked to the sequence of operations carried out with the

document when it was compiled. The standard established two formats of the sample form (210x297 mm) and (148x210 mm). It is interesting to note that the possibilities of using machine processing of documents were laid here. To do this, the upper right field was completely freed up, in which, if necessary, the encoded content of all the details of the document should have been placed.

The second "universal standard" GOST 6.11-69, developed jointly by VNIIS and VNIIDAD, supplemented the standard for the sample form and saw its purpose in the unification of the technology of preparation of documents, "regulation of technonorm execution techniques", which were to be established by the corresponding section of the Unified State Register of Legal Entities. That is, he clarified the provisions of GOST 6.10-69 in terms of mixing the location of a number of details associated with a large volume of the document text (signature, mark of the application, visa approval), and also contained a paragraph outlining the rules for drafting and processing typewritten management documents.

As a result of a wide discussion of the preliminary implementation of standards, an opinion was expressed about the inexpediency of introducing different GOST standards for varieties of the same documents. Some other comments were also made, in particular, it was pointed out that the sample document form did not provide for bilingual writing of the details in the forms of documents required for the Union republics. As a result, the USSR State Standard decided to suspend the widespread implementation of standards and to shift the timing of widespread implementation to January 1, 1972 [44].

In addition to organizational and administrative documentation, standards have been developed for other systems, for example, for personnel documentation. The developer

was the Vilnius SKB of Office Equipment of the Sigma Association of the USSR Ministry of Labor, which, along with other organizations, took part in the work on the EGSD. The series of standards "Personnel Documentation" was also published in 1969 and had the goal of "simplifying and unifying the documentation of the admission, dismissal, relocation and accounting of personnel", as well as "significantly reducing the number of created types and varieties of documents" that ensure these processes [45].

It is worth noting that at this stage there were no distinctions between the concepts of "standardization" and "unification". Most researchers considered these terms synonyms, interpreting them as the establishment of uniformity in one or another part of the document formation process [46]. This approach did not allow using all the possibilities of standardization as a tool for improving office work and led to the fact that in practice standardization was not rarely replaced and reduced simply to unification. At the same time, unification was understood as bringing to uniformity and optimally reducing the number of elements in objects (for example, types of documents, details in documents, etc.) that make up a complex or system.

As part of the standardization and unification of documents, work was carried out on the "stenciling" of their content. This method, which was used before, was also actively used in the development of GOST standards for the Unified State Standard. It consisted in creating stencil texts to record a repetitive typical managerial action in a documented form. However, along with this, some new methods and technologies have appeared. Such was "normalization", which was an integral part of standardization and was aimed at establishing uniform requirements and norms for the system as a

whole, and its elements in particular. At the same time, such a system could be either a state apparatus or a separate institution [47].

During the period under review, the method of a single form was widely used, which was effective in creating unified documentation systems. It provided for the development of a sample form with a fixed location of the details for the entire set of documents. When developing the sample form using the method of mathematical statistics, attempts were made to calculate mathematically based on average statistical data the number of printed characters in each item and the area of the sheet occupied by all the items and each separately.

One of the tasks of unification was to determine the types of documents necessary for the implementation of a particular type of management activity. Hence its relationship with the classification of documents. At the same time, the classification of documents had to be built depending on the management functions and complexes of documents that provide it or are used in it.

Based on the application of the methods described above, unified documentation systems (USDS) used in management were built. The development of such complexes together with classifiers has been a priority for the development of standardization of document management since 1971 as part of the implementation of the EGSD project.

As a result, during the period from 1971 to 1984, 16 USDS were developed. Each of them was a system reflecting the list of managerial actions, the course of decision-making and their documentation, characteristic of this USD. In fact, the documentation system was regulated by a set of state standards, which defined the main provisions of this system and a single form of all documents included in it (sample form), as well as an album of unified forms of these documents and methodological materials. The

fundamental standards for the SD, according to which all these systems were built, were: GOST 6.10.1-75 "Unified documentation systems. Basic provisions"; GOST 6.10.2-75 "Unified documentation systems. Terms and definitions"; GOST 6.38-72 "Unified documentation systems. The system of organizational and administrative documentation. Requirements for registration of documents".

It is important to note that the development of the USD was closely related to the process of introducing automated systems into management, the development of which was an important task of state policy in the field of office management of the period under review. The introduction of such systems into management required certain indicators of the quality of documents, which had to be not only unified in their systems, but also perceived in others, as well as have legal force. A classifier of unified forms of organizational and administrative documentation was compiled for the functioning of the USD both in the automated control system and in the conditions of traditional methods of document processing. These two systems were closely interrelated, since the composition and name of the objects of the OK TEI corresponded to the composition and name of the details in the unified forms of documents. In total, 4 thousand forms of documents were entered into the OKUD, which were classified into groups depending on which USD they belonged to.

For example, let's take a closer look at the unified system of organizational and administrative documentation (USORD), which included the following GOST standards: 6.38-72 "Unified Documentation systems. The system of organizational and administrative documentation. Requirements for registration of documents"; 6.39-72 "Unified documentation systems. The system of

organizational and administrative documentation. Sample Form"; 6.15.1-75 "Unified documentation systems. The system of organizational and administrative documentation. The main provisions".

Standards 6.38-72 and 6.39-72 were developed based on the results of the processing of the above-mentioned GOST standards of 1969 of the series "Management documentation" and contained many of their provisions, thereby consolidating the tendency to generalize the requirements for management documents in universal basic standards for organizational and administrative documentation. It should be noted that a number of exceptions from the originally developed standards were made without sufficient grounds, which led to a deterioration in the quality of the entire system and a decrease in the effectiveness of its application in the management apparatus. But it is quite obvious that the GOST standards for organizational and administrative documentation adopted in 1972 were the first attempt to establish regulatory requirements for the form of such documents, the composition and design of their details.

Standards 6.38-72 and 6.39-72 contained requirements for typewritten documents. They installed two document formats - A4 and A5, and two options for the location of the details: longitudinal and angular. GOST 6.38-72 normatively established the composition of the ORD details: the name of the document type, author, date, registration index, addressee, signature, surname and phone number of the performer, etc. The procedure for their registration has been greatly simplified and unified, including by defining specific zones for placing certain details. GOST standards required to indicate on each document the full name of the performer and his phone number, which facilitated not only the search for the performer, but also provided the possibility of

an operational solution to the issue, as well as increased the responsibility of the performer. The 6.39-72 standard introduced a single form of a form for all ORD, with the exception of a letter, which was called a "common form" and had all the necessary details, except for the name of the type of document, which was printed during the preparation of the document. The general form and the letter form allowed to significantly reduce the volume of typewritten works, since they were printed in a typographic way. At the same time, the details on the forms were printed in two languages: national and Russian.

GOST 6.15.1-75 was supplemented with such details as: a note on the transfer of data to a machine carrier and the signature of the person responsible for transferring data to a machine carrier, which were located on the last sheet in the formalizing part of the document. This standard established requirements for the text of an organizational and administrative document, which must be presented either from the first or from a third person.

These GOST's were subsequently supplemented with methodological and some other documents, which together made up the first version of the USORD, the practical implementation of which began in 1976. The first results of the experimental implementation of these documents showed that, in general, this system was able to implement one of the most important methodological principles embedded in it. In general, it provided documentation of the management process: from solving management tasks to the documents themselves [48].

In addition to the standardization of unified documentation systems, another independent direction was actively developing during the period under review, which was closely related to document management –

standardization of terminology in office work. The design of the conceptual and categorical apparatus is inextricably linked with the formation of documentary science, the formation of a theoretical understanding of this field of knowledge. And the standardization of these terms is designed to eliminate the ambiguity of their interpretation in order to create a single scientific and technical language for more effective use in all spheres of human activity. The first specialized terminology standard focused on the field of record keeping and archival business was GOST 16487-70 "Record keeping and archival business. Terms and definitions" [49], which was closely related to the EGSD. Despite the fact that the state standard contained only 18 clerical terms, it established a single terminology and its mandatory application in all documentation systems, textbooks, technical and reference literature. Thanks to this, specialists received a single terminological language, the interpretation of certain concepts became unambiguous, since the use of synonymous terms was prohibited.

The introduction of automated control systems required clarification of the definitions of a number of terms used in management in general and in the documentation support of management in particular. In this regard, the terminology standard was revised and approved in 1975 as GOST 6.10.2-75. This standard already contained 129 articles-terms. The concept of a document received the following definition in it: "a material object containing fixed information and specially designed for its transmission and use in space." The standard defined a "unified documentation system" as "a rationally organized set of interrelated documents that meet uniform rules and requirements and contain information necessary for optimizing management in various spheres of human activity based on the use of economic and mathematical methods

and computer technology" [50].

Speaking about the development of standardization of document management at this stage, it is impossible to ignore its theoretical basis and status, which have undergone significant changes in comparison with the previous period. In the 1960s, there was a departure from the purely "industrial" interpretation of standardization and a further expansion of its scope. A management document has quite rightly been added to the number of standardization objects. In this context, standardization was understood as the establishment and application of national norms, requirements and rules for documents in order to streamline the organization's activities in the field of document formation with the participation of all stakeholders to increase productivity and efficiency of managerial work, taking into account the functional features of the document [51]. Despite the increasing role of standardization in all spheres of activity, which was reflected in the joint Resolution of the Central Committee of the CPSU and the Council of Ministers of the USSR "On increasing the role of standards in improving the quality of products" in 1970 [52], standards in the record-keeping of this period played the role of independent documents, but complementary and developing the EGSD, the main provisions of which they were put into effect in 1973[53]. Thus, for a long time in the USSR, the standards in the field of office management and document management were assigned the status of auxiliary documents designed to clarify the main normative legal acts.

4. Conclusion

The study of the legal regulation of standardization of documentation in the USSR allows us to conclude that the Soviet stage was associated with the direct emergence of standardization as a sphere of state policy in

general and document management in particular.

Within this stage, two main chronologically consecutive periods are distinguished.

The first of them covers the 1920s - early 1960s and is closely related to the activities of such state bodies as the Department of Administrative Equipment of the NK RCP of the USSR and the Institute of Management Technology of the NK RKI of the USSR. A practical prerequisite for the development of national standardization was the widespread activity in the first half of the 1920s to unify documents within individual departments, which had accumulated considerable experience in developing templates for basic documents. In its activities, the ITU proceeded from the industrial interpretation of institutions and did not see a fundamental difference between the document and other means of management technology, in connection with which the main goal of standardization during this period of development was to find and fix in the form of "normals" simple and practically expedient techniques to meet consumer requirements based on existing production capabilities and technical means. Therefore, the first all-Union standards were for paper formats and quality, document forms, in particular letter forms, ink, and so on. The first all-Union standards in the field of document management existed until 1941, when they were abolished in wartime conditions in order to save money.

The second period of the Soviet stage (1960-1970s) was associated with the active inclusion of document scientists in the standardization processes, as a result of which not only the document, but also the documentation systems, as well as technological procedures of document management, were firmly included among the objects of this activity. This period coincided with the creation of VNIIDAD and the

development of EGSD, the main idea of which was closely related to the tasks of standardization, which actualized work in this area. Since the late 1960s, the process of developing standards has been actively started, among which GOST for certain types of documents prevailed. This led to the consolidation of the role of supporting documents for standards, designed to clarify the provisions of the main regulatory legal acts. This approach has been fixed for a long time in the history of standardization of documents and has left a serious imprint on the role of modern standards in the field of documentation management.

Consideration of the document as an object of standardization predetermined the emergence of new methods. Using the methods of a single form and mathematical statistics, a common unified form for all organizational and administrative documentation was developed. The classification of documents was widely used in order to determine the species composition and develop unified documentation systems, the standardization of which became the main direction in the standardization of the document flow of the period under review. In total, 16 such USDS were developed during these years, each of which was a system reflecting the list of management actions, the course of decision-making and their documentation, characteristic of this unified documentation.

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BIBLIOGRAPHIC DESCRIPTION

Marchenko O.V. Unification of document flow in the USSR: historical and legal aspect. *Pravoprimenenie = Law Enforcement Review*, 2022, vol. 6, no. 4, pp. 45–58. DOI: 10.52468/2542-1514.2022.6(4).45-58. (In Russ.).