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Public administration in the educational space of the Northern Azov region during the period of 1864-1918 years

Iryna Shumilova^{1*}, Svetlana Zolotukhina², Lyudmyla Zelenska³, Iryna Sherstneva⁴

Abstract---The Northern Azov region covers primarily those territories of modern Zaporizhia and Donetsk regions of Ukraine where there was a dense residence of Ukrainians, Russians, Bulgarians, Germans, Czechs, Tatars, Greeks, Jewish and other peoples in the second half of the XIX and early XX centuries. This multinational region included the territories of Berdyansk, Melitopol, Mariupol, and the southern part of Alexandrovskiy County. Historically, the Northern Azov region has been formed for many centuries. It is a territory where large-scale historical events related to the residence and movement of many peoples have taken place since ancient times. Here different cultures were born, developed, and perished, whole epochs changed. This feature of the historical destiny of the region was preserved in later periods when the Northern Azov region in connection with the geopolitical and military confrontation became a part of various state formations and was a place of settlement of many peoples and nationalities.

Keywords--- Northern Azov region; public administration; historical events

1 Introduction

The Northern Azov region

The pursued scientific analysis allowed to characterize the territory of the Northern Azov that can be conditionally divided into two parts. For many years the northern part was a part of “Zaporozhian liberties” and then after a series of administrative changes - in Ekaterinoslav province (Mariupol and part of Alexandrovskiy County). The southern part belonged to the nomads of Nogai - subjects of the Crimean Khanate, and after joining to Russia and a series of

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administrative changes - to Tavriya province (Berdyansk and Melitopol counties) (Druzhinina 1959; Peoples of the Northern Azov Region 1997).

2 Literature review

In the course of scientific research based on the analysis of civilizational and culturological approaches (V. Andrushchenko, V. Agursky, S. Krymsky, E. Malanyuk, etc.) the specific Azov “Allahton” environment in which the polyethnic population (Ukrainians, Russians, Bulgarians, Greeks, Germans, Jews, Poles, Turks, Armenians, etc.) that led to the co-existence not only of different ethnic cultures but also to the presence of numerous denominations, the most powerful of which were Orthodox and Protestant. At the end of the 19th century, the ethno-educational society in the Azov region was effectively developing where the specifics of the area played a crucial role. It is shown that the Azov region included the lands of the south-eastern part of the Azov-Podolsk crystalline massif that is located north to the Sea of Azov, so in the modern scientific literature (O. Myagchenko, I. Tanatar, B. Rybakova, etc.) they are defined as the Northern Azov region.

At the end of the 19th century, Mariupol County occupied the south-eastern corner of the Ekaterinoslav Province. Its area was 7899 square miles or 822,819 acres (Brockhaus 1896b; Reference Book 1912). According to the first general enumeration of the Russian Empire in 1897, 118,378 Ukrainians (54.8%) lived in the county; Germans - 23,366 people (10.8%); Greeks - 62,214 people (28.8%); Jews - 10,488 people (4.9%); the rest - 0.6% - were Bulgarians - 1292 people (Brockhaus 1891; The First General Enumeration 1904). Peculiarities of the ethnic composition of the population of Mariupol district testify to the Greek “color” of the region. The socio-economical and cultural development of Mariupol’s Greek community was an essential factor in the formation of the polyethnic field of the whole region (Shumilova 2018, 2020). Greek rural communities proved to be reliable carriers and guardians of ethnic features of language, spiritual and material culture, morality, world outlook as well (Brockhaus, 1896a). The originality of the economical development of Mariupol district was owing to many factors the main of them were: favorable geographical location (fertile lands, the Sea of Azov, the port of Mariupol); various benefits for migrants (financial assistance for housing construction and property acquisition); large rural allotments of land - 15 tithings, and foreigners - 30 and more on the peasant’s yard (by the way, the peasant’s yard in Kyiv province accounted only 3.7 acres, on average in Ukraine - 4.4 acres), as well as the fact that most industrial enterprises were adjusted to service agricultural production (Borisenko, 1980, 71). The southern half of the North Azov region (Tavriya province) was originally divided between Melitopol and Dnieper counties. In 1842 Berdyansk district was created from the eastern part of Melitopol (between the rivers Berda and Molochna) and at the same time, the borders of Melitopol were changed (Brockhaus 1896a, 128). Berdyansk district of Tavriya province was “entirely peasant”, it had an area of 7702.0 square miles, it covered the territory of the northwestern shore of the Sea of Azov and it was an extension of the great Nogai

steppe. The soil was humus, very fertile and therefore agriculture in the county was on a good level.

In the encyclopedia of F. Brockhaus and I. Efron (vol. XXXII) in 1901, it is emphasized on a large amount of private - 40,260 tithings - peasant public - 700,325 tithes - land, the peasants-owners had 8575 tithes. It should be mentioned that such branches of agriculture as horticulture, silkworm breeding, and cattle breeding have also developed (Brockhaus, 1901). According to the 1897 enumeration, the national composition of the population was distributed as follows: Ukrainians - 116,064 people (40.87%); Russians - 77,243 people (27.2%); Germans - 27,971 people (9.8%); Bulgarians - 34,197 people (14.9%); Jews - 17,130 people (6.03%); Greeks - 1574 people (0.6%), the rest of the population were Moldovans, Poles, Czechs, Armenians, Gypsies and other nationalities (only 0.6%) (The First General Enumeration 1904, 615).

The particular aspects of the ethnic composition of Berdyansk district were that Bulgarians and Germans lived densely on its territory and this indicates the Bulgarian-German societies with their characteristics. Melitopol County with an area of 11,639 layers had the form of a triangle that rests with its apex in the Arabatskaya Strelka and the Sea of Azov and the base - in the rivers Dnieper and Konka (Brockhaus 1896a, 57). A characteristic feature of the ethnic composition of the population of Melitopol County as well as other counties of the Northern Azov was the outnumbering of Ukrainians and Russians - 267,035 people (78.7%); however, the national palette of Melitopol County was diverse: 29,338 Germans (8.6%); Jews - 32,448 people (9.7%); Bulgarians, Tatars, Poles, Armenians, Gypsies and other nationalities (Kabuzan 1976, 65). The main occupation of the local people was farming. This was facilitated by the fertile lands of the region and the fact that out of 11,89630 tithings of land (or 63.3%) belonged to peasants and colonists, 340,263 tenths (28.7%) - to private owners (The Tauride Diocese 1887, 29-30).

At the beginning of the XIX century, the settlement of the Northern Azov took place on preferential terms particularly in Melitopol County, and this contributed to its agricultural development. The main branches of agriculture were cattle breeding and farming, viticulture, and silkworm breeding. In the second quarter of the XIX century, the process of changing over from natural to manufacturing production begins in Melitopol County as well as in other counties of the North Azov region. That, in its turn, stimulated the increase of agricultural culture, selection of grain, use of fertilizers, application of scientific rules of crop rotation, improvement of agricultural equipment, etc. (Druzhinina 1959; Kabuzan 1976; Krylov Nechiporenko, and Donchenko 1991).

Summing up the obtained data on the ethnic composition of the population of the North Azov region (1052525 people) it is possible to conclude about the heterogeneous national composition owing to the history of the settlement of the region. Peculiarities of the ethnic composition of Berdyansk, Melitopol, Mariupol, and the southern part of Oleksandrivskiy counties are given in Table 1 that shows the ratio of individual ethnic groups and their territorial distribution.

Table 1
National composition of the rural population of the Northern Priazovye (in%) according to the census of 1897 (Peoples of the Northern Azov Region 1997, 159-162)

Nationality	Berdyansk County	Melitopol county	Mariupol county	The Southern part of Oleksandrivskiy county
Ukrainians	40,87	50,3	30,2	67,7
Russians	27,2	28,4	24,6	24,3
Germans	9,8	8,6	10,8	4,9
Bulgarians	14,9	1,2	0,6	-
Greek	0,6	0,5	28,8	0,2
Jews	6,03	9,7	4,9	2,3
Moldovans	0,2	0,3	-	0,1
Polish	0,1	0,8	-	0,2
others	0,3	0,2	0,1	0,3

One of the main features of the society of the region in the second half of the XIX and early XX centuries is that its population was formed as a result of active colonization processes. Foreign settlers Germans and Greeks (from the end of the XVIII century) and Bulgarians (from the 60s of the XIX century), who in the words of the famous teacher N.A. Korf (1881b, 786), “morally prevailed” in the region, brought the features of their national cultures and mentality with them that can be generally defined as a set of concepts, ideas, and images that are formed within the ethnocultural community and consolidated hold in the minds of people via communicative processes. The Northern Azov of the end of the XIX - beginning of the XX century was an allahtonic environment - a landscape area in which the dense polyethnic population arrived here as a result of voluntary or forced migration from other regions and countries (Peoples of the Northern Azov Region 1997, 6-7).

Let us think in more detail the features of the Ukrainian-Russian, German, Greek, and Bulgarian socio-cultural field in the North Azov Sea. The socio-cultural field in the ethnoregion is the sphere of action of the people’s culture and the process of acculturation in general that reflects the process of individual entry into a particular culture, the process of assimilation of cultural norms, language, ways of thinking and acting, etiquette that distinguishes this kind of culture from others (Peoples of the Northern Azov Region 1997, 15). In the North Azov region, Orthodox (Ukrainian-Russian, Bulgarian, Greek) and Protestant (German) socio-cultural fields have significantly influenced not only on positive economical processes but also on socio-pedagogical ones especially on the development of school education (Boguslavsky 1999). Let’s consider the origins of each of them in more detail.

The main role in the development of the ethnic mixture of the North Azov region was played by the steady migration flows of Ukrainians and Russians. Taking into consideration the difficulty of determining the correlation between Russians and Ukrainians who inhabited the region, it was

determined not only by the 1897 enumeration in the Tavriya province (Ukrainians - 50.8% and Russians - 22.6%) but also by statistical collections of the North Azov zemstvo county administrations. The article aims to reveal and characterize the role of zemstvo in the development of education in the North Azov region.

3 Results

Statement of the main material

The complex of ethnonational processes was intensified by the influence of historical and socio-economical factors, the main of which was the abolition of serfdom in 1861. The abolition of serfdom in Russia gave hope of improving economical and cultural life in the state. It was believed that educational reform would be the first in a series of necessary ones. The financial economy, the army, and the court were reformed. Under such circumstances, it was quite realistic to expect changes in the field of education because only 2-3% of peasants could read and write according to the statistics before the reform in 1861 in Ukraine (Charnolusskiy, 1908).

The illiteracy of the masses hindered the development of capitalist relations in industry and agriculture and became a vital socio-economical and political problem. On January 1, 1864, a new system of local government was introduced in the Russian Empire — zemstvo and city self-government bodies. Their appearance was owing to serious objective reasons. The abolition of serfdom required a fundamentally new organization of all local governmental services. Zemstvo institutions were introduced as a concession to the nobility but objectively contributed to the growth of the bourgeois development in the country. The autocracy limited the functions of zemstvo institutions as much as possible, submitting them to the administrative and financial care by state institutions on the ground and in the center (Complete Collection, 1900, 1-78). Zemstvo institutions were introduced not everywhere, but only in 34 provinces of European Russia, among them in 9 Ukrainian ones: Volyn, Katerynoslav, Kyiv, Podil, Poltava, Tavria, Kharkiv, Kherson, and Chernihiv. In Poltava, Kharkiv, and Chernihiv provinces zemstvo institutions were introduced in 1865, and in Katerynoslav and Tavriya - in 1866. The activities of zemstvo were strictly regulated by economic matters: construction, local roads, schools, hospitals, shelters, care, charity, zemstvo statistics, veterinary control, etc.

Zemstvo institutions had a clearly defined structure: administrative bodies - provincial and county zemstvo assemblies, and executive - provincial and county zemstvo councils. Provincial meetings were carried out once a year for a period not exceeding 20 days and consisted of commons elected based on property qualifications and the curial system (Akimov 1915). The first and second curias were not class, while the third- peasant one was a class. The number of provincial commons did not exceed 50 people. County zemstvo meetings were smaller, carried out each year for up to 10 days. The Zemstvo council was elected for three years. It consisted of several people who decided on the issues of land management and invitations to the service of teachers, doctors, agronomists, and other employees (A Brief Encyclopedia 1914, 30-31).

The first draft of the “Regulations on Provincial and County Zemstvo Institutions” did not mention the participation of zemstvo in public education, drawn up by the Ministry of Internal Affairs and submitted to the State Council in 1863. However, in the final version of the approved “Regulations” zemstvo was allowed to take care of public education “mainly in economic terms” (paragraph VII, Article 2). At the same time, zemstvo expenses for the school were classified as “optional”. The only possibility for zemstvo to influence an academic life was to give them the right to replace two seats on school boards that existed until March 1917 (Regulations on Provincial 1864, 1867, 1-11).

In the first decades of existing governmental authority, provincial zemstvo played a minor role in the development of public education. The trustees of education were the county zemstvo that faced the need firstly to confine themselves to the modest task of persuading the peasants to build schools and to raise funds for this purpose. They also allocated funds for teachers’ salaries, and in the 1990s they took full account of their balances and increased them significantly. At this time, county zemstvo began to help schools with school supplies, to allocate funds for heating, lighting, and others. According to Veselovsky (1918, 9), in the late ‘70s of the twentieth century, the share of rural communities in the cost of public schools was 45%, in the late 80’s - 30%, and in 1900 - 5%.

The intensification of zemstvo in the field of public education provoked reactionary actions of the government aimed at limiting the influence of provincial and county zemstvo on primary schools. In 1869 the Institute of Inspectors of Public Schools was approved and model ministerial schools were formed. In 1874 a new “Regulations on Primary Schools” was approved that lasted until 1917. It placed the public school under the direct authority of the local bodies of the Ministry of Public Education - the directorates of public schools. However, school councils did not meet for years, the inspector of public schools headed several counties at once and did not have the opportunity to take control. Zemstvo councils, assemblies, and representatives of zemstvo in school councils remained the actual heads of administrative school affairs and the educational process (Veselovsky 1918, 49).

The “Regulations on Provincial and County zemstvo” of 1890 stated that in the field of education their competence includes “care for the development of public education and participation in the management of schools and other educational institutions maintained at the expense of zemstvo” (Regulations on Primary Public Schools 1875, 25). In this document that was considered to be the main one for zemstvo, their rights and responsibilities were not clearly defined. Later, they were specified in many legislative acts, instructions, and regulations. The state reserved the right to direct and manage zemstvo constantly, making it dependent on certain political or economical conditions (Shumilova 2008).

According to the learned experience of zemstvo, there was a tendency to prevent the expansion of the rights of local self-government to maintain state control over public education. Such a policy of the government was manifested in the constant rejection of zemstvo proposals and petitions in the field of education. On June 12, 1900, a law was passed to fix the growth of zemstvo’s taxes, according to which zemstvo was forbidden to increase expenditures on public

education no more than 3% per year. The period of 1910-1914 when the Minister of Education was L. Kasso was particularly unfavorable for them because at this time the institution of school inspection was significantly strengthened, teachers were no longer considered zemstvo officials, so their dismissal or transferring was removed from the competence of zemstvo and became the prerogative of the school inspection (Regulations on Provincial and County 1911, 115).

Local government interference in the work of zemstvo intensified along with government restrictions on zemstvo education. Governors often disagreed with the decision of the zemstvo assembly and did not approve them that made these decisions illegal. This government's policy showed that compared to the fullness of power that inspectors had, school boards, governors, and even the marshal of the nobility by law, zemstvo didn't have any support from the state. Via the period of their activity the zemstvos dealt with the government. This is evidenced by numerous zemstvo petitions to expand their rights in the management of primary public schools (Pirumova 1992, 251-257).

What was the state of primary education in Russia, including the North Azov Sea before the introduction of zemstvo? Schools of the pre-reform period were under the control of the Chamber of State Property, specific administration, clergy, landowners, existed only for statistics. A small number of children attended schools. Most pre-reform schools, as well as students, appeared only on paper in the reports of departments. Existing schools did not meet even the most essential requirements of pedagogical science.

For example, in Kharkiv province at the beginning of the XIX century, there were 18 county schools (Korzh 1999, 128). In Chernihiv province, according to the journal of the Ministry of Education only 3 rural schools were opened that were sooner closed from 1804 to 1820. From 1840 after the establishment of the Ministry of State Property, the gradual arrangement of schools for former state peasants began. Owing to this there were already 70 schools in Chernihiv province by 1860. Among them 64 were opened by the Ministry of State Property and 6 - by landowners, 17143 people had 1 school (Drovozyuk 1998, 23). No school was opened in the Bakhmut district of Ekaterinoslav province 22 years before the establishment of zemstvo. In Katerynoslav County, 15 villages had schools that covered only 6% of school-aged children. Curators were exclusively priests, who attended school only from time to time and therefore the training process progressed poorly and students left school in two or three years (Kalenichenko 1988; Marmazova 1999).

In general, statistics show that before the peasant reform of 1861 in the Ekaterinoslav province there were 400 parish schools, most of which existed only on paper (Karagodin 1897). In Berdyansk district of Tavriya province (for 150 thousand population and 150 settlements) there were only 15 schools that enrolled 668 boys and 86 girls. Here are some of the most typical facts from the reports of the parish boards of Berdyansk district to understand what kind of schools they were.

So, one of the documents testifies that the number of pupils is specified everywhere and in a column where it was necessary to specify the head (curator) who were local fathers on all schools with a salary from 50 rubles to 120 rubles a year and assistants - deacons who received from 35

to 70 rubles for this, there was made a note: "There is no leader transferred to another parish" or: "Training was not carried out because of the lack of money by the Chamber of State Funds". I must say that these so-called "staff schools of the Ministry of State Property" were kept on the funds sent by the Chamber of State Property in the amount of 135 to 275 rubles per year per school (Collection of Resolutions 1910, 342).

In 1867 the head of the Berdyansk County School Council visited all the schools in the county to study their conditions. He noted: "Examining the county's primary schools and knowing local residents' statements about primary education, I conclude that the county and the city of Berdyansk have a significant need in primary schools... Schools that exist on a preliminary basis have about 30, 40, 50, etc., but there were no more than 3, 5, 6 boys, if the schools met with students with a large staff, it is them who began to use funds from zemstvo" (Collection of Resolutions 1910, 8). If we add to this the fact that schools existed mainly on paper, there were no specific plans, curricula, textbooks, and teaching was conducted at the discretion of the teacher and the textbook was usually any book that fell into his hands; that there was no care for schools and management of the educational process in them, and discipline in schools was observed so strictly that students "positively ran away from school", it is better to say that the state of public education in the North Azov region, particularly in Berdyansk region at the time of the establishment of zemstvo institutions was "uncharted territory" (Collection of Resolutions 1910).

The greatest achievement of zemstvo was the establishment of the zemstvo primary school that quickly spread throughout the state. The very logic of the opposition movement and democratic pedagogical thought led to the creation of an educational institution of this type. After all the existing rural schools at that time (ministerial and church-parish) did not meet the needs of the time. E. Zvyagintsev, an educator of that period, assessed the ministerial schools as follows: "Neither in pedagogical nor in organizational terms did the ministerial schools say their word and could become a model for public schools..., and not a place of pedagogical creativity that can cause imitation" (Zvyagintsev 1917, 20). The term "zemstvo school" was used during this period to denote the main theoretical content. This name was associated primarily with the "new" school, "progressive", "public". Zemsky school was sometimes called "agricultural" or "Zemsky-public" (Kurchenko 1996, 99). Such diversity of the very concept of "zemstvo school", the use of the term "folk school" was a characteristic phenomenon for the reports of zemstvo administrations because for zemstvo institutions such terminology was not particularly essential (Report of the Alexandrovskiy County 1905, 18). Most historical and pedagogical researchers after 1917 associate with the concept of "Zemsky school" a type of only primary, created by N.A. Korf (Doroshenko 1991; Pirumova 1992; Stuparyk and Sabat, 1997).

4 Discussion

Thus, zemstvo school is a primary school (single-staff, double-staff) that had a regional ethnographic character. The primary public school in the North Azov region was the center in which the main zemstvo work on public education was concentrated, and at the same time,

according to N.A. Korf (1881a, 69), it was a pedagogical laboratory where the whole set of this work was created and developed. Almost all researchers of the history of zemstvo of the pre-revolutionary period B.B. Veselovsky, E.O. Zvyagintsev, V.I. Charnolusky and others had the opinion that in the first period of zemstvo activity (60 - the first half of the 90s of the XIX century) that the care for primary education was removed everywhere to the department of county zemstvo. Zemsky school was the focus of the North Azov region zemstvo during their activities, starting from the 60s of the XIX century and in the early 20 century. Veselovsky (1909), analyzing the development of the zemstvo budget in general and the costs of public education in particular, singled out the progressive educational policy of "peasant" zemstvo that were the most democratic, although they had no aristocratic representation. "It is so-called "peasant" zemstvo of Vyatka, Perm, Olonets, and Vologda provinces; this includes Berdyansk district, zemstvo of Tavriya province that already created a significant organization of public education in the 60's" (Brockhaus 1896b, 330).

The priority direction of the educational activity of the Berdyansk zemstvo, even among Azov zemstvos, was repeatedly pointed out by N.A. Korf as the organizer of the public school and as the zemstvo commons of the Oleksandrivskiy district. Thus, in the journal "Bulletin of Europe" in 1881, he wrote: non-compulsory educational expenses are spent for the zemstvo that significantly exceeds the entire estimate of compulsory and non-compulsory expenses of the Alexandrivskiy zemstvo that exists under normal conditions. Berdyansk Zemstvo spends annually 73868 rubles on education, 55228 (74.8%) rubles of which only for public schools of one county, it is unlikely to find another similar county in Russia (Korf 1881b, 789). Exploring the role of Ukrainian zemstvos on the development of public education, S. Rusova also noted the special role of the peasant Berdyansk zemstvo of Tavriya province. "Berdyansk district, completely peasant, was the most attentive to public education", wrote S. Rusova. "Allocations for public education at that time grew, they began in 1869 with 19,000 rubles, rose in 1910 to 261,500 rubles, from 18% of the total calculation to 37.8%, while in other counties the cost of education did not rise above 12-19% (Rusova 1911, 37). Rashin (1951, 26) also confirms that at the end of the XIX century Berdyansk district of Tavriya province with a literacy rate of 7.63% ranked third in the Russian Empire in the number of literate people per 100 population ahead there was only Finland - 12% and the Baltic region - 9%.

5 Conclusion

Significant amounts of money spent by Berdyansk zemstvo on public education have been repeatedly pointed out by officials from Saint Petersburg in their reports on the consequences of the inspection of zemstvo schools in southern Ukraine. Thus, in the general report of the state of public schools of the Tavriya province in 1892, it was noted that the largest contributor to the development of public education in Tavriya province was Berdyansk district zemstvo. The report provides some data from this document - indisputable proof of the above mentioned. "This zemstvo", we read in the essay, "spends large sums on public education to improve schooling that

was about 93 thousand rubles in the reporting year” (General Sketch 1893, 80). By creating their educational institutions, zemstvo has decided not only to increase the number of schools but also to make them much more perfect than the existing ones and to some extent made alternatives to them. A significant contribution to the establishment of zemskaya primary school was made by the intellectuals elected to local self-government bodies. In the North Azov region, they were O.P. Tovbych, V.E. Gaevsky (Berdyansk district), Y.P. Novitsky, M.O. Karishev (Alexander district), M.F. Hoffman (Melitopol district), F.A. Hartakhai (Mariupol district), and many others.

Disclosure statement

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