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FEDERAL ARCHIVAL SERVICE OF RUSSIA IN THE STRUCTURE OF FEDERAL EXECUTIVE AUTHORITIES

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Izlaganje sa znanstvenog skupa

Rad se bavi položajem Savezne arhivske službe Rusije u strukturi savezne izvršne vlasti. U Rusiji su radikalne promjene u državnom i javnom životu dovele i do promjena u administrativnom sustavu, uključujući i upravu arhivima. U razdoblju od 1990. Rosarhiv (kratica za Saveznu arhivsku službu Rusije) doživio je 6 reorganizacija i preimenovanja, ali se njegov položaj konačno stabilizirao i on sada zauzima svoje mjesto u strukturi savezne izvršne vlasti.

U Rusiji danas postoji 26 saveznih ministarstava, 10 državnih povjerenstava, 3 savezna povjerenstva, 14 saveznih službi, 9 ruskih agencija i 2 savezne kontrole. Među saveznim službama postoji i Savezna arhivska služba, utemeljena sukladno Osnovnim načelima zakonodavstva Ruske federacije o arhivskom fondu Ruske Federacije i arhivima.

Prema Statutu, služba je savezno izvršno tijelo koje provodi državne propise u području arhiva i nadzire zaštitu, preuzimanje i korištenje dokumenata arhivskog fonda Ruske Federacije. Sustavu Rosarhiva neposredno je podređeno 14 saveznih državnih arhiva, Sveruski istraživački institut za dokumentaciju i arhive, tehnička služba, kao i časopis "Otechestvennye Archivy" ("Obiteljski arhivi"), arhivske uprave 89 subjekata Ruske Federacije s 202 podređena arhiva, kao i 2.440 municipalnih arhivskih tijela i municipalnih arhiva. Ukupni broj službenika u sustavu Rosarhiva čini 12,5 tisuća ljudi (2.330 – u saveznim arhivskim ustanovama, 10.214 – u arhivskim ustanovama subjekata Ruske Federacije, 3.370 – u municipalnim arhivima).

Financiranje Rosarhiva i saveznih arhivskih ustanova osigurano je putem saveznog proračuna (postoji posebna stavka u odjeljku "Državna uprava" saveznog proračuna).

Rosarhiv prema sadašnjem zakonodavstvu slobodno odlučuje o zadacima koji su mu povjereni. Službenici Rosarhiva, u okviru vlastitih odgovornosti, imaju pravo posjećivati pismohrane državne uprave, kao i organizacije, bez obzira na njihov organizacijski ili pravni oblik. Rosarhivom rukovodi ravnatelj, kojeg postavlja i umirovljuje Vlada Ruske Federacije.

Nažalost, kriza ruske ekonomije ne dopušta financiranje Rosarhiva i ustanova njegovog sustava na odgovarajućoj razini, što ima negativan učinak na realizaciju njegovih prava i mogućnosti.

Situacija je otežana periodičnim smanjenjem osoblja saveznih arhiva, arhivskih ustanova subjekata Ruske Federacije, kao i arhiva ministarstava. Jedan je od najvećih problema znatno smanjenje proračuna određenog za čuvanje arhivskog gradiva, posebno na saveznoj razini, provedeno u posljednjim godinama. Materijalno-tehnička osnova saveznih arhiva zastarijeva, a uz to postoji i problem spremišta za gradivo raspuštenih i privatiziranih organizacija, korištenje kompjuterskih tehnologija nije zadovoljavajuće, arhivi nemaju dovoljno sredstava da plate čuvarsku službu za zgrade te komunalne usluge. Održavanje sposobnosti saveznih arhivskih ustanova za život uglavnom je omogućeno putem različitih vanproračunskih izvora. Sada ti izvori čine gotovo trećinu proračuna.

Od 1992. do 1998. u državnim je arhivima deklasificirano 5,8 milijuna predmeta, a više od 300 tisuća istraživača radilo je u čitaonicama arhiva. Objavljeno je 285 izdanja arhivskih dokumenata, pripremljeno oko 235 arhivskih vodiča (85 ih je izdano). U tom je razdoblju u središnjim i regionalnim časopisima objavljeno tisuće arhivskih dokumenata.

U nacrtu Zakona o izmjenama i dopunama osnovnih uputa zakonodavstva Ruske Federacije o arhivskom fondu Ruske Federacije i arhivima, predviđena je dostupnost gradiva državnog dijela arhivskog fonda Rusije, koje sadrži tajne informacije, nakon deklasifikacije i najkasnije 30 godina nakon njegova nastanka, ukoliko nije drugačije određeno zakonom. Sada je odobrena deklasifikacija gradiva 30 godina nakon njegova nastanka uz sudjelovanje zaduženih ministarstava i odjela, koji ne pokazuju veliki interes za to. Arhivi ne mogu samostalno deklasificirati gradivo. Istovremeno, posebne komisije postavljene od strane državne vlasti, omogućuju deklasifikaciju na inicijativu arhiva, prije svega o temama planiranim za znanstvena istraživanja.

U lipnju ove godine u Minsku je, tijekom sastanka rukovodstva vlada zemalja Zajednice nezavisnih zemalja (CIS), potpisan sporazum o suradnji zemalja CIS-a na području korištenja arhivskog gradiva, što je važan korak na putu razvoja i ostvare-

nja Sporazuma o ustupanju, koji se odnosi na državne arhive bivšeg SSSR-a. U Sporazumu iz Minska, između ostalog, postoji članak o stvaranju informacijskog sustava arhiva zemalja CIS-a, na osnovi kataloga fondova njihovih arhiva.

Uz pomoć saveznih tijela i uz usku suradnju s vlastima subjekata Ruske Federacije, znanstvenim ustanovama i javnim organizacijama, Rosarhiv sada poduzima mjere usmjerene na rješavanje postojećih teškoća. Pripremljen je nacrt Odredbe Vlade Ruske Federacije o hitnim mjerama zaštite arhivskog fonda Ruske Federacije i korištenja arhivskih dokumenata, koji je već podnesen na razmatranje nadležnim ministarstvima i odjelima.

Nacrt Odredbe određuje Ministarstvu ekonomije Rusije i Ministarstvu financija Rusije, da izradom saveznog proračuna za godinu 2000. i planiranjem osnove socijalnog i ekonomskog razvoja Rusije do 2002. godine, najmanje dva puta povećaju dodjelu sredstava za tekuće održavanje saveznih arhivskih ustanova, kao i da osiguraju sredstva za dovršenje konstrukcije zgrada nekih saveznih arhiva i početak izgradnje zgrade za ruski Državni povijesni arhiv u St. Petersburgu. Planira se također uređenje brojnih spremišta; dodjela dodatnih prostorija za spremišta saveznim arhivima; organizacija namjenskog fonda za prijenos dokumenata ukinutih stvaratelja državnim arhivima, za deklasifikaciju dokumenata, kao i za brojne druge mjere. Nacrt Odredbe sadrži preporuku subjektima Ruske Federacije da prihvate mjere za poboljšanje čuvanja dokumenata arhivskog fonda Ruske Federacije i korištenje arhivskoga gradiva.

Sažetak izradila Živana Hedbeli

Allow me first on behalf of the leadership of the Federal Archival Service of Russia to thank the Croatian State Archives and other organizers for the kind invitation to take part at the conference. For the archival institutions of the Russia, which is now enduring the period of transition from the totalitarianism to the democracy, from the planing system to the market economics the problems of archival autonomy and integrity are very urgent, they are constantly in the center of our attention. The exchange of opinions about the ways how to decide these problems is very important for us.

Radical transformations in the state and public life lead to the changes in the administrative system inclusive the management of archives. This happens also in Russia. For the period since 1990 Rosarchive (it is the short name of the Federal Archival Service of Russia) has had six reorganizations and namings. Each of them preceded the consideration by highest instances of various variants of its status – from an independent executive body, subordinated to the President and the Government of Russia, up to a structural division of an appropriate federal ministry. Many times we had to defend. the necessity of existence in a structure of federal executives

of an independent archival administration. On our deep belief it is impossible to decide successfully the problems of preservation, acquisition and use of the archival documents without a body considering the specifics of organization of archives in Russia, large volume of its Archival Fonds, wide network of the state, municipal and departmental archives. It is necessary to take into account, that to the Archival Fonds of Russian Federation belong documents of all bodies of the state administration, all branches of national economy. The archival institutions should constantly keep contacts at an appropriate level with them. In the case of establishment of a body of archival management in the structure of any ministry its activities could be reached first on the decision of the main problems of this ministry. Even the Ministry of Culture, the closest to the archives by character of its activities (Rosarchive is working together with this ministry on the implementation of the Presidential Federal Program "Development and Safeguarding of Culture and Art in Russian Federation (1997–1999)" with the subprogram "Development of Archives"), cannot, for example, without damage to main activities pay appropriate attention to the organization the work of the state archives with the records creators, to the appraisal and selection of the archival documents, satisfaction of informational demands of state and nonstate structures, citizens etc. Besides it is well known, that when one poor join to another (and the cultural and archival institutions are perhaps, in all countries not so reach bodies, in comparison with other branches), nobody becomes richer, and it is not possible to get big economies of state charges through such joining. The understanding this by the Russian authorities, seems, has set in, the position of the Rosarchive was stabilized, and now it takes his place in the structure of federal executives. This structure is established by decrees of the President of Russian Federation. It consists of six kinds of administrative bodies: 1. Ministry of Russian Federation; 2. State Committee of Russian Federation; 3. Federal Commission of Russia; 4. Federal Service of Russia; 5. Russian Agency; 6. Federal Inspection.

Ministry is a federal executive body, which conducts the state policy and management in certain sphere, as well as coordinates activities of other federal executive bodies in this sphere in cases, where it is determined by federal laws and decrees of the President of Russian Federation. The ministries are headed by federal ministers, who are members of the Russian Government.

State committee is a federal body, which is intended for the fulfillment of interdepartmental or overdepartmental functions. Its decisions are to be distributed to whole system of an executive authorities or to a sphere, directly connected with the responsibilities of the state committee. Federal commissions have not determined criterion for their establishment.

Federal services, inspections and agencies provide special executive functions in certain spheres of management.

Today there are 26 federal ministries, 10 state committees, 3 federal commissions, 14 federal services, 9 Russian agencies, 2 federal inspections in Russia. Among the federal services exists the Federal Archival Service, established according to the Basic Principles of the Legislation of Russian Federation about the Archival Fonds of Russian Federation and Archives.

According to the Statute of the Federal Archival Service of Russia approved by the governmental decree from 28.12.98 the service is a federal executive body carrying out state regulation in the field of archives and controlling the preservation, acquisition and use the documents of the Archival Fonds of Russian Federation.

To the system of Rosarchive belong subordinated directly to the Rosarchive 14 federal state archives, the Allrussian Research Institute for Documentation and Archives, Technical Service, as well as the journal "Otechestvennye Archivy" ("The Domestic Archives"), archival administrations of 89 subjects of Russian Federation with 202 subordinated to them state archives, as well as 2440 municipal archival bodies and municipal archives. The general number of the workers in the system of Rosarchive makes 12,5 thousand people (2330 – in federal archival institutions, 10214 – in archival institutions of the subjects of Russian Federation, 3370 – in municipal archives).

The funding of the Rosarchive and the federal archival institutions is provided by means of the federal budget (there is a special item in the section "State Management" in the federal budget).

The Rosarchive pursuant to its Statute is working in cooperation with other federal authorities and the authorities of the subjects of Russian Federation, as well as Russian Academy of Sciences, Russian Society of Historians-Archivists and other public associations.

Main goals of the Rosarchive are:

– Organization and securing of formation, safety and use of the Archival Fonds of Russian Federation;

– Analyzing of the state of the archives, study of the tendencies and regularities, determination of the concept and strategy of their development with due regard for the regional features;

– Developing of uniform principles of organization, of storage, acquisition, registration and use of the Archival Fonds of Russian Federation;

– Developing and perfecting together with federal authorities and state authorities of Russian Federation the work of archives and records keeping in the agencies, developing of the state system of records management and unified documentation systems;

- Coordinating of activities of the subordinated federal state archives, scientific and other organizations, ensuring their functioning;
- Controlling the observance of the legislation of Russian Federation in the field of archives;
- Providing the centralized state registration of the documents of the Archival Fonds of Russian federation and supplying the state authorities, natural and legal persons with the information about its structure and contents;
- Undertaking international relations in the field of archives and records management.

The Rosarchive within the framework of the current legislation is free to decide the tasks put before it. The Rosarchive has the right:

- To receive from federal authorities, as well as organizations, irrespective of their subordination necessary materials about the work of archives and about organization of the records management:
- To develop and to enter forms of the statistical reporting on questions belonging to the competence of the Rosarchive;
- To hear reports of the representatives of federal authorities, as well as organizations, irrespective of their subordination about the work of archives and organization of the records management;
- To give within the framework of its competence compulsory written directions to federal executive bodies and organizations on the work of archives and organization of the records management;
- To co-ordinate branch standards, instructions and educational programs on archival matters and organization of the records management, developed by federal authorities;
- To develop and to approve compulsory methodical documents on archival matters and organization of records management;
- To create/to liquidate subordinated federal state archives, scientific and other institutions;
- To set up journals and newspapers;
- To submit for the approval of the in federal executive bodies and executive bodies of the subjects of Russian Federation propositions on the cancellation of legislative and other normative legal acts, contradicting to federal laws, decrees and orders of the President of Russian Federation, decrees and orders of the Government of Russian Federation on archival matters;
- To announce competitions in the field of archival science, documentation and archeography;

– To set up breastplates and honorary letters for the rewarding workers of the system of the Federal Archival Service of Russia, as well as organizations and persons rendering assistance to development of the archives.

The officials of the Rosarchive in the framework of their responsibilities have the right to visit archives and records management divisions of state administrations, as well as organizations irrespective of their organizational and legal forms.

The Rosarchive is headed by director appointed and retired by Government of Russian Federation. His deputies are nominated and released by the Government of Russian Federation, which approves also members of board of the Rosarchive, a body which is established to consider major questions of the development of archives in Russia.

The director of the Rosarchive bears the personal responsibility for the fulfillment of the tasks put to the Rosarchive and realization its functions; introduces to the Government of Russian Federation proposals about the development of archives, improvement of management of the Archival Fonds of Russian Federation. Director of the Rosarchive has the right to issue within the limits of his competence compulsory orders, to give directions to the officials of the Rosarchive, subordinated federal state archives, scientific and other organizations and to check up their execution. In necessary cases the director of the Rosarchive issues together with the heads of federal executive bodies orders, instructions on archival matters and records management.

The legal status of the Rosarchive enables it to decide the problems of the development of archives in the country.

Unfortunately, the crisis of the Russian economy don't permits to finance the Rosarchiv and the institutions of its system on a proper level, what has a negative impact on the realization of its rights and opportunities.

As the result of numerous reorganizations the regular number of Rosarchive employees was reduced during the last years from 165 up to 86. This number is now almost equal with its predecessor – the Committee on Archival Matters at the Council of Ministers of the RSFSR in the time of the former Soviet Union, though after the establishment of the independent Russian Federation Rosarchive got the archives of the CPSU as well as the central state archives of the USSR. The Archival Fonds of Russian Federation was replenished by the documents of the disbanded soviet ministries and departments. After that its volume was increased in two times and has exceeded 460 millions files, from what: 39,4 millions files are stored in the federal state archives; 123,2 millions files – in state archives of the subjects of Russian Federation; 30,4 millions files – in municipal archives, the other are kept in archives of almost 100 thousand state and nonstate institutions. Only small number of the

last (mainly museums and libraries, as well as branch fonds), have the right to store the archival records constantly.

The situation is aggravated by periodic reduction of stuff of the federal archives, archival institutions of the subjects of Russian Federation, as well as departmental archives. One of the biggest problems is the sharp reducing of the budget appropriations for the keeping of archives, especially on the federal level made in the last years. Material recourses of the federal archives are getting obsolete, the big problem of storage rooms for the records of disbanded and privatized organizations is existing now, the use of the new computer technologies is not satisfactory, the archives have not enough means to pay the guard of the buildings and the municipal services. The maintenance of ability to live of federal archival institutions is mainly provided by means which they get from different nonbudget sources. Now these sources make almost a third of the budget funding.

The difficult financial state of Russian archives causes concern not only by the archivists, but also by the scientific community although in the field of access to archival fonds and organization of their use, the things are not so bad, as somebody would think. We will return to that question once more.

As a whole, despite existing difficulties, the management of archives in Russia is being improved. Largely it is explained by efficiency of the existing systems of the state archival service of Russia, which celebrated 80th anniversary last year, and certainly, first of all, by enthusiasm and high level of the archivists skills, their disinterested devotion to their profession.

On the scientific and practical conference "Archives of Russia on the Service to the Person, Society and State" devoted to this jubilee was noted that main directions of development of archives of Russian Federation annually developed by Rosarchive together with the archival bodies of the subjects of Russian Federation and federal archives are basically completed. The conference has shown development of the archival legislation of Russia, as well as the legal and scientific-methodical base of activities of archival institutions, development of the federalism in the archival field, new forms of mutual relations of institutions within the system of the Rosarchive. In this respect as for the Russian archivists and we believe as for our foreign colleagues were the seminars "Federalism in the Archival System of Russia and Germany" (Seelow, Germany, June 1999) organized by the Federal Archives of Germany and the Rosarchive, and "Municipal Archives: Legal, Organizational and Methodical Issues of their Activities" (Moscow, Russia, April 1999) organized by the Rosarchive, State Archival Service of the Netherlands, Swiss Federal Archives and Russian Society of Historians-Archivists of great importance.

On the jubilee conference again, as well as previously on the international scientific conference "Historians and Archivists: Cooperation in Preservation and Cog-

nition of the Past in the Benefit of Presence and Future" (Moscow, Russia, November 1997) high valuation received the work of Russian archivists in the field of expansion of the access to the archives. The participants of the jubilee's conference stated in the resolution of the conference that the democratic transformations in Russia and the reforms in the archival area have become a really break through in the organization and use of the archival documents. In 1992–1998 only in state archives were declassified 5,8 millions files, more than 300 thousand researchers have worked in the reading rooms of the archives. 285 editions of archival documents were issued, about 235 archival guides have been prepared (85 are issued). In this period thousands of archival documents have been published in the central and regional periodic.

Following the Moscow Declaration, accepted on the international conference in November 1997, Rosarchive together with the scientific community continues to work on the perfection of the Russian legislation in the field of the access to the archives, though already now its norms are completely corresponding to the standards developed by the ICA and submitted for acceptance to the Council of Europe.

In the draft law "About the Modification and Additions to the Basic Directions of the Legislation of Russian Federation about the Archival Fonds of Russian Federation and the Archives" prepared by the Rosarchive together with the Russian Academy of Sciences, among the measures, directed on the strengthening the state participation in the archival matters is foreseen the access to the records of the state part of the Archival Fonds of Russia, containing secret information, after declassification not later than 30 years after their creation, if other is not stated by the legislation. Now the declassification is authorized 30 years after the creation of records under the participation of appropriate ministries and departments, which do not show a big interest to do it. The archives cannot declassify the records independently. At the same time, special commissions, acting by the state authorities provide the declassification on the initiative of the archives first of all on themes of scheduled scientific researches.

Occasionally the declassification of archival documents is entrusted to the Rosarchive. For example the declassification of the fonds yof the *Sovjetische Militäradministration in Deutschland* (SMAD) was ordered by the President of Russian Federation to the Rosarchive. The Rosarchive and the Federal Archives of Germany have prepared a joint project on the SMAD records providing participation in this project a number of archival and scientific institutions of Russia and Germany. This project was supported by the joint commission of Russian and German historians.

The Rosarchive and the institutions of its system are implementing large scientific, publishing, exhibition and other projects together with archival and scientific institutions of many other countries. The special place among them takes the Project

on the Computerization of the KOMINTERN Archives, realized according to the Agreement between the Rosarchive and the ICA under aegis of the Council of Europe.

In June this year in Minsk during the meeting of the heads of governments of the countries of the Commonwealth of Independent States (CIS) has been signed an Agreement on Cooperation of CIS countries in the Field of use of the Archival Information, which is an important step on the way of the development and realization of the Agreement about the Assignment Concerning the State Archives of the former USSR.

In the Minsk Agreement, among others there is an article about the creation of an information system on the archives of CIS countries on the basis of the fonds catalogues of their archives. The creation of such system by the support of the Council of Europe, ICA would have an important significance for the expansion of the access to large complexes of the archival documents, without which it is impossible to search many problems of the world history especially of the XXth century.

The development of archives in Russia, unfortunately, can't cover the existing problems of the Russian archives mentioned above.

With the help of federal bodies, in close cooperation with the authorities of the subjects of Russian Federation, scientific institutes and public organizations the Rosarchive is now undertaking measures reached on overcoming of existing difficulties.

On the initiative of the Rosarchive the Interdepartmental Commission on Information Security of the Security Council of Russian Federation discussed the theme "About the Measures on Protection of Information Resources of the Archival Fonds of Russian Federation". In January we organized parliamentary hearings with the topic "Problems of the Safety, Acquisition and Use of the Archival Fonds of Russian Federation". In view of the decision of the interdepartmental commission and recommendations of the parliamentary hearings, as well as the resolution, adopted on the jubilee's conference was prepared a draft decree of the Government of Russian Federation "About the Urgent Measures on the Preservation of the Archival Fonds of Russian Federation and Use of the Archival Documents" which is at present submitted to the consideration to appropriate ministries and departments.

The draft decree provides the order to the Ministry of Economics of Russia and to the Ministry of Finances of Russia to increase by working out the federal budget for the year 2000 and forecast of social and economic development of Russia till 2002 the assignations for the current maintenance of the federal state archival institutions not less than in 2 times as well as to provide means for the completion of construction buildings of some federal archives and beginning at last the construction of

a building for the Russian State Historical Archive in St.-Petersburg; repair a number of depositories; allocation to federal archives of additional premises for storing rooms; organization target funding for transfer to the state archives documents of the liquidated agencies, for the declassification the documents as well as for the number of other measures.

The draft decree contains a recommendation to the subjects of Russian Federation to accept measures to improve the keeping of the documents of the Archival Fonds of Russian Federation and use of the archives. Our big expectations are connected with that, that the draft decree is still supported by the Ministry of Economics and Ministry of Finances. Together with the Ministry of Justice they have agreed a draft decree of the Russian Government "About the Salaries and other Conditions of Payment of Labour of the Workers of Federal Archival Institutions" prepared by the Rosarchive together with the Ministry of Labour and providing significant improvement since January 1, 2000 social protection of the archivists. But the acceptance and realization of the developed proposals will depend on the state Russian economy and in certain degree on the insistence of the Rosarchive, common efforts of the institutions of its system in fulfillment of their duties. We have further to improve the management of archives, the forms and methods of work of archival institutions.

We hope, that on this way the experience of our foreign colleagues, this conference will be very useful for us.

In conclusion we would like to support the opinion of our Croatian colleagues, stated on one of the meetings of the European Board, that the problems of archival autonomy and integrity deserve further development, more attention from the side of the ICA and consideration at the next International Congress of Archives.