

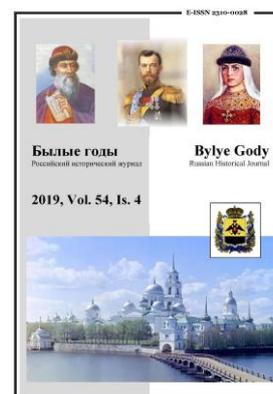
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Customs, Border and Quarantine Control Bodies of the Crimean Peninsula in the Late 18th – first half of the 19th century: Regulatory Framework and Personnel Structure

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Abstract

This article is an attempt to highlight the state of the legal framework, individual areas of activity and staffing of the Crimean customs bodies, border and quarantine control agencies at the end of the 18th – mid 19th century. The chronological boundaries are associated with the most important events in the organization of the Crimean customs service and customs regulation in general: in 1782, the Customs Tariff was adopted, often called the Black Sea Tariff; in 1784, Catherine II signed the Manifesto “On Free Trade in the Cities of Kherson, Sevastopol and Theodosia”, which became a kind of starting point for the creation of customs institutions in the region. In 1822, Alexander I approved the Customs Tariff, which played a key role in Russia's foreign policy; finally, the new Customs Tariff, which came into effect in 1850, marked the beginning of a new stage in the activities of the Russian Customs Service. At the same time, border and quarantine control bodies were created in border areas to solve the problems of stopping smuggling, taking preventive measures to avoid epidemics, etc. These special bodies had their own personnel structure, and their activities were regulated by special legislative acts. The main sources for publication were the materials of the State Archive of the Republic of Crimea (Gosudarstvenny Arkhiv Respubliki Krym – GARK, Simferopol), the Russian State Historical Archive (Rossiyskiy Gosudarstvenny Istoricheskiy Arkhiv – RGIA, St. Petersburg) and standards published in the Complete Collection of the Laws of the Russian Empire (Polnoye Sobranie Zakonov Rossiyskoy Imperii – PSZ RI).

Keywords: Russian Empire, 18th–19th centuries, the Crimean peninsula, customs authorities, customs policy.

1. Introduction

The central authorities, having included the Crimean peninsula about structure of the Russian Empire in 1783, used current situation for development of new methods of management and regulation of all spheres of activity in the acquired territories. Studying of historical experience of the previous generations indicates sources of emergence of modern problems in integration processes and probable ways of their decision: search of ways of new economic levers logically leads to restoration of functions of customs authorities as regulator of foreign economic relations, stabilization of a financial system and so forth.

Crimea, which several centuries earlier played a key role in the country's domestic and foreign trade in the Azov-Black Sea region, needs a revival of its position in the modern Russian reality. Therefore, the effective use of the experience of pre-revolutionary state-building, the study of the functioning of the pre-Soviet customs sphere and the competent management of modern economic processes with the help of customs regulations can facilitate the early transformation of the Crimean peninsula into one of the most successful and prosperous regions of Russia.

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2. Materials and methods

2.1. The informational component of the set of printed sources and archival documents was used as source materials. To determine the organizational and legal basis of the activities of the Crimean customs institutions and its analysis, the standards published in the Complete Collection of the Laws of the Russian Empire (*PSZ RI*) are important. The materials stored in the Russian State Historical Archive (*RGIA*), St. Petersburg, are widely represented. They contain key information on the creation, reform and activities of Russian customs authorities, including the Crimean region. The most informative documents are the funds “Department of Customs Charges of the Ministry of Finance” (f. 21), “Office of the Head of the St. Petersburg Customs District of the Department of Customs Charges of the Ministry of Finance” (f. 143), “The First Department of the Senate” (f. 1341), which preserved important documents on the activities of the central authorities in the creation and regulation of the activities of the Crimean customs, their rights and staffing.

These data are supplemented by materials of the State Archive of the Republic of Crimea (*GARK*). In particular, the preserved archival information of the specialized funds of the Crimean customs posts created in the 1780s has been attracted – f. 221 “Feodosia Port Customs”, f. 369 “Kozlovskaya Gyzlyovskaya” / Evpatoria Port Customs of the Office of Taurida Regional State Chamber” and of power structures – f. 361 “Head of the Crimean Customs District”, f. 792 “Taurida State Chamber” and others.

2.2. The work has found the use of the integrated use of general scientific and special research methods: historicism, periodization, typology, comparison, etc., which, in unity, allow us to compare information from various sources on the problem under study and, in general, ensure the reliability of the results obtained. This technique allows us to illustrate the actions of Russian authorities aimed at the integration and development of Crimea after entering the region in the Russian Empire.

3. Discussion

There have been repeated attempts in domestic historiography to study the activities of domestic customs authorities. Back in the 19th century a study by K.N. Lodyzhensky (*Lodyzhenskij, 1886*) was published, which became the first in exploring the history of the customs policy of Russia (*Kulisher, 1903; Brandt, 1904*). In the next century, many works appeared that were mainly descriptive and fictional in nature, where some facts from the history of the domestic customs service on a national and regional scale were cited (*Druzhinina, 1959; Kislovskij, 1995; Pavlina, 2004; Solonchenko, 2007; Minaeva, 2009*). Modern studies on the functioning of customs institutions in the Azov-Black Sea region are few and mainly focus on historical and legal aspects (*Makidonov, 2011; Tret'yakova, 2011; Pospelova, 2012; Radajde, 2012; Golovko, 2014; Biryukova, 2015*). A definite contribution was made by the authors of this publication (*Borshchik, 2017; Prohorov, 2017; Latysheva, 2018; Borshchik et al., 2018*).

4. Results

The inclusion of the Crimean Khanate in the sphere of influence of Russia in the second half of the 18th century significantly changed the balance of forces in favor of the latter, which could not but contribute to the active development of foreign trade in the Black Sea region. Since joining the Russian Empire in 1783, the Crimean peninsula has always been at the center of attention of the central authorities, occupying an important place in the customs policy of the country.

September 27, 1782 was an important day for the formation of the customs authorities of the Crimean peninsula and the organization of the customs service. On this day, a decree was issued “On Issuing a Common Tariff for All Ports and Border Customs of the Russian Empire Except Astrakhan, Orenburg and Siberia”, which is called the Black Sea Region Tariff because of the special attention of the central authorities to this region (*PSZ RI. T. XXI (1781–1783). P. 678–681*). On the same day, another landmark regulation was adopted, “On the Establishment of a Special Customs Border Chain and Guards to Avert the Secret Transportation of Goods”, which regulates the creation of special bodies whose purpose was to prevent smuggling (*PSZ RI. T. XXI (1781–1783). № 15520. P. 682–685*).

Judging from the documents preserved in the State Archive of the Republic of Crimea, 1784 was the year of the opening of the first Russian customs institutions on the Crimean peninsula – the Feodosia Port Customs and the Gyzlyovskaya (Kozlovskaya) Port Customs (later Evpatoria) (*GARK. F. 221. F. 369*). According to the text of the decree “On Building of New Fortifications on the Borders of the Ekaterinoslav Province” dated February 10, 1784, the city of Sevastopol was founded, “where Ahtiyar is now and where the Admiralty, the shipyard for the first rank of ships, port and military settlement should be found” (*PSZ RI. T. XXII (1784–1788). № 15929. P. 21–22*). In addition, Kagalnitckaya, Balaklava, Kerch, Yenikale (near Kerch) and Kinburin customs also operated on the territory of the Crimean peninsula. The status of Perekop and Arabat customs, operating on the peninsula before, in connection with the change of the administrative border, had already lost its original purpose, so the main customs points were those located in the coastal cities: Sevastopol, Feodosia and Evpatoria.

It was already noted that the problems of secret transportation of goods across borders (that is, smuggling) caused serious concern to the country's leadership and were the subject of wide discussion. At the highest level, the inefficiency of the frontier customs guard was recognized, aided by a number of reasons: the officials corrupt practices, complexity of the tasks assigned, and the uncertainty of the subordination in the

new structure. Therefore, the border guards were repeatedly reorganized afterwards. To ensure the normal functioning of customs, it was decided to send two customs inspectors to Novorossiysk Province, while one of them should control Dubossary, Odessa and Ochakov customs, as well as Ovidiopol, Kherson and Nikolaev customs outposts. The second inspector was charged with the management and customs inspection of all customs and customs outposts on the Taurida Peninsula and along the shores of the Sea of Azov.

The most generous report of Prince Gagarin, the President of the Commerce College, to Emperor Paul I with the appendix in the form of “The Staffing Table for Customs, Outposts and Customs Supervision” has been preserved, which clearly outlines the recommended number of staff in customs institutions. There should be 46 employees per each in the Kozlovsky (Gyozlyovskaya, or Evpatoria), Akhtiyar (Sevastopol) and Kefi (Kefinsky, or Feodosia) customs; in Kerch and Yenikale (Yenikalskaya) outposts – 8 people per each. The customs “supervision” assumed the presence of three overseers, 65 busters, one customs inspector, and with him was one scribe (clerk) (GARK. F. 369. Op. 1. D. 89. L. 20).

Customs fees for the Crimean customs were quite high, reaching amount of 23,318.52 rubles in 1787. However, the revolutionary events in France in 1789 seriously affected the turnover and financial contributions to the Russian treasury. On April 8, 1793, Catherine II signed a decree “On stopping the import of goods from other lands into Russia”, which substantiated the interruption of trade and any other connection with France, “until the order and the lawful power in the state in the King’s person is restored” (GARK. F. 799. Op. 1. D. 315. L. 57). The decree forbade importing any French goods by sea and land; French-issued items were declared smuggling.

However, in 1796, customs duties again reached the previous level and amounted up to 17,505.78 rubles (GARK. F. 792. Op. 1. D. 535. L. 1–38; GARK. F. 792. Op. 1. D. 8. L. 2–5; GARK. F. 792. Op. 1. D. 126a. L. 1–11). In 1793, Evpatoria ranked second after Taganrog in terms of the value of exported goods in the entire Northern Black Sea region (334,398 and 428,087 rubles, respectively). The goods on the amount of 54,281 rubles were exported through Feodosia, 9,660 rubles – through Kerch, 4,322 rubles – through Enikale, and 858 rubles – through the Sevastopol customs (Druzhinina, 1959: 254).

In parallel with the organizational arrangements for the formation of customs structures, the process of creating a quarantine service was underway. “The Charter of Border and Port Quarantines” was adopted on July 7, 1800. However, before it entered into force, active work was carried out on creating a network of quarantines designed to maintain and develop trade relations with the countries of the Mediterranean and Black Sea basins (Voronina, 2012: 217; Zmerzlyj, 2012). In particular, on June 6, 1793, “The Staff to Five Quarantines Supposed in Taurida Region” was approved, and the very next day, on June 7, 1793, Decree No. 17131 declared “On the Establishment of Quarantines in Yekaterinoslav Province and Taurida Region” (PSZ RI. T. XXIII (1789 – 1796). № 17131. P. 436–437). These documents regulated the creation of quarantine service in Sevastopol, Feodosia, Evpatoria, Kerch and on the Taman Peninsula. Here, for example, how the staff of the Sevastopol quarantine service was developed (RGIA. F. 1341. Op. 1. D. 161. L. 59, 59 ob.):

Table 1. The staff of the Sevastopol quarantine service at the end of 18th century

Rank and position held	Salary (rubles per year)
Quarantine police officer of the staff officers – 1	500 rubles
For the maintenance of the clerk and office expenses	350 rubles
Quarantine wardens – 2, one of them must be on the fire brigade, and the other in the quarantine house	200 and 400 rubles respectively
Physician – 1	300 rubles
Sub-physician – 1	150 rubles
These medical ranks, if needed, may require medicines from the Taurida field pharmacy, and at the same time rely on the box with surgical instruments, to pay per time:	120 rubles
Translator – 1	300 rubles
Customs officer – 1 (he is entitled, besides the salary, [to pay] from customs officials rank)	60 rubles
Quartermaster of the fleet – 2 (besides the salary, his salary from the team)	60 rubles
Rowers on two boats (besides the salary, uniform and provisions from the team) – 20	12 rubles each (overall 240 rubles)
Boats and vessels are given from the Sevastopol fleet	
Ober officers for the maintenance of the guard – 2 soldiers from standing in Taurida army regiments – 24	

In the usual quarantine inside the fence: Quarantine sergeant – 1	80 rubles
With him, quarantine soldiers (from the old service, who need the uniform and salary) – 6	40 rubles (overall 240 rubles)
Workers from criminals, who need shoes and clothes – 4	30 rubles (overall 120 rubles)
Powders, vinegar and tar for fumigation of clothing, as well as changing clothes and other unforeseen uses	500 rubles
Flour and cereals for food for lower servants who do not rely on food at their rank, and also for merchants, who will sell from quarantine stores at the suggestion of the governor of the region	
Total number of employees under quarantine – 40 people	Total 3288 rubles

For quarantines in Evpatoria and Feodosia, according to the staffing table, the same number of employees with a similar budget of 3288 rubles was assumed. (RGIA. F. 1341. Op. 1. D. 161. L. 59 ob.). The budget of quarantine established in Kerch was “half”, but with the same staff. On the Taman Peninsula, the quarantine, the staff of which was compiled “in diminution”, was headed by a police officer in the staff-officer rank (with a salary of 500 rubles per year), in subordination to which there were medical ranks (physician and sub-physician, “from the county, according to the staff of the region”), as well as a clerk (it was supposed to spend 250 rubles annually on the maintenance of a clerk and clerical expenses). For Taman quarantine, it was necessary to pay 100 rubles for “powders, vinegar and tar for fumigation” annually.

Over all quarantines of Taurida region the chief principal of quarantine service (the officer of the 6th class) was appointed. The total budget of all Taurida quarantines was 15,602 rubles. In addition, the treasury allocated money for the “repair of quarantines and for the addition of buildings” (5 thousand rubles each) (PSZ RI. T. XXIII (1789–1796). № 17131. P. 436). Four lightly-armed Black Sea Fleet vessels were supposed to patrol along the coast of Crimea from Balaklava to Yenikale, from Evpatoria to the northwestern tip of the peninsula, to be a customs and quarantine chain according to the compilers of “The Staff to Five Quarantines Supposed in Taurida Region”. Quarantine guards were to be recruited “from the troops serving in Taurida” in agreement with the local authorities and the commander of the Russian army in Taurida Region, “in accordance with the known presence of places along the Taurida coast” (RGIA. F. 1341. Op. 1. D. 161. L. 60; PSZ RI. T. XLIV (1801–1825). P. 212–215).

It should be noted that the reorganization of the customs authorities was carried out repeatedly after that and was justified by the effective execution of the priorities of the domestic and foreign policy of the Russian state. One of the first was the Manifesto signed on June 24, 1811, proclaiming the “Establishment of the Customs Directorate for European Trade”, which streamlined the composition of the customs bodies of the Russian Empire, outlined the rights and duties of the heads of customs districts and other customs officials, provided for benefits and responsibilities. In accordance with the provisions of this document, Feodosia customs district which was formed, included almost all the customs institutions of the Crimean peninsula that existed at that time: Evpatoria and Feodosia customs, “Kerch, Yenikol, Balaklava and Bugas outposts” (PSZ RI. T. XXXI (1810–1811). № 24684. P. 680–685).

The standard of 1811 “Regulations on the Structure of the Border Cossack Guard” became important in the reform of the border customs guard, by which the authorities tried to separate border control and the fight against smuggling. From that time on, 11 Don Cossack regiments were allocated for protection of every border. The state border was guarded in two lines – the Cossacks and hired customs busters. Special teams of 10 busters were created who guarded a section of the border with a length of 15 versts (16 km), subordinated to the border customs guards and their assistants. It is known that the coastal section of the Black and Azov seas was guarded by 200 busters, 8 guards and 8 assistants (Loginova, 2014). There is information that officers for the border customs guards were recruited on the basis of the model of 1782 – upon recommendation from the places of service, where the certified person had previously worked. But in the face of the growing needs of the state for new civil servants, there was a significant shortage of professional personnel recruited from retired army lower ranks. Therefore, often in the Russian Empire, including in Crimea, people serving as the border guards were recruited from local residents. This practice proved itself in the most negative way – the locals not only strongly condoned the smuggling of goods across the border, but also often smuggled themselves. Naturally, the current state of affairs could not but disturb the government. In 1822, the central authorities decided to abolish the Customs Border Guard and create the Border Customs Guard from the regimental military officials. The new decree of August 5, 1827 approved the “Regulation on the Formation of Border Customs Guard in Russia”, developed by the Minister of Finance E.F. Kankrin, who defined the goals and objectives of the new service, the principles of its organization and the mechanism for exercising authority.

The border control was established on a military basis. The direct supervision of the guards was carried out by the Foreign Trade Department of the Ministry of Finance. Special customs districts were created on the European territory, which included special forces – brigades or separate companies consisting of detachments in the form of foot and equestrian guards. The brigade commanders were appointed from among the acting officers of the Russian army and reported to the heads of customs districts. They monitored

military discipline in the units entrusted to them, their economic, food supply, etc. The main task of the newly created guard was still fighting smuggling, but its functions and powers were significantly expanded. An important aspect of its activities was border control – the supervision of people trying to illegally cross the border, the detention of fugitives, deserters and vagrants. Since 1835, the border customs guard was also charged with quarantine supervision and protection of state borders. It is from that time considered that a specialized structure was created in the system of government bodies of the Russian Empire to protect the economic, political, territorial and other interests of the country in its border areas (Latysheva, 2018).

Naturally, the exceptional importance of state duties assigned to Russian customs officers implied certain requirements for them. The government of Catherine II tried to be very attentive to the appointment of customs officers. Nevertheless, the lack of qualified personnel in the customs authorities was felt quite acutely. The authorities tried to solve the problem in a complex way: from inviting foreign specialists and increasing salaries to entrusting those state functions to local governments (Borshchik et al., 2018).

Among the documents of the funds of the customs authorities in the State Archives of the Republic of Crimea, the official lists of the service of officials of the Crimean customs are preserved. In the Russian State Historical Archive there are official lists of heads of customs districts, including those who served in the Crimea (RGIA. F. 1349. Op. 4. D. 120, 122, 137). Unfortunately, this documentary complex is still of little demand in regional historiography, there are still isolated cases of studying this kind of documents (Borshchik, 2017; Prohorov, 2017).

For the analysis of the personnel structure of the Crimean customs, the official lists of employees of customs institutions of the late 18th century and the 1850s were drawn. From the normative documents (including those adopted on September 27, 1782) it is known that the officials were divided into two groups: customs administrators and customs officers. The administrators were: a steamer, a wagmeister (or wagenstemplmeister), a warehouse (barn) inspector and ecker. The staff also consisted of a zollner, supervising the collection of customs duties. Their official powers were enshrined in the instructions issued by the Commerce College. The stampmaster was responsible for the application of the customs seal, participated in the production of inspection of goods; wagemasters were involved in weighing “weight goods”. The duties of the warehouse inspector included the reception of goods and their storage. The powers of the harbor master (the caretaker of the harbor) were to assign the place to the newly arrived ships and monitor the order in the harbor, monitor the cleanliness of the port. The controller had to monitor the state of law in customs, identify and prevent abuses, correct procedures in accordance with the norms of the charters. Cashiers kept statements of income and expenditure. The staff of the customs also consisted of clerks who independently prepared draft documents, as well as sub-clerks and copyists (those responsible for making copies of documents). The lower ranks were represented by busters (on foot and on horseback), examiners, translators and quartermasters (Balkovaya, 2012: 67, 68; Prohorov, 2017: 343). The table below shows the nominal composition of Feodosia Port Customs at the end of the 1790s, indicating the amount of salary (GARK. F. 792. Op. 1. D. 8. L. 15–17):

Table 2. Officials and employees of the Feodosia port customs at the end of 18th century

Rank and position held	Salary (rubles per year)
Director Second-Major Christophor Tumanov	500
Zollner captain Ivan Karachuk	300
Controller Ivan Christophorov	200
Warehouse inspector Fedor Chernyavsky	150
Cashier Nikolay Zalessky	150
Ober-Buster Jacob Petrov	150
Ecker Ivan Pataniotov	150
Wagenstemplmeister Savva Nechaev	120
Gavanmeister Nikolay Mihamet	100
Clerk Petr Kharchenkov	130
Sub-clerk Ivan Fedorov	100
Copyists: Peter Dubosarov, Osip Nagorny	60 each
Six examiners	50 each
Busters: 6 horsemen and 4 footmen	70 each and 50 each
Quartermaster	40

Similar information is presented on the Evpatoria customs at the end of the 1850s (GARK. F. 361. Op. 2. D. 12, 34):

Table 3. Officials and employees of the Evpatoria port customs in the middle of 19th century

Rank and position held	Salary (rubles per year)
Sharkov Viktor Vasilyevich, manager of the Evpatoria port customs	464 rubles 9 kopecks
Prendel Alexander Viktorovich, member of the Evpatoria port customs	388 rubles 40 kopecks
Panshin Afanasy Semenovich, secretary of the Evpatoria port customs	238 rubles 83 kopecks
Aytminovich Apolinary Frantsevich, an accountant and levying officer	238 rubles 83 kopecks
Pavlovsky Alexander Konstantinovich, translator	238 rubles 83 kopecks
Kalinin Sergey Pavlovich, wagtstempelmeister	238 rubles 83 kopecks
Debrovsky Mitrofan Konstantinovich, ship keeper and shipwright	194 rubles 28 kopecks
Burkatsky Ivan Ivanovich, Chernov, Alexander Silverstovich, office clerks	137 rubles 5 kopecks
Bolsunovsky Ivan Pavlovich Mayatsky Evlampy Pavlovich Malenko Vasily Stepanovich, scribes	137 rubles 5 kopecks

On the basis of these two tables, it is clearly seen that if the official composition did not undergo any significant changes for fifty years, then salaries were averaged in their amount. If the difference in salary between top management and ordinary personnel in the middle of 18th century was ten or more times (500 and 40 rubles), then in the middle of the 19th century it was not more than 3.5 times (464 rubles 9 kopecks and 137 rubles 5 kopecks).

According to the official lists, the national composition of the customs of the Taurida region was multinational: the Greeks, Russians, Little Russians and Poles; there were relatively few Armenians. According to the estates, customs officials were divided into nobles, ober-officers, officers and “doctoral” children, people from the merchant class, as well as representatives of island communities of the Greek archipelago. A significant percentage of customs officers were retired soldiers who entered the service “for free hire.” Regarding the religion of officials, we note that the archival documents mention both Orthodox and Catholics, Greek Catholics and Armenian Gregorians. Identified age indicators of employees range from 20 to 55 years.

It is important to note that almost all high-ranking officials of the Crimean customs (managing customs districts and customs, their deputies) were natives of other regions of the country who already had experience in public service. For example, at the end of the 18th century, “zollner of Feodosia port customs ensign Ivan Vasiliev son of Khristofor”, director of Evpatoria port customs “collegiate assessor Dimitri Ivanov son of Vreto”, advisor for Customs expedition “collegiate assessor Michael Manuilov son of Karatsenov” were of “Greek nation”; zollner of Sevastopol port customs “captain Semyon Romanov son of Tikhon” and non-commissioned zollner of Kerch customs Ivan Nikolaev son Zalesky” were of “Polish nation” (Prohorov, 2017). The average age of the above officials was within forty years, the average length of service in government was fifteen years. Not all employees had experience in state structures; often young people were recruited to lower positions, for which service in customs was the first workplace. In some cases, there were both patronage and family ties. For example, the manager of Evpatoria port customs since 1861, collegiate assessor Vasily Yemelyanovich Bobyrev was married to Nadezhda Danilevskaya, daughter of collegiate adviser Nikolai Osipovich Danilevsky, manager of Feodosia customs in 1860 (Borshchik, 2017). It can be noted that formal lists are more interesting source of personal composition of employees of the Crimean customs, border and quarantine institutions of the late 18th – mid 19th century. Analysis and comparison of data from official lists can be the basis for further prospective studies on the history of public service, the history of customs authorities, and the study of regional features of the functioning of public institutions.

5. Conclusion

The inclusion of the Crimean peninsula into the Russian Empire in 1783 radically changed the geopolitical situation in the region and required a revision of the existing agreements. The authors have concluded that the regulation of international trade through the ports of Crimea, the size of customs duties, their increase / decrease “in relation to local needs” and other rather complex issues and their decision were regulated by the central authorities. It should be noted that the process of creating a regulatory framework for the activities and formation of the staff of the Crimean customs was due to the legislative measures adopted by Empress Catherine II, in accordance with which personnel was recruited into the customs

registers: their thoughtful and detailed structure implied a strict distribution of duties between officials and maximum control for financial reporting. Further, there was an obvious bureaucracy of customs institutions, and that was particularly pronounced in relation to the customs of the seaports and those points (outposts) that were located on the borders of the empire. In other words, the activity of customs institutions on the Crimean peninsula after its accession to Russia was determined both by imperial decrees and internal administrative orders, and by the complex foreign policy situation in which Russia found itself at the end of the 18th century.

It is obvious that in any state customs policy and customs regulation play a leading role not only in adjusting domestic economic processes, but also in relations with other countries, determining the state foreign policy. In this regard, the effective activity of the customs authorities contributed to the dynamic development of trade operations, international economic cooperation, etc. In the Russian Empire of late 18th – mid 19th centuries, special government bodies were created – quarantine and border guards, designed to solve a complex of problems in the border areas.

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