When the vowel concerned or the whole word is written in capitals, the system of repeating the vowel may be used instead of the first method:

Oosaka or OOSAKA

5. Whatever system is convenient to the writer may be used for expressing a special sound (e.g. in a foreign word).

6. A capital letter shall be used for the first letter of the first word in a sentence and for the first letter of a proper noun:

Tōkyō
Kore wa mai desu.

Capital letters may also be used for the first letters of nouns other than proper nouns:

Tızu (map)
Sinsetu (kindness)
(The Examples were added by the translator.)

Cabinet Instructions No. 1

To: the ministries and other government agencies

Instructions concerning the systems of writing Japanese in the Latin alphabet

With respect to the systems of writing Japanese in the Latin alphabet, cabinet instructions No. 3 dated 21 September 1937 were issued for the purpose of unifying the various systems. There were indications that the system recommended by the Government would become increasingly popular. Subsequently, however, several systems came to be used again. This caused various inconveniences in the disposition of business in government offices and the like and in the social life of people as well as in the fields of education and science. We believe that the unification of the various systems into a single system will add greatly to improving the efficiency of clerical work and educational activities and promoting the progress of science.

Therefore, the Government has adopted the recommendation of the Advisory Commission for Research in the Japanese Language and published the system of transcribing Japanese into the Latin alphabet by means of cabinet notification No. 1. It is desired that all the government offices employ this system in transcribing Japanese into the Latin alphabet and that they recommend employment of this system to the circles concerned in an effort to attain the object of the establishment of the system.

Cabinet instructions No. 3 dated 21 September 1937 are hereby abolished.

Sigeru Yoshida
Prime Minister

9 December 1954

ROMANIZATION SYSTEMS FOR RUSSIAN PLACE NAMES*

Report presented by the Union of Soviet Socialist Republics

The conversion of names from one writing system into another is a complicated national and international problem. In the USSR the national aspect is seen in the transfer of foreign-language names (using various scripts) to the languages of the peoples of the USSR, primarily to Russian (using Cyrillic script). Practical transcription is the principal method of transferring names and our main efforts have been directed to the elaboration of special rules for it.

The international aspect of the problem, which is no less important, consists of the opposite task, that of transferring Russian place names from Russian script to forms suitable for languages using non-Cyrillic scripts, including the Roman alphabet. Such forms should provide a single romanization of Russian place names for all languages using the Roman alphabet, if it is really intended to serve the interests of wide international communication.

The elaboration of a single romanization system for Russian geographical names is now in progress but encounters great difficulties.

The first difficulty arises because geographical names cannot be separated from other kinds of proper names: personal names, names and addresses of organizations, enterprises and firms, names of ships and airports etc. Different systems, lacking any co-ordination between each other, for romanizing the Russian alphabet have long been in use in the different spheres of human activity related to international communication, such as cartography, bibliography, postal and telegraph communication, and sea, air and railway transport. Several
of them have international status within their field of application. The introduction of a single romanization system will inevitably entail changes away from the systems in current use and this involves the interests of many institutions.

The second difficulty is caused by some idiosyncrasies of the Russian graphic symbols and Russian orthography. The modern Russian language has 39 phonemes, which are represented by 33 letters. Some of them—е, е, ё, я—represent two different sounds depending on their position in the word; and while a single Roman-letter equivalent for each of these will inevitably distort the reading of some Russian place names, an attempt to preserve the correct pronunciation will complicate the system and violate the principle of unambiguousness. The large quantity of variants of the Roman alphabet gives rise to the third difficulty. As is known, there is no single alphabet for all the modern languages using Roman script, of which there are more than 70. They each employ different sets of characters (numbering anything from 26 to 38) and diacritical marks, and in many cases assign different phonetic values to the same character.

Different approaches to the problem and attempts to overcome these difficulties have given rise to a large number of different systems for the transliteration of the Russian alphabet.

At present several dozens of romanized forms of Russian place names are in use in the USSR and foreign countries. Many authors have been engaged in a comparative study of these systems—among them L. V. Shcherba, A. A. Reforomatskii, R. S. Gilyarevskiy, Josef Breu and J. T. Shau.

The systems in most widespread use can be divided into two groups. The first is relatively not large and includes conventional systems. Such systems are not directly related to the orthography of any particular language which uses the Roman alphabet. Examples are the USSR Academy of Sciences system, the system of the International Organization for Standardization and the system adopted in the USSR for writing international telegrams.

The second group is much more numerous and includes national transliterations. These systems are based on the graphic symbols, orthography and traditions of each individual language using the Roman alphabet—English, French, Spanish, German or any other. The national transliteration systems in many countries are actually national systems of practical transcription.

The similarity and differences between some of the most widely used romanizations of the Russian alphabet are shown in annex I. As can be seen from the table, of the 33 Russian letters 13 have the same Roman equivalents in all the romanization systems. Eight other letters have the same equivalents in most of the systems. But the representation of the Russian sibilants (ж, ш, ч, ц), palatalized vowels (е, ё, я) and some other letters (й, х, ю, я) varies widely. Annex II demonstrates how the differences between these systems affect the representation in the Roman alphabet of Russian place names. For example, Елпия may become “Jel’ny”, “El’nja”, “El’nja”, “Yel’nya” or “Jelnja”; Шукино may be “Scukino”, “Scukino”, “Shchukino”, “Chtchoukino” or “Schtshukino”.

The differences in the spelling of place names between the different transliteration systems used in maps and other documents are sometimes so considerable that they may hinder and even make impossible the identification of features.

To determine which of the existing romanizations can be recommended for international use (or taken as a basis for the elaboration of a system which could be), it is necessary to evaluate their advantages and disadvantages. There are some basic requirements that should serve as criteria for such an assessment. They are neutrality, universality, unambiguousness and reversibility.

Since transliteration is intended to promote international communication it should be equally acceptable to all countries using the Roman alphabet. Hence the necessity for a system which would be neutral between all national variants of that alphabet.

By “universality” is meant that it must be possible for the system to be utilized in all spheres of international communication—not only for geographical names, but for any Russian words.

The requirements of unambiguousness and reversibility need no explanation.

It is of great importance to take into consideration the spread and currency of any transliteration system in established practice. It should be borne in mind that a single romanization system for the Russian alphabet recommended for international use will have to be chosen in the context of the existence and long-standing usage of traditional competing systems.

All other things being equal, preference should be given to the romanization systems that are most economical, that display graphic simplicity, and in which the phonetic value of individual Roman letters is the most common and widespread (i.e. which are not designed to take account of the orthographic peculiarities of individual languages).


The table contains romanization systems used for writing Russian place and personal names in publications intended for wide audiences. The romanization systems applied in Russian texts in special linguistic works (Russian and Slavic philology) are not dealt with in this report.
The USSR Academy of Sciences romanization system was first developed in 1901 by a special commission set up by the Academy of Sciences. Afterwards some outstanding Russian linguists—A. A. Shakhmatov, L. V. Shcherba, A. A. Reformatskiy and others—contributed to its improvement. The system was approved by the Language and Literature Division of the USSR Academy of Sciences in 1956 and is now in use.

This system is based on the uniformity of the sound-to-symbol relationship in Slavic languages. It is based on the existing traditions in the Slavic languages of representing certain Cyrillic-alphabet characters by means of Roman characters with diacritical marks. For this purpose, those Roman equivalents of Cyrillic letters are chosen whose phonetic value is common to all Slavic languages rather than peculiar to any one of them. The Academy of Sciences system is, therefore, neutral between all individual languages that use the Roman alphabet, including Slavic ones.

A distinctive feature of the Academy transliteration system is that it has elements of transcription. By furnishing different equivalents of the Russian e, ē, ĥ and š depending on their position in the word, the system provides for the correct reading of Russian place names in their romanized form. This is, no doubt, an advantage of the system, but at the same time it violates its unambiguousness. The practical requirements for retransliteration are in most cases met.

The Academy transliteration has mainly been used in cartography. In all Soviet maps and atlases, and in many foreign ones intended for international use, the USSR place names have been romanized in conformity with this system. For example: the Map of the World on the scale 1:2,500,000; the World Atlas (Moscow, GUGK, 1967); Grand Atlas International Sequoia (Paris and Brussels, 1962); Encyclopaedia Britannica; Atlas International (Novara, Istituto Geografico De Agostini, 1965); Deutscher Generalatlas (Stuttgart, 1967-1968). The Academy romanization system has thus been recognized and is being utilized in the cartographic works of a number of countries.

The International Organization for Standardization transliteration. The system for the transliteration of Slavic Cyrillic characters to be used in international bibliographic work and documentation was drawn up from 1947 to 1953 and adopted as the ISO recommendation in 1954. In 1958 a second, revised edition of the Organization’s recommendation R 9 was issued. It contains co-ordinated systems for the transliteration of six Slavic languages using the Cyrillic alphabet: Russian, White Russian, Ukrainian, Bulgarian, Serbian and Macedonian.

The ISO transliteration systems are very close to that of the USSR Academy of Sciences. They are all based on the relationships between sound and letter that are normal in the Slavic languages, and use the graphic symbols with diacritics that are traditional for them.

The difference between these systems lies mainly in the representation of palatalized vowels. The ISO system does not take into consideration their position in the word, and this to some extent distorts the pronunciation of some names. However, it provides for less ambiguity and better reversibility than the USSR Academy of Sciences system. Nevertheless, these criteria are not completely achieved in this system either.

The ISO romanization is in widespread international use in bibliographic work and documentation. It has been accepted by many scientific libraries and other centres of information and documentation, both in the USSR and in other countries, for the rendering of personal names, geographical names and other words which occur in informative bibliographic publications.

It is interesting to note that in 1969 the ISO Technical Committee, in ISO/TC 46, “Documentation”, worked out a single system for the transliteration of 57 non-Slavic languages spoken by the peoples of the USSR and written in Cyrillic script, on the same basis, in principle, as recommendation R 9.

The transliteration system of “Telegraph Rules”, 1969. According to the rules adopted in the USSR, telegrams sent abroad may be written in Russian or any other language adopted in the USSR, but must be spelt in Roman characters. A simplified transliteration system, that takes no account of the phonetic value of the letters in Slavic languages using the Roman alphabet, has been recommended for the purpose. This system has to employ Roman characters without diacritical marks as equivalents of the Russian ones, for the stock of letters available in international telegraphy lacks such marks.

This system incorporates some simplifications because the special conditions of telegraphy necessitate a certain economy. Thus, the difference between Ĥ and Š is disregarded, ă and ă are omitted, and ŏ, ř and ř are represented by the digraphs ch, sh and sc. Moreover, each Roman letter used in a digraph can also be used separately as the equivalent of another Russian letter; some confusions may therefore occur when the original Russian text of such a telegram is reconstructed.

Since this system does not meet the requirements of unambiguousness and reversibility, and its usage is restricted to international telegraphy, it is not practical to apply it in other kinds of international communication. No country can accept the special “cable language” as a norm for literary language.

National transliteration systems. Each country using the Roman alphabet has its own national system for rendering Russian personal and geographical names. These systems provide for more or less exact readings.

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7 Pravila mezhnarodnoy transliteratsi russkikh imen sobstvennykh latinskimi bukvami, Institut yazykoznaniya AN SSSR, 1951-1956 (off-print, Moscow, 1957).


9 The second edition of the ISO recommendation R 9 has footnotes to the effect that “in countries where tradition favours it” the following substitutions are permitted: English digraphs kh, ts, ch, sh, zh for Slavic characters h, c, ě, š, ž, and English letter-group shch for Slavic digraph šč.

10 Telegrafnyye pravila, part I, annex 3, “Napisaniye russkovo alfavitia latinskimi bukvami” (Moscow, 1969).
of the romanized Russian names, for they are based on the alphabet and the spelling rules of the receiver language. The well-known Board on Geographic Names/Permanent Committee on Geographical Names system of 1947\textsuperscript{11} is an example.

Countries speaking French, Spanish, German or any other language using the Roman alphabet have romanization systems of their own. These systems are actually systems of practical transcription, but in most publications they are referred to as transliterations.

Some such systems have won recognition in particular spheres of international activity. For example, the French language and, correspondingly, the French transliteration system are used for lettering the names of ships and their points of origin. However, the application of national transliteration systems is, as a rule, limited to a national framework. The point is that the same Russian letter is represented by different characters in different national systems, and the choice of character depends on the orthography and phonetics of the receiver language. For example, the Russian у will be "sh" in English, "ch" in French, "sch" in German, "sci" in Italian, "sj" in Norwegian, "sz" in Polish, "s" in Hungarian and so forth. For the same reason the same Roman letter-group will be read differently by different peoples. For example, the name "Chop" will be read as /tʃop/ by the English, /hɒp/ by the Germans, /ʃop/ by the French. Such confusions in reading the names of the same features are unavoidable when a national transliteration system is applied beyond its language-area.

Therefore, and since each country possesses its own system, one can hardly expect a national romanization system for the Russian alphabet to be acceptable in other countries.

A comparative study of the different systems for the romanization of Russian proper names that are in current use shows that none of them completely meet the main criteria listed earlier. At the same time those systems are in wide use and have been strictly followed in the different fields of their practical application.

When seeking a single romanization system suitable for universal international use, national systems should be eliminated at the very beginning, regardless of their advantages. The recommendation of any national transliteration system as the sole one for international use is absolutely unacceptable, for, quite apart from the above-mentioned linguistic disadvantages, this would mean the recognition of the priority of one language and discrimination against the others.

The application of national transliteration systems beyond the corresponding language-area is, in our opinion, admissible in two cases only:

When a specific international agreement exists providing for the usage of a certain language in a given field of international collaboration—for example, in sea navigation; and

When publications (such as maps, reference-books and guides) are addressed to the reader of a definite language.\textsuperscript{12}

The foregoing considerations lead us to conclude that: a single system for the romanization of Russian place names to be recommended for international use should be selected from among the existing conventional systems of transliteration that conform to the demands of neutrality between the languages written in the Roman alphabet that are most widely used.

In addition to the conventional systems of transliteration that are now in use (see annex II), some other systems of the kind have been proposed but have not been employed in practice. They include V.A. Uspenskiy’s system described in his article “On the problem of romanization of Russian texts”\textsuperscript{13} and that of R. O. Yakobson described in his article “On the latinization of international telegrams written in Russian”\textsuperscript{14} (see annex III). Both systems are strictly unambiguous and completely reversible. However, they depart from established tradition in the representation of a number of letters (for example, that of Russian x as “q” or “x”, and of Russian у as “k”, “kh” or “hh”) and this leads one to expect that these systems will not replace those now in use.

Without attempting to predict the final results of the research that is now being carried out, we can express some preliminary suggestions.

The most practicable decision would be a compromise between the two closest and most widespread systems, those of the USSR Academy of Sciences and of the International Organization for Standardization.

To draw these two systems still nearer one might propose, first, changes in the representation of certain individual letters in the USSR Academy system (e.g. the transliteration of е as “ē” or “je” and of x as “h”, and the indication of й by means of an apostrophe in all positions); and, secondly, the substitution of the Academy system’s equivalents of the palatalized vowels e, o and я for those of the ISO system. Such a rapprochement between the two systems would make the adoption of a single co-ordinated system for the romanization of Russian words in cartographic and bibliographic publications intended for international use a reality. This will be a considerable advance in the field.

The paucity or lack of diacritical marks in the keyboards of typing and transmitting devices in different countries and organizations at present hampers the introduction of a single transliteration system for all the spheres of its application, including international telegraphy.


\textsuperscript{12} In such cases the unsuitability of any national system for international use is particularly obvious. It is not difficult to imagine the perplexity of a reader when in an English version of a guide to the USSR he finds place names transliterated according to the French or German system. The same feeling will arise when readers encounter Russian place names transliterated according to the English system in a French or German context.


Until suitable letter-typing devices are installed a temporary solution can be recommended, viz., the elaboration of two parallel systems—a principal and alternative one—that will allow for the substitution, if necessary, of digraphs (preferably ones not related to national orthographies) for characters with diacritics.

In conclusion it should be mentioned that the investigation and elaboration of a single standard system for the romanization of Russian words is now in full swing.

This work was supposed to be completed in 1971, but after a wide discussion of the draft State standard “Transliteration of Russian words into Latin characters” prepared in 1971 it became apparent that it needed some improvement. It will be ready in its final form by the middle of 1973.

Our next step will be the elaboration of romanization systems for other national languages of the USSR, which use the Cyrillic and other non-Roman alphabets.

### Annex I

**SYSTEMS FOR THE ROMANIZATION OF THE RUSSIAN ALPHABET**

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This table lists the conventional and national systems for the romanization of the Russian alphabet, along with corresponding letters in English, French, Spanish, and German. The table also includes notes on stressed and unstressed vowels, digraphs, and other conventions used in different systems.
### EXAMPLES OF RUSSIAN PLACE NAMES AS THEY APPEAR IN DIFFERENT ROMANIZATION SYSTEMS

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*Note:* Official status varies by field of application.

**Annex II**

**EXAMPLES OF RUSSIAN PLACE NAMES AS THEY APPEAR IN DIFFERENT ROMANIZATION SYSTEMS**
A SYSTEM OF TRANSLITERATION AND TRANSCRIPTION OF BULGARIAN GEOGRAPHICAL NAMES INTO ROMAN LETTERS*

Report presented by Bulgaria

In the last few years, in view of the intensification of international contacts, especially in cultural and sports exchanges and tourism, the need for setting up means of communication has become ever more urgent. The task of the transliteration system described here is to familiarize foreigners in the most adequate way with Bulgarian geographical nomenclature.

Of late, to serve the needs of tourism, many and different cartographic aids and handbooks have been published in the orthographies of the various nations which use the Roman alphabet. These publications have, nevertheless, a limited use, and they can only be aimed at tourists from the country in which that particular form of the Roman alphabet is used. Among the structural and alphabetic features of the different languages there is much in common, but there are also substantial differences which impede the transformation of a written text from one system into another. It is obvious that a single standardized system using Roman characters is a necessity for the writing of Bulgarian geographical names, because of these differences between the different national forms of the Roman alphabet, which are due to many historical and cultural factors. To overcome these differences, a universal system must be found whose peculiarities could easily be understood in the legends of cartographic publications.

The first theoretical study of the problem of the transcription of Bulgarian names into the Roman alphabet was an article by S. Romanov entitled “Latin trans-

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* The original text of this report, prepared by M.S. Mladenov, of the Council of Orthography and Transcription of Geographical Names at the Central Administration of Geodesy and Cartography, was contained in document E/CONF.61/L.79.