



**Food security management  
in Russia at the present  
stage of its development.**



# FOOD SECURITY MANAGEMENT IN RUSSIA AT THE PRESENT STAGE OF ITS DEVELOPMENT

## LA GESTIÓN DE LA SEGURIDAD ALIMENTARIA EN RUSIA EN LA PRESENTE ETAPA DE SU DESARROLLO

L.E. Krasilnikova

*Perm State Agrarian and Technological University named after Academician D.N. Pryanishnikov, Perm, Russia*

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### abstract

In modern conditions, the tasks on ensuring food security of the Russian Federation, the import substitution for the main types of agricultural products, raw materials and foodstuffs, and the sustainable development of rural areas require a qualitative improvement in the established management system. The study of functioning of the agrarian sector in the economy is associated with the identification of trends in the development of agriculture and the assessment of agricultural production as the crucial component of the food security of Russia. Therefore, research and synthesis of practical experience in introduction and use new organizational and partnership relations, technologies, economic and financial instruments and other innovations for the effective functioning of sectors and enterprises of the regional agroindustrial complex are in matter-of-course to ensure favorable conditions for the sustainable development of agricultural production. After analyzing the state of food security and the agrarian sector of the Russian economy, the author came to the conclusion that there are a number of serious problems requiring proper solutions in the current conditions in the field under study. The organization and management of the agrarian sector of the economy has received close attention in leading areas of scientific knowledge throughout the existence of civilization. Scientific interest is caused by the exceptional position of agriculture in ensuring food security and livelihood of population. The fundamental concepts and provisions set forth in modern scientific works by domestic and foreign scientists in the field of agroindustrial complex and food security were used as a theoretical and methodological basis of the study. The regulatory legal acts of the Russian Federation, statistical materials of official publications of the Federal State Statistics Service, information-analytical and reporting materials of the Ministry of Agriculture of the Russian Federation, state statistics bodies, as well as documents of state authorities and local governments on food security of the Russian Federation, food market and sustainable food security were used in the capacity of empirical sources of research.

**Keywords:** food security, self-sufficiency of the country, export, import, agriculture, import substitution, sustainable development of rural areas, purchasing power.

En las condiciones modernas, las tareas para garantizar la seguridad alimentaria de la Federación de Rusia, la sustitución de importaciones de los principales tipos de productos agrícolas, materias primas y alimentos, y el desarrollo sostenible de las zonas rurales requieren una mejora cualitativa en el sistema de gestión establecido. El estudio del funcionamiento del sector agrario en la economía está asociado con la identificación de tendencias en el desarrollo de la agricultura y la evaluación de la producción agrícola como el componente crucial de la seguridad alimentaria de Rusia. Por lo tanto, la investigación y síntesis de la experiencia práctica en la introducción y el uso de nuevas relaciones organizativas y de asociación, tecnologías, instrumentos económicos y financieros y otras innovaciones para el funcionamiento efectivo de los sectores y empresas del complejo agroindustrial regional son, por supuesto, para garantizar condiciones para el desarrollo sostenible de la producción agrícola. Después de analizar el estado de la seguridad alimentaria y el sector agrario de la economía rusa, el autor llegó a la conclusión de que hay una serie de problemas serios que requieren soluciones adecuadas en las condiciones actuales en el campo en estudio. La organización y gestión del sector agrario de la economía ha recibido mucha atención en las principales áreas de conocimiento científico a lo largo de la existencia de la civilización. El interés científico es causado por la posición excepcional de la agricultura para garantizar la seguridad alimentaria y el sustento de la población. Los conceptos y disposiciones fundamentales establecidos en los trabajos científicos modernos de científicos nacionales y extranjeros en el campo del complejo agroindustrial y la seguridad alimentaria se utilizaron como base teórica y metodológica del estudio. Los actos jurídicos reglamentarios de la Federación de Rusia, materiales estadísticos de publicaciones oficiales del Servicio Federal de Estadística del Estado, materiales de información analítica y de informes del Ministerio de Agricultura de la Federación de Rusia, organismos estadísticos estatales, así como documentos de las autoridades estatales y locales. Los gobiernos sobre seguridad alimentaria de la Federación de Rusia, el mercado de alimentos y la seguridad alimentaria sostenible se utilizaron en calidad de fuentes empíricas de investigación.

**Palabras clave:** seguridad alimentaria, autosuficiencia del país, exportación, importación, agricultura, sustitución de importaciones, desarrollo sostenible de zonas rurales, poder adquisitivo.





## Introduction

Current trends in the development of the global economic space are characterized by accelerating rates of population growth and a variety of factors associated with these processes. On the one hand, it is first of all reducing mortality due to improving the quality of medical services to people in developing countries, as well as the increasing availability of food products and supplies, on the other, a large number of families with many children that is traditional for those countries. At the same time, the intensification of agro-industrial technologies, the use of technogenic chemical and modified materials and modern agricultural equipment do not reduce the urgency of the tasks on ensuring world food security, due to the high agro-activity dependence on the time factor. So, today, according to expert data, almost 1/6 of the world's population (about 1 billion people) suffers from hunger and lack of drinking water (Semin, 2015; Jenaabadi & Shad, 2013).

Throughout the life of the entire human civilization, agricultural production has been the main regulator of demographic processes of social development. For example, abrupt climatic changes in the 5-6 millennium BC led to a concentration of population along the Nile (North Africa), Euphrates and Tigris (Mesopotamia) rivers. Increasing food needs have led to the inability to ensure the survival of people through hunting and gathering, and further stimulated the development of highly productive agriculture. That, in turn, required the organization of collective labor in the construction of irrigation facilities; establishment of institutes on harvested crop redistribution, accounting and control of the resulting surplus product and, ultimately, predetermined the formation of the state form of social relations.

Organized farming was able to provide surplus agricultural products, was the root cause of the emergence of commodity-money relations, the formation of inter-territorial and interstate relations, the development of science, crafts, etc.

At the same time, further population growth was limited by such factors as the amount of available and used agricultural land, soil fertility, applied agricultural technologies, breeding qualities of main agricultural crops, etc.

The growing demand for agricultural products in the states of the Ancient World with its primitive production methods led to the policy of territorial expansion for the possession of the main resource, namely, the land suitable for agricultural activities.

In addition to the limited possibilities of

agricultural production, the population also depended on epidemics (plague, typhoid, and smallpox), climatic cataclysms, military aggression and seizure of territories.

In 1798, the analysis of historical processes allowed T. Malthus to formulate theoretical conclusions about the geometric progression of population growth at an arithmetic rate of increase in the production of livelihoods.

In his "Essay on the Principle of Population" T. Malthus suggested that the biological human capacity for procreation is limited to the resources available and the existence of critical conditions: diminishing soil capabilities, wars, epidemics, famine, etc (Malthus, 1993; Malthus, 1815). Based on the characteristics of pre-industrial society and the existing rates of productive force development, he could not foresee the possibilities of intensive methods of tillage (the use of mineral fertilizers and mechanized equipment), and other achievements of scientific and technological progress. In addition, while justifying the biological desire of humanity to increase its number, scientists did not take into account the experience of ancient Rome, during the imperial period of which self-regulation of social demographic processes was observed caused by a sharp rise in the standard of living and well-being of citizens (no more than one or two children were born in a family as it takes place now in developed countries).

The confirmation of certain narrowness inherent to T. Malthus' theory was a sharp increase in the population of Western Europe in the 19th century due to filling the market with cod caught in the area of Newfoundland Island and also with potatoes. African population grown due to introduction of the American high-yield maize culture (sugar corn); and population in the Southeast Asia increased due to mass production of rice.

Since the mid-19th century, the Russian Empire began large scale cultivation of potatoes due to which the constant tendency of food shortages caused by the periodic crop failures was largely overcome. As a result, by 1913 the population was 142.5 million, which was three times increase compared with 1822 (48 million people).

## Research Methodology

Academician E.N. Krylatykh noted that in the modern world the study of the food security problem as a target vector of the agricultural production sphere is becoming one of the main directions in the socio-economic, political, environmental, biological, informational, and institutional segments of science (Krylatykh, 2014).



The right to full access to food was recognized by the world community represented by the United Nations in 1948 in the text of the Universal Declaration of Human Rights.

Among the basic obligations proclaimed by the World Food Summit, the Rome Declaration of 1996 defined the provision of physical and economic access for all people and at all times to sufficient, nutritionally adequate and complete nutrition, its use through the implementation of sustainable food policy, agricultural, fishery and forestry, as well as the development of rural areas with high and low potential. Among the goals, there were identified such tasks as maintaining intensive and diversified food production, increasing productivity and working safety in this area, destroying agricultural pests, reducing waste and losses, taking into account the need to preserve natural resources (Rome Declaration on World Food Security and the World Food Summit Action Plan on Food Problems, 1997).

The above-mentioned declaration has declared at the global level an intention to reduce the number of undernourished people twice by no later than 2015, that is, from 800 million people to 400 million. In spite of the fact, in November 2009 the World Summit on Food Security held in Rome stated that over 1 billion people already starved. The summit called persistent funding gap in agricultural production, exacerbated by food and financial and economic crises among the main reasons for the exacerbation of the situation. The summit documents formulated a strategic objective: by 2050, to increase agricultural production by 70% and ensure physical, social and economic access to the necessary amount of safe and nutritious food for the entire population of the world, and proclaim the principles of sustainable global food security, including:

- Investment of national funds and allocation of resources for the implementation of measures to ensure food security of states;

- Strengthening strategic coordination at the national, regional and global levels in order to improve regulation, achieve a more equitable distribution of resources, avoid duplication of efforts and identify the missing response measures;

- Introduction of a two-pronged approach, including: a) direct measures to immediately reduce the problem of hunger in favor of vulnerable social groups and individuals, and b) medium-term and long-term programming of sustainable agricultural production, food security, rural development to address the root causes of food shortage and poverty;

- Steady improvement of the quality of food safety management, the expansion of its capabilities in response, coordination and effectiveness;

- Fulfillment of commitments to invest funds in the agricultural sector on the part of investors, providing for the allocation of the necessary resources for the implementation of development plans and programs (Declaration of the World Summit on Food Security, 2009).

Realization of global tasks has brought certain benefits. According to the UN annual report, by 27.05.2015, the number of people in the world suffering from malnutrition has decreased to 795 million people.

Being a part of the world community, the Russian Federation shares global responsibility for the implementation of the strategic objectives of human development. In December 2010 it adopted the National food security doctrine, a feature of which is the section that identifies the country's food security indicators and criteria for their assessment (Krasilnikova & Svetlakov, 2018). The system of indicators for assessing the state of food security of the Russian Federation (according to the text in the Doctrine) is summarized in Table 1.

The indicators given in Table 1 reflect the socio-economic basis for the life activity of the current living and future generations of the population of the Russian Federation, as well as the processes supporting them. They allow assessing possible risks and threats, the implementation of state agricultural policy measures, mechanisms and resources for their coordination and regulation.

**Table 1.** The system of indicators for assessing the food security conditions in the Russian Federation

<b>Indicators for assessing the food security conditions in the Russian Federation</b>		
<i>In the field of consumption</i>	<i>In the field of production and national competitiveness</i>	<i>In the field of management arrangements</i>
Household resources available by population groups, thousand rubles	Production of agricultural and fish products, raw materials and food, mln. rubles	The food volume in the state reserves formed in accordance with the legislation of the Russian Federation, mln. rubles
Provision of space for the implementation of trade and catering per 1000 people, sq.m.	Imports of agricultural and fish products, raw materials and food, mln. rubles	Stocks of agricultural and fish products, raw materials and food, thousand



		tons.
Food consumption per capita, kg	Budget support for producers of agricultural and fish products, raw materials and food per ruble of products sold	-
Volumes of targeted assistance to the population, thousand rubles	Productivity of land resources used in agriculture, %	-
Daily caloric intake of a person	Sales of food products by trade and public catering organizations, mln. rubles	-
The amount of proteins, fats, carbohydrates, vitamins, macro-and micronutrients consumed by capita per day	-	-
Consumer price index for food products, %	-	-

\* Compiled by the author based on the content of the Food Security Doctrine of the Russian Federation (On approval of the Food Security Doctrine of the Russian Federation, 2010)

The threshold values of the share of agro-industrial and fish products and food in the total volume of commodity resources of the national market, established by the Food Security Doctrine of the Russian Federation, are shown in Table 2.

**Table 2.** Threshold criteria for the share of domestic products in the volume of market

resources	
<i>Types of agro-industrial products and food</i>	<i>The share of domestic products. Minimum thresholds, %</i>
Corn	95.0
Sugar	80.0
Sunflower oil	80.0
Meat and meat products (in terms of meat)	85.0
Milk and dairy products (in terms of milk)	90.0
Potatoes	95.0
Edible salt	85.0

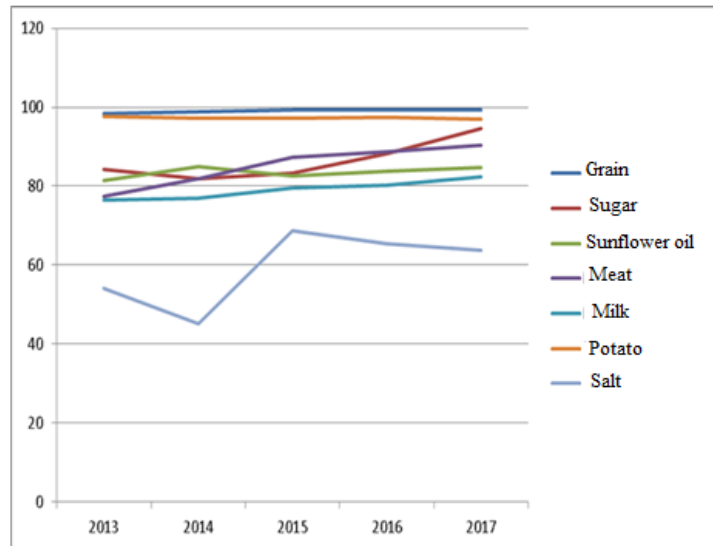
\* Data Source: Food Security Doctrine of the Russian Federation (On approval of the Food Security Doctrine of the Russian Federation, 2010)

The statistical data allows for a comparison of program and actual indicators reflecting the achievement of the threshold criteria for the country's self-sufficiency in domestic agricultural products.

Self-sufficiency of a country as the most important criterion of its food security achieved on the basis of the development of the agro-industrial complex is an indicator calculated as the ratio of manufactured products to the state's domestic consumption, including personal and productive consumption, product losses, and processing for non-food purposes.

The actual figures, the values of which are illustrated in Figure 1, allow us to conclude that as of January 1, 2018:

- For grain, exceeding the program criterion is 4.3%;
- For sugar - 14.6%;
- For sunflower oil - 4.8%;
- For meat and meat products (in terms of meat) - 5.4%;
- For potatoes - 2.0%;
- For milk and dairy products (in terms of milk) - there is a lag of 7.6%;
- For edible salt - there is a lag of 21.4%.

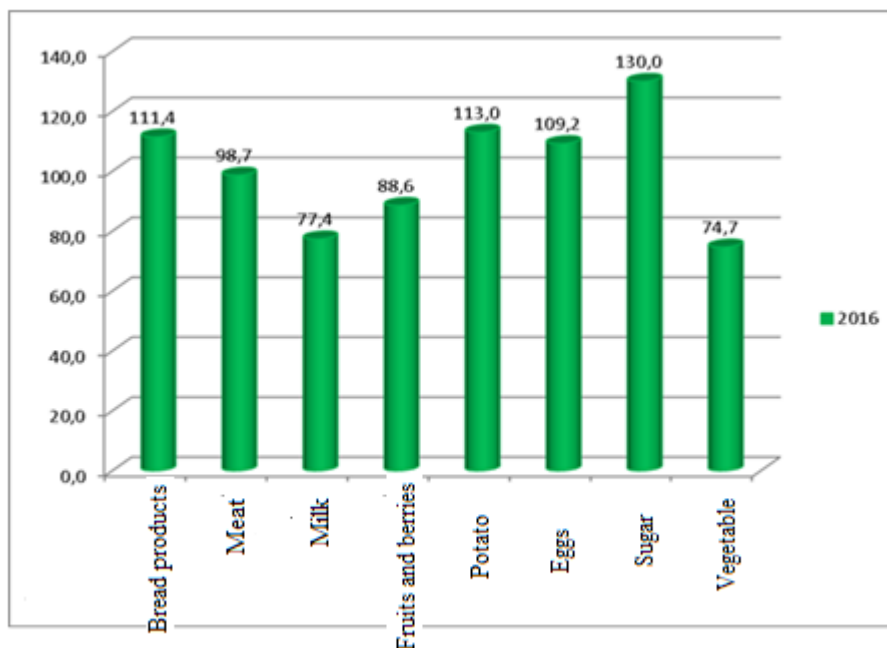


**Figure 1.** The self-sufficiency level for the Russian Federation, by the main types of agricultural products, %  
\* Data source: Rosstat (Russia in figures, 2018)

The critical lag in the country's self-sufficiency in milk and dairy products, as well as the unsatisfactory situation in the meat industry, is largely due to the imperfection of the existing AIC management mechanism. Domestic production of edible salt after the aggravation of relations with the Republic of Ukraine since 2014 has shown steady growth towards achieving the threshold criteria. However, despite the implementation of a number of federal programs, it has not been possible until now to form effective institutions at

the regional level to adapt the domestic agro-industrial complex to market conditions. The situation has been aggravated in recent years by economic instability.

With the current state of the agricultural sector, A.N. Semin directly ties non-compliance by the population of the country with rational norms of consumption of basic food products. Per capita consumption as a percentage of the rational nutritional norms for 2016 is shown in Figure 2.



**Figure 2.** The ratio of per capita consumption in the Russian Federation to rational norms for basic

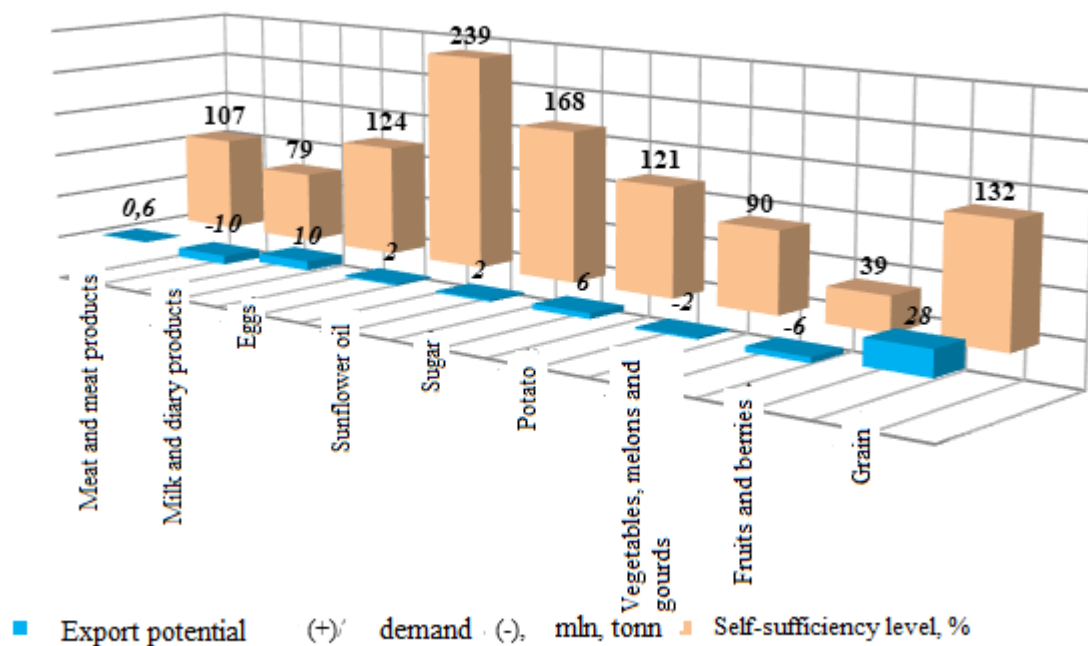
## foodstuffs

Analysis of the indicators and their correlation with the rational consumption norms developed by the Institute of Nutrition allowed A.N. Semin to substantiate the required volumes of domestic annual grain production - 120 million tons, meat - 8.2 million tons, milk - 64 million tons, eggs - 45 billion units (Semin, 2012; Semin & Sharapova, 2014).

In turn, assessing the prospects for the development of budget funds allocated to state support of the agricultural sector of the economy, I.G. Ushachev, predicted the significance of the country's food independence and export potential

by 2020 (Figure 3) with favorable development options (Ushachev, 2015).

The interdependent integrated sequence and logic of the global World Food Security declarations and the Food Security Doctrine of the Russian Federation, together with the regulatory documents and legal acts issued on their development, form the methodological basis for the study of the basic parameters for achievements of the domestic agro-industrial complex in the context of territorial-economic, environmental and institutional components.



**Figure 3.** Forecast of the export potential and export independence of the Russian Federation for 2020

\* Compiled by the author according to the paper by I.G. Ushachev. The main directions of import substitution of agricultural products in Russia // Applied economic research. 2015 No. 5 Pp. 4-16 (Ushachev, 2015).

The substantiation of such parameters is of paramount scientific and practical importance for such key stages of agro-industrial complex management as analysis and monitoring, forecasting and planning, regulation and adjustment, both at the national level and at regional and local levels. They acquire particular urgency with increasing various kinds of macroeconomic, foreign trade and technological risks of agricultural production, reducing requirements for product quality and

technological standards, weakening phytosanitary control and with uncontrolled pricing, large-scale migration and settlement from rural areas.

Regarding economic threats as a factor in reducing the sustainability of agro-industrial activities, RAS Academician I.G. Ushachev considers it necessary to make significant adjustments to the state agrarian policy. Among the main strategic directions of the agro-industrial complex development and ensuring food security, he singles out import substitution based on technical and technological modernization and increasing the profitability of direct producers, socio-economic and sustainable development of rural areas, and greening of agricultural production. In accordance with this, the totality of



the strategic goals and objectives of the state agrarian policy predetermines the expediency of studying import substitution as a complex problem covering all the main segments of the AIC RF.

Taking into account the modern conditions, scientists are invited to analyze and monitor increasing the efficiency of the industry to use a product approach based on the identification of various groups of food products.

The first group includes products, the sustainable production of which currently allows the threshold criteria of the national Food Security Doctrine to be met. Those are grain, sugar, sunflower oil, potatoes, and eggs.

The second group is products, the necessary criteria of which can be achieved in the medium term (pork and poultry, field vegetables).

The third group includes greenhouse vegetables and fruits, dairy products, and cattle meat requiring significant additional investment and attraction of innovations, what, given the increasing complexity of the business climate, reduces the prospects and dynamics of achieving the required volumes in the coming years.

The fourth group is the so-called "colonial" goods that are not produced in Russia (coffee, citrus fruits, exotic fruits, etc.) (Ushachev, 2015).

Considering import substitution as an international obligation of the Russian Federation to the world community in ensuring the country's food security and sustainable life activity of the population, it cannot but be mentioned and analyzed the diverse dynamics of changes in the structural shares of agricultural products consumed and imported from abroad. The main indicators of imports of agricultural products are shown in Table 3.

Of the indicators shown in table 3, the greatest interest is caused by the dynamics of imports of grain crops. By 1993, more than 11 million tons of grain was imported into the Russian Federation, mainly fodder.

The structural and price disproportion in favor of wheat production over feed grain and the two (three) fold excess of feed prices over the purchase prices for grain in the 60-70-ies in the USSR led to the fact that unprocessed high grade food wheat was used in substantial amounts for livestock needs. At the same time, about half of the money raised by the country for the export of hydrocarbons was spent on the purchase of grain and food.

Low world energy prices in the 80s-90s of the last century had a dramatic impact on grain imports in Russia. The exchange of "oil" for "grain" became inequivalent and unprofitable. The decline in grain imports after 1993 directly affected the sustainability of the livestock

industry, while simultaneously stimulating the importation of meat and meat products.



Table 3 - Import of agricultural products to the Russian Federation

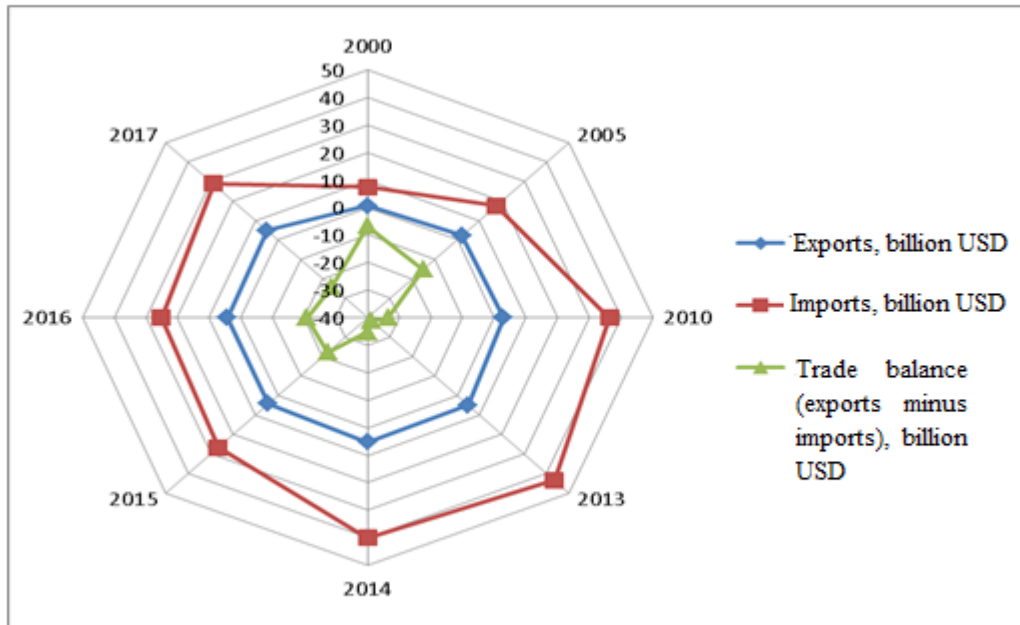
<i>Types of products</i>	<b>1993</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2017 to 1993,%</b>
Fresh and frozen meat, thousand tons	85	730	517	1340	1614	1288	1012	747	628	643	756.5
Poultry meat, thousand tons	74	826	694	1329	688	527	455	255	225	228	168.7
Butter, thousand tons	70	241	71	133	134	144	150	96	105	99	141.4
Sunflower oil, thousand tons	109	283	150	131	114	18.1	8,8	3.4	5.9	25.9	23.8
Raw sugar, thousand tons	1667	1252	4547	2893	2086	530	666	507	259	14.4	0.01
Grain crops, thousand tons	11120	2712	4677	1449	444	1512	932	765	1049	740	6,6
Fresh and frozen fish, thousand tons	226	314	327	787	792	775	650	401	358	429	189.8
Food imports and agricultural raw materials, billion USD	3.9	13.2	7.4	17.4	36.4	43.3	40	26.7	25.1	28.1	720.5

\* The table is compiled on the basis of data posted on the official sites of the Rosstat and the Ministry of Agriculture of the Russian Federation [6, 9]



At the same time, despite the dynamics of increasing the yield of grain crops, reducing losses, and also certain technological improvements, the grain production volume has now only reached the figures of the 80s. Modern export of surplus grain does not compensate for the growth of imports of meat and dairy products,

thereby forming the inconsistency of the processes integrating the agro-industrial complex of the Russian Federation into global markets against the background of modern economic uncertainty and uneven development of global agricultural production (Tatarkin, 2015).



**Figure 4.** Exports and imports dynamics for food products and agricultural raw materials in the Russian Federation, billion US dollars

Thus, Figure 4 and Table 4 present the dynamics of exports and imports of food products

and agricultural raw materials in the Russian Federation.

**Table 4.** Indicators of the dynamics of exports and imports of food products and agricultural raw materials in the Russian Federation, billion US dollars

Indicators	2000	2005	2010	2013	2014	2015	2016	2017
Exports, billion US dollars.	0.7	2.2	2.8	4.9	5.2	4.3	4.2	4.8
Imports, billion US dollars	7.4	17.4	36.4	43.4	40.0	26.7	25.1	28,8
Balance of exports and imports, billion US dollars.	- 6.7	- 15.2	- 33.6	- 38.5	- 34.8	- 22.3	- 20.9	- 24.0

\* Data source: Rosstat [9]

Achievement of criterion indicators for strategic directions of the state agrarian policy is unlikely without increasing the profitability of direct agricultural producers. In this regard, I.G. Ushachev proposed to implement such measures as state regulation of prices for material resources (fuels and lubricants, energy carriers, mineral fertilizers, etc.) for agricultural producers and an increase in the share of producers' costs in the retail price for agricultural products, as well as promoting cooperation.

Conceptual application of effective

development tools in the management, including methods of state regulation, by providing a complex of various types of preferences, subsidies and concessional lending to direct agricultural producers, the formation of public-private partnership institutions, attracting investment funds and using the positive experience of developed countries in subsidized support for farmers due to financial injections in sustainable rural development, may help to the domestic agro-industrial complex and its agro-industrial territorial-economic systems (AITES) to adapt to



modern conditions with less losses. We understand AITES as an intraregional territorial system that unites rural territories, the evolution of the institutional environment and the peculiarities of the agro-industrial activity, which formed the historically established local structure and the specificity of reproduction processes.

## Results

The basics of research of the AITES development parameters make it possible to identify such main factors as food security of the Russian Federation and its territories, import substitution (self-sufficiency) by main types of agricultural products and food based on the intensification of agricultural production, as well as sustainable development of agricultural territories in terms of its socio-economic, environmental and institutional components.

The key parameters structure for the development of the domestic agro-industrial complex and its AITES components is proposed by the author in Table 5.

**Table 5.** The basic parameters system for the development of AIC and AITES in the Russian Federation

<i>Food security</i>	<i>Import substitution for agricultural and food products</i>	<i>Sustainable rural development</i>
The level of consumption for the main types of food (rational consumption rates, the product range of minimum consumer basket).	Volumes of export / import of agricultural products and foodstuffs (export-import ratio, including balance of supplies, by types of products).	<i>Socio-economic component:</i> competitiveness of agricultural producers; resource potential and resource productivity; the level of industrial, technological, processing and logistics
Economic, physical and social accessibility - the purchasing power of the population of Russia (sufficiency, accessibility, self-	The share of imported agricultural products and food in household consumption, self-sufficiency of agro-industrial territorial-economic	development of the agro-industrial complex; the level of wages of rural workers; social transfers and targeted assistance, etc.

sufficiency, etc.) [258].	systems, regions and the Russian Federation as a whole.	
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\* Compiled by the author based on an analysis of the regulatory framework.

From the proposed system, it follows that the results of intrasectoral and intersectoral interaction in the development of the agro-industrial complex and AITES should ensure a balance of socio-economic, environmental and institutional goals and activities of individual economic entities and agro-industrial territorial-economic systems, regions and Russia as a whole.

It is through the achievement of such a balance that food security, import substitution, sustainable development of rural areas, improvement of the living standards of rural residents, their income and employment, as well as the filling of budgets of all levels can be solved.

## Conclusion

Summing up the consideration concerning the theoretical foundations of the agro-industrial territorial and economic systems development, we should note that the establishment and development of competitive relations in Russia has not only caused fundamental changes in agricultural production, but also had a significant impact on the improvement of business processes of management decisions at various territorial levels of the organizational structure of the agro-industrial complex.

In modern conditions, in order to achieve development goals, it is necessary to take into account not only market transformations in the agro-industrial sector, which determine the modern role of the industry in economic development, as well as the specificity of the agrarian mode when organizing reproduction processes, but also the need to adhere to the basic parameters of food security, import substitution and sustainable development of specific rural areas and territories within the framework of the implementation of export- and socially-oriented policies.

## Conflict of Interest

The author confirms that the submitted data do not contain a conflict of interest.

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