

# Risks in Public Administration in the Context of Globalisation

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**Abstract:** The relevance of the study is conditioned by the fact that globalisation is accompanied by a conflict of interest, increasing contradictions, the emergence of new risks in various areas of public administration in particular. The paper investigates risks in public administration in the context of globalisation. According to the results of cluster analysis, the risks are grouped into the following clusters: socio-humanitarian, environmental, financial-economic, and information-technological. In the context of the conducted expert assessment, the risks in public administration in the context of globalisation were identified and a cluster analysis of the identified risks was performed; a map of risks is drawn up, and constructive and destructive factors influencing the processes of globalisation are determined. It was argued that the globalisation processes are already irreversible, but countries need to identify risks to minimise or neutralise them, to predict possible threats and consequences, as an indicator of these changes is security. The paper has theoretical and practical significance, because national and state security are leading in public administration, as almost any conflict becomes a global issue.

**Keywords:** Globalisation, risks, public administration, expert assessment.

## INTRODUCTION

Globalisation affects absolutely all spheres of society, this process is seen as the unification of economic, political, cultural, informational, and religious spheres of different states. At the same time, it should be emphasised that globalisation is a rather controversial process, because despite its many positive aspects, it conceals various risks and threats. Virtually all countries are involved in globalisation processes, which are growing and spreading with increasing speed, uniting not only the economy but also culture, information, technology and management – all this leads to the analysis of globalisation processes and identification of possible risks. Various aspects of globalisation are considered by J.U. Arregui (2019), B. Marcheco Acuña (2018), I. Chugunov (2019), Y.G. Tyurina (2018), Y. Choi (2018), E.V. Okhotsky (2017).

Analysis of scientific and methodological literature suggests the existence of different approaches of scientists to the interpretation of the concept of "globalisation". The authors present the most common of them: firstly, it is a key determinant of society and the most influential force covering all spheres of public life, including economics, politics, social sphere,

culture, ecology, security; affects the production of goods and services, use of labour, investment, and technology (Poruchnik 1994); secondly, it is a natural consequence of the interaction and intertwining of the plurality of local transformations of different levels of socio-economic systems, the planetary self-organisation of which generates a new quality of world economic development (Grazhevskaya 2008); thirdly, it is an objective phase of development of the international economy, which is a consequence of the transformation of the world economy into an open system mediated by commodity-money relations and information communications (Tifonov 2016); fourthly, it simultaneously constitutes the state, the process, and the prospects of human society, the cohesion of humanity in the entire world (Bochan and Mikhasyuk 2007); fifthly, it is the comprehensive process of transformation of the world community into an open integrated system of information technology, financial and economic, socio-political, socio-cultural relations and interdependencies (Bazilevich 2008).

To summarise, the authors note that all the proposed definitions of globalisation relate to a set of challenges in public administration and the current issues. The authors interpret globalisation as the unification of economic, political, cultural, informational, and religious spheres of different states. The purpose of our study was to identify risks in public administration in the context of globalisation.

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## MATERIALS AND METHODS

The study of risks in public administration in the context of globalisation by the method of expert assessment involved two stages: firstly, the identification of risks in public administration in the context of globalisation and cluster analysis of identified risks; secondly, a risk map is drawn up, risk groups (very probable/critical risks, probable/justified risks, unlikely/acceptable risks), and constructive and destructive factors influencing globalisation processes are identified. The methods of mathematical statistics allowed to process expert opinions (specialists in public administration of "A", "B", "C" category, economists, political scientists, sociologists, whose research interests are related to the study of globalisation and risk management) on probable risks in public administration in the context of globalisation and revealed the importance of each of the specified risks. The expert evaluation procedure began with the identification of a group of experts, the number of which may be arbitrary in the group, but representative. Experts should be to a certain extent prepared to express their opinions on the subject matter. The authors note that the "weight" of their opinion was assessed with consideration of the experience of management as a head, length of service in management, and participation in various expert evaluation procedures. The quantitative value of the coefficient of competence of experts acquired values within the interval (0; 1).

Four groups took part in the expert assessment, each of which was created from category "A", "B", "C" representatives of the public administration, economists, political scientists, sociologists, etc. The list of the group of experts, which indicates the position they hold, as well as the length of service as a manager was divided into several subgroups: by importance of the position (two subgroups), by length of service (four subgroups). Each subgroup was assigned a score. If the importance of the position of such subgroups is  $n$ , then the most significant subgroup is given  $n$  points, the next –  $(n - 1)$ , etc. All experts assigned to subgroup number  $k$  received a score of  $n - k + 1$ . Experts were similarly grouped by work experience (0-5 years – 1 point, 6-10 years – 2 points, 11-15 years – 3 points, 16 years and more – 4 points), each subgroup was given a point. If there are  $m$  subgroups, the highest score is also  $m$ . All experts classified in subgroup  $l$  receive a score  $m - l + 1$ . The coefficient of competence of expert  $a$ , who belonged to subgroup  $k$  by position and subgroup  $l$  by length of

service, was determined according to the formula (Eq. 1), where the denominator contains the sum of all points for both position and length of service (Chernenko 2016).

$$K_a = [(n-k+1) + (m-l+1)] / \left( \sum_{i=1}^n i + \sum_{j=1}^m j \right), \quad (1)$$

The next step in the expert evaluation was the procedure of interviewing experts, which was carried out by means of a questionnaire. During the direct assignment of qualitative features of quantitative values, the proposed risks were ranked on a scale of semantic differentiation from 0 to 5, factoring in the degree of probability of each of them. In the ranking process, the order of precedence of all objects under consideration was established. For example, these are the objects  $PRO_1, PRO_2, \dots, O_K$ .

Let the order of advantage be as follows:  $PRO_1 > PRO_2 > \dots > O_K$ . If points are assigned to objects, the object  $PRO_1$  will receive a point  $k$ ,  $PRO_2 - (k - 1)$ , ...,  $O_K - 1$ . If there are objects equivalent in preference, i.e.  $PRO_1 > PRO_2 \sim PRO_3 \sim PRO_4 > PRO_5 > \dots > O_K$ , then in the process of assigning points to objects it is necessary to preserve both the predominance of objects and equivalence. In this case,  $PRO_1$  will receive a score of  $k$ ,  $PRO_2, PRO_3$  and  $PRO_4$  will receive the same scores of  $[(k - 1) + (k - 2) + (k - 3)]/3$ ,  $PRO_5$  will receive a score  $k - 4$ , etc.,  $O_K - 1$  point.

Summarising the above, we can conclude that the location of the object in the ranking of the sequence of preferences determines the score, which provides a direct quantitative assessment of the object. Since the ranking of objects was carried out by the entire group of experts, the final quantitative value was added after processing the views of all experts.  $j$  shall denote the object ( $j = 1, \dots, p$ ), and  $i$  – the expert ( $i = 1, \dots, l$ )... Then  $X_{ij}$  will denote the number of points received by each  $j^{\text{th}}$  object, if it was evaluated by the  $i^{\text{th}}$  expert. The final quantitative assessment of the  $j^{\text{th}}$  risk was determined according to the formula (Eq.2):

$$X_i = \sum_{j=1}^l K_i X_{ij}, \quad (2)$$

where  $K_i$  – the coefficient of competence of the  $i^{\text{th}}$  expert, and  $X_{ij}$  – the points they assigned to the  $j^{\text{th}}$  risk (Chernenko 2012).

Then, in the process of expert evaluation, the weights of probable risks were calculated. To correctly assess the probability of this risk, it is necessary to factor in the frequency of occurrence of a risk in public administration. To do this, you need to calculate the weights of risk groups. Thus, the weighting coefficient of the  $j^{\text{th}}$  object is determined according to the formula (Eq. 3):

$$W_i = X_i / \sum_{j=1}^p X_j . \quad (3)$$

The weighting coefficient, as well as the coefficient of competence, acquires values from the interval (0; 1) (as accepted in the expert assessment). During the experiment, the levels of exposure to all risks were divided into three levels (unlikely, probable, very probable). Then each  $s^{\text{th}}$  head will receive  $Z_s$  points (Eq.4):

$$Z_s = \sum_{j=1}^p W_j \text{Pr } j_s . \quad (4)$$

The proposed risk in educational institutions will be assessed by the number of points obtained, i.e. by the value of  $Z_s$ . If the values  $a_1, a_2, a_3, a_4, a_5$  are the limits beyond which the risk weight changes, it must be assumed that when  $0 < Z_s \leq a_1$ , then the  $s^{\text{th}}$  risk is unlikely; if  $a_1 < Z_s \leq a_2$ , then the risk is probable; if  $a_2 < Z_s \leq a_3$ , then the typicality is considered very probable; if  $a_3 < Z_s \leq a_4$ , the readiness is at the average level; readiness is considered sufficient for  $a_4 < Z_s \leq a_5$ .

Twelve specialists from all four types (specialists in public administration of categories "A," "B", "C", economists, political scientists, sociologists, etc.) were involved to take part in the expert risk assessment in public administration in the context of globalisation, forming four groups of experts. These groups were divided into subgroups: by position and length of service as a head. The group of experts was divided into two subgroups. The first of them included specialists in public administration of category "A", "B", the second – category "C" and economists, political scientists, sociologists. Each expert from the first subgroup was assigned 2 points, from the second – 1 point. Considering the number of experts from each group, the total number of points for the position for group No. 1 was 18, No. – 18, No. 3 – 20, No. 4 – 18 points. According to the length of service as a head, each group of experts was divided into four subgroups. The first of them included experts with 0-5 years of

experience – 1 point, 6-10 years – 2 points, 11-19 years – 3 points, 20 years and more – 4 points. Each expert from the first subgroup received 1 point, from the second – 2 points, from the third – 3 points, from the fourth – 4 points. Then the total amount of experience for the group No. 1 was 23, No. 2 – 36, No. 3 – 36, No. 4 – 30 points. The number of starting points attributed to each of the experts of group A was calculated: the 1<sup>st</sup> received  $2 + 2 = 4$  points; the 2<sup>nd</sup> –  $2 + 1 = 3$  points; the 3<sup>rd</sup> –  $2 + 2 = 4$  points; the 4<sup>th</sup> –  $2 + 1 = 3$  points; the 5<sup>th</sup> –  $2 + 2 = 4$  points; the 6<sup>th</sup> –  $2 + 2 = 4$  points; the 7<sup>th</sup> –  $1 + 2 = 3$  points; the 8<sup>th</sup> –  $1 + 2 = 3$  points; the 9<sup>th</sup> –  $1 + 3 = 4$  points; the 10<sup>th</sup> –  $1 + 4 = 5$  points; the 11<sup>th</sup> –  $1 + 1 = 2$  points; the 12<sup>th</sup> –  $1 + 1 = 2$  points. This allowed to calculate the coefficients of competence for them.

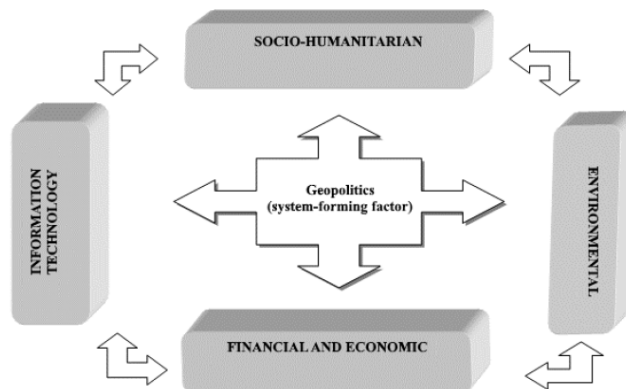
Considering the length of service, the experts were asked to evaluate each of the proposed risks on a 5-point scale: the more often the risk arose, influenced the processes in public administration, the expert took a set of measures to process and reduce it, the higher the score and probability. Thus, after processing the data of experts, the risks that scored the number of points from the interval (0-1.66) – unlikely risks, the probability of risk is low; (1.67-3.33) – probable risks; (3.34-5) – very probable, significant probability of risk.

## RESULTS AND DISCUSSION

Based on the results of the cluster analysis of the risks proposed by experts in public administration in the context of globalisation, four clusters were identified: socio-humanitarian, environmental, financial-economic, and information technology, which are clearly presented in Figure 1. The system-forming factor of all globalisation processes of each state is geopolitics, which is historically based on the principle of geographical determinism and methodology of political geography, developed relatively autonomously within the system of political science. Modern tendencies in the development of states have changed radically, due to changes in world politics, the influence of non-governmental and interstate organisations, transnational corporations, etc. All this raises several issues that require a joint solution based on political philosophy, geopolitical theory, and international law provisions.

The social and humanitarian cluster identified by the experts envisages risks in the social as well as in the cultural, educational spheres, etc. The impact of globalisation processes will contribute to the

destruction of the usual way of life and value orientations of the population, which causes stress and increases fluctuations in population dynamics, increases population migration, etc. Apart from these changes, the possible critical growth of inequality and the polarisation of society for ethnic, religious, and cultural reasons, the acceleration of urbanisation, the emergence of social crises and human survival, including global pandemics, are also of particular significance. Considering the tendencies in education, the changes in organisational forms of educational activities, globalisation of the market of educational services, rapid development of their export, commercialisation of research products, reduction of theoretical research to the advantage of applied research is accompanied by migration of scientific potential, declining authority and positive attitude towards education, which cannot be left out of focus. Thus, the leading risk of the socio-humanitarian cluster constitutes the loss of national identity due to unification and standardisation.



**Figure 1:** Clusters of risks in public administration in the context of globalisation as identified by experts.

The ecological cluster is described by risks that involve the probability of actions that have adverse consequences for the environment and are caused by the negative impact of any activity, emergencies of natural or anthropogenic nature. Environmental issues are systematically raised by the prominent leaders of the countries at the Davos forum, which confirms the importance and priority of environmental risks, which are only exacerbated in the context of globalisation. It is the ecological cluster that accumulates the main challenges and issues. Globalisation also causes an array of changes in the financial and economic sector, as it is accompanied by uniform rules for foreign economic activity and uniform requirements for tax and customs policy. All this leads to the transformation of business, the sharp influence of TNCs leads to the

introduction of new strategies that are not always successful, the change of key players in the market and increased competition, lack of specialists for key areas of business, etc. Economic uncertainty causes several risks, declining incomes, purchasing power, inflation, deflation, currency risks, which leads to an increase in deposits. No less significant is the threat of the growth of domestic and foreign public debt, the growing number of foreign deposits, including those available to individuals and the growth of international interbank loans. Unfortunately, the negative phenomenon of corruption is gaining momentum, including discriminatory taxation and systemic bribery. Thus, globalisation processes have a positive tendency, but any changes inevitably involve risks in public administration, including in the financial and economic cluster.

The information boom of technological processes justifies the definition of information technology cluster. The globalisation of both positive forces and negative factors has become much stronger with the advent of computer technology and Internet technology. It should be emphasised that the comprehensive information interrelation of all objects and subjects of the information space is constantly increasing. As a result of a significant increase in information flows, information sources and channels under the influence of intensive development of information technology, there is a risk of information insecurity, electronic data theft and misuse of personal data, cyber threats, including espionage, extortion, and destabilisation of industries, which escalates large-scale cyber-attacks. The growing importance of information technology in the modern economy is a fact that is beyond doubt, the growth of technological risks, automation of production, increasing robotics, the use of nanotechnology all force to assess the consequences of developments in this area, and to identify risks. Thus, it should be stressed that experts insist on the fact that certain clusters (socio-humanitarian, environmental, financial, economic and information technology) are interrelated, problems and risks in public administration in the context of globalisation are very important issues of the modern world community, the processes are already irreversible, but countries need to identify risks to minimise all possible threats and consequences. Based on the results of the second stage of the expert assessment, a risk map was compiled, the identified risks of each cluster were assessed and a group was identified: very probable/critical risks (3.34-5), probable/justified risks (1.67-3.33), unlikely/acceptable

**Table 1: Risks in the Field of Public Administration in the Context of Globalisation (Social And Humanitarian Cluster)**

<b>Very Probable/Critical Risks (3.34-5)</b>	
The risk of critical growth in inequality and the polarisation of society for ethnic, religious, and cultural reasons	4.2
The risk of commercialisation of research products, reduction of theoretical research to the advantage of applied research	3.96
The risk of migration of the scientific potential of the state	3.71
The risk of population instability, population migration, social crises and human survival, including global pandemics; risk of accelerated urbanisation, etc.	3.58
<b>Probable/Justified Risks (1.67-3.33)</b>	
Risk of disruption of normal lifestyle and values, stress	3.23
The risk of losing the national identity of the country due to unification, standardisation	2.92
Risk globalisation of the market of educational services, rapid development of their exports	2.54
<b>Unlikely/Acceptable Risks (0-1.66)</b>	
The risk of changing organisational forms of educational activities	1.63

risks (0-1.66), which is expressly presented in Tables 1-4.

The risks in public administration in the context of globalisation (socio-humanitarian cluster), which affected the processes in public administration in the context of globalisation, were identified by experts as very probable/critical, given the highest score and probability: the risk of critical growth in inequality and the polarisation of society for ethnic, religious, and cultural reasons (4.2), the risk of commercialisation of research products, reduction of theoretical research to the advantage of applied research (3.96), the risk of migration of the scientific potential of the state (3.71), the risk of population instability, population migration, social crises and human survival, including global pandemics; risk of accelerated urbanisation, etc. (3.58). Probable/justified risks that need to be addressed and minimised include the following: risk of disruption of normal lifestyle and values, stress (3.23), the risk of losing the national identity of the country due to unification, standardisation (2.92), risk globalisation of

the market of educational services, rapid development of their exports (2.54). Only the risk of changing organisational forms of educational activities (1.63) was assessed by experts as unlikely, the impact of which was determined to be acceptable.

According to the results of risk assessment in public administration in the context of globalisation within the environmental cluster, experts identified very likely/critical risks, which were given the highest score and degree of probability. These include: risks of manipulation of resources that involve political motivation in changes in energy supplies and rare minerals (4.8), risks of internal conflicts, comprising riots, ethnic clashes, civil wars, migration (4.35), the risk of terrorism, politically motivated threats or violence against citizens' property (3.69). Probable/justified risks that need to be addressed and minimised include the following: risk of ignoring laws, policies, and norms of taxation, environmental standards of states, etc. (3.25), risks associated with non-compliance with the technological regime (use of secondary raw materials

**Table 2: Risks in Public Administration in the Context of Globalisation (Ecological Cluster)**

<b>Very Probable/Critical Risks (3.34-5)</b>	
Risks of manipulation of resources that involve political motivation in changes in energy supplies and rare minerals	4.8
Risks of internal conflicts, comprising riots, ethnic clashes, civil wars, migration	4.35
The risk of terrorism, politically motivated threats or violence against citizens' property	3.69
<b>Probable/Justified Risks (1.67-3.33)</b>	
Risk of ignoring laws, policies, and norms of taxation, environmental standards of states, etc.	3.25
Risks associated with non-compliance with the technological regime (use of secondary raw materials in case of violation of technology will increase the amount of waste that will need to be disposed of)	3.04
<b>Unlikely/Acceptable Risks (0-1.66)</b>	
Natural risk (in case of natural disaster may cause fire or explosion at the facilities with devices under pressure)	1.49

**Table 3: Risks in Public Administration in the Context of Globalisation (Financial and Economic Cluster)**

<b>Very Probable/Critical Risks (3.34-5)</b>	
Risk of growth of domestic and external public debt (increase in the number of foreign deposits available to individuals and in the growth of international interbank loans)	5
The risk of corruption, including discriminatory taxation and systemic bribery	4.8
Risk of economic instability (income decline, purchasing power, inflation, deflation, currency, liquidity risk)	4.57
risk of TNC and BNC influence (change of key market players)	3.63
<b>Probable/Justified Risks (1.67-3.33)</b>	
Risk of economic instability (income decline, purchasing power, inflation, deflation, currency, liquidity risk)	3.31
Risks of business transformation (changes in consumer demands; increased competition, lack of specialists for key areas of business)	2.89
The risk of failure to implement new strategies	2.54
<b>Unlikely/Acceptable Risks (0-1.66)</b>	
Risk of indirect financial loss, unearned profit	1.63

in case of violation of technology will increase the amount of waste that will need to be disposed of) – 3.04. natural risk in case of natural disaster may cause fire or explosion at the facilities with devices under pressure (1.49) were assessed by experts as unlikely, the impact of which was determined to be acceptable.

Identified risks in public administration in the context of globalisation within the financial and economic cluster are assessed and ranked by experts in the following groups: very probable/critical risks (risk of growth of domestic and external public debt (increase in the number of foreign deposits available to individuals and in the growth of international interbank loans – highest score – 5; the risk of corruption, including discriminatory taxation and systemic bribery – 4.8; risk of economic instability (income decline, purchasing power, inflation, deflation, currency, liquidity risk) – 4.57; risk of TNC and BNC influence (change of key market players) – 3.63); probable/justified risks (risk of economic instability (income decline,

purchasing power, inflation, deflation, currency, liquidity risk) – 3.31; risks of business transformation (changes in consumer demands; increased competition, lack of specialists for key areas of business) – 2.89; the risk of failure to implement new strategies – 2.54); unlikely/acceptable risks (risk of indirect financial loss, unearned profit – 1.63).

Risks in public administration in the context of globalisation identified by experts within the information technology cluster are ranked into groups: very probable/critical risks (risk of information insecurity (risk of electronic data theft and illegal use of personal data) and cyber threat, including espionage, extortion, destabilisation of industries, governments, and countries were equally assessed by 3.96; risk of escalation of large-scale cyber-attacks – 3.71); probable/justified risks (software quality risk (failure of key information systems on which industrial production, services, and communications depend today) – 2.92; the risk associated with the use of nanotechnology –

**Table 4: Risks in Public Administration in the Context of Globalisation (Information Technology Cluster)**

<b>Very Probable/Critical Risks (3.34-5)</b>	
Risk of information insecurity (risk of electronic data theft and illegal use of personal data)	3.96
Cyber threat, including espionage, extortion, destabilisation of industries, governments, and countries	3.96
Risk of escalation of large-scale cyber-attacks	3.71
<b>Probable/Justified Risks (1.67-3.33)</b>	
Software quality risk (failure of key information systems on which industrial production, services, and communications depend today)	2.92
The risk associated with the use of nanotechnology	2.83
<b>Unlikely/Acceptable Risks (0-1.66)</b>	
Risk of growth of technological risks (automation of productions, increase of robotics, etc.)	1.52

2.83); unlikely/acceptable risks (risk of growth of technological risks (automation of productions, increase of robotics, etc.) – 1.52).

Based on the results of expert risk assessment in public administration in the context of globalisation, a risk map was compiled. The identified risks are assessed and a group of very probable/critical risks in public administration in the context of globalisation was identified, namely:

- the risk of critical growth in inequality and the polarization of society for ethnic, religious, and cultural reasons; the risk of commercialization of research products, reduction of theoretical research to the advantage of applied research; the risk of migration of the scientific potential of the state; the risk of population instability, population migration, social crises and human survival, including global pandemics; risk of accelerated urbanization, etc.;
- risks of manipulation of resources that involve political motivation in changes in energy supplies and rare minerals; risks of internal conflicts, comprising riots, ethnic clashes, civil wars, migration; the risk of terrorism, politically motivated threats or violence against citizens' property;
- risk of growth of domestic and external public debt (increase in the number of foreign deposits available to individuals and in the growth of international interbank loans); the risk of corruption, including discriminatory taxation and systemic bribery; risk of economic instability (income decline, purchasing power, inflation, deflation, currency, liquidity risk); risk of TNC and BNC influence (change of key market players);
- risk of information insecurity (risk of electronic data theft and illegal use of personal data); cyber threat, including espionage, extortion, destabilization of industries, governments, and countries; risk of escalation of large-scale cyber-attacks.

## CONCLUSIONS

It is determined that globalisation is a very complex process of social transformations, which is accompanied by a conflict of interests, increasing contradictions, the emergence of new risks in various areas of public administration in particular. It is

substantiated that the processes of globalisation are already irreversible, but countries need to identify risks to minimise or neutralise them, to predict possible threats and consequences, as the indicator of these changes is security.

It is emphasised that security constitutes an integral part of the national security system, so it combines the risks of different industries, describes the degree of protection of the state from external threats, as well as from the impact of internal negative factors and consequences of environmental, economic, military, informational, political threats. National and state security are leading in public administration, as almost any conflict becomes a global issue, even a local conflict goes beyond one country and reaches the level of inter-civilisational confrontation. The risks identified by experts in public administration in the context of globalisation according to the results of cluster analysis are grouped into the following clusters: socio-humanitarian, environmental, financial and economic, and information technology.

Summing up, we shall note that the results of the expert study identified constructive (economic prospects, increases competition, promotes the development of new technologies, joint efforts of the world community and coordination of efforts in various fields) and destructive (increasing threats to national identity through unification and standardisation, growing inequality and polarisation of society for ethnic, religious, and cultural reasons, the emergence of social crises, human survival, migration, a significant increase in labour movement between countries, which creates certain problems of discontent, terrorism, etc.) factors influencing globalisation. Globalisation carries risks, including political, social, and environmental risks.

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