

UNIFICATION OF DOCUMENTS IN PRE-REVOLUTIONARY RUSSIA: HISTORICAL AND LEGAL ISSUES

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The subject. The article reveals the main historical trends and legal problems concerning unification of documents used by Russian authorities during different historical periods.

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 pre-revolutionary Russia.

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

The main results of research. Scientific understanding of the historical and legal aspects of document flow standardization is closely related to the main stages of its development, and therefore the problem of periodization of document flow standardization in Russia for the purpose of systematization and scientific generalization of this field of knowledge comes to the fore. The chronological approach was chosen as the most appropriate criterion, which allows to trace the evolutionary development of document management standardization, link it with the general history of office work in Russia and state policy in this area.

The research will help to determine ways to improve the current system of document management standardization in Russia. The research topic becomes especially relevant in connection with the activation of the processes of implementation of international standards, and the wide application of foreign practice in the field of documentation management over the past decade in Russia. Generalization and analysis of the historical experience of our country in this area makes it possible to identify the national specifics of document management and its standardization. It helps to determine the prospects for the implementation of international standards.

Conclusions. The study of the history of documentation practice in Russia allows us to conclude that the issues of document flow rationalization were of great importance since the XVII century. Considerable experience was accumulated in the field of document unification in pre-revolutionary Russia. The beginnings of document unification arose at the dawn of the XVII century and developed gradually with the formation and complexity of the office system in Russia. At the first stage unification was manifested in the consolidation of spontaneously formed norms and rules for drawing up business papers, by the end of the XIX century it turned into an independent element in the field of document management. The gradual evolution of the form as well as the introduction of stamp paper led to the appearance of legally established forms of documents with permanent details in the XIX century, and the first unified documentation systems were created. The appearance of collections of business paper samples showed that government and Russian society understood the importance of using sustainable document models in order to streamline document flow.

1. Introduction

The document management system is an important element of office management and is a mandatory component of management activities. To date, the most common, familiar and effective form of implementing common rules and requirements for regulating documentation processes is the standard. As one of the main methods of improving document management, standardization has been applied at different stages of the development of office management and to date, Russia has accumulated considerable experience in this area.

In this regard, the task of systematizing existing knowledge, studying the evolution of document flow standardization, the formation of its methods and forms at various historical stages becomes urgent. Identification of the main trends and problems in this area will allow us to identify ways to improve the current system of document management standardization in Russia. The topic of the study becomes especially relevant in connection with the activation of the processes of implementation of international standards, and the widespread use of foreign practice in the field of documentation management over the past decade. Generalization and analysis of the historical experience of our country in this area makes it possible to identify the national specifics of the organization of document flow and its standardization, including in order to determine the prospects for the implementation of international standards.

The development of document management standardization in Russia cannot be considered in isolation from the general history of office management in our country, the study of which is reflected in the studies of domestic researchers-K. G. Mityaeva [1], M. P.

Ilyushenko [2], A. A. Lukashevich [3], etc. When considering the formation of the domestic practice of working with documents, these works raise issues of improving this process, describe practices and methods of rationalizing document flow, including standardization. Works of K. G. Mityaev [4], M. P. Ilyushenko [5] contain an extensive base for analyzing the development of methods for unifying documents in the pre-revolutionary period.

Scientific understanding of the historical and legal aspects of document flow standardization is closely related to the main stages of its development, and therefore the problem of periodization of document flow standardization 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 the prerequisites for the origin of the unification of documents, as well as to characterize the periods of development and the main directions of standardization of document flow in pre-revolutionary Russia. As the most appropriate criterion, a chronological approach was chosen, which allows us to trace the evolutionary development of document management standardization, to link it with the general history of office work in Russia and state policy in this area.

2. The Writ period (late XV-XVII century)

Traditions of documenting various aspects of public and private life date back to the beginning of the formation of the Old Russian state. Consideration of the first documents available to historians and archaeologists suggests that already at this time there were certain traditions of making written wills and roadside certificates. At the early stages of the development of the Old Russian state and during the period of feudal

fragmentation (until the end of the XV century), different types of documents appeared, in which specific private law relations were recorded. These include deposits, letters of sale for land and other property; bonded loans, mortgages, employees for the loan of money, movable and immovable property, residential and everyday records for urgent hiring, full certificates for sale into slavery, vacation certificates for freedom and a number of others [6, p. 12-13].

The gradual accumulation of traditions in the field of documentation has led to the creation of more and more stable forms of various types of documents. The form and methods of certification of documents - signatures, staples, seals-were established. However, it is still too early to talk about unification in this period.

The history of document management unification developed along with the formation of the office management system as a whole. As the formation of the centralized state, the complexity of its administrative tasks, the emergence of state apparatus expanded the scope of documents and their number gradually formed the writ proceedings, the emergence of which was associated with the creation of the first state agencies – orders.

the period of clerical work covers the time period from the end of the xv - to the end of the xvii century. it is during the period of writ office work that the first elements of unification of the document flow that existed at that time appear. in particular, there is clearly a specific unification. In the XVI-XVII centuries, with the formation of the hierarchy of state institutions, a certain system of documents circulating in them began to develop, their names and specific features of compilation were fixed. First of all, letters of grant and decree, as well as acts of feudal land ownership and economy (data, business, spiritual, mortgages, bills of sale, etc.) were designated by the charter. There were separate types of documents for correspondence – unsubscriptions, fairy tales, petitions, memos [4, p. 32].

Despite the fact that the documents of the writ office were a solid text, the constant repetition of stable phrases in them indicates the gradual formation of the form.

A certain place at the beginning of the text was occupied by such props as "addressee". If the acts of the local administration (labials and the provincial letters) often had the common name of the addressee, [7, p. 176], then in the royal, granted and decree letters, in memorials and some fairy tales, a specific person was indicated [8, p. 151].

With appeal to the Tsar ("Tsar and Grand Duke") was started, replies and petitions. In addition, a special note was made about the specific institution in which they were received for execution. This practice was consolidated and further specified by the decree of 1680, which required the name of the head of the Order to be written on documents .

Another mandatory requisite that appeared during the period of writ office work is the date. Its place was constant in laws, decrees, sentences, memorials, instructions, fairy tales, scribal books - at the beginning of the text, and at the end of the text - in acts [7, p. 64, 106].

Of particular importance is such a document detail as its certificate. If in the early XVI century author's signature is rarely present on the documents, with the development of back-office services to give legal force many acts acquired "prijs" (signed) clerk and "the right" of the clerk, which meant according to the original draft, the correctness of its design. This is evidenced by the sub-clerk of the Embassy order G. Kotoshikhin: "And on all cases, the Duma clerks fix and mark them, and the tsar and boyars do not put their hands to any cases... ; and to the lesser ones, ordinary clerks put their hands to all sorts of things and ascribe their names to the clerks" [9, p. 26].

The clerk signed documents in a special way: if the document consisted of several sheets, he "attributed" the document on each gluing, putting one syllable of his last name on each gluing, so that the letters captured both sheets. Such a procedure, introduced in order to protect against falsification, was legislated in the

1550 Sudebnik [10, p. 18].

In addition to signatures, documents were certified with a seal. Evidence of the use of seals to confirm the authenticity of documents has been available since the beginning of the X century. The state seal, the main element of the image of which was the double-headed eagle, was formed gradually, in the process of formation of the Russian centralized state. In the XVI-XVII centuries, two state seals were used - a large and a small one. They differed in size, additional images, and lettering. Small was applied to the letters patent for feeding. Cities had their own seals, the images on which eventually turned into coats of arms. Separate special seals were used by central state institutions and officials [5, p. 46].

Analyzing the form of documents already in the period of the order period, it is possible to note the presence of stable forms, samples, according to which office work was performed. So, for example, according to a single model, orders were written to voivodes from orders [11, p. 29-30]. They necessarily included the following parts: first, the new voivode was announced, and the procedure for accepting the post from the former voivode was determined; then there were royal decrees on proper financial management; attention was paid to the attitude of the voivode to local society and elected positions; then came the regulations on the police activity of the voivode; and in conclusion, the order defined the military duties of the voivode, the rules of his attitude to foreigners.

Moreover, since the XV century, there is evidence of the existence of standard samples of certain types of documents. In particular, N. P. Likhachev mentions this type of documents as a "form", treating it as "old collections of samples of acts" [12, p. 121]. The first of these documents was a collection of metropolitan charters. In addition, special "model books" contained samples of documents, types of business papers and letters were also given in alphabets, "letter books" intended for reading and copying.

Samples of diplomatic documents could be found in a large state book-titular. It contained forms of letters of Russian tsars to foreign rulers [13].

The development of the unification of documents is clearly illustrated by the evolution of the charters granted by the Russian tsars to monasteries, churches, various institutions and individuals, who communicated and fixed in writing some benefits and advantages. Usually, in the XVII century, letters patent were written by hand, on large sheets, sometimes fastened and pasted in the form of a wide strip. Colored taffeta was placed under the letters, and the state seal of red wax was sewn on a silk cord at the bottom. With the development of printing, by the end of the XVII century, in Moscow, many such letters were printed with a ready-made text in the established form with a space omitted for the name of the person to whom the document complained, the designation of the name of the estate and the amount of land transferred [14].

Thus, the unification of documents is born together with the formation of writ office work. At this historical stage, the unification of document flow was manifested in the fact that stable forms of some of the most common documents gradually began to develop, and methods of their compilation were formed. Despite the fact that the documents in this period were a single and indivisible text, some details were already outlined here.

3. The collegiate period (XVIII century)

State reforms of Peter I, since the beginning of the XVIII century, have made significant changes in the system of office management. Important administrative changes were made in the country. In 1711, the governing senate was established as the highest governing body with judicial, financial, administrative and control functions. Orders were replaced by colleges, local institutions were transformed and burmister huts were created: city magistrates, town halls, provincial and provincial offices. Similarly to the prikazny period, in the literature, the clerical work of the

XVIII century is often referred to as collegiate-after the name of the central institutions.

When establishing new government bodies, the state paid great attention to regulating the internal work of these institutions, including the organization of document flow in them. For example, the "General Regulations" adopted in 1720 had a significant impact on the development and improvement of office work. In addition to determining the internal structure and structure of the boards, the rules of registration, control over the execution of documents, the procedure for their preparation, and certification were described here.

Throughout the XVIII century, methods of improving office work were formed. Judging by the legislation, the issues of rationalization of document flow remained relevant, the solution of which directly or indirectly contributed to the development of new technologies for the unification of documents. The State tried to organize the text of the documents, to make the form of presentation brief and understandable, which was reflected in the design of the form.

The narrativeness of the content was overcome by identifying logically independent parts - "points". One of the first references to such forms was found in the personal decree of February 22, 1714. In it, the governors were instructed to send to the Senate statements consisting of 22 items on the taxes collected and state expenditures. Here the scheme of presentation was not yet established as a strict model, but it was prescribed to give answers to the questions posed in a certain sequence.

Rules of drawing up were fixed, first of all, for such mass documents as reports and petitions. Already the first article of the law "on the form of the court" of 1723 contained clear requirements for brevity and clarity of the presentation of the petition, the content of which should be set out in paragraphs. Another law fixed the condition "not to write anything superfluous", and also strictly defined what issues should be addressed with petitions to

this or that instance. All this contributed to the formalization of the text of documents and the streamlining of document flow.

In addition to the unification of the semantic part of the document, in the XVIII century the state paid attention to its appearance. During the period of collegiate office work, the form itself changed radically.

By his decree in 1699, Peter I introduced a stamp paper, on which documents began to be drawn up. A little later, since 1724, a special filigree appeared on such documents: at the top of the inscription: "Stamp paper", and under it on each half of the sheet - two eagles [1, p. 101].

Already at the first stage of the administrative reforms of Peter I, the transition from the columnar form of office work to the notebook was made. The legislator emphasized that this measure was aimed at reducing paper consumption, improving the conditions for storing and searching documents. In the form of "books" documents were issued earlier, but in the XVIII century the advantages of this form became obvious, and it was fixed by law.

Drawing up documents on sheets led to the fact that many details stood out from the text and occupied a certain and strictly fixed location.

In a separate detail, the name of the type of document was issued. It was specified either with the title to the text or together with the addressee (for example: In general, it is worth noting that by the end of the XVIII century, a large number of new types of documents appeared, and the documents of the clerical office received other names. So, previously unknown were such forms as protocol, bill of exchange, memoria, instructions, report and others.

Almost any document in the XVIII century began with the designation of the addressee. According to the decree of 1700 "on the non-submission of requests from public places to the sovereign, except for great state affairs", documents not related to special state importance were to be addressed to a specific institution, and not to the name of the tsar. The addressee was specified as a separate line in the

form of a header (for example: "The governing Senate", "In the State of yustits-Board"), it was pointed out by the author.

Much attention in the XVIII century was paid to such an element of the form as its certificate. Now the documents were necessarily signed by officials. The tsar's decree also defined the type of author's signature. Since January 1, 1702, it was forbidden to sign with "half-names", but only with the full name and surname. The rules of certification were described in detail in the General Regulations. The signature was placed immediately after the last word of the text, without spaces and indents and included the name of the position, title, first and last name. It was indicated that the protocols had to be signed by all members of the board. In addition to the signature, the documents also had a "staple" (signature) the secretary, which testified to the correctness of the document and its compliance with the law.

The thirteenth chapter of the General Regulations established the procedure for certifying documents with seals. Its application was made in the presence of two witnesses. For each college, a seal was established with the image of the state emblem and the name of the college. The image of the state seal itself has changed slightly since the writ period.

In addition to the date of drawing up the document, which was usually signed under the text on the left side of the sheet, in documents of the XVIII century, you can increasingly find the registration number and date of receipt of the document. They were placed in the upper-left corner of the sheet.

The reforms of Peter I affected the central level of state power. Consequently, changes in the organization of office work, including the above-mentioned trends towards the development of document management unification, have practically not affected local institutions.

Catherine II tried to correct this by publishing "Institutions for the administration of Provinces" on November 7, 1775. For the organization of office work, the hierarchy of authorities and places established by this law is

of particular importance. Decrees were sent to subordinates from higher management bodies; in turn, subordinates sent reports and denunciations to higher authorities; equal authorities sent each other proposals and messages [6, p. 27].

Starting in 1784 to prepare for the reform of the records management of provincial institutions, Catherine declared her intention to create "uniform provisions of the clerical order", or as one of the Senate decrees explained the task: "until the publication of a complete form for all sorts of office papers". Despite the fact that the Senate received all the materials requested from the Governors-General [3, p. 204], the reform did not take place.

Thus, until the end of the XVIII century, uniform forms of provincial documentation were not developed. Therefore, the "General Regulation", created as the basic law of the colleges, was also a model for provincial institutions.

In XVIII century, in connection with the task of reducing the cost and speeding up the technique of office work, there was a further development of the unification of documents. attempts were made to overcome the narrativity of official papers by isolating individual details from the text, reducing redundant information. The appearance of documents has changed. There was a legislative regulation of all aspects of the office's activities, including the formation and consolidation of general rules and standards for the preparation of documentation.

4. The period of Ministerial office (XIX century)

A new stage in the development of document management unification processes is associated with the period of ministerial office work. at the beginning of the XIX century in Russia, a reform of public administration was carried out, the result of which was the establishment of new higher and central authorities.

The manifesto of September 8, 1802 established the first 8 ministries headed by ministers. Under each minister, an office was

necessarily created. The ministry was divided into departments, which in turn consisted of departments, and departments - of tables. At the same time, in 1802, the Committee of Ministers was established - the highest administrative institution that operated on a collegial basis and considered cases that went beyond the competence of an individual minister and required a joint coordinated decision. January 1, 1810 The State Council, the highest legislative institution, was established. At the same time, the Senate was reformed, which becomes the highest judicial instance, also performing the function of overseeing the government apparatus.

this newly created management system was based on the principles of unity of command and hierarchy. The first of which meant that decisions were now made solely by the official within his competence. The second-laid the sequence of preparation of the decision and the mandatory participation in this process of all structural divisions and officials-from lower to higher.

The final legislative formalization of the ministerial system was received on June 25, 1811 with the publication of the "General Establishment of Ministries". This document is of fundamental importance, since it was he who consolidated uniformity in the system of office work of ministries: from the creation of documents to their archival storage.

All incoming and outgoing documents that made up the "correspondence of the ministry" were divided into two streams: the correspondence of the minister and the correspondence of the department. The order of "production of cases" designated by the law consisted of five consecutive stages: receipt of cases; their movement (actually production); sending of cases; audit and reports. All outgoing and incoming documentation was registered.

An important point of the manifesto should be recognized as the introduction of document forms into the document flow. The law clearly stated that the regulations of ministries are recognized as valid only if they

have a prescribed form. Thus, the dependence of the legal force of the document on the correctness of its drafting was laid down. Four "forms of writing" were attached to the "General Institution" with an angular arrangement of permanent details, which became mandatory when registering official correspondence. Other types of documents, such as decrees, protocols, memos were written without forms.

Throughout the 19th century, letterheads were handwritten, printed in a typographic manner, or stamped with a rubber stamp. The forms were of two types. one included: the name of the department, institution, structural part from which the document originated, the date of sending the document, its number in the register of outgoing documents, and the place of compilation. in addition, the form sometimes included a title to the document. Another type of form consisted of the designation of the official's official name, from which the document came [2, p. 41-42].

Under the details of the form, the title to the text took its separate place, and in the middle of the century, a link to the received document appeared. In the right corner of the sheet, the addressee must be indicated. Received a certain type of certificate details, which included the name of the position of the person who signed or sealed the document and his personal signature.

The unification of the document form was facilitated by the establishment of rules for the use of stamp paper, which was regulated by law. On it were written "petitioners" documents and acts, all clerical paperwork was conducted on plain paper. At the same time, stamp paper differed in quality and cost. Five so - called "debriefings" were established-in 15, 30, 60, 90 kopecks and 2 rubles in silver [15]. The higher the status of the institution to which the document was sent, the more expensive the cost ("parsing") of stamp paper should have been. thus, the first "review" was established for petitioning documents submitted to lower instances, and the fourth-for petitions submitted to higher instances [1, p.132].

At the end of the XIX century in Russia, an attempt was made to standardize the available paper formats. In 1903, the Union of Paper Manufacturers of Russia, together with the Russian Society of Printing Workers, based on statistical data on the prevalence of various formats in Russia and abroad, as well as on the basis of the questionnaire-obtained wishes of wallets and printers, approved 19 "normal" formats that existed until 1923-1924 [16, p.411]. However, their use was not strictly mandatory, which led to the parallel existence of both new and old formats.

Throughout the 19th century, documentation systems developed, some of which acquired a clearly regulated form in the form of Charters. They established the composition of the system's documents, the rules for their compilation and registration, and also attached samples of document forms. For example, documenting the passage of civil service is fixed in the "Charter on Civil Service" of 1832, accounting issues - in the "General Accounting Charter" in 1848.

For the development of the unification of document flow, the practice of compiling collections of established samples of certain types of documents in the XIX century is of no small importance. This indicates that by this time the specific composition of business papers had already clearly developed, many rules for their registration, location of details were fixed by law, and there were some stable forms of documentation. Such "pismovniki", which appeared in the second half of the XVIII century, began to be published regularly from the beginning of the XIX century.

The letter books, which contained samples of letters and other business papers, were accompanied by recommendations on the form, structure and syllable of the text of the documents. This included such documents as: petitions, receipts, statements, denunciations, passports, contracts, instructions, contracts, bills of exchange. Separate collections were published documents that made up the "internal records management" of public places [17].

The purpose of the letter-writers for the State was to give a complete guide to the procedure for the production of cases. They regulated the composition, form and content of official documents, as well as described the procedure for office work and included various samples of business papers.

The creation of such collections had one of its goals to simplify and speed up the processes of documenting information. The author of one of the most popular letter books, the publication of monotonous forms of business papers contributed to the active introduction of uniformity in the processes of office work. Clerks were necessary in the practical activities of offices, because the existing laws did not regulate the rules for drawing up all kinds of papers that make up business correspondence [18].

The publication and introduction into practice of such collections has played an important role in the development of unified texts of mass documents, and it can be confidently considered as one of the methods of rationalization of clerical practice.

At the end of the XIX century, the national standards in the field of office work, laid down in the "General Establishment of Ministries" of 1811, began to need adjustment and some updating. And such attempts were made within the framework of individual departments. The most obvious and clear directions of the rationalization are formulated in the "Regulations on writing and record keeping in the Military Department" of 1911. We will note the most significant provisions of this document for us.

In the modern sense, "regulation..." was a standard instruction on office work developed by the military department for a network of subordinate military institutions at different levels. It simplified the technique of correspondence, reduced the number of official documents. For written relations between officials of the military department, three types of documents were established - a report, an order, and an attitude (article 1). The rules for drawing up official papers were clearly set out.

Thus, it is indicated that, with a few exceptions, the addressee was a certain person, and not an institution or part of it. The document was signed by the person from whom it came, and was sealed by the person directly subordinate to him, for which part it was prepared and the person in charge of its execution. When signing and scraping, the rank and rank were prescribed (for example, an adjutant wing); the title and surname had to be written with one's own hand and legibly. The signer of the paper had to put down a number.

Cases of exchange of telegraph messages were regulated, clear meanings of inscriptions restricting access to documents were established: "secret", "not subject to disclosure", "hastily", etc. the regulation established the procedure for the use of typewriters for the production of documents, hectographs for copying and other technical devices that accelerate the office processing of documents.

The "Regulation..." contains rules for the use of forms. Thus, article 13 prescribed for frequently repeated papers with a monotonous text, it is mandatory to prepare printed or lithographed or otherwise reproduced forms with an unchangeable part of the text. All-submitted reports and petitions were always to be written on half-sheet paper without a form. For all other types of official papers, forms were used (articles 7 and 8).

5. Conclusion

The study of the history of the practice of documentation in pre-revolutionary Russia allows us to conclude that the issues of rationalization of document flow have been given great importance since the XVII century. Starting from the writ period of office work, the method of stenciling the text was widely used, and the specific composition of documentation was unified in order to establish uniformity in the preparation of business papers.

In pre-revolutionary Russia, considerable experience was accumulated in the field of document unification, the

beginnings of which arose at the dawn of the order period and developed gradually with the formation and complication of the office system in Russia. If at the first stage unification was manifested in the consolidation of spontaneously formed norms and rules for drawing up business papers, by the end of the XIX century it turned into an independent element in the field of document management. The gradual evolution of the form, the introduction of stamp paper, led to the appearance in the XIX century of legally established forms of documents with permanent details, as well as the folding of the first unified documentation systems. The appearance of collections of business paper samples showed an understanding of the importance of using sustainable document models in order to streamline document flow.

Unfortunately, almost all the pre-revolutionary experience in the field of unification of documents was not in demand in the future and consciously, but far unfairly devalued in Soviet times for ideological reasons, without its critical reflection.

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