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RISK-ORIENTED THINKING IN THE SYSTEM OF MAKING AND IMPLEMENTING PUBLIC MANAGEMENT DECISIONS

РИЗИК-ОРІЄНТОВАНЕ МИСЛЕННЯ В СИСТЕМІ ПРИЙНЯТТЯ ТА РЕАЛІЗАЦІЇ ПУБЛІЧНО-УПРАВЛІНСЬКИХ РІШЕНЬ

The article explores the theoretical and methodological principles of the formation and implementation of risk-oriented thinking in the public

administration system. The feasibility of rethinking traditional approaches to risk management through the transition from purely instrumental risk management to a more complex cognitive approach is substantiated, which involves the integration of risk assessment into the process of making managerial decisions. It is determined that risk-oriented thinking is an important component of the modern managerial paradigm focused on ensuring the quality of functioning of state institutions. The content of risk-oriented thinking is revealed as an intellectual activity aimed at the systematic perception, analysis and interpretation of managerial processes, taking into account potential deviations, uncertainties and opportunities. Attention is focused on the fact that within public administration, the objects of such thinking are not only the functions of the state, but also specific actions, operations and algorithms for their implementation, which form the dynamic context of managerial activity. It is proved that the introduction of risk-oriented thinking is associated with the need to structure management processes, determine the criteria for their evaluation and form a system of quality indicators. At the same time, the complexity of formalizing the qualitative aspects of management activities is emphasized, in particular those related to the search for optimal management decisions in conditions of uncertainty. It is concluded that the development of risk-oriented thinking in the public administration system contributes to increasing the validity of decisions, enhancing the adaptability of management processes and the formation of a proactive approach to the implementation of state functions. The results obtained can be used to further improve the theoretical and applied principles of quality management in the public sector.

Keywords: *public administration, quality management, risk-oriented thinking, risk management, process approach, management processes, management algorithmization, public administration, quality indicators, management efficiency.*

У статті досліджено теоретико-методологічні засади формування та впровадження ризик-орієнтованого мислення у системі публічного управління. Обґрунтовано доцільність переосмислення традиційних підходів до управління ризиками через перехід від суто

інструментального ризик-менеджменту до більш комплексного когнітивного підходу, що передбачає інтеграцію оцінювання ризиків у процес прийняття управлінських рішень. Визначено, що ризик-орієнтоване мислення виступає важливою складовою сучасної управлінської парадигми, орієнтованої на забезпечення якості функціонування державних інституцій. Розкрито зміст ризик-орієнтованого мислення як інтелектуальної діяльності, спрямованої на системне сприйняття, аналіз та інтерпретацію управлінських процесів з урахуванням потенційних відхилень, невизначеностей та можливостей. Акцентовано увагу на тому, що у межах публічного управління об'єктами такого мислення є не лише функції держави, але й конкретні дії, операції та алгоритми їх реалізації, що формують динамічний контекст управлінської діяльності. Доведено, що впровадження ризик-орієнтованого мислення пов'язане з необхідністю структуризації управлінських процесів, визначення критеріїв їх оцінювання та формування системи індикаторів якості. Водночас підкреслено складність формалізації якісних аспектів управлінської діяльності, зокрема тих, що пов'язані з пошуком оптимальних управлінських рішень в умовах невизначеності. Зроблено висновок про те, що розвиток ризик-орієнтованого мислення у системі публічного управління сприяє підвищенню обґрунтованості рішень, посиленню адаптивності управлінських процесів та формуванню проактивного підходу до реалізації функцій держави. Отримані результати можуть бути використані для подальшого вдосконалення теоретичних і прикладних засад управління якістю у публічному секторі.

Ключові слова: *публічне управління, управління якістю, ризик-орієнтоване мислення, ризик-менеджмент, процесний підхід, управлінські процеси, алгоритмізація управління, державне управління, індикатори якості, ефективність управління.*

Problem statement. The issue of introducing risk-based thinking into the public administration system, given its positioning within modern approaches to ensuring the quality of management activities, as well as in the context of

implementing the provisions of the Strategy for Reforming Public Administration of Ukraine for 2022–2025 [10], is a relevant area for organizing scientific research. Such relevance is due to the need to improve the quality of management processes at the state level, ensure their resilience to internal and external challenges, as well as form the capacity of public administration entities to timely identify, assess and minimize risks in the process of implementing state functions. The relevance of the issue of risk-based thinking can also be confirmed by the increased attention to the issues of efficiency, effectiveness and quality of public authorities, which implies the ability of management entities to timely identify potential risks, assess their impact on achieving goals and form adequate response mechanisms. In this context, the transition from reactive management models to proactive ones, based on a systematic analysis of processes, actions and conditions for their implementation, is of particular importance.

However, despite the presence of a significant body of scientific research in the field of risk management, the issues of conceptualizing risk-oriented thinking as a separate phenomenon of public administration, as well as determining its role in ensuring the quality of management processes, remain insufficiently developed. This necessitates further scientific understanding of the above-mentioned issues and substantiation of approaches to its practical implementation in the activities of public authorities.

Analysis of recent research and publications. Given the significance of the issues raised, especially in the context of the need to improve the quality of public administration and the effectiveness of state policy implementation in conditions of uncertainty, its individual components are in the field of constant scientific attention of researchers. The issues of risk management, ensuring the quality of management activities and developing a process approach in organizational systems have been reflected in the works of both foreign and domestic scientists. Among the researchers who have studied the issues of risk management and its adaptation to the public sector, it is worth noting F. Knight (the nature of uncertainty and risk in economic processes is substantiated) [15], P. Drucker (the role of management decisions in conditions of uncertainty is revealed) [12], as well as modern scientists who study the transformation of

management approaches in public administration. A significant contribution to the development of the theory of quality management and the process approach was made by V. Deming [11] and J. Juran [13], who substantiated the need for a systemic vision of management processes and an orientation towards their continuous improvement. In the domestic scientific discourse, certain aspects of the issue of risks in public administration, the quality of management processes and their formalization were considered in the works of such researchers as V. Bakumenko (the theoretical foundations of public administration were studied) [1], N. Nyzhnyk (the peculiarities of the functioning of the public administration system were revealed) [8], S. Seryogin (approaches to increasing the efficiency of management activities were substantiated) [9], I. Lopatchenko (innovation risks were analyzed) [6], as well as other scientists who pay attention to the issues of modernization of public administration.

Some aspects of the problem of risk-oriented thinking in the system of making and implementing public management decisions were considered by us within the framework of previously conducted scientific research [4, 5, 7]. Despite the presence of a significant number of scientific works devoted to the problem of risk management and the development of modern approaches to the organization of public management, some aspects of the implementation of risk-oriented thinking in the practice of state authorities and local self-government still remain insufficiently developed and open to further scientific research.

Research objectives. Based on the analysis of scientific approaches to understanding risks, management activities and the quality of public administration, to conceptualize the content of the phenomenon of "risk-oriented thinking" and determine the features of its functioning in the public administration system. Additionally, it is planned to substantiate the role of risk-oriented thinking in ensuring the quality of management processes, as well as determine the possibilities of its use for structuring management actions, algorithmizing processes and forming indicators for assessing the effectiveness of management activities.

Presentation of the main material. Research into the issues of using risk-

based thinking tools in the public administration system is a complex and multidimensional direction of modern scientific thought. Such complexity is due to both the interdisciplinary nature of the relevant issues, which combines the provisions of management theory, quality standardization and public administration, and the variety of approaches to interpreting the essence of the concepts of "risk", "risk management" and "risk-based thinking". Within the framework of this publication, we intend to summarize existing approaches to understanding risk-based thinking, as well as to reveal the features of its application in the public administration system through the prism of the process approach and quality management standards. This will allow us to form a theoretical and methodological basis for further analysis of the possibilities of integrating risk management tools into public administration practice and increasing the efficiency of management activities.

The issue of risk management in public administration can be considered through the prism of international and (or) national quality management standards, namely those that are general, that is, those that do not gravitate towards any industry or so-called narrow-profile standard. The National Standard of Ukraine "Quality Management Systems. Requirements. DSTU ISO 9001:2015 (ISO 9001:2015, IDT)" can be attributed to such a universal standard in its content, and accordingly, in terms of the object of direct attention. Of course, this standard does not have a direct correlation with the state as an institution, because its content is focused on the implementation of a quality management system and the preparation of "strategic decisions of the organization that can help improve its overall effectiveness and provide a solid foundation for initiatives for sustainable development" [2]. That is, the object of attention is the organization itself and the quality management system operating in it. It is quite obvious that under certain conditions we can consider the state at the level of organization. The difference between these entities is actually not as fundamental as it might seem at first glance. For example, both entities have their own purpose, tasks, system of bodies structured by functions and hierarchy (roles), location, life cycle, etc. An organization, like a state, has its own formally established rules, traditions, culture, conditions for acquiring member status, even a power apparatus (security, security service, etc.).

However, we do not identify these phenomena due to the different scales of manifestation of the above-mentioned and those characteristics that have remained beyond our attention. By the way, among the definitions of the state as a phenomenon prevailing in the scientific discourse, there are many of them that use the category of "organization" to interpret its content (here we appeal to the fact that the definition of the state is given through the organization). For example, such teachings as H. Pearson [17] and G. Kelsen [3] present the content of the phenomenon of the state through a "political organization", while R. Scranton interprets it as an "organization for the management of the nation" [18]. Similar views on the content of the corresponding definition are contained, including in the works of domestic scientists, namely - P. Rabinovych considers the state as an organization of political power; O. Skakun provides a definition of the state through the organization of society. Leaving the question of the appropriateness of comparing the state and the organization with each other at the debatable level, we consider it possible to formulate a generalization about the existence of fully justified grounds for using the above-mentioned national standard ISO 9001:2015 (focused on organizations) to consider the issues of quality management at the state level. Given our chosen subject of research (the use of risk management tools for quality management at the state level), we will focus on that part of the content of ISO 9001:2015 that appeals to risk management.

Considering the issues related to risks through the prism of the ISO 9001:2015 standard, it should be noted that the traditional concept of risk management is losing its meaning and giving way to "risk-oriented thinking". This observation is extremely important for public administration, because the latter is not so much "management" in its so-called pure form (administration of resources provided for achieving the goal; implementation of management functions, etc.), but rather "thinking" (awareness of reality through images and search for models of influence on it). Therefore, the appeal of the authors of the ISO 9001:2015 standard to "thinking" is quite successful for the issues of public administration and one that contributes to the development of a management paradigm regarding risks at the state level. According to the authors of the ISO 9001:2015 standard, "risk-based thinking enables an

organization to identify factors that may cause its processes and its quality management system to deviate from planned results, in order to establish preventive control measures to minimize negative impacts and maximize opportunities as they arise" [2]. The above definition, despite its content, does not reveal the essence of the corresponding phenomenon, because its focus of attention is focused only on "identifying factors" and "establishing preventive control measures". Such a focus of attention looks somewhat removed from the process and results of "thinking". Within the framework of scientific discourse, "thinking" is considered through the following approaches to interpreting its content: interpretation of information (facts, states, emotions, etc.) into holistic and systematized knowledge; awareness of reality (actuality) through knowledge of the essence of objects and phenomena, as well as practices of their actualization; analysis of information regarding the subject of direct attention and elaboration of proposals for influencing it; development of logical constructs regarding cause-and-effect relationships between objects and phenomena; intellectual activity of a person regarding the perception and processing of information about the surrounding world, etc. [16]. Despite the relatively simplified presentation of the construct of "thinking" in the ISO 9001:2015 standard, we will return to this issue later, its authors paid a lot of attention to revealing its content in relation to the phenomenon of risk management.

Risk-based thinking, along with the Plan-Do-Check-Act (PDCA) cycle, is defined at the level of an element of the process approach. Within this approach, an organization, in our case the state, is considered as a set of interconnected processes (a set connected by logical conditional relationships). In other words, the focus of attention of quality management subjects is not functions (typical of a functional approach), but the processes behind them. At the level of objects, the fundamental principles of the emergence of processes can also appear, including the actions of officials in accordance with their competence within a particular project (function). In the context of solving issues of building a quality management system, the PDCA cycle identifies the most important processes ("Plan-Do-Check-Act"), and risk-oriented thinking specifies within them possible deviations in the ways of achieving management

results (procedural context or deviations from algorithmized actions by functions) and characteristics acquired by the management object (meaningful context or deviations of the obtained characteristics from the planned ones). In accordance with the use of the risk-oriented thinking toolkit in the public administration system, we consider it appropriate to formulate the following current generalizations:

1) each of the processes of implementing the functions assigned to the state can be considered through the paradigm "Plan-Do-Check-Act". Interestingly, in its content, this process-oriented paradigm somewhat repeats the functional paradigm (planning; organization of activities; coordination; regulation; motivation; control; adjustment), and accordingly can be considered through its context, but taking into account the fact that the procedural approach is focused not on managing the organization as a whole and forming an effective organization management system (here the focus of attention is, on the one hand, "management as a function", and on the other – "the management system as an organizational and technical basis of management"), but on managerial activity (here the focus of attention is direct "managerial activity", that is, the operational actions of management entities combined with algorithms). Therefore, the object of risk-oriented thinking in the public administration system are operations and algorithms composed of them. In other words, any operational action of a subject of managerial activity (actions in the performance of duties under the position), as well as the action itself as a whole, is an object of risk-oriented thinking;

2) risk-oriented thinking, on the one hand, involves algorithmization of operations by actions of each function (all operations must be structured within the scope of the action), and on the other hand, definition of indicators of current and final control regarding achievement of the management goal. The presence of indicators structured according to management processes (a system of indicators built according to the goals of performing functions by position (by such indicators we mean an objectively determined set (set) of qualitative and quantitative characteristics of the process)) will contribute to the formation of a culture of quality management by processes, and accordingly, a new paradigm of relations between subjects and objects of

public administration. The complexity of formalizing indicators of management processes is associated with the impossibility of formalizing “the search for the best way to use resources to achieve priority goals of state policy” [14] in the list of qualitative and quantitative characteristics of the process. For example, can we reflect “the search for the best way” in the indicators? The answer to this question is quite debatable, and therefore we consider it possible to leave it open for further scientific research. So, in a purely theoretical context of the perception of the issue of the possibility of algorithmizing operations by actions of each of the functions of public administration, we can talk about the possibility of formalizing indicators structured in accordance with management processes, but the practical component of solving this issue does not allow us to specify the list of qualitative and quantitative characteristics of the process. The dominance of the theoretical component over the practical one should not be perceived as the impossibility of algorithmizing operations by actions, because the corresponding step in quality management is hypothetically available, for example, drawing up the so-called technological maps of management processes (standardization of management actions). As a rule, such maps, in addition to highlighting the content and sequence of actions necessary to achieve the goal of managerial influence, contain, among other things, a list of quality criteria established for each of the processes.

Conclusions. Taking into account the above, we can formulate the following main conclusions.

First, the process approach in managing the functioning and development of an organization has significant potential in ensuring both the quality of management (process quality) and the quality of the final product (result quality). Regardless of the focus of attention (focus on the process or on the result), the process approach can be considered through the systematic and complex influence of the management entity on processes and their constituent elements (actions and operational procedures), as well as on the relationships between them. Such influence can be carried out by changing: the conditions and environment of process actualization; the goals and objectives of the process; the vector and dynamics of actions for the process; the types and volumes of resource provision for a particular process; algorithms and (or)

operations for implementing the process; the content and vectors of relationships both directly between the constituent elements of the processes and between the processes as a whole. It should be understood that a change in one of the processes, as a rule, causes a cascade of changes in other processes, which ultimately increases the level of uncertainty in the functioning of the system and its deviation from accepted (programmed) standards.

Secondly, risk-oriented thinking is a mandatory component of the quality management system, including at the level of implementation of the functions assigned to it by the state. Integrated into the "Plan-Do-Check-Act" process, risk-oriented thinking allows subjects of managerial decision-making, as well as other persons involved in the relevant processes, on the one hand, to critically perceive, comprehend and interpret reality (processes, phenomena, facts, etc.), and on the other hand, to make balanced and unbiased decisions. The focus of risk-oriented thinking is focused on the processes through which the state implements the functions assigned to it, as well as on the actions of officials. The paradigm of such concentration can be formulated through the following concept - ensuring the quality of the processes of implementing functions and the actions of persons involved within them, is the basis for improving the quality of managerial activities. Considering the issues of public management through the prism of a process approach allows us to identify the following main determinants in the development of risk-oriented thinking at the level of one of the components of the management system: the objects of management are not the functions assigned to management entities (the substantive context or static component), but the actions, operations and algorithms for their implementation (the activity context or dynamic component); risk-oriented thinking in the public management system involves the algorithmization of actions and operations (for example, drawing up technological maps of management processes or documents in the form of standard operating procedures), as well as the definition of indicators for measuring the level of their effectiveness (definition of criteria for the quality of its implementation for each process).

The conclusions formulated within the framework of this publication do not exhaust the entire complexity of the issues of implementing risk-oriented

thinking in the public administration system, and therefore can be clarified and supplemented within the framework of further scientific research. In our opinion, promising areas of scientific research should include those that focus on specifying the tools for integrating risk-oriented thinking into the practice of management activities, developing approaches to formalizing and measuring the effectiveness of management processes, as well as determining the relationships between the quality of management decision-making and the level of risk consideration in the process of their preparation and implementation.

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