

## **FORMATION OF A SAFE ENVIRONMENT OF THE TERRITORIAL COMMUNITY AS A FACTOR OF THE ECONOMIC SECURITY OF THE REGION (USING THE EXAMPLE OF MYKOLAIV REGION)**

**Liudmyla Prohoniuk\*, PhD in Law, Associate Professor  
Mykolaiv National Agrarian University**

\*ORCID 0000-0003-0376-5079

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**Introduction.** The intensification of global and regional instability in the modern world significantly affects the socio-economic development of territories and leads to the transformation of the role of state and local authorities in ensuring a safe environment for the population. Military aggression, aggravation of socio-economic imbalances, growth of man-made and natural risks actualize the need to form an effective security system at the local level as an important component of the economic security of regions. In the context of decentralization of power, local governments are acquiring a key role in ensuring the stability of the functioning of territorial communities, creating the prerequisites for sustainable economic development, preserving human potential and protecting the property interests of the population. The formation of a safe environment for a territorial community is increasingly considered not only as an element of social policy, but also as a significant factor in the economic stability and investment attractiveness of the region. Modern security challenges require a comprehensive approach to public administration, covering economic, social, environmental and information components. In this context, the development of effective mechanisms for preventing crisis phenomena, responding to emergencies and restoring socio-economic stability of communities at the local level is of particular relevance.

The reform of the public administration system in Ukraine, which has been underway since 2014, has increased the responsibility of local governments for the state of public safety, civil protection and crisis management. At the same time, the introduction of modern management and digital tools in the security sector opens up new opportunities for increasing the efficiency of management decisions and strengthening the economic security of regions. In view of this, the study of the processes of forming a safe environment for territorial communities at the regional level, in particular on the example of the Mykolaiv region, is relevant and practically significant.

**Overview of recent researches and publications.** The issue of forming a safe environment for territorial communities is the subject of thorough scientific research by both domestic and foreign scientists, which testifies to the interdisciplinary nature of this topic and its significance in the context of ensuring the economic security of regions. In Ukrainian scientific literature, considerable attention is paid to the analysis of the role of public authorities in ensuring security at the local level and the impact of security factors on the socio-economic development of territorial communities.

In particular, the works of M. Buryk examine the legal principles of public administration in the field of economic security of territorial communities, focusing on the importance of regulatory and legal mechanisms in forming an effective system for protecting economic interests at the local level [1]. A. P. Havrys and O. O. Pekarska analyze the problems of natural threats, in particular floods, and their impact on the population and critical infrastructure, which allows us to consider environmental security as an important component of



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the economic stability of regions [2]. In the scientific research of L. Yu. Prohoniuk and A. A. Gusenko, attention is focused on the impact of an unstable security environment on the processes of sustainable development of territorial communities, key threats are identified and approaches to increasing their adaptability and economic stability in conditions of crisis phenomena are proposed [3]. V. O. Fesyuk, Z. K. Karpyuk and S. V. Shulikovskiy reveal the problems and prospects of environmentally safe sustainable development of territorial communities, emphasizing the need to implement environmental monitoring systems and the principles of "green" management as tools for reducing regional risks [4]. A significant contribution to the study of local security, public resilience and crisis management has also been made by foreign scholars, in particular Buzan & Wæver [5], Lazarou, E. & Zamfir, I. [6], Bulatova, O., Osaulenko, O. & Zakharova, O. [7], Dominelli L. [8] and others, who emphasize the importance of effective communications, intersectoral interaction and public involvement in the process of forming a safe environment at the local level. The generalization of scientific approaches shows that the formation of a safe environment of territorial communities is considered in a wide range – from legal and managerial mechanisms to socio-economic, environmental and informational components, which confirms its complex nature and strategic importance for ensuring the economic security of regions. At the same time, despite the presence of a significant amount of scientific research, the issue of practical implementation of public management of the processes of forming a safe environment at the level of territorial communities remains insufficiently developed, which necessitates the need for further applied research, in particular at the regional level.

**Objectives of the article.** The purpose of the article is to study the processes of forming a safe environment of a territorial community as a factor in ensuring the economic security of the region and to substantiate the directions of improving public administration in this area using the example of the Mykolaiv region.

Research methods: the article uses general scientific and special methods, in particular analysis and synthesis – to generalize theoretical approaches to the security of territorial communities; a systemic approach – to study the relationship between a safe environment and the economic security of the region; comparative analysis – to assess public administration practices at the local level; as well as methods of logical generalization and abstraction – to formulate conclusions and practical recommendations.

**The main material of the study.** The concept of “safe environment of a territorial community” is complex and interdisciplinary, as it combines the categories of “security” and “environment” in their relationship with socio-economic processes at the local level. To reveal the content of this concept, it is advisable to consider its components separately, taking into account the regional and economic context.

In the scientific literature, security is interpreted as a state of protection of the individual, society and the state from internal and external threats, which is ensured by a set of legal, institutional, economic and organizational mechanisms. Such a state creates conditions for the implementation of basic human rights and freedoms, the stable functioning of social institutions, the preservation of territorial integrity and sustainable socio-economic development [9]. As M. V. Shutay notes, security is characterized by the absence of threats to life, health, property and the environment, as well as stability and predictability, which allow citizens to fully exercise their rights and obligations [10]. In this context, security is considered not only as physical or legal protection, but as an important factor in the social and economic stability of the territory.

Depending on the scale, subjects and spheres of public life, scientific research distinguishes international, regional and local security; personal, social and national security; as well as political, economic, military, environmental and other types [11]. In the context of this study, special attention is paid to the local level of security, which directly affects the economic stability of territorial communities and regions.

The concept of "environment" in a general sense covers the totality of socio-economic, domestic and spatial conditions within which the life of the population takes place. It includes both physical infrastructure and social interactions that shape the everyday life of a community [12]. According to the definition of V. M. Lapin, the social environment is a component of the general environment of human life and includes socio-political, material, spiritual and informational factors that influence the behavior, worldview and social activity of the individual [13]. S. Zayets considers the social environment as a multi-level system in which the general political and economic conditions of the development of society are formed at the macro level, and at the micro level – the direct conditions of human life, in particular within territorial communities [14].

The conceptual principles of security were formed over a long historical period – from mythological and religious ideas of antiquity to the rational philosophical understanding of security as a necessary condition for social order. In the works of thinkers of antiquity, the Middle Ages and Modern times, security was considered

an integral element of the common good and a key function of the state, aimed at protecting society and the individual. In the 19th–20th centuries, the traditional approach to understanding security dominated, focused mainly on the military-political protection of the state from external threats. However, at the end of the 20th century, the security discourse expanded, covering economic, social, environmental and informational aspects that directly affect the stability of the development of society and regions. In this context, the concept of human (humanitarian) security was formed, which shifted the emphasis from a state-centric approach to the protection of a person and his basic vital needs. According to the United Nations approaches, human security involves protection from chronic and sudden threats, such as poverty, disease, social instability and disruption of the usual way of life. This approach orients development policy towards improving the quality of life of the population, and not only on protecting state borders.

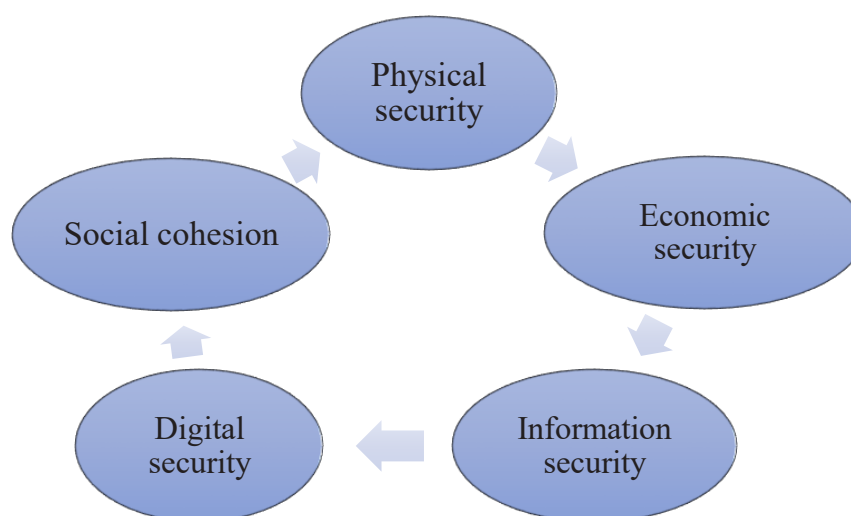
A comparison of traditional and human-centered security concepts indicates a fundamental change in approaches: if within traditional security the key object of protection is the state, then in modern conditions – the person and the territorial community. This leads to an expansion of the circle of security subjects and a strengthening of the role of local governments, public institutions and partnership networks in the formation of a safe environment as a prerequisite for economic security and sustainable development of regions.

Community security is a comprehensive approach to creating conditions in which citizens are physically protected from external threats, as well as involving community members in increasing trust and unity. Community security is a systemic phenomenon and depends on the level of external threats and internal preparedness for vulnerability.

According to academic sources (Barry Buzan, Ole Weever and Johan Galtung) and security concepts developed by NATO, the EU and the UN, community security (or in other words “human security”) can be divided into several aspects (Figure 1).

The approach to creating a safe environment at the level of the territorial community used in this study is based on the concept of human security proposed in the UN Human Development Report of 1994. According to this approach, security is considered through the prism of protecting the person, his well-being and dignity, as well as ensuring social cohesion and resilience of communities. At the same time, the study took into account not only international approaches, but also national and local experience in implementing security strategies and programs, since state, municipal and donor initiatives in this area are interconnected and complementary.

The safe environment of a territorial community is considered as a complex system that combines physical, social, ecological and psychological components and is aimed at creating favorable conditions for life, economic activity and development of human potential. Its formation involves ensuring social cohesion, inclusiveness, effective risk management and timely response to potential threats, which is possible only under the condition of well-established interaction of local government bodies, state institutions, law enforcement agencies and civil society. Given the above theoretical provisions and conceptual approaches, it is advisable to move on to



**Figure 1. Types of security aspects in the community**

*Source: based on the [16]*

the analysis of practical aspects of the formation of a safe environment at the regional level. In this context, the next section of the article is devoted to the analysis of the state and features of the formation of a safe environment in territorial communities of the Mykolaiv region, taking into account modern socio-economic and security challenges.

The full-scale armed aggression of the Russian Federation against Ukraine, which began in February 2022, led to a significant change in the priorities of local government. If in the pre-war period, the key task of communities was to improve the quality of public services and socio-economic development, then in the conditions of martial law, the dominant direction of local policy became ensuring the security of the population. In this context, it is increasingly emphasized that the security of the state directly depends on the level of security of each individual territorial community, and therefore it is the local level that is basic in the national security system.

The decentralization reform significantly expanded the powers of territorial communities in the field of forming a safe environment. Communities were given the opportunity to develop their own civil protection systems, support voluntary fire and rescue formations, and also participate in territorial defense measures, which increases their resilience to military and emergency threats [16].

Modern scientific research shows an increase in attention to the role of territorial communities as key actors in ensuring security and centers of social stability. In particular, I. M. Hryshchenko and L. P. Horbata substantiate the feasibility of considering the community as a basic element of the security system and offer conceptual approaches to assessing its institutional capacity [17]. At the same time, Ya. P. Pavlovych-Seneta and N. Ya. Lepish focus on the specifics of the functioning of territorial communities under martial law, pointing to the existence of gaps in the regulatory and administrative support of security powers [18]. Local self-government bodies have legislatively enshrined powers in the field of municipal infrastructure management, organization of civil defense and ensuring public order at the local level. According to the estimates of representatives of the Congress of Local and Regional Authorities under the President of Ukraine, the system of local self-government in Ukraine has significant potential for the formation of a safe environment within territorial communities [16].

However, the practical implementation of these powers remains uneven. According to the “White Book of Civil Protection – 2023”, only about a third of territorial communities have established structural units for civil protection, and about half of the communities have appointed responsible officials in this area [19]. This situation indicates the existence of an institutional deficit and actualizes the need for systematic strengthening of the managerial and organizational capacity of territorial communities in the field of forming a safe environment as an important prerequisite for the economic security of regions.

A comparative analysis of foreign experience shows that the active participation of local governments in ensuring security is a characteristic feature of effective security models. In particular, in Israel, state security policy is implemented on the basis of close coordination between the central and local levels of government. Municipalities are responsible for organizing the local defense system, in particular, the development of defense infrastructure, coordination of civil defense forces, and preparing the population for actions in emergency situations. An important element of this model is an extensive system of shelters integrated into the daily life of the community, which ensures the multi-level nature of local security [20]. The Israeli experience demonstrates the effectiveness of delegating a significant part of the powers in the field of territorial defense to communities. A similar approach is enshrined in Ukraine, in particular by the Law of Ukraine “On the Fundamentals of National Resistance” and regulatory legal acts on territorial defense, which define the active role of local governments in ensuring public order, supporting volunteer formations and interacting with military administrations. In practical terms, this means the need to integrate the security component into all areas of activity of territorial communities - from the provision of administrative, educational and medical services to the implementation of economic programs aimed at protecting business and critical infrastructure [16]. The interdependence of the state and local levels in this context is decisive: the effectiveness of national security largely depends on the ability of communities to independently respond to local threats and involve the population and business in security initiatives [21].

At the same time, the implementation of security powers of local governments requires well-established coordination with state structures. One of the most effective tools for such interaction is community safety centers – specialized infrastructure facilities that combine fire and rescue units, emergency medical care and police presence. The functioning of safety centers ensures a rapid response to emergencies, increases the

availability of security services for the population and strengthens the civil protection system of territorial communities [22].

As of 2025, there are 47 Community Security Centers operating in Ukraine: the largest number is in Donetsk region (16), Poltava region – 6, Ivano-Frankivsk and Cherkasy regions – 4 each, Dnipropetrovsk and Rivne regions – 3 each, Vinnytsia, Zakarpattia and Chernivtsi regions – 2 each, and Zhytomyr, Kyiv, Odessa, Kherson and Khmelnytsky regions – 1 each [22]. In Mykolaiv region, the first Community Security Center was opened in Snihurivska community – a pilot project aimed at increasing the level of protection of local residents. Community police officers, medics, rescuers and deminers work together in the hub, serving 23 settlements with a population of over 23 thousand people. There is currently no such center in the city of Mykolaiv itself: only the Educational and Methodological Center for Civil Protection and Life Safety of Mykolaiv Region operates here, which has been operating since 2003 and carries out scientific and methodological activities in the field of civil protection. Given the current challenges and the need for comprehensive security for city residents, the creation of such a Security Center in Mykolaiv is an important step to ensure effective response to emergencies and comprehensive protection of the population.

Therefore, territorial communities develop their own programs and measures taking into account local conditions. As the Chairman of the Verkhovna Rada on the Organization of Power noted, “each community should have a comprehensive program that takes into account all possible emergencies characteristic of its territory” [22]. Implementation of measures aimed at implementing state policy in the field of protecting the population and territories from emergencies of a technogenic and natural nature, as well as preventing and responding to them, is traditionally one of the priority tasks of local governments, enterprises, institutions and organizations of all forms of ownership. In order to increase technogenic safety and minimize the risks of emergencies, a local commission on technogenic and environmental safety and emergencies (TEB and NS) operates in the city of Mykolaiv (Table 1).

Table 1

**Generalized results of the work of the local commission on technogenic and environmental safety and emergencies**

Indicator	Year		
	2020	2021	2022
Number of meetings held, including:	23	23	13
planned	9	10	13
unplanned	14	13	10
Issues considered included:	49	48	15
planned	17	20	4
unplanned	32	28	11
Number of decisions of the Executive Committee of the Ministry of Internal Affairs adopted upon requests from the Commission	12	10	98

*Source: compiled by the author based on the [23]*

In order to ensure a guaranteed level of protection of the population and the territory, to prevent the occurrence of emergencies, the city operates the Municipal Targeted Social Program for Civil Protection of Mykolaiv for 2020–2023. Financing of the activities of this program has been secured. The dynamics of financing and implementation of this program are presented below (Table 2).

In the event of an emergency, the population of Mykolaiv is subject to shelter in existing protective structures, as well as in the basements of residential buildings, institutions and the private sector. In total, the existing shelter fund makes it possible to provide protection for 342,383 people, including:

- in storage facilities – 27,360 people;
- in the basements of multi-storey buildings, institutions and organizations – 239,478 people;
- in the basements of private houses – 52,545 people;
- on the largest working shift of the refinery – 23,000 people.

Chemical hazard in the city is caused by the activities of enterprises that store or use hazardous chemicals, as well as their transportation. There are three such facilities in Mykolaiv, where the total volume of hazardous substances is 28 tons, including 13 tons of chlorine and 15 tons of ammonia. The area of the potential chemical contamination zone reaches 15,615 sq. km, where 17,688 thousand people live, and the predicted zone of

Table 2

**Dynamics of financing and implementation of the Municipal Targeted Social Program for Civil Protection of the City of Mykolaiv for 2020-2023**

Indicator	Year		
	2020	2021	2022
Used funds, thousand UAH	11934,080	12329,470	55925,842
Percentage of development, %	98,23	99,77	79,52
The city's material reserve was created for the amount, thousand UAH	3 404,848 3	918,363 48	895,465
Used material reserves during the year for the amount, thousand UAH	1 824,495 1	198,552 19	699,043
Emergency and rescue unit visits, including for emergency and rescue operations, units	1346	1144	865
Saved lives, people	7	3	49
Repaired protective structures for the amount, thousand UAH	60,993	586,140	60,993
Maintenance and modernization of the city's centralized alert system, thousand UAH	470,309	368,007	180,840

*Source: compiled by the author based on the [23]*

possible contamination covers 2,677 sq. km with a population of 3,038 thousand people. Providing employees of local government bodies and unemployed residents living in the predicted chemical contamination zone with radiation and chemical protection means is provided for by the decision of the Mykolaiv City Council dated 20.12.2019 No. 56/65, which approved the city's targeted social program of civil protection for 2020–2022.

Every year, in order to respond to possible blizzards and other winter natural phenomena in the city, an order of the mayor “On measures to combat snow drifts, ice and other consequences of natural phenomena” is issued, and the personnel of the city headquarters is also approved. In addition, operational plans for joint actions to localize and eliminate possible accidents in the city's gas, electricity, heat and water supply systems have been developed and agreed with the Civil Protection Department of the Mykolaiv Regional State Administration. To carry out urgent work to eliminate the consequences of emergencies, a city material reserve has been formed, which includes building materials, industrial products and fuel and lubricants. Man-made emergencies that arise due to human activity pose a significant danger to the city. Among the key man-made threats to Mykolaiv are chemical, fire and explosive hazards, as well as accidents in transport and life support systems.

The main environmental challenges for the city of Mykolaiv remain air and water pollution, noise pollution, intensification of exogenous geological processes (including flooding and landslides), reduction of biodiversity, as well as problems with handling stray animals, household waste and demolition waste. Military aggression caused an additional negative impact on the environment. In accordance with the order of the Mykolaiv Regional State Administration of Defense dated 01/25/2023 № 26-r, the city landfill was designated as a place for temporary storage of demolition waste generated as a result of hostilities, sabotage, terrorist attacks or during the elimination of their consequences.

The city's water bodies are subject to significant anthropogenic load due to the ingress of pollution from rainwater and meltwater, unauthorized connections of household sewage to the stormwater system, discharge of insufficiently treated wastewater by enterprises, the ingress of fuel and other chemicals as a result of accidents, as well as violations of bulk material handling technologies in ports.

The main source of air pollution is motor vehicles, primarily heavy trucks moving in transit and to port infrastructure. Among dangerous geological processes, flooding remains the most pressing problem for the city.

The problem of homeless animals continues to cause social tension. To resolve it, the Program for the Management of Cats and Dogs for 2020–2024 was approved, which provides for a humane approach: trapping, vaccination, biosterilization and subsequent adoption or return of animals to their places of residence, with an emphasis on placement.

As of July 1, 2023, there are 239 green spaces within the city, including 12 parks, 104 squares, 4 boulevards, and 119 other green areas. There are 21 local nature reserve sites in Mykolaiv (Table 3)

Local government, as the closest level of government to citizens, plays a key role in resolving issues of local importance and ensuring proper living conditions in the community. Its activities are based on constant and direct communication with the population, local traditions, democratic institutions, the characteristics of the territory and the principles of independence and responsibility. In the field of public security and law and

Planting of crop products in Mykolaiv

№	Type of nursery products	Number of nursery products, units		
		2020	2021	2022
1.	Trees	295	990	–
2.	Bushes	2573	50	–

Source: compiled by the author based on the [23]

order, local government bodies exercise a wide range of powers, including monitoring compliance with the law, participation in the application of state coercion measures, interaction with the police in maintaining public order and creating conditions for the safety of the population. They also contribute to the activities of judicial bodies and the prosecutor's office, involve citizens and public organizations in maintaining public order, and form mechanisms for the development of social activity of residents. Thanks to the available resources and tools, local government bodies are able to stimulate the conscious involvement of citizens in solving local problems, form in them responsibility for the state of the community and contribute to increasing civic activity. All this creates the basis for the formation of a new model of interaction between government and society, where residents are active participants in local development.

**Conclusions.** The study found that the formation of a safe environment of a territorial community is one of the key factors in ensuring the economic security of the region in the context of modern security, socio-economic and military challenges. A safe environment is not only a condition for protecting the life, health and property of the population, but also a prerequisite for the stable functioning of the local economy, preserving human potential and investment attractiveness of regions. It is proven that in the context of decentralization, local governments take on a leading role in the formation and implementation of security policy at the local level. The transfer of powers to communities in the field of civil protection, public order and territorial defense expands their capabilities to respond to threats, while at the same time actualizing the problem of institutional capacity and effective interdepartmental coordination. Analysis of the state of formation of a safe environment in territorial communities of the Mykolaiv region showed the presence of significant imbalances in the level of organizational, personnel and resource provision of security processes. Despite the legislatively defined powers, a significant part of communities faces institutional deficits, which limits their ability to fully implement functions in the field of civil protection and crisis response. It is substantiated that the effective formation of a safe environment requires a comprehensive approach based on the integration of physical, social, environmental, informational and economic components of security. An important role in this process is played by the established interaction of local governments with state security structures, law enforcement agencies, public associations and business, which corresponds to modern people-centered approaches to security. The experience of foreign countries, in particular Israel, confirms the expediency of delegating a significant part of the powers in the field of territorial protection to communities, provided that there is clear coordination with central authorities. In Ukrainian realities, one of the effective tools for such interaction is the creation and development of community security centers, which ensure a prompt response to emergencies and increase the availability of security services for the population.

Summarizing the results of the study, it is appropriate to note that further strengthening of the economic security of regions is impossible without the systematic development of a safe environment of territorial communities. Promising areas of further research are the assessment of the effectiveness of security programs at the local level, the development of community security indicators, and the justification of mechanisms for integrating security priorities into regional economic development strategies.

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UDC 338.24:332.1:352

JEL R58, H12, H70

**Liudmyla Prohoniuk**, Candidate of Law, Associate Professor, Mykolaiv National Agrarian University.  
**Formation of a safe environment of the territorial community as a factor of economic security of the region (on the example of the Mykolaiv region).**

The article examines the formation of a safe environment in territorial communities as a key factor of regional economic security under modern security, socio-economic and wartime challenges. It substantiates the leading role of local self-government in security policy within decentralization reforms and identifies institutional gaps using the case of Mykolaiv region. The study emphasizes a comprehensive, people-centered approach, intersectoral cooperation, and the development of community safety centers as prerequisites for sustainable regional development.

**Keywords:** safe environment, territorial community, economic security of the region, local self-government, decentralization, public safety.

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JEL H12, H70, R58

**Прогонюк Людмила Юрїївна**, кандидат юридичних наук, доцент, Миколаївський національний аграрний університет. **Формування безпечного середовища територіальної громади як чинник економічної безпеки регіону (на прикладі Миколаївської області).**

У статті досліджено формування безпечного середовища територіальної громади як ключового чинника забезпечення економічної безпеки регіону в умовах сучасних безпекових, соціально-економічних та воєнних викликів. Обґрунтовано, що безпечне середовище є не лише інструментом захисту життя, здоров'я та майна населення, а й необхідною передумовою стабільного функціонування місцевої економіки, збереження людського потенціалу та підтримання інвестиційної привабливості регіонів. Доведено, що в умовах децентралізації органи місцевого самоврядування набувають провідної ролі у формуванні та реалізації безпекової політики на локальному рівні. Розширення їхніх повноважень у сфері цивільного захисту, громадського порядку та територіальної оборони підвищує здатність громад реагувати на загрози, водночас актуалізуючи проблеми інституційної спроможності, кадрового забезпечення та міжвідомчої координації. На прикладі територіальних громад Миколаївської області проаналізовано сучасний стан формування безпечного середовища та виявлено суттєві диспропорції в організаційному, ресурсному й управлінському забезпеченні безпекових процесів. Установлено, що наявність законодавчо закріплених повноважень не завжди супроводжується достатніми інституційними можливостями для їх повноцінної реалізації. Зроблено висновок, що подальше зміцнення економічної безпеки регіонів неможливе без системного розвитку безпечного середовища територіальних громад. Перспективами подальших досліджень визначено оцінювання ефективності місцевих безпекових програм, розробку індикаторів безпеки громад і обґрунтування механізмів інтеграції безпекових пріоритетів у стратегії регіонального економічного розвитку.

**Ключові слова:** безпечне середовище, територіальна громада, економічна безпека регіону, місцеве самоврядування, децентралізація, публічна безпека.