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DEVELOPMENT OF PUBLIC ADMINISTRATION EDUCATION IN KYRGYZSTAN AND CURRENT SITUATION ANALYSIS

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Abstract

Kyrgyzstan, which gained its independence in 1991 and passed to a democratic administration system, initiated a comprehensive reform process regarding the public administration system and implemented various legal regulations. Qualified personnel in public institutions were urgently needed for the smooth operation of the established public administration system and the reforms' success. In line with this need, departments that will train staff who can work in central government and local government bodies have started to be opened in higher education institutions. Over time, both the number of universities opened and the number of public administration departments increased. Today, 8 out of 51 universities in total accept students in public administration in undergraduate and graduate programs. This study is aimed to reveal the emergence, development, and current situation of the public administration departments in the Kyrgyz Republic, which are very important for the development of a country. In addition, in the study, information about higher education institutions providing public administration education in the country was collected and compiled in order to analyze the current state of public administration education in Kyrgyzstan. In addition, the education programs in these institutions and the courses given to the students were evaluated.

Keywords : Education, Public Administration, Public Administration Education, Kyrgyzstan.

JEL Classifications : I21, I23, I28.

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KIRGIZİSTAN'DA KAMU YÖNETİMİ EĞİTİMİNİN GELİŞİMİ VE MEVCUT DURUM ANALİZİ

Öz

1991 yılında bağımsızlığını kazanan ve demokratik yönetim sistemine geçen Kırgızistan, kamu yönetimi sistemine ilişkin kapsamlı bir reform sürecini başlatmış ve çeşitli yasal düzenlemeler yapmıştır. Kurulan kamu yönetim sisteminin sorunsuz işlemesi ve reformların başarısı için kamu kurumlarında nitelikli personele acilen ihtiyaç duyulmuştur. Bu ihtiyaç doğrultusunda yükseköğretim kurumlarında merkezi yönetim ve yerel yönetim organlarında görev yapabilecek personel yetiştirecek bölümler açılmaya başlanmıştır. Zamanla hem açılan üniversitelerin sayısı hem de kamu yönetimi bölümlerinin sayısı artmıştır. Bugün toplam 51 üniversiteden 8'i lisans ve lisansüstü programlarında kamu yönetimine öğrenci kabul etmektedir. Bu çalışma, bir ülkenin kalkınması için oldukça önemli olan Kırgız Cumhuriyeti'ndeki kamu yönetimi bölümlerinin ortaya çıkışını, gelişimini ve mevcut durumunu ortaya koymayı amaçlamaktadır.

Anahtar Kelimeler : Eğitim, Kamu Yönetimi, Kamu Politikası, Kamu Yönetimi Eğitimi, Kırgızistan.

JEL Sınıflandırması : I21, I23, I28.

INTRODUCTION

Education is one of the most important public governments' services in almost every country in the world. The wave of globalization has directed the education methods and techniques, especially the tendency of public administration education towards the change in adapting to the new global economic and commercial standards and international conditions. In the West, public administration education has developed in a market-oriented manner within the new public management logic framework by adapting to the changing and developing technology. In Kyrgyzstan, which declared its independence on August 31, 1991, public administration was seen education as recruiting personnel for the state apparatus operating within the traditional public administration approach.

The Kyrgyz Republic adopted the Education Law of the Kyrgyz Republic on December 16, 1992, within the wide-ranging reforms it initiated after its independence. While the country's national education policy was established with the said law, the list and financing of higher education institutions were determined, on the other hand. Approximately four months later, the Bishkek International School of Management and Business was opened. This school prepares current managers to be appointed as directors in Kyrgyz public institutions and provides in-service training. In 1996, the Institute of Public Service and Local Governments was opened under the Kyrgyz National University. The institute was established to provide start-up training, in-service training, and advanced training to all public personnel within the state. The Institute of Public Service and Local Administration was transformed into the Presidency Academy of the Kyrgyz Republic in 1997. The Academy has been assigned for the continuous training of public personnel within Kyrgyzstan's framework of current developments.

As of 2020, public administration training is provided in seven of fifty-one universities operating in Kyrgyzstan. Only one of these seven universities has the status of a private university. Undergraduate, graduate, and doctorate at the Cusup Balasagin Kyrgyz National University; In the Kyrgyz State Law Academy, undergraduate and graduate education, and Karasaev Bishkek Humanities University, public administration education is provided at the undergraduate and graduate level. Besides, the Presidency of the Kyrgyz Republic Public Administration Education Academy provides undergraduate and graduate education in the field of public administration and organized various training for civil servants. It should be noted here that the most important constraint of this study is the inability to access sufficient information on the websites of higher education institutions in

Kyrgyzstan. For this reason, detailed information about the three schools mentioned above was included in the study.

In Kyrgyzstan, no progress has been made on the resources taught in the lessons, the teaching method, the use of technology, and the state's expectations, and the market. The insufficiency of the web pages of higher education institutions is an indicator of this. In addition, it seems that universities that provide public administration education are not sufficient as academic staff. Therefore, it is one of the most important problems in public administration education today that the graduates of public administration undergraduate education graduate without receiving the education required by the age and start working as public personnel.

While doing the study, the web pages of universities providing public administration education were examined in detail. According to the results, firstly the differences in the naming of public administration departments were noticed. When compared to developed societies, it is clear that the public administration education given in Kyrgyzstan unfortunately differs in name and structure, which is a problem of standards-quality and unified structure. However, it has been determined that there are differences in subjects such as the courses in the department and the duration of education. However, before that, it should be noted that, as mentioned above, it was not possible to access the course lists of all universities in Kyrgyzstan, as detailed information about the departments was not included on the websites of universities. Considering the universities reached, it will be seen that the public administration education required by the age is not given in general. Unfortunately, it can be stated that this situation is not only related to the department in question, but also related to the insufficiency of the education system in general. From this point of view, the expectations and demands of companies, non-governmental organizations, especially public institutions, should be investigated in Kyrgyzstan public administration training and curriculum should be changed. In this context, to analyze the current situation of public administration education in Kyrgyzstan, information about higher education institutions providing public administration education in the country was collected and compiled. In addition, the education programs in these institutions and the courses given to students were evaluated. Also, the Presidential Academy of Public Administration of the Kyrgyz Republic, which has a special status in the field of public administration education in the country has been analyzed. Finally, the problems experienced in public administration education in Kyrgyzstan were examined. In the conclusion part of the study, various suggestions were made for the detected problems.

I. THE EMERGENCE AND DEVELOPMENT OF PUBLIC MANAGEMENT EDUCATION

When Public Administration first emerged like a discipline separate from Political Science in the Western world in the 1880s, it went through various serial stages. The work of theorists such as Gulick (1937), Simon (1945, 1946), Rowat (1961), Waldo (1956), and Caiden (1991) contributed significantly to the establishment of Public Administration as a separate discipline. However, since the emergence of public administration with the work of Woodrow Wilson (1887), a lively discourse has emerged on the thesis (i.e., goals, study focus) and theory (i.e., study focus) of the field of study. (Waldt, 2014: 9-10). For this reason, Woodrow Wilson's article "The Study of Administration" dated 1887 is accepted as the first study in the field in terms of the development of public administration (Ömürgönülşen 2004a: 124). According to Wilson, since implementing constitutions is more difficult than making them, public administration should be examined as a separate branch from political science (Ergun, 1995: 9).

Another important development in public administration development is the Pendleton Law of 1883, which stipulates graduation from public administration teaching schools as one of the prerequisites for entering public services to prevent nepotism in entering public services. This law

paved the way for the opening of public administration departments in American universities. Later, it started to spread in European countries with the establishment of public administration departments and public administration training (Ömürgönülşen, 2004b: 31).

The flexible education system in American universities and political scientists' opportunity to freely analyze and criticize public action enabled new social science branches to emerge. In this context, the following are among the important factors that support the formation of public administration in the USA (Vergeyçik, 2014: 2):

- Professionalization of political science, research methods and methodology in the USA and Western European countries,
- Changes in the international relations system.

In the second half of the 19th century and the beginning of the 20th century, the right to vote in Western European countries, the mass participation of the society in politics, etc. These are the periods of political changes. These changes paved the way for the emergence of the first theoretical concepts in the field of public administration (Vergeyçik, 2014: 2). II. The views of Wilson and Goodnow, popular until the World War, contributed to the separate treatment of public administration from political science. As one of the most important reasons for this, they argued that the change in the political administration of the country should not affect the functioning of public institutions; otherwise, in case of frequent change of public administrators, it may cause complexity in the public administration and the society in general (Verheijen & Connaughton, 2003: 834; Yıldız, et al. 2011: 344).

Therefore, it can be said that the years 1880-1920 were the first stage of the development of public administration as a science. During this period, the views of scientists such as Goodnow, Wilson, and Weber were extremely influential. Besides, World War I and the World Economic Crisis resulted in the strengthening of the state's role in society and an increase in research in the field of public administration. With the teaching of public administration courses in universities in the USA and Western European countries, various commissions in which political scientists actively participated in the post-war periods began to be established in the USA. These commissions aimed to develop various suggestions on increasing public administration efficiency and improving public administration institutions (Şafrits, 2003: 24).

The second stage of the development of public administration corresponds to the years 1920-1940. In this period, which also coincided with the post-war period, European countries adopted the concept of "social welfare." They brought the state to the fore as the remover of economic and social problems to get rid of the negative consequences of the war. One of the most important developments of the period was establishing the International Institute of Management Sciences (IIAS) in 1930. The congresses, conferences, and symposiums organized by the International Institute of Management Sciences, headquartered in Brussels, by bringing together expert scientists from Europe, America and other parts of the world, and its publications, contributed significantly to the development of the public administration discipline (Ergun, 1995: 10).

It can be said that the theoretical findings and practices in the field of public administration determined the place of bureaucracy in the political process in the third phase covering the years 1940-1970. After the 1970s, the state's extreme interventionist attitude to the economy, the increase in the number of public administrators, the state's inability to cope with the new problems that emerged; increased the distrust of the state and as a result, it caused the development of the New Public Management understanding in the 1980s. However, the globalization process that gained momentum in the 1990s, the collapse of the Berlin Wall, the USSR's dissolution, and the emergence of newly-independent states deeply affected the public administration. The period has started when the central government's role, which is dominated by the concept of governance instead of the concept of management, has also decreased (Vergeyçik, 2014: 3). In the 2000s, the democratic public governance understanding was accepted due to the new public administration's inadequacies and limited

governance. All the developments experienced have had important reflections on public administration education and affect the public administration structure and functioning of the countries (Gül et al., 2017: 2; Yıldız ve Babaoğlu, 2018: 273).

In the USSR countries, it was seen within the scope of public administration, law, and economics disciplines and was not considered a separate discipline. Political science and its public administration in the former USSR countries began to develop actively only with the dissolution of the Soviets (Vergeyçik, 2014: 2). This may be the pressure of the totalitarian regime prevailing in the USSR and the censorship practices prevalent in every field. While it is forbidden to speak freely about political science, it is known that it is only possible to support the Marxist view in economics lessons. The support of the scientists under the control of the Communist Party or their participation in the Western world's developments has been kept at a very limited level (Staronova & Gajdushek, 2016: 352).

II. HIGHER EDUCATION IN KYRGYZSTAN

Before discussing the development of public administration in Kyrgyzstan, it is useful to give information about the emergence of higher education institutions in the country. With the coming to power of the Soviet government, initiated reforms in many areas, especially education in Kyrgyzstan and other 14 member countries, and comprehensive changes made in the education system, which was previously limited to madrasahs boys' high schools. In 1932, the Kyrgyz State Pedagogical Institute, the first higher education institution in the Kyrgyz Soviet Republic, was opened (Ministry of Education of the Kyrgyz Republic). However, there is no private higher education institution that trains public personnel and provides education in public administration. There was a "high-level" party, and economic institute system consisting of the Social Sciences Academy established under the Communist Party of the Soviet Union's Central Commission. The National Economic Academy was established within the Council of Ministers of the USSR to educate the leaders of the Soviet party (Barabashev & Kastrel, 2013: 106).

The most important political reforms in Kyrgyzstan, which were initially assessed as successful, were launched after the independence of the country under the leadership of Askar Akaev. These reforms enjoyed strong support from Western governments and other donors. Kyrgyzstan was perceived as an "island of democracy" in a region where other leaders were less open to such reforms. The country's new constitution in 1993 established a parliamentary democracy with broad citizen rights and a division of power between the three branches of government. Political parties, independent media and non-profit organizations mushroomed (Baimyrzaeva, 2011a: 557). Reforms also affected the education sector. The reform process in the field of education in Kyrgyzstan started in 1991 with the country's independence. With many reforms throughout the country, important steps have been taken to bring the education provided in educational institutions to world standards (Kyrgyz Republic Ministry of Education). Within the framework of these reforms, the Kyrgyz Republic's Education Law was adopted on 16 December 1992. In Article 35 of the law, the state's duties regarding education are stated as follows (Topchubaeva, 2011: 108).

- Establishing and implementing the national education policy, education development strategy, determining the priorities in this field,
- Legal regulation of relations in the field of education at national level,
- Establishing the state budget on a regulatory basis in terms of expenditures on education, determining the financing procedure for the education system,
- Identifying state higher education institutions of regional importance for the whole country and determining public funding,

- To support the education system in terms of information, to organize the education curriculum and the publishing process of textbooks,
- Determining training periods according to education levels,
- Creation of normative education terms according to education levels,
- Determining the list of profession and specialty areas for educational institutions,
- To establish state education standards,
- To develop and implement national and international education development programs,
- To supervise the implementation process of the laws of the Kyrgyz Republic in the field of education,
- To guarantee the quality of education through licensing, testing, and accreditation institutions.

As it can be understood from the above articles, the Education Law, which was adopted in Kyrgyzstan in 1992, gave the state, more precisely the Ministry of National Education, responsible for forming and supervising the education policy of the country. That is to say; the law also appears as issues that are important to address international education development programs and accreditation issues but cannot be implemented in practice.

On 12 July 2013, a decree was signed by the President of the Kyrgyz Republic on "Improving the Education System of the Personnel of the Public and Local Government Bodies of the Kyrgyz Republic." According to the decree, the program and implementation plan for improving the education system of the personnel of public and local government bodies of the Kyrgyz Republic between 2013 and 2017 were approved. With this, it aims to establish an effective education system and increase the professionalism of the personnel of central and local government bodies. Therefore, it is predicted that qualified personnel will increase the quality and efficiency of public and local services, and the welfare level of the population, in general, will also increase (Taştemirova, 2015: 30).

In Kyrgyzstan, which has a strong tradition of nomadic society, education started to develop as of the 1950s with the adaptation to compulsory education. The history of higher education institutions in Kyrgyzstan is based on establishing the Kyrgyz State Pedagogical Institute in 1932 (Ministry of Education of the Kyrgyz Republic, 2018). Today, there are 51 higher education institutions in the country, 35 states, and 16 private. Of these, Kyrgyzstan-Turkey "Manas" Kyrgyz-Russian Slavic University and the University by a special agreement with the Kyrgyz Republic of Turkey and the Russian Federation are autonomous universities that have the same status in both countries. In addition, there are branches of 6 foreign universities. Students are placed in universities according to the General State Exam results at the end of high school and some universities' internal exam results. According to 2018 data, 161,406 students receive education at universities in the country (Kyrgyz Republic Statistics Institute 2018: 11). The distribution of higher education institutions in Kyrgyzstan is given in Figure 1 below.

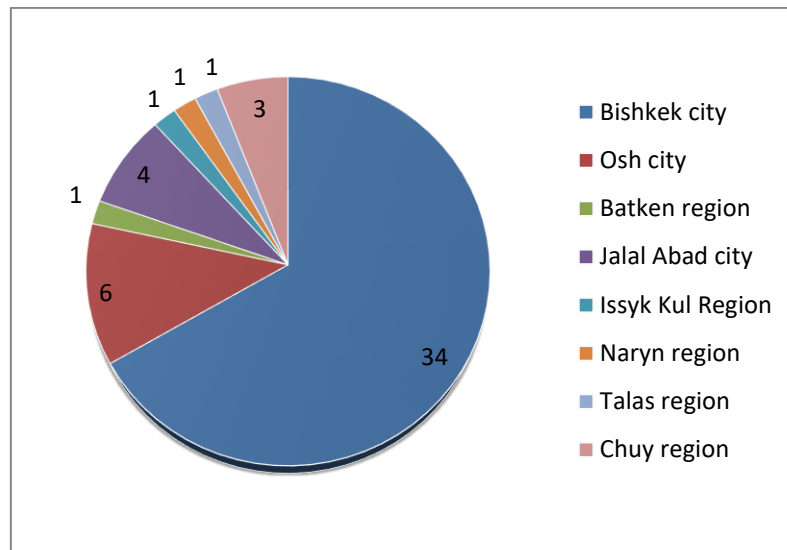


Figure 1. Distribution of Higher Education Institutions in Kyrgyzstan by Regions

Source: (Kyrgyz Republic Statistical Institute, 2018: 115).

Considering Figure 1 above, more than half of the higher education institutions are established in Bishkek, followed by Osh city, Celalabad region, and Çüy region, respectively.

In the meantime, to improve higher education institutions in the country, branches and some parts of many higher education institutions were abolished, and a few higher education institutions were completely closed. For example, while 55 higher education institutions operate in the 2013-2014 academic year, this number was reduced to 51 in the 2017-2018 academic year (Kyrgyz Republic Statistical Institute, 2018: 115). Current data on higher education institutions in Kyrgyzstan are given in Table 1 below.

Table 1. Information on Higher Education Institutions in the Kyrgyz Republic

	State university	Private university	Total number of universities	Total number of students
Bishkek c.	23	11	34	106.446
Osh c.	6	-	6	33.451
Batken r.	1	-	1	4.482
Jalalabad r.	1	3	4	7.883
Issyk Kul r.	1	-	1	3.188
Naryn. r.	1	-	1	2.825
Talas r.	1	-	1	1.514
Chuy r.	1	2	3	1.617

Source: (Kyrgyz Republic Statistical Institute, 2018: 116–117.)

Looking at the table above, as of 2018, there are 161,406 students in 35 states and 16 private universities in Kyrgyzstan. One of the striking points in the table is that although the Çüy region has 1 state and 2 private universities, it is the region with the least higher education students and 1,617 students.

In the 2017-2018 academic year, 16 private higher education institutions with approximately 22 000 students operate in Kyrgyzstan. As seen in Table 1, most of the higher education institutions (approximately 64%) are located in Bishkek due to the density of qualified faculty staff and the developed education-training network (Kyrgyz Republic Statistical Institute, 2018: 117).

State and private universities established between the two countries except for Kyrgyzstan-Turkey Manas University and the joint Kyrgyz-Russian Slavic University as higher education institutions are also featured. In addition, Kyrgyz-American Faculty, Kyrgyz-European Faculty, Japanese and Oriental Languages Research Eastern Faculty, which were opened within the Kyrgyz higher education institutions, also operate in Kyrgyzstan. In 1998, the Kyrgyz-American Faculty, established within the Kyrgyz State National University, turned into a Central Asian American University. The total number of students studying in these higher education institutions and faculties is 2800 (Kyrgyz Republic Statistical Institute, 2018: 121). In Kyrgyzstan, both faculties and departments' names are quite diverse and differ from the USA and European countries. Public administration education in Kyrgyzstan, which is the main subject of the article, is discussed below.

III. PUBLIC ADMINISTRATION EDUCATION IN KYRGYZSTAN

As it is known, there was an urgent need for highly qualified personnel in the field of public administration for Kyrgyzstan in the first years of its independence. Bishkek International Management and Business School were opened on April 17, 1992, with the President of the Kyrgyz Republic's decree, to prepare and retrain managerial personnel suitable for the new format, among the former Soviet countries, offering MBA education in the first MBA program (KC Presidency Public Administration Academy, 2019).

In the next stage, comprehensive administrative reforms have been initiated in line with the new political, economic and social order since 1996. In this context, the establishment of the Institute of Public Service and Local Administrations within the body of Kyrgyz National University is very important for the development of public administration education. With the opening of the institute, it was aimed to establish a sound public administration system by providing start-up training, in-service training, and advanced training to central government and municipal personnel (Toptomatov, 2007: 38).

Today, training of civil servants in Kyrgyzstan is funded according to a special principle:

- The general direction is financed according to the framework of the state order;
- Departmental training is funded according to the departmental order framework. Note that at the same time, at least 1% of the training of the required number of employees is financed by the budget of this state body, and the rest is financed by the local budget (Akbulaev etc., 2022: 168).

Within the aforementioned Bishkek International Management and Business School, public personnel's continuous training continued during the process. On September 19, 1997, the school was named the Presidential Academy of Public Administration of the Kyrgyz Republic and gained a different status. On January 19, 1998, a combined training complex was opened within the academy to train qualified personnel. KC Presidency Public Administration Academy <http://www.apap.kg/history> [Access: 30.01.2019]. These reforms played a major role in preparing public administrators and civil servants, which public administration bodies desperately need. However, it did not reach the desired level. Since 1993, the focus has been on the training of public personnel and managers in Kyrgyzstan. In addition, faculties with different names have been opened at universities with different statuses, providing education in the field of public administration. Today, only eight of the fifty-one universities operating in the country have a public administration department. Table 2 below contains information on public administration departments in Kyrgyzstan.

Table 2. Universities Providing Public Administration Education in Kyrgyzstan

University	Status	Faculty/Institute	Program name	Program Types
Kyrgyz National University named by J. Balasagyn	State university	Faculty of Public and Municipal Administration	Public and Municipal Administration	Bachelor's, Master's, Doctorate
The Academy Of Public Administration Under The President Of The Kyrgyz Republic	State university	Public and Municipal Administration, Political Technologies, Faculty of Management and Economics	Public and Municipal Administration	Bachelor's
			Information Technologies in Public and Municipal Administration	
Bishkek Humanities University named by K. Karasaev	State university	Faculty of Environment and Management	Public Administration	Bachelor's, Master's, Doctorate
			Public Policy and Management	
Kyrgyzstan International University	State university	Faculty of Economics and Management	Public Administration and Political Technologies	Bachelor's, Master's, Doctorate
			Public Administration and Social Field	
Kyrgyz State Law Academy	State university	Faculty of Economics and Management	E-management and ICT in Public and Municipal Administration	Bachelor's, Master's, Doctorate
			Local Public Administration and Self-Government	
Kyrgyz State Law Academy	State university	Faculty of Economics and Management	Public and Municipal Administration Management	Bachelor's Master's (full-time education) Master's (distance education)
Osh State University	State university	Faculty of Business and Management	Public and Municipal Administration	Bachelor's
Central Asian University	Private university	Institute of Public Policy and Management	Public Policy and Management	Master's
Kyrgyz-Russian Education Academy	Private university	Faculty of Public and Municipal Administration and Law	Public and Municipal Administration	Bachelor's

When Table 2 is considered, it is seen that public administration education in Kyrgyzstan is far from the development course in the world and is not very common in the country's education system. While only eight out of 51 universities provide public administration education, there is no specialization in the education units. The same units provide undergraduate education and postgraduate education. Considering the faculties/institutes that are educated, training is given in the Faculty of Public and Municipal Administration, the Faculty of Environment and Management, the Faculty of Economics and Management, the Faculty of Business and Management, the Faculty of Public and Municipal Administration and Law and the Institute of Public Policy and Management. It is seen that each of the faculties of education has different names. This shows that they are unable to position on how they should deliver public administration training. The "Institute of Public Policy and Management" formed within the Central Asian University, which was established jointly by Tajikistan, Kyrgyzstan, and Kazakhstan in 2000, separates among them. It stands out as the only training unit operating as an institute. It is also one of the two academic units structured under the current world education trend and the Presidential Academy of Public Administration of the Kyrgyz Republic, which stands out as another feature. When we look at the program names, it is seen that there is usually a structure in the form of "Public and Municipal Administration". There is no undergraduate level program in the form of Public Administration or Political Science and Public Administration. Only the Presidential Academy of Public Administration of the Kyrgyz Republic has a graduate program called Public Administration.

In many developing countries, it is observed that public administration education cannot keep up with the age requirements. One of the most important requirements of this age is an adaptation to technological developments (Tek Turan, 2015: 190). It tends to be slow in monitoring development and changes in public administration education in Kyrgyzstan.

As stated above, most universities that provide public administration education are state universities, but they provide paid and scholarship education to students. In general, the annual tuition fee varies around 2000-2500 TL (compiled from the university web pages). Detailed information about the major universities that provide public administration education in Kyrgyzstan is given below. Firstly, Cusup Balasagın Kyrgyz National University was discussed.

III.I. Cup Balasagin Kyrgyz National University

On May 29, 1996, the "Public Service and Political Science Strategic Studies" training center was opened to train qualified personnel in the field of public administration and local governments. Education programs with paid and scholarships are stipulated for the students in the center. In the first years of its independence, to meet the need for qualified public personnel, the graduate program was launched within the center, and student acceptance started. The center has also opened an education center within Narin State University in Narin region to work more efficiently and was closed after graduating more than 300 graduates until 2003 (Kyrgyz National University, 15.04.2016).

The establishment of the Institute of Public Administration and Social Research within the education center with the Kyrgyz National University Science Council's decision on April 8, 1999, brought the process of preparing public administration staff to a new level. These periods, coinciding with the first years of Kyrgyzstan's independence, require qualified experts to manage the country's ongoing social and political reform process. The institute in question aimed to prepare such experts. The Institute was the first to train qualified civil servants and scientific experts in the fields of public and local administration and political and social sciences. The Institute's graduates have worked in village administrations, district and regional state administrations, ministries, and prime ministry (Kyrgyz National University, 15.12.2018).

In 2003, the center's autonomous institution status was abolished under the Ministry of National Education's decision to remove and regulate the preparation of experts in higher education institutions. Its functions were transferred to the Faculty of Philosophy and Public Administration. The center's important works during its activity periods are multidimensional and in-depth education in the field of human rights and international relations, the creation of training plans and study programs on the relevant subject, and the preparation of 2 reading books and 2 methodological reading books. The "Human Rights and Democracy" course, prepared as a result of these studies, has been added to all universities' education program as a compulsory course. (Kyrgyz National University, 15.12.2018).

Within the framework of the "Eurasian Fund's Public Administration and Public Service Development in Kyrgyzstan" Project, books were translated from English to Russian, and weekly training seminars were given to village mayors and accountants of local government bodies as of March 2000. Together with the congress of local communities and the Department of Public Service of the Prime Ministry of the Kyrgyz Republic, courses on "Civil Servants-Lawyers," "Civil Servants-Administrators," "Public Administration and Local Administrations," "Regulation of the Economy by the State" have been organized. Between 1999-2001, "Public Administration and Transition Period," "Foundations of Higher Education Pedagogy," "Political History of Kyrgyzstan," "Political Kyrgyzstan" etc. (Kyrgyz National University, 15.12.2018).

At the Faculty of Philosophy and Public Administration, which has been operating since 2001, as compulsory courses since 2003; there are such subjects as: "Public Administration System", "Professional Career", "Organization of State and Local Government Service", "Organization of the Local Self-Government System in Kyrgyzstan", "Economic and Financial Foundations of Local Self-Government", etc. (Kyrgyz National University, 15.12.2018).

With the decision of the Kyrgyz National University Science Council, the Institute of Public Administration and Political Sciences was established in November 2010, including the departments of "Public Administration and Local Governments" and "Political Science." With the 2011 decision of the Science Council, the Institute of Public Administration and Political Sciences was transformed into the Faculty of Public and Local Administrations. In the faculty; There are departments of Public and Municipal Service, State Regulation of the Economy. 20 faculty members work in the faculty. The university accepts students to undergraduate and graduate programs in the field of public administration and local governments (Kyrgyz National University, 15.12.2018). According to the 2019 Spring term data, a total of 330 students, including 304 undergraduate and 26 graduate students, are studying at the department. Kyrgyz National University (5.02.2020). Another higher education institution related to public administration education is K. Karasaev Bishkek Faculty of Humanities.

III.II. K. Karasaev Bishkek Human Sciences University

The Public and Municipal Administration Department of the Faculty of Environment and Management was established in 2014 in accordance with the decision of the university's science council. The department trains experts in undergraduate and graduate programs in the fields of "public and municipal administration" and "management." A total of 8 academicians, including four faculty members and four teaching staff, work in the department. The courses listed in Table 3 below are given to the students studying in the department (Bishkek Human Sciences University, 16.12.2018).

Table 3. Courses of Public and Municipal Administration Department

1.	History of Kyrgyzstan Public Administration
2.	Public Administration History of Overseas Countries
3.	Kyrgyzstan Public Administration System
4.	Management Sciences
5.	Fundamentals of Municipal Administration
6.	Theory and Organization of Municipal Service
7.	State Strategic Planning and Forecasting
8.	Project of Public and Administrative Decisions
9.	Theory and Practice of Public Policy
10.	Economics of Local Governments
11.	Public and Municipal Finance
12.	Fundamentals of Personnel Service
13.	Marketing of Public Services
14.	Economic Policy of the State
15.	Social Policy of the State
16.	State's Economic Regulation
17.	Kyrgyzstan's Public Administration System
18.	Public Anti-Crisis Management
19.	City Management
20.	Regional Development Management
21.	Public and Municipal Property Management
22.	Land Management
23.	Real Estate Valuation
24.	Municipal Law

Source: (Bishkek Humanities University, 16.12.2018)

Looking at Table 3, it is seen that there are a significant part of the lessons given in public administration departments around the world. The curricula in public administration departments are prepared within the scope of the departments of management sciences, politics and social sciences, urbanization and environmental problems and law under the departments. It is striking that in Kyrgyzstan, law courses are not given much in the courses given in the Public and Municipal Administration Department of the Faculty of Environment and Management of K. Karasaev Human Sciences University in Bishkek.

In addition to the departments that provide public administration undergraduate education, there is the Presidential Academy of Public Administration of the Kyrgyz Republic. One of the main goals of the academy is to contribute to the training of qualified experts that the public administration system urgently needs. Information about the academy is given below.

III.III. Presidential Academy of Public Administration of the Kyrgyz Republic

Kyrgyzstan, which has recently gained its independence, urgently needed qualified personnel to manage the country in order to be integrated into the international arena as an equal actor. Thus, as mentioned above, Bishkek International School of Management and Business was opened on 17 April 1992 with the decree of the President of the Kyrgyz Republic in order to prepare and retrain managers in accordance with the new format. Kyrgyzstan was the first country to teach in the MBA program among the former Soviet countries (APAP, 2018).

To accelerate public administration reform and within the framework of the UN Development Program (UNDP) "Management Development in Kyrgyzstan" Project, the process of preparing and retraining public personnel in the public administration master's program was initiated on July 31,

1996 within the Bishkek International Management and Business School. Continuous training of public personnel has continued since this date. On September 19, 1997, the school was renamed the Presidential Academy of Public Administration of the Kyrgyz Republic. On January 19, 1998, a combined training complex was opened within the academy to prepare qualified personnel. (APAP, 2018).

These reforms played a major role in preparing public managers and civil servants, which public administration bodies desperately need. The digitalization process in the field of education (e-library, e-books, distance education, establishing connections with international partners, etc.) has been initiated in order to maintain the order established since 2004 and to benefit from the innovations developing in the world in education. In addition, the Bulletin of the Presidential Academy of Public Administration of the Kyrgyz Republic, which started to be published since 2001, was recognized as the best higher education periodical in the Eurasian Economic Union countries in 2015. Today, 40 faculty members work in the undergraduate program (APAP, 2018).

Since 2012, the academy has been working for its students, such as ENA, Harvard School of Public Administration, Wilson School of Public Administration and International Relations, School of Public Administration established within the Moscow Humanities University, etc. Completely new educational programs, created on the basis of the world's leading schools such as Şamşiev, continue to be developed (Şamşiev, 2014: 4). In the academy, there is a Public and Municipal Administration and an Information Technology undergraduate program in Public and Municipal Administration. In addition, public administration, Public Policy and Management, Public Administration and Political Technologies, Public Administration in Social Field, e-Management and ICT in Public and Municipal Administration, and Local Public Administration and Self-Management graduate programs are provided (APAP, 2020). Due to the fact that the websites of higher education institutions are not functional in Kyrgyzstan and there are various difficulties in obtaining information from the institutions, detailed data could not be reached.

Table 4. Courses of Public Administration Department

1.	Management Sciences
2.	Strategic Management
3.	Innovative Management
4.	Public Policy
5.	Crisis management
6.	Quantitative and Qualitative Research Methods
7.	Political Management
8.	Social and Cultural Projects
9.	Management Psychology
10.	Public Relations

Source: (Akmataliev, 2011: 7).

Considering the courses given in the academy, it is seen that there are courses in the public administration departments of different countries within the framework of modern public administration discipline. This is an indication of the steps taken since 2012. Finally, it should be noted that the reason why the academy was taken under a separate title from other universities within the scope of the study is that it has a different structure. In the part of the study so far, an evaluation has been made regarding the higher education system and higher education institutions providing public administration education in Kyrgyzstan. The problems experienced in Kyrgyz public

administration education will be discussed below. In the conclusion and evaluation part, various suggestions will be put forward within this framework.

IV. PROBLEMS OF KIRGIZ PUBLIC ADMINISTRATION EDUCATION

In general, it can be argued that in most post-Soviet countries, it has not achieved a certain quality in education and science. However, the Russian Federation has advanced in this regard compared to other former Soviet countries, due to factors such as a stronger scientific foundation, scientific school, a wider scientific field, and especially the high investment in this field (Bolotbaev, 2016: 77). In the Republic of Kyrgyzstan, which declared its independence after leaving the USSR in 1991, it faced important problems in the field of education and science like other former USSR countries. These problems were clearly seen in both academics providing education in higher education and public servants providing public services.

The most important promise of the new government was the establishment of a professional civil service system. However, the well-designed new system is still not institutionalized. Numerous civil service reforms since 1991 have not created a professional, merit-based, politically neutral civil service. If Kyrgyzstan is to achieve effective governance, it must recruit and promote public officials based on their knowledge, skills and competencies. Particular attention should be paid to anti-corruption measures. With the high probability of detecting and penalizing corruption, it is also important to ensure reasonable wages for public servants (Bozatay&Şahnagil, 2020: 346). Today bribery and corruption are the most important administrative problems of the state. Bribery practices, which are also a part of the communist system, are used by the upper levels of the state in the direction of interests. The main reason for the continuation of bribery and corruption is the inadequacy of the legislation, among other reasons. Especially with the increase in the prices of certain products, the use of the process by some segments for their own interests has gained momentum. The increase in privatizations paved the way for people with reduced income to turn to illegal activities. Such practices, especially in public tenders, also pose an obstacle to obtaining the desired results in the privatization process. The inadequacy of sanctioning power of other legal regulations, especially tax legislation, has also made such practices widespread (Bozatay & Şahnagil, 2020: 345). Most importantly, bribery incidents, which are also very common in the field of education (university entrance exams, midterm and final exams, writing and defending thesis, etc.) reduce the quality of education given in higher education institutions. Also the leading problems in Kyrgyzstan is the lack of institutionalization at the level of central government and local governments, the lack of sufficient education level of the personnel, and the low level of professionalism, which reduces the quality and effectiveness of the services provided. In addition, the lack of prestige of the public service creates an obstacle to attracting good staff. Factors such as the lack of a clear policy regarding the public service in the country, the status of public officials not being determined exactly, corruption, protectionism, nepotism, low salaries and low education level in higher education institutions lead to the lack of necessary prestige (Şamşiev, 2012: 3). As a result, the public administration is faced with problems such as the inability to recruit qualified personnel, brain drain, etc.

Another problem is that the level of preparation of local government bodies staff has declined in recent years. One of the reasons for this is the retirement of personnel with excellent organizational skills left over from the Soviet system era. In addition, low wages paid to public personnel, low authority of the municipal service, lack of motivation and rewarding practices, and the scarcity of financial resources, especially in village administrations, are factors that negatively affect public administration. Due to the problems listed, most graduates of public administration departments continue to prefer to work in more suitable workplaces rather than finding a job according to their profession. The vacant places are filled with vocational education graduates and personnel who do not have the necessary knowledge and management skills. As a result, the very low efficiency of the

decisions taken in public institutions causes it to have a low authority in the society (Taşmarova, 2015: 31–32).

The general direction of study is necessary for solving the following tasks (Akbulaev et al., 2022: 170):

- Increasing the efficiency of civil servants due to the improvement of human resources as a result of training;
- Increase in the efficiency of the execution of job descriptions due to the improvement of human resources as a result of training;
- Ensuring professional development, as well as career growth of individuals.

The Presidential Academy of Public Administration of the Kyrgyz Republic is a higher education institution with a special status. Being the president of the founder of the academy gives him a special status as well as imposes great responsibilities and expectations. In this context, the duties of the academy are; To provide training for current and future personnel in the central and local government bodies of the Kyrgyz Republic and to increase their potential. In this context, the academy provides in-service training to more than 12 thousand civil servants working in central and local government bodies each year and approximately 1000 students in undergraduate and graduate programs (Nasirov, 2018: 9). The academy, arguing that it attaches importance to quality over quantity, has reduced the number of students by approximately 50% (Şamşiev, 2014: 4). This situation reveals the situation that the academy does not train employees at the expected level for the public.

When Kyrgyzstan is compared with developing countries, it has to make a serious breakthrough in education. In particular, public and municipal administrations, which are the department that meets the human resources needed by the state, need to get the support of technology and update their curriculum in order to train students with the equipment required by the age. Of course, before these steps, a planned policy should be followed in order to develop the names of the departments and the academic staff providing services in this direction.

Public administration education in Kyrgyzstan should undergo change in parallel with the developments in the world. Now, the method of accessing information and interpreting it has been adopted from the method of transferring the molded information to the students in a one-way way (Akman et al. 2019: 136). Lecturers and lecturers working in public administration departments are required to provide faster and more effective information by taking advantage of the technological opportunities presented by the internet.

CONCLUSION AND EVALUATION

There is always a need for expert managers and personnel who can take rational, up-to-date and strategic decisions in central and local government bodies, which are one of the most important factors for the sustainable and stable development of every country. Therefore, public administration education is an indispensable part of a country's development, but the shortcomings in this regard are political, social, economic, cultural, etc. It can cause problems covering all areas of the country.

In this context, higher education education in Kyrgyzstan in general and public administration education as a sub-field of it were discussed in the study. Political and economic instability in the country negatively affected the development of the education system, along with other fields. It is known that corruption, one of the most important problems of our day, is widespread in the education system and in public job application processes. Students who are faced with such practices, especially when entering public administration departments that train personnel for the public, and later in employment in public bodies, cannot be expected to offer qualified jobs. Although the problem in question is the most prominent one, it is clear that more comprehensive and long-term studies are required on this subject.

In Kyrgyzstan, public administration departments do not have the name required by the age, and there are no departments under the departments. Departments must be divided into departments and specialized. By establishing departments such as political and social sciences, administrative sciences, local governments, urbanization and environmental policies, and public policies, academics should be directed to specialize in these areas.

In order to increase the quality of public administration education in Kyrgyzstan, national public administration education quality standards should be determined and an accreditation unit should be established within the body of the Presidential Academy of Public Administration of the Kyrgyz Republic. New public administration departments to be opened should be allowed to open after receiving this document. Whether they maintain the standards in their current departments should be reported at the end of each year. Thus, a certain standard is achieved in public administration education.

In addition, the slow and uneven progress of the digitalization process in the country also shows its side effects in the education system. From this point of view, it is necessary to immediately start preparations for the infrastructure and training studies required to teach the courses given in public administration departments in Kyrgyzstan using interactive methods and new technologies. In particular, the Presidency of the Kyrgyz Republic Public Administration Academy should organize seminar programs on the use of digital technologies in public administration education by academics.

The role of faculty members is great for students in higher education institutions to be successful, knowledgeable and skillful experts in their field. Faculty members should not have financial difficulties in order to be only interested in academic studies and to be extremely productive for students. As it is known, many faculty members in the country have to do additional work due to low salaries, and some even migrate abroad for better conditions and opportunities. In order to prevent this and to employ more qualified academicians in departments that train staff for the public, standards should be raised. In addition, qualifications and number of faculty members in solving the lack of problem Lecturer implemented in Turkey Training Program, which OYP or implemented by the Ministry of Education Abroad Graduate programs such as YLSY he was sent scholars to study must be given weight.

Public administration academicians and students should be encouraged to benefit from the ERASMUS Program, which is also valid in Kyrgyzstan. On this occasion, academicians and students who will have the opportunity to see different academic environments and get to know different cultures will be able to improve themselves. The universities in Kyrgyzstan, as well as through Mevlana exchange program have made agreements with universities in Turkey. In this context, student and faculty mobility is in question. However, it is not at the desired level. Especially, it is important for the academicians of the public administration department to interact with their colleagues and to transfer different education/training techniques and students to experience public administration education in a different country (Babaoğlu & Kulaç, 2021: 108).

It is very important that academic research on public administration education be carried out at a sufficient level. In order to increase the academic quality in public administration, it is necessary to carry out studies that deal with public administration education in different dimensions. Especially the Presidential Academy of Public Administration of the Kyrgyz Republic should support the printing and distribution of the works. There are also significant shortcomings in the availability and quality of basic textbooks. These shortcomings may cause difficulties in procuring quality books for some core courses and following current issues and problems. Increasing the number, quality and variety of open course materials will contribute to the solution of this problem.

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