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**THE INSTITUTE FOR THE RATIONALIZATION OF MANAGEMENT AS  
AN ELEMENT OF UKRAINIAN POLITICAL SYSTEM**

*The article deals with topical issues of the characteristics of the organization of recordkeeping management in Ukraine in the early 1930s. This issue is outlined in the scientific historiography in a small number of publications, therefore it makes sense to revise this problem, as during the 1920s-1930s as a result of the active development of the scientific organization of recordkeeping performance there was accumulated a lot of significant actual materials. The preconditions of foundation and main directions of activities of one of the leading scientific institutes in Ukraine, the Institute for the Rationalization of Management are explored. The peculiarities of establishment of the Institute under the lack of unified forms of work with the documents, rules of their storage and registration are considered in the paper. The prominent role of the Institute for the Rationalization of Management in the establishment of a unified system of state recordkeeping performance in the Soviet institutions was proved as well as the basic principles of the state recordkeeping work such as simplicity, clarity, efficiency and accuracy of performance were recognized. The role of the Institute in the system of scientific research organizations of the Soviet Union is shown. The Institute for the Rationalization of Management played a key role in the process of establishment of the unified standards for document usage and the general principles of recordkeeping management. The role of the Institute for the Rationalization of Management in the training of innovative personnel by founding the PhD training program and organizing a permanent school for the training of managers is highlighted. The cooperation of the Institute for the Rationalization of Management with other scientific institutes and organizations and state authorities, in particular with the People's Commissariat of the Workers' and Peasants' Republic and the People's Commissariat of Education, are analyzed. The main functions and, respectively, achievements of the Institute are detailed, among them: development of a methodology for streamlining management; development of a system of innovative measures for control units; the training of innovative personnel, as well as the organization of applied research in industrial enterprises, state farms, collective farms and other institutions. The reasons for the liquidation of the Institute for the Rationalization of Management are analyzed.*

**Key words:** organization of recordkeeping performance, the Institute for the Rationalization of Management, rationalization, Scientific Organization of Labor (NOP).

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There are numerous issues of the history of the records management in Ukraine, which requires an examination. The study of the activities carried out by the scientific institutions concerning the development and improvement of recordkeeping performance and the generalization of their experience in document management in the course of the 1920-1930s. The rich experience gained during this period is extremely complex and controversial. It is related to overcoming the difficulties and shortcomings in creative work, which, due to its innovative character, was not without some miscalculations.

According to the fact that the processing and, most importantly, the critical analysis of these issues became possible only in recent decades, the activities carried out by the scientific

institutions, in particular, the history of recordkeeping during the 1920s and 1930s, was considered in a small number of academic papers. These are, in particular, the works of such scholars as Ya. Z. Livshyts, S.N. Ikonnikov, N.S. Kostynska, S.G. Kuleshov, M.I. Dodonova, M.V. Larin, D.I. Solskyi and others. Some aspects of the history of recordkeeping in Ukraine are described during different periods are described in the worked of the abovementioned scientists. At the same time, it should be noted that during the 1920-1930s, in view of the active development of the scientific organization of managerial work and record keeping, a rather considerable factual material was accumulated. It formed the foundation to create specialised literature: about hundreds of the works dedicated to record-keeping theme.

All abovementioned is a reason to carry out an examination and critical analysis of them by virtue of peculiarities of recordkeeping management during the specified period.

Therefore, the article is aimed to study the preconditions for the creation and the trends of the activities carried out by one of the leading scientific institutions in Ukraine, which is directly related to the development and improvement of the organization of recordkeeping management in the Soviet institutions of Ukraine during the 1920-1930s.

The Institute for the Rationalization of Management was a research institution in Ukraine, formed on the basis of the former All-Ukrainian Institute of Labor, which actually had been functioning since 1921 (Труды Всеукраинского института труда, 1923). The establishment and activities of these institutions was preceded by the certain events in the life of society and the requirements established by the government to the administration of the state and to the functions performed by Soviet institutions.

During the first years of the Soviet period, the problem of the establishment and development of the state apparatus of management was referred to the creation of a new Soviet recordkeeping as an important component of this apparatus. As the recordkeeping during the 1920-1930s was incoordinate, the lack of unified forms of work with the documents and rules for their receipt and storage, the issue of simplifying the state apparatus was of primary importance.

On March 22, 1921, during the meeting of the Council of People's Commissars of the Ukrainian SSR, N.A. Skrypnik, the People's Commissariat of State Control of URSR, was instructed to urgently work out a draft resolution on the creation of a special commission to deal with bureaucracy, state cuts, and increase in labor productivity in the Soviet institutions (Бісрі БУЦБК, 1921). Already on March 23, 1921, in accordance with the decision of the Presidium of the All-Ukrainian Central Executive Committee, it was announced about the creation of the Commission for the simplification of the Soviet apparatus, which included, inter alia, the unification of clerical work.

The Commission was involved in the development of a unified management system for all Soviet institutions: the relations between institutions were studied as well as the possibility of merging some of them, or the complete elimination of them in case if they perform parallel activities, the recordkeeping procedures in the institutions, etc. One of the tasks of the Commission was the publication of special legislative and administrative acts collections, reference books, historical and other outlines.

In order to accomplish these tasks, on May 12, 1921 during the meeting the Commission established two sub-committees: on the state accounting and state recordkeeping, headed by M.I. Rzhhevuskyi and high-qualified specialists in recordkeeping management: A.G. Doppelmayer, P.I. Atphonskyi, V.G. Goncharenko (ЦДАВО України, ф.1/2/124, арк. 2).

Both subcommissions began their service on July 1, 1921, but in September the state accounting subcommittee was liquidated because of the lack of labor productivity and the lack of positive results in its work. The Subcommittee on State Clerical Work continued to work.

The Commission on the simplification of the Soviet apparatus affiliated with the All-Ukrainian Central Executive Committee began its work from examination of the Soviet institutions. They studied the activities of People's Commissariats of Justice, Education, Social Security, Labor, Foreign Trade, Internal Affairs and the Workers' and Peasants' Inspectorates (RCI, RABKIN). In some central establishments, for example, in the General Office of the All-Ukrainian Central Executive Committee (1921), the US system of record keeping was introduced, which included the use of two journals: input and output documentation. Despite the simplicity of the system, it was not distributed in other institutions of the republic, which used numerous magazines and registers (the People's Commissariat of Finance, the People's Commissariat of Internal Affairs, and the People's Commissariat of Railway).

To create a unified system of state office work in the Soviet institutions, the basic principles of which were simplicity, clarity, efficiency and accuracy of performance, the Commission established forms of stationery books, journals, forms of documents and blanks. Considerable attention was paid to the establishment of the system for monitoring the implementation of documents, their storage in order to facilitate reference work. In addition, the Subcommittee on State Recordkeeping has developed the «Regulations on People's Commissariats», which had to be used as the basis for creating specific provisions for each of them. With the help of these tools the scope of the duties and rights of employees was sufficiently included. The same provision was developed for the state institutions located in the province (ЦДАВО України, Ф. 1, арк.1).

The results of the survey held by the Commission of the Soviet institutions were disclosed in the report presented by M.I. Rzhnevskyi about the work of the Commission during August-September 1921. The Report specified that the common disadvantages that negatively affected the activities carried out by the institutions were, among other things, almost complete lack of control over the proper recordkeeping performance and low productivity (ЦДАВО України, Ф. 1, арк.13). The lack of instructions to regulate the relations between central and provincial institutions caused to delays in the work, and the variety of forms and methods of recordkeeping in different institutions led to the violation of the rules of work. In addition to the lack of a unified system for working with documents, the quality of recordkeeping performance was also poor.

In addition to practical measures, the Subcommittee on State Administration worked on theoretical development of recordkeeping and generalization of foreign experience. On behalf of the Subcommittee A.F. Yevtikheev compiled a collection of papers presented during the World Congress «Review of administrative management in the most important states of Europe». Other members of the Subcommittee for the study and implementation of the decimal classification have translated from the foreign languages the work «On the implementation of the decimal classification in administrative management», «Code of Administrative Procedure Law, adopted by the World Congress on Administrative Sciences in Brussels», «Report on Administrative Methods of Activity», and others. The prepared materials were intended for the first issue of the «Labor Commission», which was aimed to widely inform the public about the problems of recordkeeping in the early years of Soviet state.

In order to improve the state of recordkeeping, the plan for the improvement of the qualification of the Soviet workers was developed by the Subcommittee on the state recordkeeping. In accordance with the plan, the short-term courses were established (ЦДАВО України, Ф.1, арк.7). Subsequently, in order to implement this plan, the Commission increased attention to the training of senior clerks at the courses for the Heads of Professional Education, and the Subcommittee on state recordkeeping was instructed to develop a draft organization of a special institute for the study of recordkeeping (ЦДАВО України, Ф. 1, арк. 2-5).

By 1921, there was neither special institution in Ukraine that would deal with the scientific management (Scientific Organization of Labor, NOP), nor special scientific developments for the organization of managerial labor (ЦДАВО України, Ф. 539, арк.35). So, in 1921, the Council of People's Commissars of the USSR adopted a resolution «On the establishment of the Institute for the Study of Labor», and in 1922 this Institute was renamed into the All-Ukrainian Institute of Labor (*Труды Всеукраинского института труда*, 1923).

The All-Ukrainian Institute of Labor was the only institution in Kharkiv, which was organized without the support of already functioning scientific and educational institutions. F.R. Dunaevskyi headed the Institute. The Institute was not only an institution of a consulting type, but also an initiative institution that raised problems and solved them (ЦДАВО України, Ф. 539, арк.35).

The main tasks of the Institute were to study and generalize the achievements of the world science for the selection and design of rational methods of the activities held by the institutions, the most significant in modern conditions, verification and development of these methods, their adaptation to the needs of time, etc. (ЦДАВО України, Ф. 374, арк.278).

During its development the All-Ukrainian Institute of Labor has passed several stages. Until 1921-1922 there was an organizational stage. During this period the main directions of the Institute's work were determined, the representatives of all branches of science, which were related to the problems of the Institute, were involved in the Institute's activities. In 1922-1923 the Institute specified the main directions of work, established contacts with the relevant institutions of foreign countries. The period of the Institute's work ends with the publication «Trudy ...», in which for the first time issues of purely managerial nature were investigated.

Since the summer of 1923, the Institute, under the influence of the reorganization of control bodies, the general tendency of joining the Scientific Management (NOP) in the USSR, has focused its attention on the study of managerial specialties, expanding research topics, and investigating administrative activities. One of the main tasks that the Institute set was rationalization.

The Institute proceeded from the assumption that rationalization can succeed only when it is aimed at «the roots of bureaucracy and irrationality, and not on their individual manifestations» (ЦДАВО України, Ф. 539, арк.35). The Institute could not solve such a difficult task on its own; therefore, it set itself separate practical tasks. This is the improvement techniques of state management, training of innovative personnel and rationalization of industry (ЦДАВО України, Ф. 539, арк.38). In the course of 1923-1924, the Institute trained the first Scientific Management (NOP) specialists (*Научная организация труда 20-х годов*, 1965, с.669).

One of the first activities related to the development of managerial topics at the Institute was the business trip of his head, F.R. Dunaevskyi, to Germany for the purchase of projects for the construction of modern accounting, office and office equipment (*Научная организация труда 20-х годов*, 1965, с.432).

It should be noted that direct rationalization of the state apparatus occupied a significant role in the activities carried out by the All-Ukrainian Institute of Labor. His merit in the research of the scientific organization of labor in Ukraine is, first of all, in the development of an optimal original method of detailed inspection of institutions («method of organizational analysis»). The essence of the method was to draw up a scheme of organizational functions that allowed determining the directions of the activities executed by the institution. In addition, it specified the directions taking into account the characteristics of the institution under investigation. Taking into account the complexity and duration of such works, the Institute put in place several design studies (experiments on partial improvement of the individual aspects of the institution's activities). During such experiments, the basic principles, repeatedly tested in practice, were

applied. It is about the rational arrangement of certain types of work (ЦДАВО України, Ф. 539, арк.74).

All studies conducted by the Institute were completed by the design of the project on reconstruction. The projects proposed by the Institute were sent to the relevant authorities for review.

While carrying out its functions, the Institute faced significant difficulties, in particular, the lack of specialists. Almost all works carried out by the Institute were conducted with the broad participation of the interns who gained practical skills in the course of this work (15, pp. ЦДАВО України, Ф. 539, арк.76).

The department of the Scientific Management (NOP) the All-Ukrainian Institute of Labor was actively engaged in management technology research. The Institute widely used the experience of the USSR Institute for Techniques of Management, which was engaged in research of the issues of recordkeeping. The staff of the All-Ukrainian Institute of Labor carefully studied the first standard instructional manuals developed by the Institute of Management for management in the village councils and district executive committees (ЦДАВО України, Ф. Р-337, арк.198).

In 1924, the All-Ukrainian Institute of Labor became subordinate to the People's Commissariat for Education of the Republic and somewhat reduced its research topics, focusing on the issues of the method of professional selection. The Institute published its works and separate articles in the newspapers and magazines: «Vremia» («Time»), «Znamia Kommunizma» («Banner of Communism») and others (Кифорак & Черненко, 1968, с.55).

In 1929, the All-Ukrainian Institute of Labor was put under the command of the People's Commissariat of the Workers' and Peasants' Inspection and by the Resolution of the Council of People's Commissars of the Ukrainian RSR issued on July 30, 1929, it was reorganized into the Institute for the Rationalization of Management affiliated with the People's Commissariat of the Workers' and Peasants' Republic of URSR. The Regulations on the Institute for the Rationalization of Management were approved by the Collegium of the People's Commissariat of the Workers' and Peasants' Inspection of URSR, Minutes No. 10, p.1, March 25, 1930. It was published in the «Informbuleten of the Institute for the Rationalization of Management» («Newsletter of the Institute for the Rationalization of Management»), Informational Gazette of the Institute for the Rationalization of Management (IRM), No. 4, 1930 (ЦДАВО України, Ф. 4508, арк.1-3).

The IRM was the full successor of the All-Ukrainian Institute of Labor and was obliged to perform all the duties issued on behalf of the All-Ukrainian Institute of Labor and to gained all resolutions, property, etc., intended for the All-Ukrainian Institute of Labor (ЦДАВО України, Ф. 4508, арк.3).

The Institute for the Rationalization of Management was determined by the Regulations as a research body that researches the problems of streamlining management and assists the People's Commissariat of the Workers' and Peasants' Inspection in constructing activities to reorganize management in accordance with the main tasks of socialist development and achievements in the field of modern science and technology (ЦДАВО України, Ф. 4508, арк.1).

To accomplish these goals, the Institute organizes work in the following areas:

- carries out research investigation for rationalization of management and related methodological aspects;
- on the basis of the use of research results and generalization of innovative experience it develops innovative measures for their mass distribution in control units;
- distributes innovative knowledge in the masses and organizes consultations of practical and innovative bodies on methodology and methods of rationalization;

- carries out preparation of innovative personnel (ІДАВО України, Ф. 4508, арк.2).

In particular, the Institute's research work was to be carried out by studying the methods for rationalization of specific management functions (accounting, planning, technical maintenance, etc.) and for complex problem solving (including the study of means of technical reconstruction of management apparatus - mechanization of technical operations, adaptations, documentation, etc.) through the construction of model of control departments. For this purpose, the Institute organizes test works at industrial enterprises, state farms, collective farms, and institutions as well as designs control departments for new plants, etc. (ІДАВО України, Ф. 4508, арк.4).

Within these tasks, the specific activities carried out by the IRM were determined by the program of the People's Commissariat of the Workers' and Peasants' Inspection and by the annual plans of the Institute's work.

The IRM had the right to establish laboratories, workshops, research stations, exhibitions and museums, to carry out research at enterprises, institutions and educational institutions, to involve relevant institutions and separate scientific staff. In addition, this list included the right to announce contests for the performance of certain works and for occupation of the proper positions, to organize conferences and meetings as well as schools and courses for the training of employees in the spheres related to the profile of the Institute. Also the Institute obtained the right to issue periodical and non-periodical publications on the themes referred to the tasks of the Institute ІДАВО України, Ф. 4508, арк.2).

The Institute was funded through the state budget under the general budget of the People's Commissariat of the Workers' and Peasants' Inspection. However, according to the Council of People's Commissars of URSR, issued on May 03, 1928 and July 30, 1929, was allocated to become an independent financial unit with the provision to the Director of the Institute for the Rights of the Manager of the First Grade Credit (ІДАВО України, Ф. 4508, арк.3).

In accordance with the abovementioned Regulations adopted by the Council of People's Commissars, the Institute and its employees were subjected to all the rights and privileges granted to the scientific institutions and their employees according to the current legislation. In particular, the Institute was given the right to receive books, instruments and tools necessary for its scientific and research activities from abroad (ІДАВО України, Ф. 4508, арк.3).

The Institute has the right to cooperate with all institutions and organizations, including foreign ones, in order to carry out the tasks assigned to it, in accordance with the procedure established by the relevant authorities.

The whole research work the Institute planned to build on the basis of widespread use of foreign experience, as well as co-operation and exchange of experience with the adjacent institutes of the USSR. This cooperation was to be carried out with such institutes as the Institute of Techniques of Management (Moscow), the Institute of Agricultural Mechanization (Moscow, Leningrad), the Institute of Accounting and the Institute of Industrial Management of Supreme Soviet of the National Economy URSR (Moscow), the Institute for Economic Research of the State Planning Committee of the Ukrainian Soviet Socialist Republic (Kharkiv). In addition, cooperation on specific issues with Ukrainian Institutes of Agricultural Economics, Standardization of Labor, Hygiene and Labor pathology was to be established (ІДАВО України, Ф. 4508, арк.5).

In order to carry out wide-ranging innovative activities in the state apparatus, the Institute according to the tasks of the People's Commissariat of the Workers' and Peasants' Inspection had to organize work on systematization of innovative experience, selection and development of such norms and techniques that can be extended through the whole apparatus

(standardization, typification of adaptations, documents, forms, development if unified rules of office work, etc.).

The training of innovative personnel was to be carried out within the framework of its tasks by the establishment of PhD training program studies. In addition, they had to organize School for training of future efficient experts who would be capable of participating in the further development of the systems of efficient management organization. That positively influenced the research facilities of the Institute. The Institute was in charge of training of supporting personnel for massive rationalization works and qualified maintenance of new mechanisms, adaptations, etc. in the field of management technology (ЦДАВО України, Ф. 4508, арк.6).

In addition, the Institute assisted the People's Commissariat of the Workers' and Peasants' Inspection and the People's Commissariat for Education and other bodies on planning and organization of the training for development engineers as well as of designing of theoretical and methodological issues, etc.

The Institute had to organize its entire work on the basis of wide involvement of public organizations both in research facilities and in the work of the Institute itself. In particular, research work should have been built not only on work of permanent staff of the Institute, but through the broad involvement of employees from the other organizations. To this end, it was recognized that it was necessary to involve advisers and correspondents from the persons who were competent in the issues developed by the Institute. Also the Institute engaged efficient practitioners on the same basis as well as to ensure the wide popularization and discussion of works carried out by the Institute during special meetings, among the efficiency experts, etc. (ЦДАВО України, Ф. 4508, арк.6).

The IRM had been functioning until 1934 and it was abolished as well as a number of other scientific institutions, but solving the issues identified by the Institute as a priority, in their complex formulation, ensured the solution to an important problem. The IRM found the ways to ensure the rational organization of production management and rational construction of the administrative apparatus in the Ukrainian RSR during the early 1930s.

To make a conclusion, it is worthwhile noting the fact that during the 1920-1930s the complex and contradictory process of the implementation of scientific foundations into the activities carried out by the state apparatus was taking place. The scientific institutions, public organizations, control bodies and their commissions and special meetings took part in this process; they launched active work and accumulated considerable experience in this area. However, the issues of the history of the organization of recordkeeping in the 1920-1930s are highlighted unevenly. Therefore, it actualizes the necessity for further study of the activities hold by these institutes in the sphere of recordkeeping management.

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### **ІНСТИТУТ РАЦІОНАЛІЗАЦІЇ УПРАВЛІННЯ ЯК ЕЛЕМЕНТ ПОЛІТИЧНОЇ СИСТЕМИ УКРАЇНИ**

*В статті розглянуто актуальні питання специфіки організації діловодства в Україні на початку 1930х рр. Виявлено, що дане питання окреслено в науковій історіографії у незначній кількості публікацій, що потребує відповідного доопрацювання, тому що протягом 1920-1930-ті рр. внаслідок активного розвитку наукової організації управлінської праці та діловодства було накопичено значний фактичний матеріал. Досліджено передумови створення та основні напрями діяльності однієї з провідних наукових інституцій в Україні, Інституту раціоналізації управління. Розглянуто особливості створення Інституту в умовах відсутності єдиних форм роботи з документами, правил їх зберігання та оформлення. Доведено визначну роль Інституту раціоналізації управління у створенні єдиної системи державного діловодства в радянських установах, основними принципами якої були визнані простота, ясність, швидкість та точність виконання. Інститут раціоналізації управління відігравав ключову роль у процесі запровадження єдиних стандартів документообігу та загальних принципів заповнення документообігу. Окреслено роль Інституту раціоналізації управління у навчанні інноваційних раціоналізаторських кадрів шляхом запровадження аспірантури та організації постійної школи для підготовки управлінців. Проаналізовано співпрацю Інституту раціоналізації управління з іншими науковими Інститутами та організаціями та органами державної влади, зокрема з Народним комісаріатом робітничо-селянської республіки та Народним комісаріатом просвіти. Деталізовано основні функції та, відповідно здобутки, Інституту, серед яких: розробка методології раціоналізації управління; розробка системи раціоналізаторських заходів для апаратів управління; підготовку раціоналізаторських кадрів, а також організація прикладних досліджень на промислових підприємствах, радгоспах, колгоспах та інших установах. Проаналізовано причини ліквідації Інституту раціоналізації управління.*

**Ключові слова:** організація діловодства, Інститут раціоналізації управління, раціоналізація, наукова організація праці.