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## **Internal and External Factors of Food Security Policy in Russia**

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**Abstract:**

*The article substantiates that food security and food independence of Russia is accompanied by new internal and external factors. Counter-measures from Russia include quickened import substitution, modernization of agriculture, and investments for increase of efficiency and competitiveness under the conditions of growing economic, social, political, and natural & climatic turbulence. As to foreign policy, these counter-measures include membership in the WTO, integration into the Eurasian Economic Union, globalization of agricultural sphere, foreign sanctions against or limiting food import in Russia, and exchange of partners in export and import. Policy of food security and independence is conducted under the conditions of high inflation and is rather costly. Vectors of food security of Russia are differently directed, though there is economic growth of agriculture. Food security and food independence become a part of national security and independence. Innovational strategy of modernization of agriculture should be considered to be the highest priority of country's development. Increase of support for Russian agriculture from state budget, regional budget, federal and regional programs, and subsidies are especially important.*

**Key Words:** *food security and food independence of Russia; foreign sanctions; quickened import substitution; modernization, investments, and innovations; state support; federal and regional programs and subsidies.*

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### Food security of Russia under the conditions of quickened import substitution

Development of agriculture in Russia is characterized by socio-economic growth and progressive development, but this growth is very unstable and turbulent in economic, natural, social, and political nature. Policy of food security and food independence develops under the conditions of growing socio-economic, natural & climatic instability, and volatility of aggravating and deepening foreign or prohibiting sanctions [Ovchinnikov et al., 2001]. Vectors of development of food security are very diverse and contradictory, but socio-economic growth of Russian agriculture is still observed.

Real GDP of Russia grew by 0.6% in 2014, which is a slight growth. Large grain crop was gathered – 105.3 million tons. Agriculture has grown by 3.7% [Putin, 2015].

On January 1, 2013, a new commodity bundle was adopted, which will be effective until 2018. It includes primarily food products which constitute 50% of its cost (for example, in the countries of the Western Europe, this number does not exceed 20%). Most of Russian families spend more than half of their family budget for food. Table 1 shows goods and services of commodity bundle for 2015. An able-bodied citizen consumes annually 100.4 kg of potatoes, 114.6 kg of vegetables, 60 kg of fresh fruit, 126.5 kg of bread and cereal products, 58.6 kg of meat products, and 18.5 kg of fish products. In order to lead normal life, a citizen of the Russian Federation has to consume daily: 300 g of bread, 280 g of potatoes, 300 g of vegetables, 160 g of fresh fruit, 60 g of sweets, 800 g of milk and dairy products, and 40 g of oil and fats. Also, there is a norm for 1 egg for 2 days, 160 g of meat per day, and 350 g of fish per week [Consumer goods bundle, 2015].

**Table 1.** Commodity bundle in Russia for 2015

Title	Volume of consumption (on average per capita per year)		
	Able-bodied population	Pensioners	Children
Cereal products (bread and noodle products on conversion to flour, grits, and beans), kg	126.5	98.2	76.6
Potato, kg	100.4	80.0	88.1
Vegetables and melons, kg	114.6	98.0	112.5
Fresh fruit, kg	60.0	45.0	118.1
Sugar and pastry, kg	23.8	21.2	21.8
Meat products, kg	58.6	54.0	44.0
Fish products, kg	18.5	16.0	18.6

Milk and dairy product, kg	290.0	257.8	360.7
Eggs	210.0	200.0	201.0
Oil, margarine, and other fats, kg	11.0	10.0	5.0
Other products (salt, tea, and spices), kg	4.9	4.2	3.6

In 2014, half of the main targeted indicators of realization of the State program for development of agriculture for 2013-2020 were performed (Table 2) [Decree of the Government of the RF, 2014].

Statistical data is rather positive as to planting. As to the rates of growth of production, agriculture exceeded rates of growth of physical volume of GDP. In 2014, index of production constituted 103.7%, exceeding the targeted indicator of the State program by 1.2 points. Index of crop production constituted 105.0% and was higher than the targeted indicator by 2.1 points by means of increase of gross grain harvest (by 12.4%), potato (by 3.0%), and vegetables (by 2.3%). Index of animal products manufacture was higher than the planned value by 0.1 points, due to the growth of production of pork (by 4.7%), poultry (by 6,7%), and milk (by 0.1%). Index of food production, including beverages, constituted 102.5% and was lower than the targeted indicator by 0.6 points.

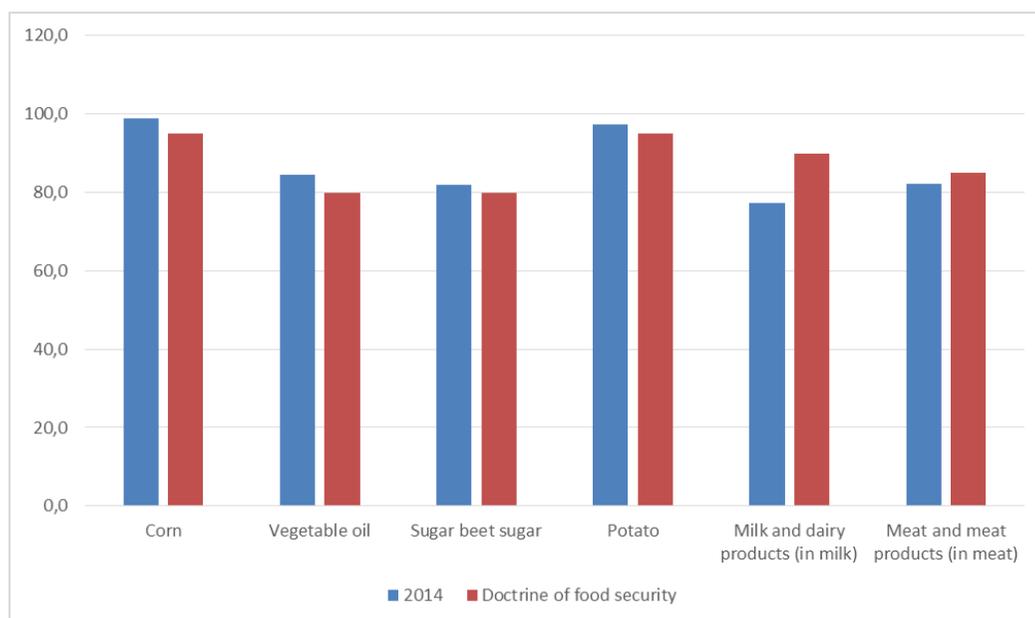
**Table 2.** Performance of main indicators of the State program of agriculture of Russia for 2013-2020

Main targeted indicators	2013	2014		
		targeted indicator	preliminary data	level of performance
1. Index of production of agricultural products in husbandries of all categories (in comparable prices) as to previous year,%	105,8	102,5	103,7	1,2 points
2. Index of crop production (in comparable prices) as to previous year, %	111.2	102.9	105.0	2.1 points
3. Index of animal production (in comparable prices) as to previous year, %	100.6	102.0	102.1	0.1 points
4. Index of food production, including beverages (in comparable prices) as to previous year, %	101.0	103.1	102.5	-0.6 points
5. Index of physical investments into fixed capital of agriculture (as to previous	92.0	104.1	94.5	0.6 points

Main targeted indicators	2013	2014		
		targeted indicator	preliminary data	level of performance
year), %				
6. Profitability of agricultural organizations (in view of subsidies), %	13.0	12.0	7.3	-4.7 points
7. Average monthly nominal wages in agriculture, RUB	16,853	17,584	17,627	100.2%

Source: Calculated by the authors on the basis of the data of Russian Statistics

Threshold values of food independence as to main products are already achieved (Fig. 1) [Ovchinnikov et al., 2011], [Ushachev, 2015].



**Figure 1.** Share of domestic products in total volume of resources, %

Macro-economic conditions of functioning of agriculture worsened, and investments into fixed capital reduced by 5.5% in 2014 [Kuznetsov et al., 2015].

Real income of population decreased by 1% - due to rapid inflation, which hinders the growth of demand for food. In 2015, wages reduced by 9.1%. Consumer prices for food grew by 15.4% in December 2014, as compared to December 2013, and consumer prices for agricultural products grew by 14.1%. In 2015, inflation reached

15.8%.

Growth of prices for material & technical means for agriculture continues due to expensive Russian and imported resources.

Depreciation of ruble is a significant external stimulus and leads to appreciation of food products and growth of inflation. Reduction of real income of population leads to “shrinkage” of food market. In 2014, real income of population decreased by 1%, in January – by 0.8%, and reduction by the end of the year will constitute 6.3%. By the end of November 2014, inflation in yearly expression constituted 9.1%, average cost of minimal set of food products grew by 9.8% from January till November, as compared to the similar period of 2013. Consumer bundle’ cost grew by 15-20% in 2014. This year, food products’ cost grew by 20-25%. Prices for milk have grown by 11.3% from the beginning of the year, for sweet butter – by 12.5%, for cheese – by 13.3%. According to the Russian Statistics, over January-April, prices for potato grew by 40%, for onion – by 48%, and for cabbage – by more than 70%, which is more than usual seasonal growth.

Low profitability of agricultural products manufacturers and aggravation of conditions of financial provision of production complicate the process of technical and technological modernization of the sphere. Rates of renewal of main types of agricultural machinery are very low. After 2008, they constituted: for tractors – 3%, for combine harvesters – 4.7%, and for forage harvesters – 4%. As a result, the park includes the following machinery with the 10-year usage period: tractors – 61%, combine harvesters – 47%, and forage harvesters - 42%. On the whole, more than half of agricultural machinery are beyond their due usage periods. In its turn, it leads to increase of expenditures for their maintenance and hinders implementation of new technologies. Share of imported tractors in agricultural organizations grows: in 2014, it exceeded 65%, and the share of combine harvesters was 23%. During manufacture of machinery in Russia, there should be a mandatory condition of import of spare parts, less than 50% - otherwise, it has to be considered an imported item.

Quality of human capital becomes the most important aspects during solving the problems of modernization of agriculture. Volumes of resource provision of program measures do not ensure the rates of development of accommodation, social, and engineer infrastructure of village, which are necessary for serious achievements under the living conditions of rural population. There are 1.5 million unemployed in rural areas. Official level of general unemployment constitutes 8.3% against 4.6% in urban areas. The main reason for low material provision of rural families is low public evaluation of agricultural labor. Over the recent five years, wages in agriculture constituted 50% of average Russian wages – and it did not ensure reproduction of labor force or labor stimulation.

Territorial accessibility of social services for rural population aggravates. Rural living fund is still ill-provided. Only 26% of its area is provided with conveniences.

More than 482 thousand household wait for improvement of living conditions, including 168 young families and young specialists. Share of the area of failing housing stock is by 1.5 larger than in 2000, exceeding urban level by 2 times.

Emigration flow exceeds the growth of rural population. Possible further reduction of volumes of financing from the federal budget in 2016-2017 predetermines risks of underfulfilment of indicators of the Program, outflow of young perspective specialists from agrarian sector and rural social sphere, and reduction of labor resources of development of agriculture.

In 2015, volumes of expenditures from the federal budget for realization of the Federal targeted program “Sustainable development of agricultural territories for 2014-2017 and until 2020” are reduced by 10%. The strategy aims for stabilization of the number of agricultural population and creation of conditions for its growth, increase of employment, level, and living standards of rural population, and creation of favorable socio-economic conditions for rural territories’ performing their national functions. This should be supported by adequate level of state support for development of rural territories.

Analyzing the state of food security, it is necessary to use the food approach (Table 3).

**Table 3.** Food approach in food security

<b>Groups of food products</b>	<b>Categories of agricultural food production in Russia</b>
<b>I group</b>	grain, sugar, oil, potato, eggs;
<b>II group</b>	pork and poultry meat, main types of open soil vegetables – it is possible to achieve the necessary level of food security with them;
<b>III group</b>	possibility for increase of production and achievement of necessary level of self-provision in long-term – protected ground vegetables, milk and dairy products, cattle meat;
<b>IV group</b>	types of food which are not manufactures in our country: citrus fruit, coffee, etc.

Need for food, as a part of structure of human’s needs, belongs to the first group; level of its satisfaction is not sufficient. This problem aggravates, as close connection of food production and natural environment and bad ecology can lead to emergence of dangerous factors, related to reduction of quantity and aggravation of quality of natural resources, on which food security depends. For example, rivers dry, hot weather strengthens, winter climate disappears, etc.

The global bank distinguishes chronic and temporary food security. Chronic food

security appears when consumption of food products is impossible: impossibility for purchase or manufacture of required volumes of food and lack of income. Temporary food security appears periodically, during violations of stable access to food due to growth of prices for food products, bad crops, or reduction of income. That's why it is possible to distinguish two problems which threaten food security of Russia:

- lack of corresponding income with consumers;
- aggravation of reproduction capabilities with manufacturers.

Accordingly, all factors which reduce population's income and worsen reproduction capabilities of manufacturers are the factors which reduce food security.

Food security of Russia will be accompanied by growth of food independence. The term "food security" was first introduced at the 1974 Global conference on food problems in Rome. The Rome declaration on the global food security was adopted [The Rome declaration on the global food security, 1996]. According to this declaration, food security is the state of economy, at which country's population and each citizen in particular are guaranteed with provision of access to food products and drinking water in quality, assortment, and volumes sufficient for physical and social development of personality, healthcare and expanded reproduction of country's population.

According to the Doctrine of food security of Russia (2010), food security of the Russian Federation is one of the main directions of provision of national security of the country in mid-term, factor of preservation of its state system and sovereignty, the most important component of demographic policy, and necessary condition for realization of strategic national priority – increase of living standards of the Russians through guaranteeing high essential services standards [Doctrine of food security of the Russian Federation, 2010]. Food security of the Russian Federation is sustainable national food production in volumes which are not lower than set threshold values of its share in commodity resources of internal market of corresponding products [Doctrine of food security of the Russian Federation, 2010].

Increase of foreign sanctions on limitation or prohibition of food import into Russia led to counter-measure of quickened import substitution. On the one hand, it allows domestic agricultural manufacturers to fill the market with high-quality domestic agricultural food products, and on the other hand, this policy is rather costly and requires a lot of high-quality production and economic resources.

Allocation of budget assets for development of agriculture will allow (by 2020) reducing import supplies of cattle and poultry meat and vegetables by 70%, milk and dairy products – by 30%, fruit and berries – by 20%, and grapes – by 55%. This will be possible under the condition of additional resource provision of the state program for RUB 625 billion by 2020, including RUB 77 billion for 2015. In 2014, RUB 568.2 billion was additionally allocated from the federal budget for realization of

measures on import substitution. This will allow increasing (by 2020) production of cattle and poultry meat to 10 million tons, which will reduce the supplies of imported products by 67.8%, of milk – to 33.5 million tons (by 29.9%), and of vegetables – to 16.5 million tons (by 70,3%). Up to RUB 50 billion is planned to allocate for support for agriculture according to the plan of initial measures of sustainable development of economy and social stability for 2015 (Table 4) [Monitoring of volumes and price indicators..., 2015].

**Table 4.** Import of sensitive goods in Russia in 2014 and in January-February 2015

Type of products	2014		January-February 2015	
	tons	% to similar period of 2013	tons	% to similar period of 2014
Refrigerated and frozen pork	362,126.5	60.0	16,082.3	27.9
Refrigerated and frozen beef	534,732.7	91.8	20,135.3	47.6
Poultry meat	355,944.9	80.2	13,160.3	32.7
Milk and cream	28,662.3	69.6	113.7	1.4
Milk and concentrated cream	23,859.6	52.2	1,195.4	19.7
Dairy products	20,075.9	65.5	63.0	1.2
Sweet butter	67,324.7	90.9	1,954.6	11.5
Cheese and curd cheese	184,789.2	56.1	4,425.7	9.6
Coffee	154,482.1	108.0	22,147.0	107.5
Green and black tea	181,377.3	105.5	25,522.3	97.5
Rice	282,076.1	123.5	34,074.2	88.5
Margarine	68,227.9	92.7	4,716.7	39.9
Sugar	767,580.5	129.2	152,194.5	70.6

In January-February 2015, supplies of coffee increased by 7.5%, as compared to the similar period of 2014. Supplies of pork decreased by 3.6 times, cattle meat – by 2.1 times, poultry meat – by 3.1 times, milk and cream – by 72.2 times, milk and concentrated cream – by 5.1 times, dairy products – by 84.9 times, sweet butter – by 8.7 times, cheese and curd cheese – by 10.4 times, tea – by 2.5%, rice – by 11.5 times, margarine – by 2.5 times, and sugar – by 29.4 times.

In 2015, agricultural manufacturers received RUB 31,502 million from the state

budget, which is 29.13 % of general volume, and RUB 10,537 million from regional budgets. For comparison, on the same date of 2014, agriculture received RUB 23,666 million from the federal budget and RUB 10,049 million – from regional budgets.

Import of agricultural products will be developing in IV group – products which are not manufactured in Russia (coffee, citrus fruit, etc.).

If the potential of agrarian sector of Russia is used in full, it is possible not only to achieve import substitution but reach export of grain, oil, sugar, pork, poultry meat, and eggs (Table 5).

**Table 5.** Forecast of the level of food independence and export potential of Russia for 2020

<b>Indicator</b>	<b>Level of food independence, %</b>	<b>Export potential (+)/ need (-), million tons</b>
Grain	132	28
Sugar	168	2
Oil	239	2
Potato	121	6
Vegetables	90	-2
Fruit	39	-6
Meat and meat products	107	0.6
Milk and dairy products	79	-10
Eggs	124	10

*Source: Calculated by the authors on the basis of the data of the Russian Statistics*

Realization of the task of quickened import substitution is directly related to the problem of competitiveness of national agricultural products. There is a necessity for the whole range of additional measures:

- ✓ recovery of agricultural production on abandoned agricultural areas which are accessible for return into turnover;
- ✓ technical and technological renewal of the sphere;
- ✓ significant change of economic conditions in the market of material and technical resources;
- ✓ expansion of access of agricultural manufacturers to the market of final consumers; development of cooperation;
- ✓ growth of volumes of meliorative works;

- ✓ social development of agriculture.

Import substitution by means of additional manufacture of agricultural products is impossible without simultaneous quickened development of agriculture – primarily, of social and engineering infrastructure. It is especially important, as, due to difficult state of the subjects of the Russian Federation, total volume of financing of the Federal targeted program “Sustainable development of rural territories for 2014-2017 and until 2020” is reduced by 1.9 times.

### **Integration process in the Eurasian Economic Union**

In the globalizing world, with crisis processes in many countries of the world, development of integration processes between countries of the Customs Union acquires special significance. There appear tendencies for striving for coordination of economic policy of national governments and creation of new inter-governmental integrated formation, which is what the Eurasian Economic Union becomes from 2015.

Realization of large quantitative and qualitative production potential of the Eurasian Economic Union (Belarus, Kazakhstan, Russia) will depend on the level of timing of legislative and executive bodies. The main principle of functioning of integrated Union becomes synergy of the association in common economic interests, which allows providing the level of dynamic development of the Union and each country.

Level of food independence as to most of food product is less than 1 (Table 6).

**Table 6.** Level of food independence of the countries of the Eurasian Economic Union, %

<b>Product</b>	<b>Russia</b>	<b>Belarus</b>	<b>Kazakhstan</b>
Grain	108	106	218
Sugar	86	94	6
Oil	209	74	84
Meat and meat products	76	116	78
Milk and dairy products	80	246	83
Potato	98	100	99
Vegetables	89	97	91
Fruit and berries	30	50	20

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Eggs	98	130	93
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*Source: Calculated by the authors on the basis of the data of the Russian Statistics*

Solving the problems of integrated food security requires development and realization of the complex of organizational & economic measures:

- development of joint food balance;
- formation and use of joint stabilization fund;
- stage-by-stage creation of unified inter-governmental commodity system;
- creation of conjunctural center for analysis and forecasting of food situation;
- creation of inter-governmental associations, joint enterprises, sectorial food associations, and unions of economic subjects.

Provision of integrated food security of the countries of the Union requires improvement of the adopted coordinated agricultural policy of the EEU. The adopted policy, formulated in the establishing document of the EEU, supposes coordinated but not unified agricultural policy. So there emerges a problem of single approach to realization of agricultural policy: in which level of integration in quantitative and qualitative aspects it is possible to count in short-term and long-term?

Under the conditions of free movement of agricultural products through custom territory of the EEU, it is possible to decide how the coordinated system of indicative balances, forms and mechanism of production quotas should work. What will be the state support for integrated agricultural sphere?

One of the most important mechanisms of formation of integrated relations is development of combined coordinated forecast balances for main types of food. This influences national interests of manufacturers and consumers from every country. During free movement of products and increase of openness of our food markets, import substitution will depend on the ration “price-quality” of products. Under the conditions of functioning and entering the WTO, private trade companies will choose products not by their belonging to manufacturing countries but by “price-quality” indicator, which can violate balances at the state level.

It is possible to distinguish a range of directions in food security of the EEU, on which coordinated positions are required:

- reduction of unjustified competition between countries on the basis of development of food balances and adoption of other organizational and economic mechanisms;
- formation of common commodity system for promotion of agricultural products in external and internal markets, in view of reduction of total expenses;
- coordination of export operations for increase of economic interest of

- agricultural manufacturers;
- development of unified scheme of placement and specialization of production of agricultural products and food products;
- formation of inter-governmental economic mechanisms of stimulation of development of agriculture for the purpose of increase of internal consumption and formation of export potential;
- synchronization of normative and legal provision of standardization of rural population's living;
- coordination and development of plans of joint research in the sphere of technologies and economy of rural production.

It is necessary to take into account that with development of integration processes and formation of economic union, part of the functions of economic regulation will be transferred from national body to inter-governmental management body – at that, each integrated country has an equal vote.

These measures of internal and external international regulators of socio-economic policy allow quickening Russia's movement towards food security and independence of products and raw materials of agriculture.

### **Conclusions and recommendations**

1. Socio-economic policy of food security of Russia is connected to new internal and external factors of risks and threats: economic, social, political, and productive; natural, climate, and anthropogenic; innovational, factors of modernization, etc. These are factors of various nature – for example, international prohibiting or limiting sanctions for import of agricultural products in Russia, integration into the Eurasian Economic Union. Influence on agriculture is conducted by macro-economic risks, including the ones related to situation in the global market. Threats to achievement of food security are related to low level of income of significant part of the population, inflation, underdevelopment of infrastructure, large age of main production funds, deficit of social and production personnel in agriculture, ineffective system of management, and aggravation of reproduction capabilities with manufacturers.

2. A decisive factor in the system of measures of state support for sustainable development of agricultural production is the growth of budget support. Budget expenditures for support for agriculture are formed without sufficient economic substantiation, without account of food security – i.e., during consideration of the federal budget project, it is necessary to see connection between possibilities of manufacture of food with the set norms of living wage of consumer goods basket, minimal wages, and social benefits.

3. Increase of foreign sanctions led to the counter-measure of quickened import substitution. On the one hand, it allows domestic agricultural manufacturers to fill

the market with high-quality products, and, on the other hand, this policy is rather costly and requires quantitative and qualitative increase of productive & economic resources. In this case, food security of Russia will be accompanied by growth of food independence. In future, in view of growth of quantity and quality of international standards, the share of export will grow.

4. For the purpose of increase of food security, it is advisable to increase the volume of subsidies for quickened import substitution; for terms and duration of investment credits for construction, reconstruction, and modernization of cattle-breeding premises; for purchase of agricultural equipment and machinery; enterprises which realize projects for construction of cattle-breeding complexes should receive installment plan up to 15 years; develop additional compensating measures aimed at settling the labor resources on rural territories.

5. It is necessary to specify agricultural policy in the context of quickened import substitution. It should be done for each type of food, each type of imported material & technical resources, in view of effectiveness of main tools of organizational & economic mechanism which has to solve the task of import substitution. Finally, there should be a Russian complex program for solving this problem.

6. Under the conditions of globalization and crisis processes in many countries of the world, development of integration processes between states of the Eurasian Economic union becomes very important from 2015. The main principle of functioning of this Union is synergy of unification for common interests which allows providing the level of dynamic development of this Union and each integrated country.

7. Solving the problems of integrated food security requires development and realization of the whole complex of organizational & economic measures, viewed in this article. There is a necessity for improvement of the adopted coordinated agricultural policy of the EEC. Part of the functions of economic regulations will be transferred from national to inter-governmental collective management body. At that, each country has equal vote.

8. Innovational and investment strategy of modernization of the Russian agriculture – for the purpose of increase of food security and food independence – should be considered as the highest priority of development in economic, social, natural & climatic, and political aspects.

9. Account of regional specifics by the example of Rostov Oblast is the most important direction of the policy of development of agricultural territories, and it becomes dominating as to directions and volumes of financing. Effectiveness of regional policy is manifested in its flexibility, target orientation, and large possibilities of control for targeted use of budget means. Regional policy should be

formed on the basis of analysis of strong and weak sides, possibilities, and threats to food security.

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