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Subjects of economic security of a city

Abstract. The purpose of the article is to define the term «economic security of a city» and assess the current importance of studying this question. Economic security of a city is determined, from the one part, by how efficiently the city's functions are performed from the viewpoint of consumers of goods from city-forming enterprises, from the other part, by how economic interests of social groups that perform a particular city's function are met. City's social groups are the main subjects of its economic security. The identified social groups are differentiated by the source of income and are directly related to the city's functions. The study proposes to range social groups by the extent of their influence on the city's policy. This allows identifying the material interests of these groups and linking them to the city's economic security. The differentiation of economic interests between city-forming and city-maintaining enterprises allowed focusing attention on city's strategic aspects of development. Analysis of the existing approaches to economic security of city revealed that they are based on the countering the recurrent threats that are possible to interpret as adverse effects of managerial decisions made earlier. The approach existing in literature is focused on the quick definition of city's economic security and makes it impossible to define the city's strategy from the position of ensuring its economic security. The proposed definition of city's economic security makes it possible to proceed to formation of the general strategy of a city in terms of ensuring its economic security, as well as to identify the functional strategies to realize it.

Keywords: City's Economic Security; City's Social Groups; Income; Strategies of Economic Security

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Суб'єкти економічної безпеки міста

Анотація. Метою статті є визначення поняття «економічна безпека міста» та оцінка актуальності вивчення цього питання. Економічна безпека міста визначається, з одного боку, тим, наскільки ефективно виконуються функції місця з точки зору споживачів товарів містоутворювальних підприємств, з іншого боку, соціальні групи міста є основними суб'єктами його економічної безпеки. Визначені соціальні групи диференційовані за джерелом доходів і безпосередньо пов'язані з функціями міста. Дослідження пропонує класифікувати соціальні групи за ступенем їх впливу на політику міста. Це дозволяє виявити матеріальні інтереси цих груп та прив'язати їх до економічної безпеки міста. Розмежування економічних інтересів містоутворювальних та містоутримувальних підприємств дозволило зосередити увагу на стратегічних аспектах розвитку міста. Аналіз існуючих підходів до економічної безпеки міста виявив, що вони базуються на протидії повторюваним загрозам, які можна інтерпретувати як негативні наслідки прийнятих раніше управлінських рішень. Запропоноване визначення економічної безпеки міста дає змогу приступити до формування загальної стратегії міста щодо забезпечення його економічної безпеки, а також визначити функціональні стратегії її реалізації.

Ключові слова: економічна безпека міста; соціальні групи міста та джерела їх доходів; стратегії забезпечення економічної безпеки.

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Субъекты экономической безопасности города

Аннотация. Цель статьи – дать определение понятию «экономическая безопасность города» и оценить актуальность изучения данного вопроса. Экономическая безопасность города определяется, с одной стороны, тем, насколько эффективно выполняются функции места с точки зрения потребителей товаров градообразующих предприятий, с другой стороны, насколько экономически интересны социальные группы, выполняющие ту или иную функцию. Социальные группы города являются основными субъектами его экономической безопасности. Выявленные социальные группы дифференцированы по источнику дохода и непосредственно связаны с функциями города. В исследовании предлагается ранжировать социальные группы по степени их влияния на политику города. Это позволяет выявить материальные интересы этих групп и увязать их с экономической безопасностью города. Разграничение экономических интересов между градообразующими предприятиями позволило сосредоточить внимание на стратегических аспектах развития города. Анализ существующих подходов к экономической безопасности города показал, что они основаны на противодействии повторяющимся угрозам, которые можно интерпретировать как неблагоприятные последствия ранее принятых управленческих решений. Существующий в литературе подход ориентирован на оперативное определение экономической безопасности города и делает невозможным определение стратегии города с позиций обеспечения его экономической безопасности. Предложенное определение экономической безопасности города позволяет перейти к формированию общей стратегии города в части обеспечения его экономической безопасности, а также выявить функциональные стратегии ее реализации.

Ключевые слова: экономическая безопасность города; социальные группы города и источники их доходов; стратегии обеспечения экономической безопасности.

1. Introduction

A city can be defined as a settlement that stands out in a given territory in terms of population, which performs the necessary set of functions for a given territory, providing the population living in this territory with both the necessary goods and services, and the income to purchase them (Anishchenko & Dolmatov, 2006; Bepamyatnov, 2017).

A city function refers to the economic activity of the population in the production of a range of goods and services for a specific functional purpose, both for their own consumption (the

city-maintaining component) and to export outside the city in order to generate income (the city-forming component). Income from the sale of goods and services outside the city goes not only to the owners and staff of the enterprises involved in this process, but also to the entire population of the city due to tax and social deductions, as well as when the staff of the city-forming enterprises receives goods and services from the city-serving enterprises and organizations.

Cities, according to their population size and functions, can form a hierarchy in which settlements located at higher levels of the hierarchy perform more important functions from an economic or social point of view. The socio-economic characteristics of a city are determined by the set of functions that it is focused on. City functions are implemented by enterprises that specialize in providing services or producing goods. A city can perform a particular function for the needs of the population only in the city itself, the surrounding area, as well as in the region or country. From these positions, it is possible to distinguish city-maintaining (daily and periodic maintenance of the population of the city and the surrounding area) and city-forming functions. All cities, regardless of population, perform such city-maintaining functions as follows (Goncharenko, 2014; Krasnikov, 2011; Solosich et al., 2021):

- municipal function related to the maintenance of the housing stock;
- maintenance of functioning and development of infrastructure (road network, communications, energy (heating, electricity, gas, hot and cold water, sanitation, etc.));
- commercial distribution (goods of everyday consumption: food, clothing, shoes, household goods, etc.);
- transportation communication and information (transportation of passengers within the city and adjacent territory, as well as products for the needs of the city, informing the population about the tasks resolved by administration and the results obtained);
- administrative and political (executive and legislative authorities, religious organizations, accompanying institutions);
- healthcare, education, and cultural institutions.

City-maintaining enterprises produce goods and services for consumption by city's population. These functions include:

- industrial enterprises;
- external transport: railway, waterway, sea, air (railway stations, sea and river ports, airports, bus stations, etc.);
- administrative, political, public, and cultural-educational institutions (government agencies, museums, libraries, theatres, religious organizations, etc.);
- higher education institutions, research institutions, design bureaus, design institutes;
- agricultural enterprises;
- medical and health-improving institutions (health resorts, recreation centers, tourist bases, hotels, etc.).

City-forming functions of the city are the main characteristic of the city. These functions and their combination determine the functional profile of the city, its place in the economic system of the region and the country.

City-forming functions have an external significance relative to the population, defining the specialization of the city's economic activity related to the provision of services or the production of goods that are consumed outside the city and surrounding territory (Svetkina, 2021). Therefore, the typology of cities by function takes into account only city-forming functions. Such functions can be central (maintenance of the surrounding area - administrative management, wholesale and retail trade, household and cultural services, etc.) and special (any industry, transport or non-production sphere). A city can be a concentration of industrial enterprises, religious organizations, and research centers. A city can have one or more city-forming functions. The importance of a particular function for a city is determined by the amount of profit received by the city budget and the social significance of this function for the city's population. Here, the fiscal and monetary policy pursued by both federal and regional, as well as city authorities may come to the fore. Certain social groups are focused on performing each function of the city. They differ not so much in their competencies as in their sources of income, which are represented by enterprises that implement certain functions of the city.

Economic security of a city is determined, on the one hand, by efficiency of the performance of the city's functions by city-forming enterprises from the position of consumers of goods and services, and on the other - by how the economic interests of social groups that implement a

particular feature of the city are met. The effectiveness of performing city functions for city-forming enterprises is estimated by the amount of social contributions and tax revenues, including those that go to city budget. On the other hand, each social group evaluates the effectiveness of the city's functioning by the amount of income received and the social status it occupies. Thus, we can consider the existence of mutual obligations on the one hand by a social group for performing its city's function, and on the other - by the amount of remuneration received for work, which comes from the owners of city-forming and city-maintaining enterprises, including the position of the city authorities.

Social group income refers to the average amount of income per group member. But social groups can be characterized by large income differentiation. Therefore, it is advisable to use the mode that characterizes the most frequently occurring values as the average value of income. It can be assumed that the more effectively a social group implements the functions of a city, the higher its income. To a lesser extent, this applies to the part of social groups whose income is formed on the basis of compulsory payments of the population.

The social status (rank) of a group refers to the position held by that group in the hierarchical social system. Therefore, social status exists only in the process of comparing the position of one social group with the positions of others. It shows a certain place in the hierarchy, reflecting the organization of the social structure. A higher status increases the ability to influence the course of social and historical development, to enjoy privileges and special position in order to obtain greater material and social benefits. The social status of a group is determined by external factors and achievements, such as the presence of power or the ability to influence it, material security, and available opportunities. Much less often, when determining the status, a social group focuses on the skills and knowledge of the individual, his/her internal personal qualities, engaging nature, and education.

There is an intergroup hierarchy between status groups, which is characterized by a status rank - a position in the status hierarchy. Inconsistency of the statuses occurs:

- When there is a difference between the prescribed and achieved status of the social group. The prescribed status in the minds of the entire population of the city is directly related to the meaning and role of the considered group for the well-being and functioning of the city, while the achieved status has a lower rank, which is characterized by the income of this social group. This contradiction leads to a decrease in the necessary number and insufficient performance of the function that the social group is focused on. Ultimately, this contributes to reducing the economic security of the city;
- The rights and obligations of the achieved status contradict the realization of the rights and obligations of the prescribed status. This situation occurs when the influence of a social group becomes disproportionately large due to the inefficient implementation of the function of the city that it specializes in. When the given efficiency of the city function is achieved, the social status of this group continues to be overestimated by inertia. The resulting dissatisfaction of other social groups leads to the resolution of the existing conflict situation in an evolutionary or revolutionary way.

2. Materials and Methods

The term «economic security» is directly related to economic interests of the population directly associated with the functioning of the city, of owners of the enterprises, and of the city and the state. These include not only the population of the city and the owners of enterprises located there, but also the population of the territories adjacent to the city, since the city always draws them into the orbit of its economic activity, providing its goods and services.

Talking about the population of the city, we should note the presence of different social groups that assess economic security from their own positions, since each group has a significant impact on the state of economic security of the city. For example, the resentment of garbage collectors quickly leads to disastrous consequences for all residents of the city. From the point of view of economic security, a social group is a part of the city's population that is connected by common relations by the sources of its income, as well as by its position in the system of labor division and political hierarchy. From this viewpoint, it is advisable to categorize the population not only by criteria of economic activity and employment status but also by sources of income (Sjöberg & Giritli Nygren, 2021).

The sources should primarily include income from the activities of enterprises that are in private and state (federal) ownership.

Private ownership may include industrial, transport, and commercial enterprises, banks, educational, scientific, and medical organizations created by owners to generate income.

There are two social groups that can be distinguished:

- 1) owners of enterprises that receive their income in the form of dividends;
- 2) personnel who receives income from the remuneration funds of these enterprises.

Enterprises located in the federal (regional) territory are financed from the federal (regional) budget, and do not receive funds from the city budget. In addition, such enterprises are often focused on the state market of goods and services, which has its own characteristics. Thus, we can distinguish the following two social groups:

- 3) managers who own enterprises and organizations of federal (regional) ownership;
- 4) personnel of enterprises and organizations of federal (regional) ownership.

The incomes of these social groups are directly regulated by federal (regional) executive authorities.

Thus, among enterprises, it is particularly necessary to highlight city-forming ones, which are the main sources of the city budget. The city-forming enterprises should include not only the above-mentioned ones, activities of which are related to the export of their products and services outside the city, but also organizations which activities are financed from higher budgets (federal, regional, and international organizations). These can be:

- agencies of the federal (regional) legislative and executive authorities, which are located in the city;
- healthcare, education, science, culture, sports, tourism and recreation institutions, as well as security agencies of federal (regional) subordination;
- centers of political authority;
- medical, educational, scientific, industrial, transport, military, tourist and sports centers.

These organizations define the role of a city in a region and country as:

Therefore, it is necessary to distinguish a social group that receives its income from the regional and federal budgets (as well as international organizations). If there is a large differentiation in the income of this group, it should be divided into:

- 1) social group of highly paid managers;
- 2) social group of personnel.

The following social groups include management and staff of city-maintaining enterprises and organizations. There are several reasons for selecting these groups. The first is that the enterprises of the city-maintaining group can be represented by:

- monopolistic enterprises that provide the city with gas, electricity, heating, passenger transportation, water and sanitation, etc. Prices of goods and services provided, as well as the income of these enterprises, are under the control of the city authorities;
- medium-sized and small businesses that do not have high incomes, since the prices of their goods and services are most often determined by the paying capacity of low-income groups of the population. This group is represented by small retail and consumer services enterprises. This also includes healthcare, education, and cultural institutions that are directly funded from city budget.

There are three social groups:

- 3) managers and owners of monopolistic enterprises who receive the same income as the owners of city-forming enterprises;
- 4) owners and management of medium-sized and small businesses that receive income commensurate with the income of the personnel of the city-forming enterprises;
- 5) the personnel of all such enterprises belongs to the low-income group of the population.

Organizations that maintain the city are financed from the city budget.

The last group in terms of income is the social group income of which is generated by payments from social and pension funds. This includes:

- students, cadets and trainees who attend full-time educational institutions (including doctoral and postgraduate studies);
- citizens who receive a pension on preferential terms and retirement pension, as well as survivor pension.
- disabled persons of groups I, II and III.
- citizens who take care of children, sick or elderly relatives, or run a household.
- people who have stopped looking for work but are still able to work.
- individuals who do not need to work regardless of their source of income.

Thus, based on the available statistics, it is possible to rank the social groups of the city's population that determine its economic security in descending order of income and social rank (Table 1).

It should be noted that the ranking reflects an increase in the number of social groups. The analysis allows us to draw conclusions about the heterogeneity of the population in terms of income (Figure 1). First of all, it is necessary to distinguish the first three and partly the fourth group, which are characterized by high incomes. The income of the first and last group differs by more than 100 times. Such a high differentiation of income also indicates the possibility of each of them to influence the social policy pursued by the city authorities. The conducted ranking characterizes the degree of influence of a particular group on the socio-economic policy of cities.

Table 1:
Ranking of the social groups of the city by income

Rank	Social groups	Source of income
1	Owners of city-forming enterprises	Dividends from results of activity of city-forming enterprises
2	Managers of federal (regional) enterprises and organizations	Wages fund of federal (regional) enterprises and organizations
3	Managers and deputies of legislative and executive federal (regional) government authorities, and enterprises and organizations financed from federal and regional funds.	Federal and regional funds resources
4	Managers and owners of city-maintaining enterprises-monopolists	Payment for services and goods of all enterprises, organizations and city's population
5	Personnel of city-forming enterprises	Wages fund of city-forming enterprises
6	Personnel of federal (regional) enterprises and organizations	Wages fund of federal (regional) enterprises and organizations
7	Personnel of legislative and executive federal (regional) government authorities, and enterprises and organizations financed from federal and regional funds	Federal and regional funds resources
8	Owners and management of city-maintaining enterprises of medium-size and small business	Funds generated from the activity of city-maintaining enterprises of medium-size and small business
9	Personnel of city-maintaining enterprises of medium-size and small business	Funds generated from the activity of city-maintaining enterprises of medium-size and small business
10	Economically inactive population	Social and pension funds. Supported financially by working family members (or household)

Source: Compiled by the authors

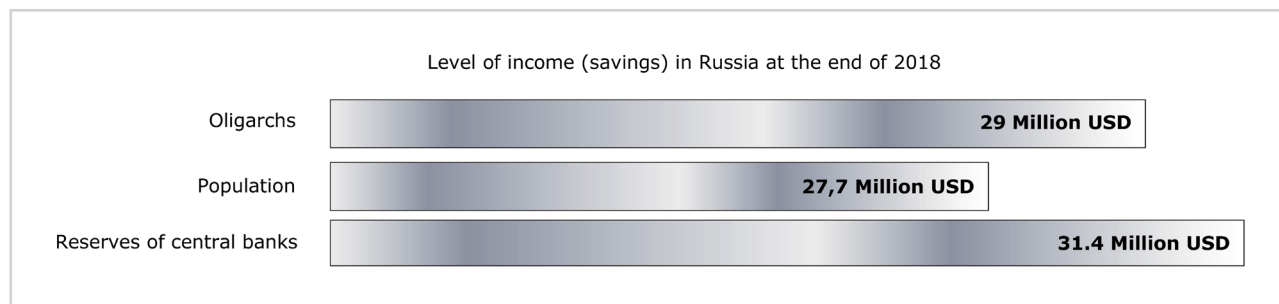


Figure 1:
Difference in income of population of the Russian Federation (at the end of 2018)

Source: Forbes, Central Bank (2019)

3. Results

The concept of «economic security» is multi-faceted and complex that causes ambiguity in its interpretation. Russian literature offers the following definitions of economic security:

- «the most important characteristic of economic system which determines its ability to ensure normal living conditions of the population, sustainable provision of resources, development of national economy and consistent implementation of national interests of Russia»;
- «the state of the economy that supports a sufficient level of social, political and defense existence and innovative development, invulnerability and independence of the country's economic interests in relation to possible external and internal threats and impacts»;
- «a qualitatively defined state of the country's economy, which from the society's viewpoint is desirable to preserve or develop on a progressive scale»;
- «the ability and readiness of the economy to provide decent living conditions and personality development, socio-economic and military-political stability of society and the state, to resist the influence of internal and external threats»;

- «a set of conditions and factors that ensure the independence of the national economy, its stability and sustainability, the ability to constantly update and improve itself» (Elenbaas & Mistry, 2021).

It should be noted that despite a quite large number of scientific publications, the proposed approaches to ensuring the economic security of cities neglect the economic interests of the population and business. At the same time, attention is focused on the possibility to preserve the development trajectory in the event of internal and external threats of the predicted level.

The causes of threats are usually not considered, although not all areas of the city’s activity and not even all enterprises (for example, city-forming ones) are exposed to the same threats at the same time. This, first of all, indicates the subjective causes of these threats and the possibility of predicting their occurrence. This leads to the conclusion that threats are negative consequences of previous decisions.

In the literature, this interpretation of the causes of threats is not even considered. This does not mean that all threats are the result of previous decisions, but the possibility of their occurrence should be taken into account by the city authorities when making certain decisions on the development and functioning of the city. This contradicts the established tradition of correct objectivity of decisions made on the development and functioning of the city. The most common approach to city’s economic security is considered from the perspective of prevention of situations when vital indicators of the major actors of the urban socio-economic system pass through some critical threshold value.

To this end, the financial, environmental and demographic, economic, energy-related and investment-innovative groups of indicators are used (Table 2).

Table 2:
Existing indicators for assessing economic security of a city

Group of indicators	Indicators of city’s economic security
Financial	Deficit/surplus of budget, amount of debt
Environmental and demographic	Average life expectance, level of unemployment, amount of harmful emissions in the environment
Economic	Labor productivity of various economic sectors, average wages by industries, income per capita
Energy-related	Amount of produced thermal and electric energy, state of capital asset of fuel and energy enterprises and coefficient of their autonomy, percentage loss of energy resources during the transportation and consumption
Investment-innovative	Amount and conditions of raised investments, share of innovative products, research costs

Source: Compiled by the authors

It should be noted that the above set of economic security indicators is aimed at identifying, evaluating and implementing measures to reduce the impact of external and internal threats (risk factors). External risk factors include the imposition of sanctions, extreme weather conditions, price fluctuations in commodity markets, etc.

However, it is worth asking what sanctions (as well as price fluctuations in commodity markets) relate to the state of economic security of the city. First, sanctions can have an impact on the city-forming enterprises and not from all industries. In addition, when new sanctions are imposed, the federal government usually takes measures that neutralize the impact of these sanctions, which may not significantly reduce the economic security of the city. Secondly, the sanctions do not apply to city-maintaining companies at all. Thus, sanctions can lead to a certain decrease in the income of city-forming enterprises, their personnel, and a decrease in revenues to the city budget. The same applies to extreme weather conditions in Russia, which affect agriculture more than cities (although there might be exceptions).

Much more often, external threats arise when ignoring changes in business activity and consumer behavior of the company’s products, and for a city, this is due to a drop in the income of city-forming enterprises. Therefore, the city authorities focus on problems related to creating the best conditions for the functioning of city-forming enterprises, including tax breaks.

Among internal threats, the greatest impact on the city’s economic security is caused by:

- inefficient use of city budget funds;
- excessive tax burden on city-maintaining enterprises;
- insufficient efforts to create city-forming enterprises to increase employment;
- insufficient allocation of funds for the development of the city’s infrastructure, including the road network, education, health, energy, water, heating, sanitation, ecology;
- insufficient development of the welfare and recreation sphere.

Thus, the municipal legislative and executive authorities should pay sufficient attention to meeting the interests of all social groups of the city's population, taking into account the level of their income and the possibility of their implementation within the city territory.

Strategies that ensure the economic security of the city include fiscal, organizational and investment, environmental and innovation, information and infrastructure.

The fiscal strategy is designed to stimulate the development of existing and attract new city-forming enterprises to increase employment and increase the population's welfare. Tax policy should focus primarily on a flexible system of regional and municipal tax rates, and the use of tax holidays, which is primarily aimed at city-forming enterprises.

The most important aspects of the organizational and investment strategy are development of the city's infrastructure (communications, energy resources) and preparation of sites for the placement of enterprises, loan guarantees, public-private partnership mechanism and supervision of industrial clusters.

The city's environmental and innovation strategy includes the creation and support of training systems necessary for city-forming and city-maintaining enterprises, creation of industrial parks, implementation of an environmental monitoring system, and creation of small investment enterprises at universities and research organizations.

An information infrastructure strategy for ensuring the economic security of a city might include the development of transport infrastructure, stimulating the formation of a system of logistics facilities, and developing information systems and databases that provide information support for socio-economic and environmental activities.

These strategies are not related to the indicators used to assess the economic security of a city. Therefore, to assess city's economic security, it is advisable to use system analysis and mathematical modeling to assess the impact of internal and external factors (Petrova, 2020). The implementation of mathematical models for ensuring the economic security of a city will make it possible to implement and justify city's general and functional strategies, including fiscal, organizational and investment, environmental and innovation, information and infrastructure.

4. Theoretical and Practical Implications and Conclusion

The purpose of the article is to define the term «economic security of a city» as well as the relevance of research on this concept. Economic security of a city is determined, from the one part, by how efficiently the city's functions are performed from the viewpoint of consumers of goods from city-forming enterprises, from the other part, by how economic interests of social groups that perform a particular city's function are met. Social groups of the city's population are the main subjects of its economic security. The selected social groups are differentiated by income sources and are directly related to the functions of the city. It is proposed to rank social groups according to the degree of their influence on the city's policy. This makes it possible to determine the material interests of these groups and link these interests to the economic security of a city. The differentiation of the city's economic interests between city-forming and city-maintaining enterprises and organizations allowed the city to focus on the strategic aspects of its development. Analysis of existing approaches to city's economic security revealed that they are based on countering recurrent threats that can be interpreted as negative consequences of previously made managerial decisions. The existing approach in the literature is focused on the prompt nature of determining the economic security of a city and does not allow determining the city's strategy from the standpoint of ensuring its economic security. The proposed definition of economic security of a city allows proceeding to the formation of city's general strategy in terms of ensuring its economic security, as well as to determine the functional strategies that allow it to be implemented.

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