Food Security of the Russian Federation: Concept, Indicators, Levels, Measures of State Support, Problematic Legislative Aspects

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Abstract. The article considers the concept and system of food security indicators, analyzes the levels and measures of state support for agriculture as a basic branch of the economy, aimed at providing citizens with high-quality and affordable food products in sufficient quantities. The authors pay special attention to the study of state support measures for agricultural producers after Russia's accession to the WTO. It also analyzes certain problematic legislative aspects of the topic under study and suggests appropriate legal ways to solve them, namely, to make certain additions and establish legal norms in a separate Chapter of the Federal law "On agricultural development", as well as to develop a draft and adopt a Federal law "On ensuring food security of the Russian Federation" in the near future.

1. Introduction
In the current conditions of the development of new challenges and threats, in particular, the coronavirus pandemic that has engulfed all the countries, the ongoing economic crisis, and political instability, the problem of the population food security has deteriorated sharply [1] and requires the international community to take drastic and effective measures to solve it. Food security is one of the strategic functions of any state. It is aimed at improving the population life and health quality [2] and the development of the entire macroeconomic system, thereby solving socio-economic problems [3], but it is an important part of the national security of the state [4] and state policy [5], and the overall independence of the country [6].

Thus, the problem of ensuring food security and creating adequate and effective mechanisms for its legal regulation that meet national interests becomes one of the most urgent tasks and problems of modern states, since, reflecting its socio-epidemiological orientation, it contributes to the realization of the most important human right – ensuring their existence. And, on the contrary: under the conditions of globalization and interaction of the majority of the world's states, "the aggravation of national security will inevitably affect food security which, in turn, has a huge social significance" [7].

2. The concept and features of food security
The concept of food security can be considered in the context of different approaches: social, economic, political, historical, etc. [8]. This paper uses a legal approach to the disclosure of the essence of this concept. While it is necessary to make certain assumptions that different countries have
different levels of food security development [9, 10], that there are differences in their legislation, nevertheless, using methods of abstraction, induction and deduction, it is possible to identify a number of common features characteristic of this legal institution and the direction of public policy in different countries, including at the international level [11].

One of the main problems of legal science in the new political and legal realities is the study of certain aspects of food security as a political and legal phenomenon at various levels in the context of ensuring the national security of Russia in their inseparable relationship, mutual dependence and interconditionality [12]. In order to justify and implement effective food policy at the national level, there is an objective need for legal analysis of the basic category "food security".

When examining the legal category "food security", it should be noted that its essence is expressed in terms of "food" and "food products". Food products are products intended for endogenous consumption and included in the sphere of commodity circulation. The food product class is divided into two subclasses: food products and tobacco products. But since the legal concept of "food products" is not established, it is necessary to use a similar definition of "food items", by which the legislator in the Federal law of 02.01.2000 No. 29-FZ "On the quality and safety of food items" understands products in natural or processed form, consumed by humans (including baby food, diet food), bottled drinking water, alcoholic products (including beer), soft drinks, chewing gum, as well as food raw materials, food additives and biologically active additives.

Table 1. The system of food security indicators of the Russian Federation.

| Field of indicators use                                      | Indicators                                                                 |
|-------------------------------------------------------------|---------------------------------------------------------------------------|
| 1. The sphere of consumption                               | 1.1. Disposable resources of households by population groups              |
|                                                             | 1.2. Availability of areas for trade and arrangements for feeding per 1000 people |
|                                                             | 1.3. Food consumption per capita                                         |
|                                                             | 1.4. Volumes of targeted assistance to the population                    |
|                                                             | 1.5. Daily caloric content of human nutrition                            |
|                                                             | 1.6. The amount of proteins, fats, carbohydrates, vitamins, macro- and micronutrients consumed by a person per day |
|                                                             | 1.7. The consumer price index for food products                          |
| 2. The sphere of production and national competitiveness    | 2.1. The production volume of agricultural and fish products, raw materials and food |
|                                                             | 2.2. The import volume of agricultural and fish products, raw materials and food |
|                                                             | 2.3. Budget support for producers of agricultural and fish products, raw materials and food per ruble of products sold |
|                                                             | 2.4. Productivity of land resources used in agriculture                  |
|                                                             | 2.5. The sales of food products by the organizations of trade and public catering |
| 3. The sphere of management organization                    | 3.1. The amount of food in the state material reserve formed in accordance with the regulatory legal acts of the Russian Federation |
|                                                             | 3.2. Stocks of agricultural and fish products, raw materials and food    |

The Decree of the President of the Russian Federation of 21.01.2020 No. 20 "On approval of the Doctrine of food security of the Russian Federation" is a new stage in the development of public food relations in the Russian state. The legislator has established the following concept of food security. It is a state of socio-economic development of the country, which ensures the food independence of the Russian Federation, guarantees physical and economic accessibility for every citizen of the country of
food products that meet mandatory requirements, in amounts not less than rational norms of food consumption necessary for an active and healthy lifestyle. This Bylaw is a strategic planning document that reflects official views on the goals, objectives and main directions of the state socio-economic policy in the field of food security of the Russian Federation. The strategic goal of ensuring food security is to provide the country's population with safe, high-quality and affordable agricultural products, raw materials and food in volumes that ensure rational standards of food consumption.

To assess food security, the main indicators are achieving threshold requirements of food independence indicators, economic and physical availability of food, and compliance of food products with the requirements of the legislation of the Eurasian Economic Union on technical regulation.

The food security doctrine of the Russian Federation has established that for assessing the status of food security it is necessary to use a system of indicators in three areas: consumption, production and national competitiveness, and management organization (Table 1. The system of food security indicators of the Russian Federation).

3. Levels and measures of state support for agriculture

The main strategic goal of managing the state's food supply system should be to meet the needs of the population for full-fledged, high-quality and safe food products necessary for an active and healthy life.

The tasks of managing the state's food supply system should be as follows:
- stable development of food production sufficient to ensure food security;
- creation of a favorable competitive environment in the sphere of food turnover;
- increase in rural employment growth;
- increasing the prestige of agricultural labor;
- development of agro-industrial integration and cooperation;
- operational forecasting, identification and prevention of threats to the region food supply, taking into account the existing factors and specifics;
- minimization of negative consequences of threats due to the constant readiness of the system of providing the region population with basic types of food;
- effective formation of the region food fund;
- achieving and maintaining the physical and economic accessibility of food products to the population of the region in volumes and assortment that meet the established rational consumption standards;
- improving the quality and safety of agricultural products, raw materials and basic food.

Management of the state's food security system should be considered as a special type of management, which should include elements of both state and market regulation (the levels of the food security system management are indicated in table 2).

| Level name | The distribution subject |
|------------|--------------------------|
| Nanolevel  | Family, person           |
| Microlevel | Municipality             |
| Mesolevel  | Federation subject       |
| Megalevel  | Federal district         |
| Macrolevel | The Russian Federation   |

Experts of All-Russian Research Institute of Agricultural Economics of the RAAS analyzed the project "State program of agriculture development for 2013-2020" and calculated the amount of state support of agriculture in Russia after joining the WTO in the period up to 2020 within the borders of the "green box" and "amber box" (tab. 3). The conclusion that can be drawn from the data in the table is disappointing. The need to finance the measures provided by the amber box will not be sufficient
since 2017, because the required amount of funds is 6.6 billion rubles, but the amount allowed after joining the WTO is only $ 5.4 billion. Moreover, this gap will only progress further.

**Table 3.** The amount of state support for agriculture after joining the WTO for the period up to 2020, billion dollars [13].

| Box       | Year | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|-----------|------|------|------|------|------|------|------|------|------|
| Green     |      | 3.8  | 5.7  | 6.1  | 6.1  | 6.5  | 6.7  | 7.1  | 7.3  |
| Amber     |      | 5.7  | 6.1  | 6.5  | 6.2  | 6.6  | 7.1  | 7.7  | 8.4  |
| Subtotal  |      | 9.5  | 11.8 | 12.6 | 12.3 | 13.1 | 13.8 | 14.8 | 15.7 |
| Allowed size of amber box | 9.0  | 8.1  | 7.2  | 6.3  | 5.4  | 4.4  | 4.4  | 4.4  |

They are based on the principle of reducing state support for agricultural producers. For Russia, the implementation of this principle is reduced to the following figures: 9 billion dollars in 2012-2013, followed by a decrease to 4.4 billion dollars in 2018. For comparison, the following facts can be cited: in the European Union, the rate of state support from the national and general budget is about one hundred billion US dollars, and in Japan, it is almost nine times more than in the Russian Federation.

4. **Some problematic legislative aspects of food security**

Many developed countries try to maintain a fairly high level of food supply: the United States and France – more than 100%, Germany – 93%, Italy — 78%, even Japan with poorly fertile soil – 40%. For the Russian state, the level of food independence is about 30%. [14] There is a trend: the higher the state regulation of agriculture in the country, the better the food supply of the population.

Food security issues directly in Russia became the subject of research and consolidation in legislation much later than in other countries. Unlike many foreign countries that have adopted basic laws on the legal regulation of the phenomenon under study (the United States, Turkmenistan, Tajikistan, Kyrgyzstan, Kazakhstan, and some others), Russia does not have such a law yet. Drafts of the Federal law "On food security of the Russian Federation" (1996, 1999) were submitted to the State Duma of the Russian Federation several times, but they were never adopted. Thus, the draft Federal law No. 99013560-2 "On food security of the Russian Federation " proposed such a definition: "food security of the Russian Federation is the state of the economy of the Russian Federation, which ensures the food independence of the country and guarantees the physical and economic availability of food for the entire population in the amount necessary for an active and healthy life." It also established the criteria for its provision through the category of food independence, which should be considered secured if the annual production of vital food in the Russian Federation is at least 80 percent of the annual population needs for such types of food in accordance with the physiological norms of nutrition." Accordingly, the absence of the Federal law "On food security of the Russian Federation" objectively negatively affects the legal framework for regulating the phenomenon under study.

5. **Conclusions**

In order to ensure proper food security in Russia, it is advisable:
- to take into account foreign successful legal experience with projection on our Russian reality;
- to pay significant attention to staff training, primarily lawyers, who will develop the agricultural laws in general as well as legislation to ensure the country's food security in particular [15], which can modernize the education system under the expectations and demands for such industries as agriculture [16];
- there is a problem in training appropriate personnel for this sector, for example, engineers [17], environmental marketers [18], lawyers, etc. Thus, the number of universities that train specialists in
agricultural lawyers is constantly decreasing. Hence, the quality of laws at all levels in this area deteriorates, as draft regulations are developed by those who have never studied agricultural law in the basic branch of agricultural legislation [19]. Therefore, it is necessary to increase both budget places in agricultural universities, where future lawyers are trained, and to popularize the future profession of an agricultural lawyer;

- to develop environmental engineering [20] and other innovative areas to attract new participants to the agricultural sector and provide additional opportunities to solve emerging problems in the area under consideration;
- in order to improve the legislation of the Russian Federation, it will be useful to use a separate foreign experience of food security legislative regulation. In particular, the provisions of the food security institution should be legislated and isolated. For this purpose, it is advisable to make additions and establish legal norms as part of a separate Chapter in the Federal law "On the development of agriculture", as well as to develop a draft and adopt the Federal law "On ensuring food security of the Russian Federation" [21] in the near future. And what is more, it is advisable to develop agro-industrial clusters [22], veterinary services [23], etc.
- accordingly, given the level of formation of the food security institution, which is available in Russia, its positive experience in this area will, in turn, be useful to other states.

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