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Risk management in public administration

Abstract. *With the growth of risks and uncertainties at the regional and national levels of management, the integration of risk management methodology into the sphere of public administration is becoming increasingly important. Examples of the implementation of risks in the field of public administration are the insufficient consideration of foreign economic risks in state policy, the negative dynamics of socio-economic indicators at the regional level, the increase in the cost of state programs, the delay in the timing of necessary public procurement, the failure to fulfill obligations to the population.*

The goals of state authorities are to minimize risks to society in a specialized area, for example, smoothing the risks of fluctuations in the economic situation, reducing risks in the areas of budget, tax, insurance, currency, banking, reducing demographic risks, risks of reducing the standard of living and income of the population, analyzing environmental and man-made risks, reducing the likelihood of their implementation and minimizing losses.

Keywords: *risks; risk management; state risk management; force majeure; state program; state bodies; integration.*

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Introduction

With the increase in risks and uncertainties at the regional and republican levels of management, the integration of the risk management methodology into the sphere of public administration begins to take on great importance. Examples of the implementation of risks in the field of public administration are insufficient accounting for external economic risks in public policy, negative dynamics of socio-economic indicators at the regional level, rise in the cost of government programs, delays in the terms of necessary public procurement, failure to fulfill obligations to the population. The goals of public authorities are to minimize

risks for society in the specialized sphere, for example, smoothing the risks of fluctuations in the economic environment, reducing risks in the areas of budgetary, tax, insurance, currency, banking, reducing demographic risks, risks of reducing living standards and incomes of the population, analyzing environmental and technogenic risks, reducing the likelihood of their implementation and minimizing losses.

The problems of integrating risk management into the sphere of state and local government are a tendency towards traditional management methods, “low mobility” of the bureaucratic organizational structure, stimulating routine work without taking into account external factors, lack of

knowledge, skills and experience in applying risk management methodology, incomplete information about risks in the activities of the organization or neglect of information about risks, uncertain responsibility for risk management [3].

The purpose of the article is to reveal the theoretical foundations of risk management in public administration, as well as to show their practical significance.

The objectives of the article are:

- modern approaches to managing economic risks in public administration;
- give a classification of risks in public administration;
- to consider methods of risk management in the public sector for making managerial decisions.

Risk – is a possible danger of losses arising from the specifics of certain natural phenomena and activities of human society. This is a historical and economic category. Thus, decision making under risk means the choice of a decision option in conditions when each action leads to one of the many possible private outcomes, and each outcome has a calculated or expert-determined probability of occurrence [5].

As a historical category, risk is a human-recognized possible danger. This indicates that risk is historically linked to the entire course of social development. As an economic category, risk is an event that may or may not occur. In the event of such an event, three economic results are possible:

- negative (loss, damage, loss);
- zero;
- positive (gain, benefit, profit).

Political risk is the possibility of loss or reduction in profit as a result of government policy. Thus, political risk is associated with possible changes in the course of the government, changes in the priority areas of its activities. Accounting for this type of risk is especially important in countries with unsettled legislation, lack of traditions and culture of entrepreneurship [2].

Political risk is inevitably inherent in entrepreneurial activity, it cannot be avoided, it can only be correctly estimated and taken into account [1].

It should be noted that attempts to take into account the political risk caused by the actions of individual statesmen or governments were made as early as the 19th century. Thus, the famous banker Rothschild organized the system of information about political events in such a way that he received reports about them several days earlier than the government [6].

The concept of «political risk» appeared in the lexicon of American corporations in 1959 after F. Castro came to power in Cuba. One of the first works on this problem is the book by F. Root «US Business Abroad and Political Risk», which analyzed the political risk to which the activities of American companies in other countries are exposed [7].

The importance of taking into account the influence of political risk on the performance of an entrepreneurial firm is evidenced by the fact that a global network of specialized analytical centers, both commercial and non-commercial, has been created to analyze and assess political risk. In developed countries, there are over 500 such centers, most of which are located in the United States. The most famous non-profit centers that study political risk mainly in theoretical terms are the Center for Strategic and International Studies at Georgetown University, the Research Center for International Change at Columbia University (New York) [8].

Next, we will consider the types of risks in public administration. Social risk is a fairly serious concept that applies to almost all types of human life. Its volume increased in proportion to the development of society and its evolution. Hundreds of years ago, exclusively natural factors were regarded as risks that could pose a real threat to society. Then, with the development of the economy, trade and industry, social risk factors increased significantly in number. Today, these include the likelihood of dismissal and unemployment, industrial injuries and disability, loss of a breadwinner.

Modern science that studies social risk management refers to them as almost any factors that, in the event of their occurrence, can negatively affect the social, material and spiritual state of a person who is considered as a separate unit of society.

Social insurance risk in the state context is considered as the occurrence of an event that provides for subsequent state assistance within the framework of state social insurance.

Today, social risk is a category that is thoroughly studied and researched not only in sociology. It is studied in detail in the psychology of society, in pedagogy, and is also used in economic spheres. Social risks are investigated especially carefully and used in the insurance system, and not only social, but commercial and medical. On the part of the government, social risks are viewed as a potential threat from which the state is obliged to protect its citizens through compulsory social insurance. In the event of a social risk case, the state is obliged to provide its citizens with compulsory assistance and support. In a separate context, the concept of social risk is considered in sociology, in the work of social educators and social workers. They carefully consider and study the so-called social risk groups, carry out preventive work with them and, if necessary, provide them with their professional assistance and support. Depending on what area is considered the concept of «Social risk», it has its own specifics and features [9].

In 2020, there was an unprecedented multi-level crisis in the global economy. Against the backdrop of the spread of coronavirus infection and quarantine restrictions, global trade flows have decreased, business activity has significantly slowed down, and there has been a significant decline in oil prices.

Of course, these factors have not bypassed the economy of Kazakhstan. The service sector shrank by 5.3%. The volume of the mining industry decreased by 4% due to a reduction in oil production by 5.4% as part of the fulfillment of obligations under the OPEC + agreement. Export of goods fell by 19.1%, import fell by 4.1%.

To mitigate the consequences of the pandemic, on behalf of the Head of State K. Tokayev, the Government adopted and implemented three packages of anti-crisis measures totaling 6.3 trillion tenge, which is equivalent to 9% of GDP. These measures were aimed at providing tax incentives for affected industries and expanding

concessional lending to small and medium-sized businesses.

In addition, working capital financing was increased, loan refinancing was provided on preferential terms, as well as loan deferrals.

About 700,000 entrepreneurs received tax breaks, 80% of borrowers in the affected industries were granted loan deferrals. Approximately 1.4 million people were covered by employment promotion measures.

In 2021, Kazakhstan chaired the bodies of the Eurasian Economic Union. Starting this work at the beginning of the year, Kassym-Jomart Tokayev formulated five key areas of joint work - strengthening industrial cooperation, removing barriers to mutual trade, developing transport and logistics infrastructure, digitalization, and expanding trade and economic relations with third countries.

2021 was not an easy year for the financial market either, which faced certain difficulties. "Under these conditions, the key task both in the economy and in the financial system has been and will be ensuring stability through the implementation of a set of anti-crisis measures. In principle, we managed to enter the growth trajectory," the Head of State stated.

The President set a number of specific tasks. The first is the stability of the financial sector. As the Head of State stated, today the financial sector has been cleared of insolvent banks, about 6.6 trillion tenge of bad loans have been written off as part of the recovery. As it was said in the speech, the level of loans with overdue over 90 days is 4.3% of the loan portfolio of banks - this is the minimum value for the last 13 years.

Based on this, the President urged to draw the necessary lessons and strengthen measures to prevent the accumulation of systemic risks.

The Head of State noted that today, thanks to state support, banks have a significant potential for lending to the economy. The volume of highly liquid assets in the banking system is 12.2 trillion tenge.

Today, the main risks for Kazakhstan come from trends in the regional space and external conditions. The country depends on the relations and influence of the main world actors - Russia, the USA, the EU, China.

Table 1

Factors/Trends	Political risks
Rising Chinese Influence	<ul style="list-style-type: none"> • Growing corruption • Priority to Chinese goods and services in tenders, public procurement and in the interaction of state-owned companies • Scaling up tied aid • Protests
Political situation	<ul style="list-style-type: none"> • Protests • Risk transfer from neighboring countries • Change of government • Changing economic policy
Strengthening the influence of radical Islamist ideologies and the problem of Afghanistan	<ul style="list-style-type: none"> • Terrorism • Strengthening the control of financial flows • Tougher legislation • Increased police oversight • Risk transfer from neighboring countries
Increased volatility in energy prices	<ul style="list-style-type: none"> • Increasing fiscal pressure on business • Change in monetary policy
EU Green Deal	<ul style="list-style-type: none"> • Introduction of environmental requirements and restrictions • Increasing fiscal pressure

Note: compiled by the authors based on the source [9].

The internal situation in the country is stable, and economic development has prospects with competent actions of the leadership. The probability of risks is not so high, and therefore, in our opinion, investment and trade cooperation with companies from Kazakhstan has great prospects.

However, companies need to factor these risks into their business strategy and more actively implement policy analysis to monitor and manage risk. Based on the analysis, the following table of political risks was compiled.

Risks may also arise if the hydrocarbon market is volatile due to the weak diversification

of the Kazakh economy and its dependence on oil exports. The coronavirus pandemic significantly affected the demand for oil in 2020, which reduced the price of oil by 62%. However, the OPEC+ agreement was able to stabilize prices at \$42-45 per barrel. With a high dependence on oil exports, such shocks and low prices affect the country's fiscal policy.

In the financial sector, in 2021, the country's banks issued 21 trillion 487 billion 916 million tenge, including loans to non-bank legal entities and individuals. In the first place among the regions - Karaganda region (loans in the amount of 1 trillion 15 billion 503 million tenge).

Table 2

Region	Loan amount (million tenge)
Akmola	296 213
Aktobe	618 006
Almaty	499 043
Atyrau	539 008
East Kazakhstan	725 805
Zhambyl	397 852
West Kazakhstan	506 030
Karaganda	1 015 503
Kostanay	466 885
Kyzylorda	368 692
Mangistau	502 331
Pavlodar	533 911
North Kazakhstan	268 767
Turkestan	226 110
Almaty city	11 432 551
Nur-Sultan city	2 083 111
Shymkent city	1 008 097

Note: compiled by the authors based on the source: <https://marketingcenter.kz/20/economy-kazakhstan.html>. [10].

In the difficult conditions of quarantine restrictions, measures were taken to stimulate growth through consumer lending. In the total volume of loans issued by banks to the population for consumer purposes in 2021, Almaty dominates.

Almaty accounts for 53% of the total number of loans issued, which once again predetermines

its role as a locomotive of consumer demand in Kazakhstan.

Methodology

Risk assessment is part of the risk management process and is a structured process that identifies ways to achieve the goals, analyzes the

consequences and the likelihood of hazardous events to make a decision about the need for risk treatment.

1. Risk visualization. General approaches to risk analysis.

There are currently two approaches to risk analysis. Their choice depends on the owners' assessment of their information resources value and the possible consequences of an information security regime violation. In the simplest case, the owners of information resources may not evaluate these parameters. It is implicitly assumed that the value of the protected resources from the point of view of the organization is not excessively high. In this case, the risk analysis is performed according to a simplified scheme: a standard set of the most common security threats is considered without assessing their likelihood and a minimum or basic level of information security is provided.

Common areas of use for this level are typical design solutions. There are a number of standards and specifications that consider the minimum (typical) set of the most likely threats, such as viruses, equipment failures, unauthorized access, etc. Countermeasures must be taken to neutralize these threats, regardless of the likelihood of their implementation and the vulnerability of resources ... Thus, it is not necessary to consider the characteristics of threats at a basic level.

The full version of risk analysis is used in case of increased requirements in the field of information security. In contrast to the base case, the assessment of the resources value, characteristics of risks and vulnerabilities of resources is carried out in one form or another. Typically, a cost/benefit analysis of multiple protection options is carried out.

Thus, when conducting a full risk analysis, it is necessary:

- determine the value of resources;
- add to the standard set a list of threats that are relevant to the researched information system;
- assess the likelihood of threats;
- determine the vulnerability of resources;
- offer a solution that provides the required level of information security.

2. Statistical risk assessment method. Cost feasibility analysis method.

The essence of this method is based on the fact that costs for each line of business, as well as for its individual elements, have a different degree of risk. For example, the degree of risk in the costs associated with the purchase of raw materials will be higher than the cost of salaries.

The cost-benefit analysis method is focused on identifying potential risk areas and has the goal of minimizing the amount of capital at risk. Analysis of funds at risk can help to make a decision to stop investments.

To determine the degree of risk by analyzing the feasibility of spending, this state for each of the cost elements is divided into areas of risk, which represent a zone of total losses, within which specific losses do not exceed the limit value of the established risk level:

1. The area of absolute stability;
2. Normal stability region;
3. Unstable region;
4. Critical state area;
5. Crisis area.

Discussion

Depending on the context, the main social risks can be divided into different types. Depending on whether they can be foreseen or not, they are divided into: Foreseeable - those that can be predicted, predicted, analyzed even before they occur. As a rule, this type of risk is always present in society and, with proper analysis, their occurrence can be predicted (the upcoming reduction and dismissal of employees, an increase in unemployment, problem families, which are social risk groups and need the support of a social worker). The unforeseen ones are those that have no analogues in history or happen completely suddenly (accident, natural disaster). This type of risk is the most difficult for science, since it is almost impossible to calculate or predict its occurrence. Do not forget that social risk is the likelihood of an event that can happen both to a single individual and to a group of people. Depending on who is the subject of social risk, he can be single or group. In the first case,

the risks of what can theoretically happen to an ordinary, separately taken person are considered. In the second case, whole groups of social risk are considered. They may suffer from the following risks:

Natural risks are those that are a consequence of the realization of the phenomena of animate and inanimate nature. These include floods, earthquakes and other natural disasters, as well as the properties or actions of various representatives of the biosphere that humans cannot control (the actions of microorganisms, the behavior of wild animals). Social psychological risks are those that represent the likelihood of the occurrence of adverse circumstances as a result of interpersonal communications at the level of a social group or an individual [10].

They can also have a negative impact on the entire social group, and on one person. Socio-economic risks of society - those risks, the realization of which by their actions can provoke organized or unorganized groups, their individual members who act in the interests of these groups. These types of risk include actions that are committed for the sake of national interests, corporate tolerance.

Also, such actions may not be performed fully consciously, but arise as «crowd psychology» or «herd instinct». The objects and subjects of socio-economic risks can be both individual members of society and various firms, organizations, corporations, and even entire states. For example, there is a risk for a manufacturing enterprise that the price of imported raw materials that are used in production may be increased. This risk could be realized if the necessary government decree is signed by an individual government official. This government official acts as a representative of the whole social system - the state, and acts in the interests of this social system. For this reason, for a manufacturing enterprise, such decisions are related to social risks.

Political risks can be classified into four groups:

- the risk of nationalization and expropriation without adequate compensation;
- transfer risk associated with possible restrictions on converting local currency;

- the risk of termination of the contract due to the actions of the authorities of the country in which the counterparty company is located;
- the risk of military action and civil unrest.

Transfer risk is associated with local to foreign currency transfers. An example is a situation when an enterprise operates profitably, making a profit in the national currency, but is unable to convert it into the investor's currency in order to pay off the loan. There can be many reasons - for example, a forced long queue for conversion.

The risk of termination of the contract involves situations when neither the penalties provided for in the contract, nor arbitration help: the contract is terminated for reasons beyond the partner's control, for example, due to changes in national legislation.

The last of the group of political risks is the risk of military action and civil unrest, as a result of which entrepreneurial firms could suffer heavy losses and even go bankrupt.

Political risk can also be conditionally subdivided into country, regional, and international. Country political risk should be understood as the instability of the country's internal political situation, which affects the performance of entrepreneurial firms, in connection with which the risk of deterioration in the financial condition of firms, up to their bankruptcy, increases. This especially affects enterprises of various forms of small business, since the tension of the political situation in the country leads to the disruption of economic ties, which most tangibly affects the activities of small enterprises, puts them on the brink of bankruptcy due to the lack of raw materials, materials, equipment.

Regional political risk should be understood as the instability of the political situation in a particular region, which affects the performance of entrepreneurial firms; in particular, it may be the likelihood of losses due to hostilities in the region, as well as interference in the business activities of regional government bodies.

Taking international political risk into account is important for business activities both for firms with access to the international market and for firms with foreign partners.

Occupational risk is the likelihood of damage to health or disability or death of an employee as a result of exposure to harmful and (or) hazardous production factors.

Occupational risk management is a set of interrelated measures that are elements of the occupational safety management system and include measures to identify, assess and reduce the levels of occupational risks.

The purpose of assessing and managing occupational risks is to ensure the safety and health of the employee in the process of working.

Place of assessment and management of occupational risks in the labor protection system.

Assessment and management of occupational risks is an integral part of the organization's occupational safety management system, aimed at the formation and maintenance of preventive measures to optimize hazards and risks, including the prevention of accidents, injuries and occupational diseases.

Thus, making conclusions, it can be noted that risk management is an integral part of the overall planning of the state. As noted in the analysis of the definition of risk management, it is auxiliary in nature and is aimed at ensuring that the state can achieve its goals in conditions of incomplete certainty. Therefore, before embarking on the creation of a risk management system, the state should clearly define goals.

Risk management is a complex process involving several steps or stages. These steps are not always done sequentially. The modern concept considers risk management as a continuous process, in which at the same time, on a regular basis, risks are identified and analyzed, they are measured, the search for ways to work with them and the effectiveness of measures already taken is evaluated.

Results

Additional expenditures are provided for supporting citizens and the economy in a state of emergency in three areas.

First. Implementation of the «Employment Roadmap» for 2020-2021, within the framework of which infrastructure projects will be

implemented and 254.3 thousand jobs will be created.

Second. Indexation of social benefits and coverage of costs associated with changes in foreign exchange rates. For these purposes, 315.4 billion tenge will be allocated.

Third. It is proposed to allocate 293.4 billion tenge to support citizens and the economy, including for the implementation of individual orders of the head of state. 8 billion tenge. The budget deficit was increased by 840.7 billion tenge.

As a result, the parameters of the republican budget were as follows:

- revenues - 11.8 trillion tenge;
- expenses - 14.3 trillion tenge;
- deficit - 2.4 trillion tenge or 3.5% of GDP.

In addition, additional payments will be made to medical and other workers involved in quarantine measures.

Funding anti-crisis measures

General package of anti-crisis measures, excluding tax preferences and support at the local level will amount to an additional 5.9 trillion tenge, of which:

- 2.5 trillion tenge - from extrabudgetary funds;
- 3.5 trillion tenge - through of the republican budget it is planned to provide financing in three directions.

First. To ensure economic stability and the state of emergency, 1.2 trillion tenge is provided.

To support the employment of the population, the Employment Roadmap program was adopted, within which 254.3 thousand jobs will be created in the post-virus period. Unprecedented amounts are allocated for its implementation (up to 1 trillion tenge).

An additional 84.5 billion tenge is planned to be allocated for the implementation of the Business Roadmap.

In addition, it is envisaged to strengthen measures to support entrepreneurship through subsidies and guarantees for loans to entrepreneurs. This will create about 16 thousand jobs and tax receipts for more than 250 billion tenge.

Also, 30.8 billion tenge are provided for the provision of food and household sets for certain categories of citizens with a cost of 5,567 tenge. More than 2 million people will be covered by this measure.

As part of the clarification, additional expenses in the amount of 50 billion tenge are provided for the implementation of the "Enbek" program. As a result, the development of mass entrepreneurship will continue, the creation of an effective model of labor mediation and skills, including support for socially vulnerable groups of the population.

Second. 315.4 billion tenge is allocated for activities related to changes in macroeconomic indicators.

Third. It is proposed to allocate 293.4 billion tenge to support citizens and the economy, including the implementation of individual orders of the head of state.

Conclusion

Drawing conclusions, it can be noted that the following measures and temporary restrictions were introduced for the period of the state of emergency, namely, strengthening the protection of public order, protection of especially important

state and strategic, special regime, security and specially protected facilities, as well as facilities that ensure the life of the population and the functioning transport, restricting the functioning of large trade facilities, suspended the activities of shopping and entertainment centers, cinemas, theaters, exhibitions and other objects with a large crowd of people.

Also with the introduction of quarantine, large-scale sanitary and anti-epidemic measures were carried out, including with the participation structural divisions of the Ministry of Defense of the Republic of Kazakhstan and internal affairs bodies carrying out activities in the field of sanitary and epidemiological well-being of the population are prohibited from holding spectacular, sports and other mass events, as well as family, commemorative events, restrictions are imposed on entry into the territory of the Republic of Kazakhstan, as well as on exit from its territory by all modes of transport, with the exception of personnel of the diplomatic service of the Republic of Kazakhstan and foreign states, as well as members of delegations of international organizations traveling to the Republic of Kazakhstan at the invitation of the Ministry of Foreign Affairs of the Republic of Kazakhstan.

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Мемлекеттік басқарудағы тәуекелдерді басқару

Аннотация. Басқарудың өңірлік және ұлттық деңгейлеріндегі тәуекелдер мен белгісіздіктердің өсуімен тәуекелдерді басқару әдіснамасын мемлекеттік басқару саласына интеграциялау барған сайын маңызды бола түсуде. Мемлекеттік басқару саласындағы тәуекелдерді іске асыру мысалдары мемлекеттік саясатта сыртқы экономикалық тәуекелдерді жеткіліксіз есепке алу, өңірлік деңгейдегі әлеуметтік-экономикалық көрсеткіштердің теріс серпіні, мемлекеттік бағдарламалар құнының ұлғаюы, қажетті мемлекеттік сатып алу мерзімдерінің кешіктірілуі, халық алдындағы міндеттемелердің орындалмауы болып табылады.

Мемлекеттік органдардың мақсаттары мамандандырылған салада қоғам үшін тәуекелдерді азайту болып табылады, мысалы, экономикалық жағдайдың ауытқу тәуекелдерін тегістеу, бюджет, салық, сақтандыру, валюта, банк салаларындағы тәуекелдерді азайту, демографиялық тәуекелдерді, халықтың өмірі мен кірістерінің төмендеу тәуекелдерін төмендету, экологиялық және техногендік тәуекелдерді талдау, оларды іске асыру ықтималдығын азайту және шығындарды азайту.

Түйін сөздер: тәуекелдер; тәуекелдерді басқару; тәуекелдерді мемлекеттік басқару; форс-мажорлық жағдайлар; мемлекеттік бағдарлама; мемлекеттік органдар; интеграция.

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Управление рисками в государственном управлении

Аннотация. С ростом рисков и неопределенностей на региональном и национальном уровнях управления все большее значение приобретает интеграция методологии управления рисками в сферу государственного управления. Примерами реализации рисков в сфере государственного управления являются недостаточный учет внешнеэкономических рисков в государственной политике, отрицательная динамика социально-экономических показателей на региональном уровне, увеличение стоимости государственных программ, просрочка сроков необходимых государственных закупок, невыполнение обязательств перед населением.

Целями государственных органов являются минимизация рисков для общества в специализированной сфере, например, сглаживание рисков колебаний экономической ситуации, минимизация рисков в бюджетной, налоговой, страховой, валютной, банковской сферах, снижение демографических рисков, рисков снижения жизни и доходов населения, анализ экологических и техногенных рисков, снижение вероятности их реализации и снижение затрат.

Ключевые слова: риски; управление рисками; государственное управление рисками; форс-мажорные обстоятельства; государственная программа; государственные органы; интеграция.

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