

Training and Development in The Turkish Public Bureaucracy: An Assessment on The Ministry of Foreign Affairs*

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Abstract

In a globalized world, existing systems are proving insufficient for having a voice, and new public administration approaches are emerging to meet evolving global conditions. For this reason, the need to reorganize the training process of bureaucrats who ensure the effective implementation of state policies in, in accordance with current conditions, is one of the most important issues for the Turkish bureaucracy.

The term bureaucracy, which entered world literature from French, encompasses all the processes involved in conducting state affairs. As its definition suggests, bureaucratic training is one of the most important actions determining the fate of a state. This study addresses the problem of bureaucratic training and emphasizes the necessity of a structure that is suitable for Turkish state traditions and contemporary global conditions. Using a qualitative research method, the study's sample focuses on the changes in success and failure in Turkish Middle East policies after 1990, and their correlation with the merit and training of bureaucrats within the Ministry of Foreign Affairs. Therefore, the study utilizes the Ministry of Foreign Affairs' personnel policy literature, relevant legislation, activity reports, and published studies to reach a conclusion. As a result, the study concludes that a bureaucracy school should be established within the Ministry of Foreign Affairs, and that such a school is necessary.

Keywords: Ministry of Foreign Affairs, Personnel Policies, Bureaucracy, In-service Training

Introduction

Relations between Türkiye and Northern Iraq, which have long been volatile, began to develop rapidly with the recent governments in Iraq, but today they also experience periods of turmoil. As seen in the news report, relations were reduced to their lowest level as a reaction to the independence referendum held in Northern Iraq, and tensions even manifested themselves in a death, an event considered unifying and apolitical in both societies. There was no bureaucratic participation from at the funeral of former Iraqi President Jalal Talabani, and the Republic of was not represented at the funeral. However, Iranian Foreign Minister Javad Zarif, representing Iran, which shared 's views on the independence referendum, attended the funeral and laid a wreath justified this by citing Talabani's statements before his death, which led to a diplomatic crisis. Since the influence of bureaucrats is undeniable in such situations, the training of bureaucrats is one of the most important issues to be given priority in a globalized world. This incident alone demonstrates a problem in Turkish bureaucratic training or that the right steps have not been taken in terms of diplomatic training. This study will examine the problem of bureaucratic training in our

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country within the framework of bureaucratic education in the Ottoman Empire and will emphasize the necessity of a structure that is in line with Turkish state traditions and contemporary global conditions. To this end, the literature on the personnel policy of the Ministry of Foreign Affairs, relevant legislation, activity reports, and published studies will be used to reach a conclusion. (<http://medyascope.tv/2017/10/06/rusen-cakir-turkiyenin-su-anda-irak-kurdistaninda-bir-partneri-yok-ama-iranin-var-bu-yuzden-iran-turkiyeden-daha-onde/>, 10.12.2017).

Bureaucracy And Bureaucracy Education

Bureaucracy and Conceptual Framework

The word "bureaucracy" is derived from the combination of the Latin word "burra" and the Greek word "kratos". "Burra" means a thick, dark-colored fabric used to cover tables; "kratos" means sovereignty or administration. Accordingly, bureaucracy means "the sovereignty of tables or offices". (Fişek, 1979:65) Another thesis regarding the origin of the word is that it is formed from the combination of the French words 'bureau', meaning government office, and 'cratie', meaning power. The word bureaucratie was first used by the French economist Vincent de Gournay. (Kalağan, 2010:14) According to the Turkish Language Association dictionary, the definition of bureaucracy is; 'A group of high-level managers working in state institutions'. (http://www.tdk.gov.tr/index.php?option=com_gts&kelime=b%C3%BCrokasi, 12.12.2017).

Max Weber is the first scientist to systematically examine and explain the concept of bureaucracy. (Özdemir, 2001:16) According to Weber, bureaucracy can be defined as a form of organization that operates within a discipline where division of labor, hierarchy of authority, written rules, correspondence and archiving of activities, and institutional structure are prominent. (Terzi, 2012:14)

According to Weber, ancient bureaucracies (Ancient Egypt, Byzantine Empire, etc.) are patrimonial organizations as a special form of traditional authority. (Eryılmaz, 2002:51) A situation where authority is fundamentally traditional, but the holder of power exercises authority through personal autonomy, is called "patrimonial" authority. In a patrimonial authority system, when special powers and related economic advantages are acquired, "decentralized" authority emerges. (Weber, 2005:68)

Weber's concept of ideal bureaucracy has some structural and operational characteristics. According to Weber, the regular and continuous execution of tasks; The exercise of necessary powers should be ensured through systematic regulations, and bureaucratic management should be based on written documents. Weber, who viewed civil service as a profession, argued that the selection of civil servants should be based on their technical skills and abilities, not on their place in society or their family's position, and that these civil servants should perform their duties impersonally. According to Weber, the civil servant should leave their private life outside the moment they enter a government office. Weber, who argued that civil servants should receive specialized training, stated that the division of labor contributes to specialization. (Kalağan, 2010:27)

According to Hegel, bureaucracy, by positioning itself between the state and civil society, ensures that private interests in society are transformed into the general good represented by the state. (Kalağan, 2010:23) Hegel spoke of the necessity of bureaucracy in ensuring social balance and national integration. According to Hegel, the most important task of bureaucracy is to safeguard the general good that civil society cannot safeguard. (Eryılmaz, 2002:22) According to Hegel, bureaucracy is rational and impersonal. (Kalağan, 2010:24)

According to Marx, bureaucracy appears not as a means of maintaining balance in society, but as an instrument of oppression for the ruling class because bureaucracy does not exist within the organic structure of society; it arises as a result of production relations. According to Marxist theory, bureaucracy is the fundamental weapon of the bourgeoisie's continuous war against feudalism, based on the foundation of capitalist society. (Kalağan, 2010:24) According to Marx, bureaucrats lack effort and imagination, and because bureaucrats shy away from taking any responsibility, bureaucracy is a weak and incompetent structure. (Mouzelis, 2001:12)

Bureaucracy Education

While the development of states, industrialization, capitalism, democracy, and the idea of equality emphasize the necessity of a bureaucratic structure, according to Weber, rationalization, the most important characteristic of the age, is not only a phenomenon seen in the field of administration but also a situation that emerges in every area of social life; in economics, law, religion, and other fields. Rationalization, which expresses the direction of human behavior towards a goal, can be observed in all areas of social life, and there is a focus on concrete goals. According to Weber, the bureaucratic management style constitutes the most rational type of organization. (Kalağan, 2010:18) Weber emphasizes that the increasingly complex and diverse management tasks cannot be solved with honorary officials, and that these can only be carried out more quickly, at lower cost, and with fewer errors by full-time professional bureaucrats. As can be understood from this, bureaucracy education is an indispensable part of today's states.

Bureaucratic Education In Turkish Public Personnel Policies

Bureaucratic Education in The Ottoman Empire

In the early periods of the Ottoman Empire, bureaucrats generally did not represent the interests of any class or group, or even their own. The basic condition for entering the bureaucratic structure was having received an education. Having traditional or modern education was the most important factor distinguishing the upper echelons of government. (Heper, 1974:64) Unlike in the West, the condition for belonging to the upper class was not property and lineage, but being educated. (Özbudun, 2003:190) Therefore, it was essential to receive a good education to become a bureaucrat. Although different educational models were applied in the Ottoman Empire from time to time, during the rise of the empire, and especially after the conquest of Istanbul, with the strengthening of the bureaucratic structure, educational models and schools suitable for this bureaucratic structure were developed. The Enderun school is one of them. (Halaçoğlu, 2002:804).

Enderun School

Founded in the Edirne Palace during the reign of Sultan Murad II, this school was further developed during the reign of Mehmed the Conqueror, and new units were added, transforming it into a place where all kinds of officials needed by the state were trained. (Halaçoğlu, 2002:804) Later, it was moved to Topkapi Palace, where education began to be provided in political science and military school, as well as literature, fine arts, law, etc. (Halaçoğlu, 2002:804) One of the various tasks of the Enderun School, which had no equivalent in any previous state, was to train capable 'kapıkulu' (palace guards) to protect the power and might of the state and to conduct educational activities to ensure they gained experience. In this sense, it differed from madrasas and served as an institution that trained more civil and military administrators. Students selected from among young recruits of devshirme origin underwent an intensive training process and were divided into various levels. (Kazıcı, 2004:151) Later, these students were grouped according to their abilities, with some being sent to the Janissary corps and others to schools such as the Edirne Palace, Galatasaray, İbrahim Paşa Palace, and Eski Saray schools, where they could specialize in their fields and acquire various skills. Those who entered the palace were tested during and after their education; those with superior abilities were selected and continued their training to become administrators, while the rest were sent to military duties. Those who remained in the palace received a few more years of training to master administration, and during this process, they were assigned to various chambers and institutions to gain experience. (Şirin, 2000:351) Over time, the student recruitment process for the Enderun changed, and sometimes, by order of the Sultan, the children of prominent statesmen and famous artists of the time were admitted. (Öztuna, 2004:203)

Merit and loyalty were always prioritized in the recruitment of students. (Özdemir, 2001:111) However, within the changing world order, significant problems began to occur in the Ottoman State, the Enderun, and the devshirme system. After the devshirme system was abolished, the slaves of statesmen and those brought from Anatolia and Rumelia began to be admitted to these schools. (Ortaylı, 1979:141) Important families wanted their children to be admitted to this school, but they did not receive much support due to the difficulties this would create. However, some statesmen began to give their own children as slaves to the state, thus trying to ensure their advancement to state positions. (Ortaylı, 1979:142)

With the abolition of the Janissary Corps and the establishment of the Nizam-ı Cedid, Enderun graduates began to be appointed as commanders in the units. With the opening of schools like the Military Academy, the Enderun lost much of its importance and was completely abolished by a directive issued during the reign of Abdul Hamid II. (Terzi, 2012:250)

The establishment of the School of Justice was one of the most important steps towards training civil servants in the new system. The purpose of the school was to train civil servants needed by state offices. (Akyıldız, 2004:49) Those over the age of eighteen were not accepted into this school, which would be under the supervision of the Ministries of Foreign Affairs and Finance, and those who studied at the school for a few years but were unsuccessful were expelled from the school to be employed elsewhere, outside of the offices. (Gültepe, 1999:251).

Bureaucrat Education in the Tanzimat Period

From the mid-19th century onwards, various measures were taken in all countries of the world to ensure that the services provided by the state were of higher quality. Foremost among these measures was the idea that it would be appropriate for individuals to be employed as public officials to undergo training related to their duties before being appointed. (Aykaç, 2003:48) In the Ottoman Empire, some changes were also made in the methods of training and appointing civil servants to state offices during this period. The transformation of the Ottoman Empire into a modern centralized state increased the need for a bureaucracy composed of well-trained and reliable

officials. Ottoman bureaucrats trained before the Tanzimat period consisted of individuals whose lineage was erased and who were only expected to be loyal to the Sultan, and who were trained accordingly. After the Tanzimat, the tradition of 'the son of a bureaucrat becomes a bureaucrat' began, and bureaucratic positions passed into the hands of the wealthy and influential classes. Therefore, during this period, education was viewed as a means of securing a position. (Kabaklı, 2002:52)

With the Tanzimat reforms, a new bureaucratic elite emerged, having completed their political education in the Translation Office and Ottoman embassies abroad, and having received a Western-style and practical education there. The distinguishing characteristic of these bureaucrats was "education." (Heper, 1974:67)

The Sublime Porte Translation Office

The Translation Office, whose founding purpose was to teach French to civil servants, gradually became a factory of civil servants meeting the needs of all state institutions, especially the Ministry of Foreign Affairs. (Terzi, 2012:226) Students called "shakird," who entered the writing offices called "kalem" in the departments of the Sublime Porte, were trained by the chief clerks and senior secretaries and became bureaucrats. The most important feature of the in-service training that took place in the offices was that it only covered the subjects and rules related to that office. Those who were given the opportunity to train in this way had the chance to rise to the rank of Grand Vizier, depending on their abilities. (Sakaoglu, 1991:48)

There were no Muslim translators in the Ottoman Empire until the Greek rebellion. With the Greek rebellion, the gravity of the situation was understood, and the Greek chargés d'affaires who deceived the state with false information were dismissed, and the translator of the Imperial Council was executed. (Terzi, 2012:226) Although it did not achieve much success in the early days, over time, with the emergence of people from among Muslims who knew languages and diplomacy, it became the most important source for foreign affairs and for training bureaucrats. In this form, the Translation Office served both as a school training bureaucrats and as an office handling the Sublime Porte's foreign correspondence. (Ersoy, 1999:268) The Translation Office staff translated political and diplomatic documents given to the office, as well as laws and regulations concerning the state. Furthermore, with the Tanzimat reforms, they commissioned news articles to be published in European newspapers to influence European public opinion. (Balci, 2006:120)

Following the Translation Office, various schools continued to be established with the aim of training bureaucrats capable of making decisions in a Western sense and without religious bias. Among these schools, Galatasaray High School, Mekteb-i Mülkiye, Mekteb-i Maarif-i Adliye, etc., played very important roles in training civil bureaucrats and later in political life. (Heper, 1974:62)

School of Political Science

The curriculum of the School of Political Science, a higher education institution established to train civil servants, could be defined in modern terms as "public and international affairs." (Davison, 2004:241) This school, established to train local administration officials, also trained officials for the Ministry of Foreign Affairs. The tradition of administration based on cooperation between the military and civil bureaucracy, strengthened by the Enderun School, gained a new dimension with the aim of further strengthening the civil side. (Aykaç, 2003:48).

Education Of Bureaucrats In Turkish Republic

In order for the newly established Republic of Turkey to be a bureaucratic state, new educational institutions were opened and the locations of some schools were changed. The School of Political Science, which moved to Ankara, and the newly opened School of Law met the state's need for civil bureaucrats for a long time. (Heper, 1974:106) With the transition to a multi-party system, the faculties of economics and administrative sciences, which increased in number, and the Academy of Economic and Commercial Sciences, which was a continuation of the Hamidiye School of Commerce, were also important institutions that trained high-level managers. However, it was observed that by the 1980s, these schools, which initially admitted students based on supply and demand, admitted too many students who did not meet the necessary conditions, and this situation lowered the quality of the education provided. (Aykaç, 2003:53) The School of Political Science, whose name was changed to the Faculty of Political Science, continued its task of training bureaucrats with strong social skills by giving its students various logic, sports, culture, and art courses, just like the Enderun School. (http://politics.ankara.edu.tr/?bil=bil_icerik&dersler=1&ens_birim=2350&lisans=,14.12.2017)

Ministry of Foreign Affairs Personnel Policies

The foundations of Turkey's foreign policy in the Republican era were laid during the years of the National Struggle. The "Ministry of Foreign Affairs" was officially established on May 2, 1920, along with the first National Government formed immediately after the opening of the Grand National Assembly of Turkey on April 23, 1920. In 1927, the first comprehensive legal regulation regarding the organization of the Ministry of Foreign Affairs was made, and the foundations of the current structure of the Ministry of Foreign Affairs were laid with Law No. 1154. In line with the international environment that emerged after World War I and the increasingly widespread efforts at international political and economic cooperation and organization, the number of Turkey's Permanent Missions has also increased with the proliferation of multilateral diplomatic activities and international organizations. The Ministry's overseas organization consists of embassies, permanent missions, consulates general, embassy consular sections, and honorary consulates general and honorary consulates. As of the end of 2016, the number of foreign missions reached 235. Of these, 135 are Embassies, 13 are Permanent Mission, 85 are Consulates General, 1 is a Trade Office, and 1 is a Consular Agency.

Table 1 - Distribution of Turkish Republic Foreign Missions by Type (as of end of 2016).

Type of Representation	Numerical Distribution	Proportional Distribution (%)
Embassy	135	57.4
Permanent Mission	13 hours	5.6
Consulate General	85	36
Trade Office	1	0.5
Consular Agency	1	0.5
Total	235	100

According to Article 3 of Law No. 6004 on the Establishment and Duties of the Ministry of Foreign Affairs, the Ministry of Foreign Affairs consists of a central office and an overseas organization, employing a total of 6278 personnel.

image_e59c7c.png dosyasındaki grafikte yer alan verileri İngilizceye çevirerek düzenli bir tablo haline getirdim. Dışişleri Bakanlığı personel unvanlarına en uygun diplomatik ve idari karşılıklar kullanılmıştır.

Personnel Breakdown Table (Personel Dağılım Tablosu)

Table 2 - Distribution of Ministry of Foreign Affairs Personnel by Status

Turkish Title (Original Title)	İngilizce Çeviri (English Translation)	Kişi Sayısı (Count)
MESLEK MEMURU	Career Diplomat / Foreign Service Officer	1024
KONSOLOSLUK VE İHT. MEMURU	Consular and Expertise Officer	833
DIŞİŞLERİ UZMAN YRD.	Assistant Foreign Affairs Expert	11

Turkish Title (Original Title)	İngilizce Çeviri (English Translation)	Kişi Sayısı (Count)
MERKEZ MEMURU	Headquarters Officer	939
KORUMA GÖREVLİSİ	Security Guard / Protection Officer	436
MERKEZ SÖZLEŞMELİ	Contracted Staff (Headquarters)	17
DANIŞMAN	Advisor / Consultant	21
HUKUK MÜŞAVİRİ	Legal Advisor	8
UZMAN MÜŞAVİR	Expert Advisor	10
İÇ DENETÇİ	Internal Auditor	2
BASIN VE HALKLA İLİŞKİLER MÜŞAVİRİ	Press and Public Relations Advisor	5
DIAB BAŞKANI	Head of DIAB (Digital Innovation and Analysis Dept.)	1
GEÇİCİ İŞÇİ	Temporary Worker	35
SÜREKLİ İŞÇİ	Permanent Worker	38
YURTDIŞI SÖZLEŞMELİ	Contracted Staff (Abroad)	2898
	TOTAL	6278

Ministry of Foreign Affairs Bureaucrats and Their Education

Within the scope of the Ministry's duties, civil servants who assume duties, authority, and responsibility in the formation and implementation of Turkish foreign policy and who perform representation duties are called professional civil servants. They monitor and analyze developments in the field of international relations, including the political, economic, and cultural dimensions of bilateral and multilateral relations with foreign states and international organizations, as well as international law issues; provide the necessary inputs for the formation of foreign policy; and implement strategies and courses of action within the framework of the foreign policy determined by the government. To become a professional civil servant, it is necessary to have graduated from a four-year faculty in the fields of social sciences or law, or to have completed a master's degree in one of these fields. Those who pass the professional civil servant examination, which is held once a year, serve as candidates for one year before starting their duties as permanent civil servants.

Civil servants who assume duties, authority, and responsibility in areas requiring special expertise such as administrative and financial affairs, legal affairs, protocol, economic and cultural relations, and who perform representation duties are called consular and specialist officers. To become a consular or specialist officer, it is necessary to pass the consular and specialist officer candidacy exams, which are open only to graduates of specific faculties or departments, taking into account the need for specialization in the field of function. Prior professional experience may also be required if deemed necessary. After a one-year probationary period, appointments are made in accordance with the needs of the central and overseas organizations, in connection with the specialized branches. It is not possible to transition from Consular and Specialist Officer status to Professional Officer status. However, personnel in Consular and Specialist Officer status may be appointed to Professional Officer status if

they meet the application requirements and pass the required exams. Foreign Affairs specialists are civil servants working in the central organization who carry out duties assigned under international legislation, perform all specialized tasks required by the ministry's work, contribute to the ministry's institutional development by making suggestions and producing projects, and perform other similar duties assigned by their superior within the scope of their unit's responsibilities. Unlike other civil service positions in the ministry, they are recruited through a special competitive examination. Candidates who have graduated from faculties offering at least four years of education in the social sciences, law faculties, or from departments needed by the ministry and announced in the exam notices, and who meet the required language and KPSS scores, are selected through interviews. After working at the ministry for three years, they take another exam, and those who pass successfully begin their duties as foreign affairs specialists. Officials responsible for contributing to the resolution of legal problems of our citizens abroad are called legal advisors. Individuals employed in exceptional circumstances and for situations requiring specialized expertise in areas needed by the ministry are called consultants. To become a consultant, in addition to having an excellent command of the required foreign language in the necessary field, it is necessary to have at least five years of experience in this field or to hold at least a doctorate in these fields. Officials employed in the financial services unit of the ministry are called financial services specialists. If a financial services specialist is assigned to an overseas organization, they are called attachés. Officials belonging to the general administrative services, technical services, and health services classes working in the central organization of the ministry are called foreign affairs central officers. If a Foreign Ministry central office employee is assigned abroad, they receive the title of assistant attaché. (<http://www.mfa.gov.tr/data/BAKANLIK/teskilat-semasi-links-tr-11-2017.pdf>, 30.11.2017) (http://www.mfa.gov.tr/disisleri-bakanligindan-neler-beklen_.tr.mfa, 30.11.2017).

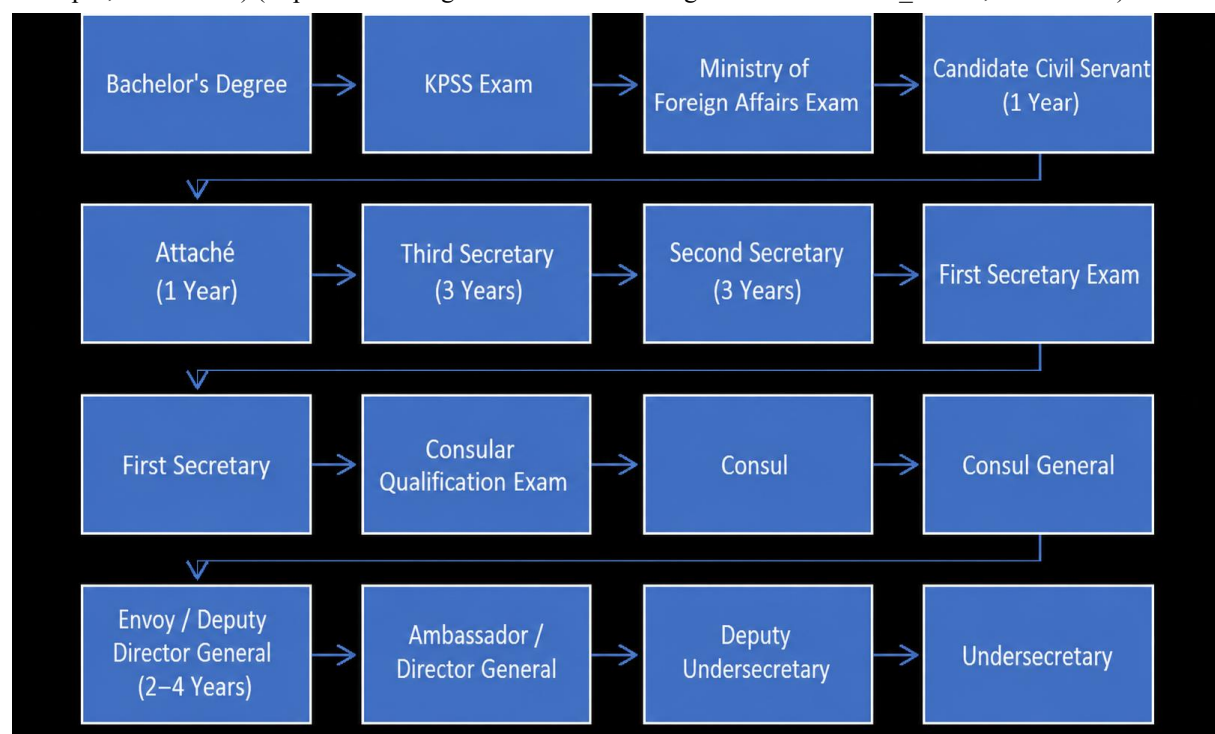


Figure 1 – Career Steps in the Ministry of Foreign Affairs

Conclusion

When considering the reasons for the changes in 's Middle East policies, it is clear that these stem from the actions of bureaucrats. At this point, it is once again revealed that bureaucrats are important actors in determining the fate of countries. Therefore, the training of bureaucrats is one of the primary duties of states. These sudden changes in Turkish foreign policy show us that Turkey is far from having a bureaucratic culture and producing state policy in foreign affairs. This leads us to the conclusion that some wrong steps have been taken in the process of training bureaucrats in our country. For these reasons, the idea of establishing a diplomacy school within the Ministry of Foreign Affairs has emerged, both to establish and implement a state policy in foreign affairs and to ensure the acquisition of a bureaucratic culture.

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