State regulation of consumption safety in the Russian Federation

N I Bukhtoyarov, E A Vysotskaya, D G Remizov and N A Khuzina

Voronezh State Agrarian University named after Emperor Peter the Great, 1, Michurina street, Voronezh, 394087, Russian Federation

E-mail: dg.remizov@mail.ru

Abstract. Food security is considered as the most important component of the national security of the state and as one of the goals of social, economic and agricultural policy, the ways of its achievement are shown. The conditions for substantiating conclusions and conclusions in studies of consumption safety are given. It is proposed to consider security as a characteristic of the quality of a system that determines its ability and ability to self-preservation. Mandatory conditions are given under which safety is ensured, actions to maintain it are indicated, quantitative and qualitative characteristics are given. The main threats and risks to the safety of consumption and ways to prevent them are considered. Attention is paid to international cooperation to create a legal framework in this area. The main regulatory legal acts regulating the sphere of consumer safety in the Russian Federation are given. The corresponding conclusion is made. It is shown that continuous improvement of the food safety system contributes to increasing the efficiency of individual sectors of agriculture and processing industry, as also increasing the competitiveness of their products.

1. Introduction

Every individual, society or state need security from external and internal threats, the stability of the political and socio-economic sphere, the successful development of all sectors of the economy, the use of modern achievements to improve the quality of life, environmental friendliness.

The state security policy through sustainable development is analyzed in the works of many scientists [1, 2, 3, 4].

At present, threats and challenges to the national security of the Russian Federation, which have complex and contradictory directions, are significantly increasing. In the context of aggravated international relations and the imposition of sanctions against Russia by several foreign countries, the problem of ensuring national food security is of particular relevance.

Food security has become an important component of the national security of any state, as well as one of the main goals of economic, social and agricultural policy. To achieve guaranteed consumption safety, development priorities, methods for their implementation, regulatory support, technologies for the preparation of raw materials, recipes for preparing food products, methods and technologies for their production, types and technologies for packaging products of agricultural and food industries, transportation methods and conditions, can be changed, food storage. Ensuring the safety of agricultural products, raw materials and finished foods becomes the basis for the application of various
methods to create investment attractiveness for individual sectors of the agro-industrial complex and
the processing industry.

In the field of ensuring the safety of consumption, numerous studies of the factors affecting it,
methods and ways to maintain its stability and effectiveness are being conducted.

For the validity of the conclusions and conclusions drawn in the field of consumer safety, particular
attention is required to study the functioning of the consumer food market with identification and
assessment of the problems of its sustainable development, the reasons for the formation of the
corresponding demand, certain product and assortment policies, and patterns in the field of pricing for
basic foodstuffs for the country’s population. The significance of all these factors is since socio-
economic transformations and the formation of a market sphere required a different attitude not only
to the needs of consumers, but also to the product, as a means of satisfying them [5]. It became
necessary to understand the clear mutual relationship of all components of the business chain from the
creation of a specific product to its use.

In the context of economic and social reform, market research, in which the domestic consumer
market for food products must be perceived and considered as a single complex of the real sector of
the economy with all the problems of its functioning, is of importance [6].

2. Safety, its conditions and characteristics
Various sources interpret the term “security” in different ways: in some, security is seen as a set of
guarantees that ensure sustainable development and protection against internal and external threats; in
others, security characterizes the quality of a system that determines its ability and ability to self-
preserve.

As can be seen from these definitions, security is aimed at maintaining the system, at ensuring its
stability and normal functioning. Under the system in this case, we can mean both the state and the
industrial or commercial structure, any sphere of activity and a single material object, and an
individual person.

The need for a safe existence is one of the fundamental needs and interests of both the individual
and society. The safety of any facility is ensured if the following conditions are met:

- the whole range of dangers that may threaten him is known;
- there is a clear idea of the real threats that exist at a given time, as well as in the future;
- knowledge and practical skills exist that can be used, and which allow these threats to be
countered, and even better warned;
- An objective risk assessment and proportionality of the response is important.

Therefore, it is necessary not only to correctly build the entire system, debug its operation, monitor
the uninterrupted operation of its operation, carefully monitor and record all inconsistencies in its
activities, know and understand all threats and risks, but also respond promptly to changes in external
and internal factors to preserve its performance, sustainability and effectiveness.

Food safety can be expressed in quantitative and qualitative characteristics. Quantitative
characteristics are determined by the necessary volume of food products coming from domestic
producers for domestic consumption, which ensures economic independence from external supplies
and guarantees the physical and economic accessibility of products for the population in volumes not
less than the recommended consumption standards. Qualitative characteristics of food safety include
the adoption of measures to eliminate threats to the health and life of consumers due to inadequate
food quality.

3. The main threats and risks to the safety of consumption
Creating food security in a country includes:

- formation of a domestic sustainable consumer food market;
- ensuring the stability and reliability of domestic sources of saturation;
- the presence of carry-over stocks of agricultural products, raw materials and finished food
products;
• formation of a modern legal framework for food security.

The consumer food market is currently considered as a single complex of economic entities in the business of production, distribution, sale of food products. All of them must work stably in the interests of consumers, as it is consumers who form the demand, the satisfaction of which is considered the goal of creating and functioning the domestic consumer market. The essence of the activities of business entities, their relationships, the nature of relations with business partners are subordinate to the personal interests of entrepreneurs. Like any business, they are aimed at increasing profits and prestige, and for this they strive to increase sales, markets, expand their occupied market share. All this contributes to the development of competition and competitiveness among producers and in the field of sales, when the economic interests of business partners often do not coincide, and sometimes directly contradict each other. Therefore, there must be norms and rules in the field of fair business, based on which it is possible to solve economic and managerial problems.

Sustainable development of the consumer market, the stability of its functioning depends on the organizationally structured and targeted impact on the relationship between business partners involved in the production, distribution, sale of food. Therefore, it is necessary to improve the administrative regulation of entrepreneurial activity at the state level. To do this, rules for the production, sale and disposal of specific groups of food products are developed and legally approved, and mandatory conditions for their strict observance must be ensured.

Accessibility, safety and quality of food products are becoming one of the main factors determining the health of a nation, the successful development of younger generations, the working capacity, duration and quality of life of the entire population. It is food and drinks that pose the greatest threat to human life and health, because approximately 70% of harmful substances enter the body through food.

Consumption safety is determined by the properties that the product acquires as a result of fulfillment of all conditions and operations of production, processing, storage, transportation and sale to ensure its usefulness and suitability for food [7]. All these conditions and operations are aimed at protecting human health.

There are currently no completely safe foods. There are food products with a high degree of risk (tobacco products, alcoholic beverages, smoke products, products with preservatives, various dyes, flavorings, stabilizers, thickeners and fillers) and products with a low degree of risk. All the dangers associated with the consumption of food products are divided into several groups:

• a high level of contamination with chemical compounds, biological agents and microorganisms can be found in food;
• food products may contain salts of heavy metals, and in concentrations that exceed the maximum permissible standards;
• products often do not meet the requirements of regulatory documents on bacteriological indicators if the sanitary and hygienic conditions of their production, packaging, transportation, storage were violated;
• food additives are dangerous due to the rapid increase in their number and the high proportion of artificial components in them;
• production, packaging, transportation and storage processes may be contaminated with mycotoxins, which can suppress immunity and cause malignant neoplasms.

Since the consumer of food is a biological creature, the impact on him of some food components affects not only his well-being and health, health and longevity, but may also become unsafe for future generations. Therefore, special attention in the development of formulations, the selection of raw materials for the manufacture of food, in the organization of the technology for its production, storage, sale should be given to the components of the biological safety of food. It is associated with a decrease in the probability of introducing a hazard that affects the suitability for food consumption. These factors include:

• diseases caused by foodborne pathogens;
• unauthorized use of drugs in agricultural production, which leads to food contamination and negative consequences for human health;
• the use of agrochemicals, pesticides, veterinary drugs that can be dangerous for the human body and animals to control weeds, pests, and various plant diseases;
• the use of new food technologies, in particular the genetic modification of products, in which a gene of a different species, class of plants or animals is introduced into the body in order to give the object new properties (resistance to parasites, drought, frosts, increased yield or storage time, etc.).

Therefore, it is necessary to have a unified information control system at all stages of production, circulation, sales ("from the field to the spoon"), which allows to determine its origin, track the veterinary use of drugs, the use of plant protection products, which makes it possible to identify the subjects responsible for each stage of creation and circulation of food.

4. International cooperation in creating a legal framework for consumer safety

All this becomes important for global consumption security, requires effective supervision of the consumer markets of individual countries and a very serious approach to coordination of international cooperation in this field [8, 9, 10].

In 1974, the UN General Assembly approved the “International Obligations for Food Security in the World” developed by the Food and Agriculture Organization of the United Nations (FAO). The Rome Declaration on World Food Security (1996) states: “Food security is one of the components of national the security of any state, which is obliged to ensure the right of everyone to receive quality and safe food for health.” Declaration of the World of the Food Safety Summit (2009) gives the following definition: “Food security exists when all people always have physical, social and economic access to an sufficient amount of safe and nutritious food to satisfy their dietary needs and nutritional preferences, to maintain an active and healthy of life”. The UN Declaration adopted at the 2nd International Conference on Nutrition (2014) identified the main directions for improving the quality and safety of food Actions, among which attention is paid to increasing the sustainability of national agri-food systems.

All over the world are interested in creating a regulatory framework for food security. International legal acts in this area are specified and implemented in the development and creation of regulatory documents at the level of national states.

In the developed countries of the world, the role of state systems of food safety control and regulation is being strengthened and strengthened everywhere. Regulation of the operation of an object consists in adjusting its activity, and it is necessary every time, as soon as the internal or external conditions of its operation change, risks and threats to stability arise.

5. Regulation of consumption safety in the Russian Federation

To assess the role of the state in regulating the safety of consumption, we consider some domestic regulatory legal acts in this area, which are in the chronology of the period of socio-economic transformations (Table 1).

| Number and date of the regulatory legal act (date of amendment) | The name of the regulatory legal act | Primary goal |
|---------------------------------------------------------------|-----------------------------------|-------------|
| No. 1190 of October 12, 1998 (as amended on July 26, 2004)    | Decree of the Government of the Russian Federation “On measures to important food products and raw materials for their stabilization the consumer market of the production. Food Security Activities” | Food Security Activities |
| No. 29-ФЗ dated January 2, 2000 (as amended on April 23, 2018) | Federal Law "On the Quality and Regulation of relations in the field of ensuring the Safety of Food Products” | Quality of food products and their safety for humans |
No. 184-ФЗ dated December 27, 2002 (as amended on July 29, 2017) Federal Law "On Technical Changes in the whole system of technical regulation in the country to increase the efficiency of protecting the consumer market, removing technical barriers to trade and bringing domestic approaches in this area closer to international rules"

No. 446 dated July 14, 2007 (as amended on April 23, 2012) Decree of the Government of the Russian Federation “On the State Russian Federation for Previously Targeted Program for the Development of Programs Agriculture and Regulation of Agricultural Products, Raw Materials and Food Markets for 2008 - 2012”

No. 102-ФЗ dated June 26, 2008 (as amended on July 13, 2015) Federal law “On ensuring uniformity of measurements” the Establishment of the legal framework for ensuring the uniformity of measurements in the Russian Federation; protection of citizens, society and the state from the negative consequences of unreliable measurement results used to protect the life and health of citizens

No. 120 of January 03, 2010 Decree of the President of Russian Federation “On Approving participation in international cooperation in the field the Doctrine of Food Security of the of food security Russian Federation”

No. 376-r dated March 17, 2010 (as amended on August 16, 2013) Order of the Government of the Russian Federation “On approval of processing industry development strategy the Action Plan for the implementation of the provisions of the Food Security Doctrine of the Russian Federation”

No. 1806-r dated October 18, 2010 Decree of the Government of the Russian Federation “On approval of international cooperation the Comprehensive Program for the Participation of the Russian Federation in International Cooperation in the Field of Agriculture, Fisheries and Food Security”

No. 2138-r dated November 18, 2013 Order of the Government of the Russian Federation “On approval of system in the field of ensuring food security of the the list of indicators in the field of Russian Federation ensuring food security of the Russian Federation”

No. 323-ФЗ dated November 21, 2011 (as amended on May 29, 2019) Federal law "On the basics of Preservation and strengthening of the physical and protecting the health of citizens in the mental health of every person, disease prevention, maintaining a long active life, including production and sale of safe food"

No. 880 dated December 9, 2011 (as amended on June 10, 2014) Decision of the Commission of the Protection of human life and health; prevention of the Technical Regulations of the Customs Union “On the adoption of misleading consumers; environmental Protection the Technical Regulations of the Customs Union on food safety” (together with the “Technical Regulations of the Customs Union 021/2011”)"

No. 559-r dated April 17, 2012 (as amended on January 13, 2017) Decree of the Government of the Ensuring a guaranteed and sustainable supply of Russian Federation “On approval of safe and quality food to the country’s population the development strategy of the food and processing industry of the Russian Federation for the period
The legislative basis for ensuring food security of the Russian Federation is the Constitution of the Russian Federation. One of the constitutional rights of citizens of the Russian Federation is the right to protection of health. This most important factor in the development of the state is directly related to the quality and safety of food products put into circulation on its territory.

The need to ensure the safety of consumption in the conditions of market transformations in the economy, production and in the social sphere is described in the Federal Laws, Decrees of the President of the Russian Federation, and Decrees of the Government of the Russian Federation, given in Table 1.

According to Table 1, in the Russian Federation there is a positive trend in the legal provision of issues of quality and food safety. The formation and continuous improvement of the food safety and quality management system becomes an element of increasing the efficiency of individual sectors of agriculture and the processing industry, their successful integration, and increasing the competitiveness of their products [11]. All this contributes to the sustainable development of the
country, which is manifested in the unity of many components - economic, social, political, demographic, environmental. This is necessary for the continuous development of the economy, improving the quality of life of the population, improving the environment.

6. Conclusion
In the context of socio-economic transformations, the need for research in the field of food security is shown, because it has become an essential component of national security, and one of the main goals of economic, social and agricultural policy. The importance of such studies is confirmed by the fact that, in order to achieve consumption safety, development priorities in these areas and methods for their implementation may change. The relevance of research on public policy in the field of security through sustainable development was emphasized.

The concept of security is considered as a quality characteristic of any system that determines its ability and ability to self-preservation. The purpose of this characteristic is not only to preserve this system, but also to ensure its stable and normal functioning. The safety conditions of any facility are given, which indicate that it is necessary not only to build the entire system, debug its operation, monitor the uninterrupted operation of its operation, carefully monitor and record all inconsistencies in its activities, know and understand all threats and risks, but also promptly respond to changes in external and internal factors to maintain its performance, stability and effectiveness.

To ensure the safety of consumption, organizational structures must be formed, the powers and responsibilities at all levels of management are defined, all types of necessary documentation are developed and put into effect. Ensuring the safety of food raw materials, products and finished food products should be maintained in working condition by strengthening state systems of control and regulation. Regulation of the functioning of an object is to adjust its activities, and it is necessary every time, as soon as risks and threats to stability arise.

Consideration of the content and powers of the main domestic regulatory legal acts on ensuring the safety of consumption in the chronology of the period of socio-economic transformations in the country made it possible to note their features and to identify the need to prescribe clear criteria for the quality and safety of food products, because their absence impedes common understanding and compliance.

Legal measures aimed at ensuring compliance with the mandatory requirements for food products, their creation and circulation can be effective ways to reduce the risks of harming the life or health of the consumer, due to the fact that the features of these measures are associated with the prudence principle, as prevent is better than correct.

As world experience shows, solving food safety problems requires a systematic approach, outlined in the principle of “quality from field to spoon”. If only individual fragments of the processes of creation, distribution and sale of food are considered, then only a partial effect will be ensured. It is necessary to create a unified system of traceability of the quality and safety parameters of food raw materials, agricultural products and food products along the entire chain of their life cycle processes.

State regulation of consumption safety should include legal, organizational and economic measures to comply with and protect the interests of consumers, to upset the balance between market and pre-market control, which must be tightened by introducing a mandatory certification procedure, which should limit the circulation of falsified and counterfeit food.

Control and supervisory activities should be aimed not only at regulating the relationships of consumer market entities, at removing administrative barriers to their business. First of all, it should protect consumers, which are the entire population of the country, from dangerous and low-quality food products, because traditional food production and distribution systems are forced to change due to the strengthening and integration of agricultural and food industries, as well as the globalization of food trade.

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