

Ponkin I. V.

TOWARDS THE QUESTION ABOUT THE CONCEPT AND TYPES OF RISKS IN PUBLIC MANAGEMENT¹

*Ponkin Igor'
Vladislavovich,*

*Doctor of law, Professor of International Institute of Public Service and Management of the Russian Presidential Academy of National Economy and Public Administration (RANEPA), Professor of Moscow State University of Law named after O. E. Kutafin (MSLA), Professor, Moscow,
i@lenta.ru*

Risks in the public management are analyzed in the article. Classification of risks in public management under the author's grounds is given in the article.

The author notes emergence of new risks in public management that are contributed by international processes related to the worsening of wars of secret services against sovereign states.

Keywords: public management, risks in public management, public risks management, risks classification.

The fall of the Ukrainian State that happened in February 2014 and turning it into a failed (default) state [3] raise questions about the quality of public administration and, at the same time, risks in public administration. All this also actualizes the need to study the nature, sources of emergence and content of such risks, the development and validation of tools for the early detection, prevention, damping and reduction of such risks.

Obviously that we are talking not about the risks of a corrupt official to be caught on a bribe, as well as the risks of a dwarfish and marginal political party (of not putting its people in the State Duma, and even just not gathering any meaningful number of sympathizers), and we are talking not about other private risks that represent little interest in the context of considered range of problems. We will focus on the major risks in the field of public interest. And, of course, concerning the topic of risks in public management we should determine a minimum level of

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public management, below which to talk about such risks would be unnecessarily (there should be a talk about negligence, incompetence and official malpractice of individual officials, their corruption, ineffectiveness concerning their personal activity, etc.)

The existence of a wide range of different and very numerous risks is an integral part of public management in general, and of providing public services in particular.

Such risks significantly affect the quality and effectiveness of public management, the referentiality of public management (in terms of its content and goal-setting) to public interest, the completeness and adequacy of achievement of set goals of public management and implementation of public functions (functions of public authority). Many of these risks are unpredictable, they derive from nonlinear processes.

In the course of implementation of public management the State inevitably faces such risks like the risk of not meeting the needs of the population or their incomplete or inadequate meeting; risk of damage to the environment (in implementation of public management in certain areas). In other words, one of the major risks of public management is the inability to meet all the demands, concerns and expectations of all interested parties, in particular, of the State itself [8]. Risks in public management assume a significant potential impact on the whole society, and (in case of systemic risks) a significant potential impact on the entire system of public management.

The concept of "risk" is polysemantic, that is, with a multiplicity of meanings, each of which is realized under certain conditions.

In very general terms, *the risk in public management* can be defined as a phenomenon characterized by the uncertainty in outcome of application of managerial actions within the framework of public management and by the presence of certain real probability of significant negative consequences for the process and, above all, for the results of public management (intermediate-step, benchmark instrumental or final), as well as for the entire system of public management and the state as a whole, including the perception and evaluation of authorities' legitimacy by the population.

Given the complexity of the subject-object sphere of public management, totality of objects subjected to managerial impact within and due to public management, it is impossible to avoid the emergence of risks in public management.

However, it is generally accepted and confirmed that there are some possibilities to control such risks.

Risk management of public management is a combination of organizational systems, sets of tools of public management [5] (primarily, crisis-preventive and broader anti-crisis public management), processes and procedures that allow implementation of early, including prudential, detection, identification and assessment of risks and the search for solutions of tasks set in connection with this.

However, the growing complexity and interconnectedness of segments, levels and elements of the system of public management contribute to the development of new types of risks and more complex causal relations [9, 5]. Moreover, it is contributed by the trends of complication and expanding of nonlinear interaction of law with other complexes of social norms; increase in application the mechanisms of self-regulation and self-government in various areas of public relations; complication of the interaction of public order and a number of extra-legal normative orders; trends of strengthening of autonomous institutionalization in some areas of public relations [2; 4]. And, as has been shown by the experience of Ukraine, Syria, Libya and a number of other states, the emergence of new risks in public management is especially contributed by international processes related to the worsening the wars of secret services, particularly of the USA and UK, against sovereign states, especially in the conditions of the trend of forced reduction of significance and content of state sovereignty.

Risks in public management can be classified on the following grounds: 1) scale of possible consequences (in the sense of a threat to the statehood itself or to ruling regime), 2) territorial (geographical) affiliation, 3) specificity of the nature of risks.

Classification of the risks of negative outcomes in public management on the grounds of scales of possible consequences:

- catastrophic risks, in case of their objectification and implementation leading to complete external destruction or complete self-destruction (or a combination of such causes) of a state in the territorial boundaries, within which the state previously existed and acted;
- risks of total (national wide) scale, in case of their objectification and implementation leading to fall of a state, transforming it into a failed (defaulted) state, or its turning into a quasi-state (few quasi-states);
- risks of total (national wide) scale, in case of their objectification and implementation leading to systemic dysfunctionality [3] of a state, systemic dysfunctionality of the entire system of public management or its most important segments.

Classification of the risks of negative outcomes in public management on the grounds of territorial (geographical) affiliation:

- global risks (on a nationwide scale, throughout a country);
- regional risks (within a region or a group of regions not exceeding a third of the total number of regions, otherwise it will be a more serious category – nationwide);
- numerous local risks;
- single local risks.

Classification of the risks of negative outcomes in public management on the grounds of specificity of risks' nature:

- risks of managerial and organizational dysfunctionality of the system of public management;
- risks of loss of central public management of regions (up to the partial destruction of the territorial integrity of a state);
- risks threatening to public order of a state, including the risks of loss of state sovereignty (full or partial loss);
- risks of inefficiency of the state system of legislation and the risks associated with deficiencies of legislative activity;
- economic risks (such risks of public management include changes in interest rates, tax losses, breach of trust and inflation [6, 46]);
- geo-political and international-legal risks;
- risks of failure of a state to timely prevent devastating effects of natural (climatic, seismic, biological) and man-made disasters, to timely and effectively conduct rescue operations and work to eliminate the consequences of such events;
- demographic risks;
- risks arising from a breach of the stability of public morality (in particular, the risks threatening the key civilizational foundations of statehood and nation, risks of changes in social and moral values, and other social changes and cultural transformations [6, 46]);
- risks of loss of legitimacy in the perception of its citizens, its population;
- political risks (the risk of critical exceeding of allowable (tolerable) scope of constitutional and other political myths and illusions [1]; they are also the risks of negative effects of taking controversial or unfounded, erroneous political decisions, the risks of complete burnout of population's interest in elections and, as a consequence, the risk of mass absenteeism, and many others);

- risks of reduction of subordination of the entire system of public management to key constitutional imperatives (state sociality, democratic and legal nature of state, secular nature of state, etc.);
- risks associated with ethnic and religious conflicts in the territory of a state (including the risk of obvious or latent conquest of full authority in a multinational state only by one religious or ethnic clan);
- risks of loss of control over legal order and critical shortcomings in ensuring legality;
- risks associated with pervasive corruption within the system of public management;
- risks associated with external aggressive and negative impact on the system of management from abroad.

Also distinguish the risks associated directly with the implementation of public management.

Risks associated with the implementation of the process of public management include risks associated with the implementation of control over public management, quality and continuity of rendering state services, documentation, data privacy and security, as well as risks associated with the interaction with the media [7, 4].

Therefore, it is reasonable to separate a classification of risks in public management on the grounds of levels and segments of public management. These will be individual risks associated with the implementation of public management in certain areas, the nature of which depends on the nature of area, in which such management is implemented. As well as complexes of such risks. But that is already the topic of another material.

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