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The Development of the Regulatory Framework of the Caucasus Educational District in the Second Half of the 19th century

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Abstract

This paper explores the development of the regulatory framework of the Caucasus Educational District in the second half of the 19th century. Consideration is given to instruments on both general issues and specific issues dealing with secondary, lower, primary, and private education.

The study's source base relies on a whole raft of legislative materials, including regulations, instructions, statutes, circular proposals, and rules. These documents were published both as part of collections of documents on issues related to the system of public education in the Caucasus Educational District and separately. The study's methodology is grounded in the principle of systematicity and the chronological principle. The use of the former helped to systematize legislative and regulatory instruments into two major groups – those on general issues and those dealing with secondary, lower, primary, and private education specifically. The use of the latter helped to examine the development of the District's regulatory framework in its chronological sequence.

The author's conclusion is that in the second half of the 19th century the Caucasus Educational District witnessed the process of unification of the regulatory framework regulating the educational process in the region. In the period from the late 1860s to the early 1870s, the government implemented in the Caucasus a set of educational standards used in the European part of the Russian Empire. These standards, which covered secondary, lower, primary, and private

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education, played an overall large role in enhancing the quality of education offered by educational institutions in the region.

Keywords: development, statutory instruments, educational institutions, regulation, statute, Caucasus Educational District, Russian Empire, second half of the 19th century.

1. Introduction

The second half of the 19th century was a time of serious changes for the Caucasus Educational District, with the Caucasus War being over and the region beginning to witness brisk development in its public education sector. As early as 1870, the Caucasus switched to the educational standards of the European part of the Russian Empire, and it did not take too long for that to have a positive effect in terms of the quality and accessibility of education in the region. This paper explores the development of the regulatory framework of the Caucasus Educational District in the second half of the 19th century.

2. Materials and methods

The study's source base relies on a whole raft of legislative materials, including regulations, instructions, statutes, circular proposals, and rules. These documents were published both as part of collections of documents on issues related to the system of public education in the Caucasus Educational District and separately.

The study's methodology is grounded in the principle of systematicity and the chronological principle. The use of the former helped to systematize legislative and regulatory instruments into two major groups – those on general issues and those dealing with secondary, lower, primary, and private education specifically. The use of the latter helped to examine the development of the District's regulatory framework in its chronological sequence.

3. Discussion

The regulatory framework of the Caucasus Educational District is a fairly narrow subject in historical-legal research. It has been mostly investigated in the context of exploring the system of public education in the prerevolutionary Caucasus.

Specifically, N.A. Shevchenko identifies in 'The Making of the System of Public Education in the Caucasus (1802–1917): Distinctive Features' three different periods in the development of the education sector in the prerevolutionary Caucasus: 1) 1802–1834 (the period of its making); 2) 1835–1871 (the period when attempts were made to centralize the educational process); 3) 1872–1917 (the period when the educational process was adjusted to meet the standards of the Russian Empire) (Shevchenko et al., 2016: 364). An insight into the effectiveness of the system of public education in the Caucasus is offered in the research by O.V. Natolochnaya, which explores the development of the Caucasus Educational District in the period 1847–1917 and examines the key issues in that process (Natolochnaya et al., 2021; Natolochnaya et al., 2022).

Some attention to the subject is given in T.A. Magsumov's 'The Public Education System in the Caucasus in the 1850s: The Unification and Regulation of the Educational Process' (Magsumov et al., 2018).

Valuable insight into the system of public education in the prerevolutionary Caucasus has been provided by the following researchers: A.A. Cherkasov (Cherkasov et al., 2020; Cherkasov et al., 2020a), A.M. Mamadaliev (Mamadaliev et al., 2021; Mamadaliev et al., 2021a; Mamadaliev et al., 2021b), K.V. Taran (Taran et al., 2021), and V.S. Molchanova (Molchanova et al., 2019).

4. Results

The regulatory framework of the Caucasus Educational District was divided into instruments on general issues (i.e., legislative instruments regulating the entire educational process) and those on specific issues (i.e., legislative instruments covering a specific education level (secondary, lower, and primary). Each of these groups is examined below.

4.1. Instruments on general issues

At the cusp between the 1860s and 1870s, the government released 'The Rules for Special Examinations for Male and Female Teachers in Lower Schools'. This document covered the

following categories: teachers in uyezds and urban schools; home teachers; teachers in parish and primary public schools; teachers in private primary educational institutions ([Pamyatnaya knizhka, 1879: 42-61](#)).

On November 12, 1868, the Emperor passed into law ‘The Regulation on Caucasian Students in the Empire’s Higher and Vocational Educational Institutions’. This document was composed of three chapters. Chapter 1 included the following information: number of students; distribution of students across educational institutions; student oversight. Chapter 2 covered student admission. Chapter 3 covered the obligations and rights of Caucasian students and the benefits they were entitled to upon graduation. The document was comprised of 29 clauses ([Polozhenie o kavkazskikh..., 1869: 1-10](#)).

On March 7, 1869, the government released ‘The Circular Proposal of the Trustee of the Educational District to the Heads of Educational Institutions on the Fundamental Libraries in Them’, and on January 23, 1874, it released ‘The Circular Proposal of the Trustee of the Educational District to the Heads of Educational Institutions on the Inspection of State-Owned Assets in Them’. These prescribed the need to pay special attention to the condition of the libraries at educational institutions and directed that a report on their condition be submitted by February 1 of each year ([Pamyatnaya knizhka, 1879: 79-80](#)).

On November 22, 1873, the Emperor passed into law ‘The Rules for the Use of Uniform Instruments for Gymnasiums, Progymnasiums, and Real Schools and the Organization of the Educational Process in the Caucasus’. Pursuant to this document, the secondary education sector in the Caucasus was to operate now in accordance with the standards of the Ministry of Public Education – i.e., no longer based on regional regulations for this sector ([Pamyatnaya knizhka, 1879: 5-7](#)).

Around the same time, the government passed into law ‘The General Instruction for District Inspectors and Other Persons Dispatched to Inspect Educational Institutions’. This document regulated the entire cycle of educational-economic inspection of educational institutions in the Caucasus Educational District. Comprised of 35 clauses, it covered general and specific issues, including educational, moral, and economic ones ([Pamyatnaya knizhka, 1879: 8-19](#)).

On May 4, 1874, the Minister of Public Education passed into law ‘The Rules for Imposing Penalties on Students’. This document, comprised of 13 clauses, was divided into two sections – the general one and the one dealing with actual penalties ([Pamyatnaya knizhka, 1897: 20-27](#)).

Around the same time, the government passed into law ‘The Rules for Special Examinations for Teachers and Educators in Progymnasiums and Gymnasiums’. This document was drawn up following the State Council’s passing into law on April 22, 1868, of a regulation on the rules for special examinations for educators. This document, comprised of 36 clauses, even included exam report forms ([Pravila dlya spetsial'nykh..., 1868: 28-41](#)).

On February 6, 1878, the State Council released a document entitled ‘On the Procedure for Classifying Schools to Level 4 of the Educational Institutions Classification in Relation to Concessions Regarding Military Service’ ([Pamyatnaya knizhka, 1879: 77](#)).

Besides, there were issued a whole range of other types of regulatory documents, like, for instance, the circulaire of the Ministry of Internal Affairs ‘On the Publication of For-Sale Advertisements in Capital-Based Newspapers’ ([Pamyatnaya knizhka, 1879: 114](#)), the real estate-related document ‘The Draft Model Contract for the Hire of Premises to Be Used to House Government Institutions’ ([Pamyatnaya knizhka, 1879: 122-124](#)), the circular proposal ‘On Having no Saloons Near Educational Institutions’ ([Pamyatnaya knizhka, 1879: 125-127](#)), and the circular of the Trustee of the Caucasus Educational District ‘On Structuring Annual Reports on the Condition of Educational Institutions’ ([Pamyatnaya knizhka, 1879: 156-170](#)).

4.2. Instruments on specific issues

4.2.1. One of the documents dealing with secondary education in the region was ‘The Regulation on Female Gymnasiums and Progymnasiums under the Purview of the Ministry of Public Education’, passed into law by the Emperor on May 24, 1870. The document was comprised of general provisions, the educational part, the economic part (this included state aid), and the part on the benefits of attending female gymnasiums and progymnasiums. It consisted of 45 clauses ([Polozhenie o zhenskikh..., 1870: 1-12](#)).

On May 31, 1872, the Emperor passed into law 'The Regulation on Teacher's Institutes'. The document was comprised of six parts (general provisions; staff; student body; educational process; Pedagogical Council; benefits of attending teacher's institutes). It consisted of 58 clauses ([Pamyatnaya knizhka, 1879: 312-320](#)).

On July 30, 1871, the Emperor passed into law 'The Statute for Gymnasiums and Progymnasiums under the Purview of the Ministry of Public Education'. This document consisted of three chapters and 132 clauses. The first chapter ('General Provisions') covered the following: objectives; length of study; siting of educational institutions; educational process; Pedagogical Council. The second chapter was devoted to boarding schools at gymnasiums and progymnasiums. The third chapter covered the benefits of attending gymnasiums and progymnasiums ([Ustav gimnazii..., 1871: 1-24](#)). Later on, the government worked out, based on this statute, 'The Rules for Overseeing the Operation of Boarding Schools at Gymnasiums and Progymnasiums'. The purpose of boarding schools was to assist parents who were unable to educate their children at home. This document consisted of seven parts and 72 clauses and included official forms for various purposes ([Pravila po zavedyvaniyu..., 1876: 1-25](#)).

The following year, on May 15, 1872, the Emperor passed into law 'The Statute for Real Schools under the Purview of the Ministry of Public Education'. This document consisted of three chapters and 96 clauses. It had a similar structure to 'The Statute for Gymnasiums and Progymnasiums' ([Ustav real'nykh uchilishch..., 1872: 18-44](#)).

On December 8, 1872, the Minister of Public Education passed into law 'The Rules for Examinations for Students in Gymnasiums and Progymnasiums under the Purview of the Ministry of Public Education' ([Pamyatnaya knizhka, 1879: 205-238](#)). This document was comprised of four parts and 74 clauses.

On August 5, 1877, the Minister of Public Education passed into law 'The Instruction for Form Teachers'. This document consisted of three parts and 31 clauses ([Pamyatnaya knizhka, 1879: 243-251](#)).

4.2.2. One of the documents dealing with lower education in the region was 'The Regulation on Teacher's Seminaries', passed into law on May 24, 1871. The document consisted of five chapters (general provisions; staff; Pedagogical Council; student body; educational process) and 28 clauses ([Polozhenie..., 1871: 1-8](#)).

A few years later, on July 7, 1875, the Minister of Public Education passed into law 'The Instruction for Teacher's Seminaries', intended to regulate the operation of educational institutions of this kind. The document covered the following: obligations of the Principal; obligations of teachers; obligations of the Pedagogical Council; obligations of students; student oversight; educational process. It consisted of 132 clauses. A significant portion of the document was devoted to the curriculum ([Instruktsiya..., 1875: 2-54](#)).

Around the same time, on August 5, 1875, the Minister of Public Education passed into law 'The Rules for Temporary Pedagogical Courses for Male and Female Teachers in Primary Public Schools'. This document consisted of 33 clauses ([Pravila..., 1875: 3-11](#)).

A document that remained in use in the Caucasus is 'The Statute for Uyezd and Parish Schools', passed into law back on December 8, 1828 ([Pamyatnaya knizhka, 1879: 398-405](#)). Note that it had been officially replaced on May 31, 1872, by 'The Regulation on Urban Schools', which consisted of 52 clauses ([Pamyatnaya knizhka, 1879: 406-415](#)).

4.2.3. On issues of primary education

The main document regulating the activity of primary schools in the region was 'The Regulation on Primary Public Schools', passed into law by the Emperor on May 24, 1874. The document was comprised of two sections. The first section covered the objectives for the primary education sector, the various types of primary public schools, and the educational process in the sector. The second section covered the administration of primary public schools. The document was divided into articles and numbered 43 items ([Polozhenie o nachal'nykh..., 1874: 1-10](#)).

That same year, the government passed into law 'The Instruction for Two-Grade and One-Grade Rural Schools under the Purview of the Ministry of Public Education', which was comprised of 91 clauses ([Pamyatnaya knizhka, 1879: 432-448](#)). On a side note, two-grade and one-grade rural schools began to be opened by the Ministry in Russia starting on May 29, 1869. Schools of this kind aimed to provide children in rural areas with a complete elementary education.

This group included certain secondary documents as well (e.g., ‘The Rules for Overseeing the Operation of Parochial Armenian Gregorian Schools’, comprised of just three clauses ([Pamyatnaya knizhka, 1879: 452](#)), and ‘On Home Tutors, Male Teachers, and Female Teachers’, passed into law by the Emperor on May 23, 1868 ([Pamyatnaya knizhka, 1879: 463-466](#))).

4.2.4. On issues of private education

One of the backbone documents regulating the operation of private educational institutions in the region was ‘The Rules for Private Educational Institutions in the Caucasus Educational District’. This document was passed into law on April 13, 1879, by the Tsar's Viceroy in the Caucasus. It consisted of three parts (classification of private educational institutions; procedure for opening and closing private schools; organization of private schools). The document was comprised of 23 clauses ([Pravila..., 1879: 1-10](#)).

5. Conclusion

In the second half of the 19th century, the Caucasus Educational District witnessed the process of unification of the regulatory framework regulating the educational process in the region. In the period from the late 1860s to the early 1870s, the government implemented in the Caucasus a set of educational standards used in the European part of the Russian Empire. These standards, which covered secondary, lower, primary, and private education, played an overall large role in enhancing the quality of education offered by educational institutions in the region.

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