Interaction between the State and Civil Society Institutions in the Field of Ensuring Food Security of the Russian Federation

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Abstract. The article touches upon the problem of interaction between the state and civil society institutions in the field of ensuring food security of the Russian Federation, presents the main directions of such interaction, considers new modern forms of citizen participation in solving socially significant problems, the functions that civil society can perform in the field of ensuring food security are disclosed advantages and disadvantages of exercising public control in the area under study. Special attention is paid to legal reforms in matters of ensuring food security in Russia. The parameters of the reserves of food supply to the population of the Russian Federation, internal and external risks are analyzed. It is concluded that the use of the achievements of e-democracy contributes to the improvement of dialogue between government bodies and society in the issues under study; legislative acts of the federal and regional levels as a whole should become the system in which the state guarantees to citizens the availability, quantity and quality of food products necessary for life, and civil society, in turn, should actively participate in all the variety of forms, thereby ensuring the implementation rights and legitimate interests of citizens.

1. Introduction

In the context of economic modernization, civil society, considered not only in political and economic, but also in social, cultural and moral senses, needs protection from radical market fundamentalism. The state apparatus, in turn, presupposes an external observer who allows democratizing the bureaucratic mechanism, controlling it, but not limiting state sovereignty. Thus, an effective sovereign state and a developed civil society are not conflicting subjects of social life, but complementary structures that guarantee the safety of society. One of the main tasks of the modern Russian nation is to establish a balance between the interests of the citizen, society and the state. The choice in favor of democracy and freedom made by the Russian people at the end of the XX century, as well as the choice in favor of protecting the sovereignty of the Russian state, voiced by the political elite at the beginning of the XXI century, require pairing through a long-term legal policy, the priorities of which are a high standard of living, national security, effective state and developed civil society [1].

A state that exists in the modern world is not able to fully preserve its sovereignty, independence and territorial integrity without the development and implementation of a set of measures to ensure its national security, otherwise, either the state ceases to exist (due to disintegration, accession to another state), or by to the extent of the loss of state sovereignty and independence, it turns into a neo-colonial state. The basis of national security in any country is food security, thanks to which the population of the state has access to food of the required quality and in quantity sufficient to ensure its normal life.
In this regard, countries are taking measures to ensure the production of food sufficient for consumption and replenishment of state food reserves. The issue of quality is also very relevant here. In the Russian Federation, special attention is paid to ensuring food security. In particular, a separate national project - "Development of the agro-industrial complex" is dedicated to it, a large number of resolutions of the Government of Russia, regulations of federal ministries and departments, regional and municipal programs have been adopted [2].

Food security issues, starting from the second third of the 21st century, will be a priority for ensuring the national security of our country [3]. The search for additional reserves of resources is being actively investigated. With the catastrophic growth in the consumption of natural resources on a global scale, their traditional deposits (especially oil, gas) are being depleted. It is assumed that by the middle of this century, the volume of hydrocarbon production in the world will not be able to cover their consumption. In these conditions, according to scientists, the natural resources of the Arctic region, as a gigantic storehouse of primarily hydrocarbon raw materials, as well as fresh drinking water, acquire enormous importance. But ensuring food security in the Arctic and the territories of the Far North of the Russian Federation also needs a competent balanced state policy, supported by the necessary regulatory and legal framework, including interstate and international agreements, which will allow Russia to take a key place among the countries participating in the development of the natural resources of the Arctic (along with the USA, Canada, Iceland). The above circumstances, among other things, emphasize not only the relevance, but also the special practical value and significance of the topic under study [2]. According to a number of authors, in part, the difficulties in ensuring food security in each subject of the country at the federal level are due not only to the above circumstances. Also, factors that have a detrimental effect on this process are the still high level of corruption in the management system in the regions; the absence, until recently, of a clear strategy for ensuring Russia's national security in the context of food security; degradation of the culture of public administration; significant deterioration of the general level of corporate governance in the agro-industrial sector of the economy [3].

Such reasons cause, in our opinion, the need to study the problem of interaction between the state and civil society institutions in the considered area of food security, taking into account modern life realities.

2. Materials and research methods
The study is based on data from the legislation of the Russian Federation, decrees of the President of the Russian Federation, as well as the regulatory and legal provisions of the Government of the Russian Federation (orders, resolutions, development programs). The theoretical basis of the research was the publications of domestic and foreign economists and legal scholars on the problems of ensuring food security of the Russian Federation, the role of civil society institutions in interaction with government authorities in this process. The empirical materials are properly summarized and structured in terms of argumentation of the main points that reveal the means to achieve the research goal. The theoretical and methodological basis of the study, along with general scientific methods of systemic-structural, institutional, paradigmatic analysis, involving the study of theoretical, economic laws and legal phenomena in development and interconnection: analysis, synthesis, deduction and induction, analytical comparisons, are the principles and methods of political and legal conflictology, history and theory of law, state-legal comparative studies, used in the study of the processes of institutionalization of political and legal structures. Branch methods of legal science are involved in the study of various aspects of legal policy.

3. Discussion and recommendations
When studying the problems of national security, much attention is paid to the issues of ensuring it in the context of the primary interests of a person and society, the quality of their life. It is in this dimension that the problems of food security should be considered, since it is the consumption of food that is one of the most important foundations of human existence, a primary human need. Achieving
food security is about maintaining a food supply sufficient for a healthy diet. In this case, the physical and economic availability of food, as well as the quality of food, are taken into account.

One of the most significant safety indicators, in our opinion, is the quality of nutrition - a person's consumption of the amount of calories and nutrients he needs in his daily diet. The growth of agricultural production ensured an expansion of consumption and a change in the structure of the population's nutrition. Consumption of the most valuable animal products and vegetables increased, while the consumption of potatoes and bakery products remained unchanged. However, the pre-reform level of consumption of meat and dairy products in the next 5-7 years may not yet be reached at a sufficient level [4].

Food safety for consumers is the prevention by the state of the production, sale and consumption of low-quality food products that can harm the health of the population. In recent years, this problem has become especially acute in Russia, which is associated with an increase in the supply of low-quality, falsified and hazardous products to the food market. In this part, as an auxiliary for the state, the function of public expertise and public control, which is characteristic of civil society institutions, will be of great importance.

The country's food independence, that is, the supply of the bulk of the population with food products through domestic production, also characterizes the features of food security. The strategic goal of food security today is the reliable provision of the country's population with agricultural products, raw materials and food, not affected by adverse internal and external influences. The guarantee of its achievement is the stability of mainly internal sources of food and raw materials, as well as the availability of necessary reserves, including reserve funds.

It is obvious that ensuring food security is impossible without the participation of the state and civil society institutions in interaction. Now the concept of state legal policy in the field of food security has been formulated, which is built on a strictly legal basis.

In essence, the legal policy of the state in the area under study is represented by the activities of various institutions of public authority to create an effective mechanism of legal regulation, including the definition of goals, objectives, directions and principles, as well as the strategy and tactics of its functioning. This is confirmed by the content signed on January 1, 2020 by the President of the Russian Federation V.V. Putin of the Decree "On the approval of the food security doctrine of the Russian Federation" in the new edition. This Doctrine is a strategic planning document, which reflects the official views on the goals, objectives and main directions of the state socio-economic policy in the field of ensuring food security of the Russian Federation. The doctrine defines the concept of food security of the Russian Federation as a state of socio-economic development of the country, in which the food independence of the Russian Federation is ensured, the physical and economic accessibility for every citizen of the country of food products that meet the mandatory requirements is guaranteed, in volumes not less than rational norms of food consumption necessary for an active and healthy lifestyle. The new document pays special attention to the issue of providing Russia with seeds of domestic selection. In 2019, the provision with seeds of the main agricultural crops of domestic selection was at the level of 62.7%. But for some crops, Russia is almost entirely dependent on imports. By 2025, the stated goal is to achieve an average of 75% of basic agricultural crops with domestic seeds, but this is not the only update in the Doctrine. New goals have been set in the provision of vegetables and fruits. It was emphasized that the unique geographical position of Russia, which includes several climatic zones, gives it the opportunity to provide its citizens with all the necessary crops, with the exception of exotic fruits, in the absence of which, according to the official, the population will not suffer. It is noted that the new Doctrine provides indicators on the physical and economic accessibility of food, expands the issues of food safety. The program includes vegetables and fruits, takes into account the requirements of a healthy diet and gives recommendations on what needs to be done to ensure that the diet of the population includes products that are traditional for a healthy diet. At the same time, the list of risks has been expanded, which now include economic risks at the level of individual agricultural sectors. This makes it possible to form new directions for solving food security problems. The measures envisaged by the doctrine will help to avoid strong volatility in
the agricultural market. The tasks of the state should include ensuring the standard of living of the rural population, at least at the city level, since, otherwise, Russia will face an outflow of the population from rural areas and lose the ability to independently provide itself with food. In second place, after the shortage of personnel, there is an acute issue of the lack of tractors and agricultural machines. The total amount of 300 billion rubles is the Russian agricultural machinery market in the case of complete self-sufficiency in Russian machines [5].

Changes in the Food Security Doctrine should affect not only the economy, but also science. Agriculture has long ceased to be a traditional sphere of economic production; the role of innovative production and processing technologies is important in it. The grain yield is the best proof of this. The potential of modern agronomic science, which will make it possible to obtain at least twice as much grain from the same area. Discussing the innovations in the Food Security Doctrine, Professor Kiselev noted that the new doctrine differs from previous similar documents in a more systemic nature. Separately, the tasks of seed production, provision of technology, development of science, and a healthy nutrition program are highlighted. One of the key features of the new doctrine is that it includes the problem of rural poverty. So, the chairman of the union of rural youth Yulia Ogloblina believes that sufficiently comfortable working conditions have not yet been created for young specialists in the field of agriculture, and this is a representative of civil society - the youth public organization "Russian Union of Rural Youth", which is a fairly young association (RCCM was established on December 5, 2008), which already has more than 30,000 members in 61 regional offices throughout Russia. As soon as the government develops a plan to implement the doctrine, the RSSM promises to join this project. At the moment, the state program for the integrated development of rural areas has started, in which it is important to highlight the preferential rural mortgage (up to 3%), which is very popular. According to a survey conducted among the graduates of 74 agricultural universities in Russia, young people are ready to work in rural areas if all the necessary conditions are created for them. First of all, these are wages and acceptable living conditions. It is also necessary to increase the overall level of employment in the countryside [5].

This fact once again confirms the inalienability of the process of interaction between the state and civil society institutions in matters of legal reform of the studied sphere of food supply for the country's population and the further implementation of norms in practice.

To provide the population with food, governments are obliged to develop and coordinate policies in the field of food supply of the population, mutual integration of agro-industrial complexes of states, information exchange regarding the potential and availability of food [6].

The food security system of Russia must be ready to prevent and eliminate threats related to the disruption of the provision of food to the population during natural and man-made disasters, at the expense of supplies from the strategic reserves of the state.

The solution of political, legal and economic problems to ensure food security is entrusted to the state, public authorities at different levels. To ensure the country's food security, it is also necessary to synchronize the efforts of the Security Council of the Russian Federation, the Government of the Russian Federation, the Federal Assembly of the Russian Federation and the state authorities of the constituent entities of the Russian Federation [6].

In order to resolve the situation in this direction, serious measures are being taken by the state today. In our opinion, civil society in its various forms can play a large role in the issue under study in interaction with the state apparatus. In particular, in the form of public control.

The American scientist S. Black defined public relations as one of the management functions that contributes to the establishment and maintenance of communication, understanding and cooperation between the organization and the public. For S. Black, public relations is the science and art of achieving harmony through mutual understanding, which is based on truth and full information [7].

A modern Russian researcher A. I. Soloviev, considering the relationship between the state and civil society, comes to the conclusion that the latter by their nature can be antagonistic, competitive, allied. The political behavior of civil society actors, as well as the state, is twofold: 1) it can be aimed at challenging the existing type of state power, in this sense, the plurality of political interests
theoretically allows, among other things, the advancement of demands that endanger the existence of both democracy and civil society; 2) regardless of the attitude towards the ruling regime and the prevailing political values, civil society is called upon to defend the direct interests of citizens before the state. The nature and zone of contacts between the state and its social counterpart will be determined by the content of the political agenda [8].

The above is a confirmation of the fact that in socio-political practice, public authorities should create the most favorable conditions for the implementation of citizens' initiatives to resolve specific socially significant projects through the formation and development of various institutions of civil society [9].

Civil society institutions are also capable of performing important functions in the field of ensuring food security through the use of independent media, Internet resources, television programs dedicated to assessing the degree of quality of certain homogeneous food products presented by different manufacturers on the market of consumed goods. But not with the aim of advertising the quality of production of some selected manufacturer, but with the aim of identifying a dishonest manufacturer who uses substandard raw materials for the manufacture of a finished product, excessive chemical composition in production technologies in all its diversity, animal fat substitutes, artificial, unhealthy dyes, etc. flavoring additives.

In the last decade, new forms of citizen participation in solving socially significant problems have emerged in the life of Russian society. Forms that go far beyond the possibilities provided by the law on local self-government - gatherings, public hearings, etc. New options for citizen participation are taking on the form of a public movement, for example, the All-Russian Popular Front, distributed expert activities organized using information and communication technologies (Federal Portal of Draft Normative Legal Acts, Russian Public Initiative).

Expansion of opportunities for citizens to participate in government decision-making through the introduction of new forms of social organization indicates the process of democratization of Russian society. At the same time, there is an understanding that new forms are always developed and offered to society due to the unreliable functioning of the existing channels. The socio-political significance of the idea of "involving" citizens in public discussions on socially significant problems for the development of the country was determined by the President of Russia V.V. Putin in his Address to the Federal Assembly of the Russian Federation in 2013: "Modern Russia needs a broad public discussion, and with practical results, when public initiatives become part of state policy and society controls their implementation." Another aspect of the development of forms of social organization of citizen participation is to maintain stability in society in the long term. Its essence is revealed by Nobel Prize Laureate J. Stiglitz: “Successful economic activity is associated not only with vigorous economic growth, but also with general welfare. It provides for ensuring that the economy works for the good of society, and not that society works for the good of the economy. Overcoming the power of money in politics will not be easy. But if we do not do this, then we will face disappointment in our economy and in our democracy ”[10].

With the aim of practical implementation of the idea of "involving" citizens and non-profit organizations (NPOs) in the process of discussing government decisions, the authorities are consistently expanding the possibilities of their expert activities by creating specialized organizational forms. In 2005, a new structure was established - the Public Chamber of the Russian Federation (OP RF) and regional chambers, which, along with the Chamber of Commerce and Industry and the Trilateral Commission, act as a mechanism for organizing public discussion. In fact, through the creation of the structure of the OP RF and the inclusion of non-profit organizations in the public discussion of government decisions, the formation of social forms (and the corresponding infrastructure) is completed that ensure the interaction of three sectors of the economy - the state, non-profit organizations and business - within which they are able to form the agenda of the internal state policy, including food security, as the main component of the country's national security (see Figure 1).
The structures and forms of intersectoral interaction, the features of the functioning of each of the three sectors of the economy are revealed through: their social goals; social institutions operating within each sector; technologies used to organize joint productive activities, etc. It is the target orientation of activities carried out within a specific sector, and in our case, the food security sector, determines the possible options for intersectoral interaction.

Overlapping sectors (see Figure 1) means that there is overlapping interests in solving specific problems that relate to several sectors at the same time. For the functioning of a specific mechanism of bilateral or trilateral interaction in each segment, a specialized organizational structure has been formed that maintains the unity of its form and content. The area of application of the efforts of the “state-business” interaction segment is the consolidated financial participation in the development of territories, corporations, etc. This interaction is implemented by the Chamber of Commerce and Industry of the Russian Federation and the corresponding regional structures. The interaction between business and non-profit organizations is manifested in the form of charity and sponsorship (for example, the activities of private charitable foundations). The partnership between the state and non-profit organizations in solving socially significant problems is carried out through the Public Chamber of the Russian Federation and regional chambers; it takes the form of state grants and subsidies to socially oriented NGOs. The central segment of the tripartite interaction is the system of social partnership, implemented through the activities of the Russian Trilateral Commission and the relevant regional commissions. There is a tendency of the authorities towards informational openness and democratization of decision-making procedures. The created structures should be considered as additional platforms where collective social actors can implement tasks to protect the legitimate rights and interests of their target group. There is an emergence of the need for government bodies to create new forms of citizen participation - in addition to the previously formed structures of intersectoral interaction [11].

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According to V.V. Goncharov, it would be possible to include new forms of citizen participation in the content of amendments to the Constitution of the Russian Federation. Giving the system of bodies of public (people's) control of power the status of constitutional bodies of power will allow securing for bodies of public (people's) control a system of real power powers within the framework of their relationship with bodies of state power and local self-government, will raise their legal status and significance both among the population and among employees of the state apparatus, will allow to form a single centralized legal field that regulates the procedure for their formation and functioning [12].

The interaction of the state and civil society is a rather capacious and complex concept. It can be interpreted as a set of principles, directions and forms of activity of political and administrative institutions and structures of civil society, aimed at harmonizing and mutual consideration of various social interests in order to solve urgent problems of the life of society, region, city, village. This, one might say, is a peculiar way of empowering the powerless and limiting the possibilities of influencing those in power.

4. Research results
The Institute of Public Control is one of the basic guarantees of all-round development civil society in a democratic state. Optimization of the processes of organization and functioning of public control in the Russian Federation involves the use of the positive experience of organizing and implementing this institution in our country at earlier historical stages of its development. The study of the experience of the institution of people's control of power in the USSR is of particular relevance and significance [12].

Summing up, it should be emphasized that one of the main components of the mechanism of interaction between the state and civil society in the field of ensuring food security of the Russian Federation is the principles that are proclaimed, recognized and used by the subjects of interaction. The basic principles include: mutual respect and recognition of the specific characteristics of each of the parties; knowledge and understanding of each other's goals and objectives; balanced mutual control, mutual restriction and mutual assistance of state and non-state bodies and organizations; responsibility for the implementation of decisions taken; legal regulation of relationships; the principle of competitiveness in identifying partners for participation in joint programs, receiving government grants, social orders, since we are talking about the most important thing - life, health, well-being and safety of the population [13].

The mechanisms of direct obligatory influence of citizens on the authorities in the sphere of ensuring the national security of the Russian Federation are not yet widely used. Nevertheless, even in such a truncated form, the use of the achievements of e-democracy contributes to the improvement of the dialogue between government bodies and society. At the same time, it is possible to single out the tendencies of gradual “flattening” in practice of official hierarchical structures (and, as a consequence, the development of horizontal links between them); faster response to citizens' requests; reduction (due to scientific and technological progress) the staff of officials, etc. [14]. It seems necessary to emphasize once again the colossal potential of e-democracy in terms of the future development of political institutions and processes. At the same time, it is impossible to simplify the approach to the widespread introduction of new information technologies, since there are not always appropriate objective and subjective prerequisites [4].

As a rule, domestic and foreign researchers use the concept of “civil society” to characterize the state of public relations and relations. At the same time, the emphasis is on the qualitative indicators of
the civil initiative of the country as a whole or of an individual subject, region, area of a particular locality. Note that there is a need for the scientific development of modern measuring indicators of the state of development of civil society, taking into account the entry into a new stage - the process of forming an electronic civil society.

5. Conclusion

To reduce and prevent risks and threats in the field of food security, it is advisable to use political and legal mechanisms for compensation in the field of food security. Food security mechanisms include a system of socio-economic and institutional and legal forms aimed at preventing threats leading to loss of security of the population basic food products. The main means of ensuring food security are: targeted assistance to the population, technical regulations, a system for monitoring the quality and safety of food by the state and civil society institutions, an appropriate regulatory mechanism (federal, regional, municipal), development of commodity infrastructure; optimization of interbranch economic relations, improvement of the financial and credit system, customs and tariff regulation, the formation of intervention funds, technical and technological development [15].

The possibility of influencing the food independence of the state is the most important factor in the foreign policy pressure of developed countries in the context of regional conflicts, in this connection, one should remember about national interests, expressed priorities and security [16].

In the field of improving the quality and safety of products, measures should be taken to improve the system for ensuring the safety and quality control of food products along the entire chain - production, storage, transportation, processing and sale. It is necessary to create a modern instrumental and methodological base, an organizational structure for monitoring the quality and safety of food raw materials and food products.

The state legal policy in the field of ensuring food security should take into account modernization risks, which can significantly weaken it. It is in the complex that the legislative acts of the federal and regional levels should become the system in which the state guarantees to citizens the availability, quantity and quality of foodstuffs necessary for life, and civil society, in turn, should actively participate in these processes in all the variety of forms, including forms of electronic control and monitoring, thereby ensuring the implementation of the rights and legitimate interests of citizens.

To exclude one-time outbursts and make the functioning of civil society systematic in the food security system in society, a nationwide discussion on the problems of ensuring a safe future for Russia should be launched with the involvement of a wide expert community, the media, relying on non-state public associations whose field of activity is the problem of ensuring security personality, society and state. The civil society of Russia must develop its vital interests, integrate them into the system of national interests and constantly participate in the assessment of internal and external factors, emerging risks, dangers and threats that may harm food and national security in general. Moreover, the legislative basis for this has been created. A more active and responsible self-organization is needed in the environment of the institutions of civil society themselves [17].

Thus, we can conclude that the problem of interaction between the authorities and civil society is key in the process of ensuring food security in Russia. There is an urgent need for adequate changes in the forms and methods of work of government bodies at all levels in dialogue with civil society. During the period of reforms and modernization of the political system, Russian civil society has clearly demonstrated its effectiveness and won the right to directly participate in the system of ensuring Russia's national security as a whole. Without this, its effective functioning will hardly become possible.

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