
ACHIEVING FOOD SECURITY AT THE LEVEL OF INTEGRATION: EXPERIENCE OF THE EUROPEAN AND EURASIAN UNIONS

Shurakova Natalia Nikolaevna, graduate student

Financial University under the Government of the Russian Federation, Leningradsky pr., 49, Moscow, Russia, 125993, e-mail: natashashurakova@gmail.com

Purpose: the article is devoted to identifying the features of ensuring food security in the European and Eurasian Union. *Discussion:* the experience of the European Union shows that the integration core is the effective Common Agricultural Policy (CAP) and high subsidies, thanks to which food security is achieved. Agriculture is recognized as a sector that requires special protection. A study of the Eurasian Union's experience reveals the existence of intra-integration sectoral problems and the absence of Harmonized (Coordinated) Agro-Industrial Policy with a high agri-food potential. *Results:* the study identified the basics of quality nutrition, where external economic factors are of particular importance for its provision. It is concluded that food security at the present stage of development is associated not only with ensuring the availability and access to food (the traditional approach), but also with guaranteeing its quality and safety (the qualitative approach). It is also presented the systematization of food security levels. The ways of strengthening the EAEU in order to ensure the collective food security of the member-countries are noted.

Keywords: food security, the European Union, the Eurasian Economic Union, subsidies, regional cooperation, agriculture, external economic factors, malnutrition, agricultural policy.

DOI: 10.17308/meps.2021.8/2651

The problem of ensuring food security and eliminating hunger manifests itself at various levels. The author's systematization of food security levels is presented in Table 1 below.

The ways and mechanisms of ensuring it at the level of integration, where national norms are supplemented by supranational ones, seem relevant for nowadays.

Table 1

Systematization of food security levels

General name of the level group	Level	Sublevel
International	Global (all countries of the world)	Supranational level
	Supranational (associations of countries on a geographical basis)	Regional (macrogeographic regions: America, Africa, Europe, etc.)
		Sub-regional (part of the region: North America, East Africa, Southern Europe, etc.)
Intercountry	Supranational (associations of countries on an integration basis)	Level of integration (the European Union, the Eurasian Union)
		Transregional (new type of agreements, such as comprehensive agreements (CETA, CPTPP, USJTA, etc.), BRICS, etc.
National	State (specific country)	Local (county, state)
		Domestic
Individual	Domestic (family)	Household
		Individual

Source: compiled by the author.

The experience of the European Union

One of the most successful examples of ensuring food security at the level of integration is the experience of the European Union (EU). There are 27 countries, united by geographical proximity, but varied among themselves by economic development, natural and climatic conditions, food culture and food traditions.

The common agricultural policy (CAP) is the agriculture and food integration core. Since its actual approval by article 39 of the Treaty of Rome (1957), it has been significantly reformed to date [1]. From the overproduction in order to eliminate the post-war food deficit and excessive state support, the CAP is transforming into overcoming global challenges, achieving sustainability and ensuring food security of the common market members.

At the present stage, the CAP is built on three pillars: income support, market measures and the rural development.

Direct payments to farmers (income support) depend on the hectares they cultivate. It consists of obligatory payments (the basic payment, support for young farmers, «greening») and additional optional payments (scheme for farmers operating in areas with natural restrictions; the small farmers schemes; the redistributive payment; voluntary coupled support). In turn, farmers are

obliged to comply with the principles of sustainability in farming and meet the requirements. Each country independently implements financing within the framework of EU legal regulation. Bridging the gap between payments to different countries and farmers and averaging them across the EU are regulated by the external convergence mechanism for distributional equity.

EU agriculture operates within a common organisation of agricultural markets (CMO) [2]. Market interventions are being implemented to maintain its stability. The Common Customs Tariff applies to foreign agricultural trade with non-EU countries. The European Commission (the Commission) can quota imports of goods with reduced customs duties. In addition, various tariff preferences are applied to third countries.

A number of sectors that are most vulnerable to price fluctuations are subjected to public intervention: through the mechanism of fixed prices or tenders. EU countries governments or their agencies purchase and store wheat, barley, maize, rice, beef and veal, butter and skimmed milk powder till their subsequent sale. In this case, farm products, in strict compliance with quality standards, are protected from fall of market prices below the guaranteed level. This approach ensures the physical and economic accessibility of food. It also minimizes risks to farmers and guarantees sustainable food production.

The EU can also provide support to private sector operators in paying for the cost of storage of their products for a determined period of time. It applies to white sugar, olive oil, beef, butter, cheese, skimmed milk powder, pigmeat, sheep and goatmeat.

Sector-specific aid schemes are provided for the most market-sensitive sectors in order to adapt it to the market conditions and increase competitiveness. These schemes cover fruit and vegetables, wine, olive oil, apiculture and hops.

The listed payments come from the budget of CAP which is formed and distributed by the EU member States and managed by the Commission.

The total allocation for the CAP amounts to 386.6 billion euros, divided between two funds: European agricultural guarantee fund (EAGF) and European agricultural fund for rural development (EAFRD).

The effectiveness of the CAP is assessed by means of the Common monitoring and evaluation framework (CMEF). Currently, the CAP is at the stage of another reform. The vector of future changes (2023) is the stable support of farming, protection of the environment, preservation of the role of agriculture in the economy of the union – all are packed in 9 goals [3]. Each of the participating countries should develop a strategy for achieving and financing these goals within the framework of the CAP, which will be approved by the Commission. Thus, national actions are independent, but harmonized with EU standards and goals.

The EU has high quality and safety requirements for imported and produced agricultural products. The Commission has set high standards of food safety applicable to all sectors of the food chain «from the field to the table»: to agricultural output, feed production, food industry, food storage, transportation

and trade [4]. There is the European Food Safety Authority (EFSA) to be a source of scientific advice and communication on risks associated with the food chain. Furthermore, there is the Rapid Alert System for Food and Feed, established to exchange information on the occurrence and spread of risks related to food and animal feed.

In general, the EU promotes a healthy lifestyle. Therefore, the issue of improving nutrition is in the focus of attention and is reflected in the regulatory system. In addition, there are requirements for the food industry to reduce waste emissions.

Special attention within the framework of the CAP is paid to the quality of nutrition. Malnutrition is a consequence of moderate food insecurity. The issues of quantitative and qualitative needs of the world population in food products are in the focus of attention of specialized international organizations in the United Nation system. Summarizing the recommendations permits to determine the basics of quality nutrition: variety both within and between product groups; moderation in accordance with the recommended norms and restrictions on the consumption of certain products and nutrients; and the balance of the diet. This should be supplemented with another basis – acceptability from a cultural and religious point of view.

The consumption of fresh fruits, vegetables and milk in the EU does not comply with international and national nutrition recommendations. At the same time, the consumption of processed foods, which often contain a lot of sugar, salt, fat or additives, increases.

It is noticeable, the climate of Europe allows countries to increase the volume of local production of a wide range. However, the region was a net importer of fruit and vegetables at the 2018 (-11,3 million euros or 9,3 thousand tons) and maintained the trend in the forecast values. Imports of fruit and vegetables accounted for almost half of production capacity, 47,4 of 103 thousand tons, 88% of which were fruits. Since 2008, imports of tropical fruits, such as persimmons (+30%), blueberries (+18%), avocados (+12%), bilberries (+10%) and limes (+8%), into the EU have grown the most rapidly. There are the fruits, produced in insufficient quantities inside the region [5].

In the case of the fruit and vegetables market in the EU, it is clear that imports provide a greater variety of available foods, more nutritionally balanced and energy-efficient. This food cannot be produced in the country or region due to limited natural circumstances. These include the following: climate change, natural disasters, deterioration of natural resources, natural and climatic conditions and etc.

To reduce the scale of this problem, the EU provides healthy nutrition for children from nursery to secondary school (in particular, fruits, vegetables, milk and dairy products). In general, the concept of food security at the present stage of economic development should include the solution of two urgent problems simultaneously: hunger and malnutrition. It is vital to provide people

with a sufficient amount of food (to ensure availability and access-the traditional approach), and to guarantee the quality and safety of this food (the qualitative approach).

Despite the lack of some food for domestic needs, the EU takes a leading role among the world's producers and exporters of agricultural products.

The balance between agricultural imports and exports is recognized as the key to the stability of the domestic market. Since 2011, the trade balance of agricultural products has been growing dynamically. As a result of the crisis of 2020, it reached a record level of 62.3 billion euros. Exports are dominated by agricultural raw materials (28,4%) and food preparations (19,6%). 17,9% are processed food with high value added (oils, alcoholic beverages, chocolate, cheeses, pasta, etc.). In order to produce such products, the EU has to import raw materials from countries outside the Union: cocoa beans, coffee, fresh fish, nuts, etc. In 2020, this represented 65% of total imports [6]. The United Kingdom, the United States, and China are the main consumers of European agricultural products.

It is also important to note that the internal trade in agricultural products among the EU members exceeds the EU trade with third countries, almost twice. This confirms the principle of priority of food produced in the EU over foreign food in order to ensure food security.

In order to increase exports outside the EU, the Commission finances measures to promote agri-food products both in the region and abroad. For example, the budget for 2021 is 182.9 million euros [7].

All campaigns are aimed at promoting the green direction: organic products, EU sustainable agriculture, and the role of the agri-food sector in terms of climate action and the environment. Campaigns aimed at non-EU countries are set on markets with high-growth potential, such as Japan, South Korea, Canada and Mexico.

Thus, agriculture in the EU is considered from the point of view of multifunctionality – that is, its relationship with the environmental, political, socio-economic situation in the region while maintaining the culture and traditions of each of the integration member. That is why the CAP s comprehensive and includes multilateral measures.

In his work, E.S. Reinert calls European agriculture «the most efficient in the world», as well as American agriculture [8]. The EU recognizes the pressure on European farmers from external economic factors, such as the liberalization of world food trade, world price volatility, increased competition and fluctuations in demand. Therefore, in order to ensure integrated food security, agriculture is motivated at the State level by high subsidies and protectionism. According to statistics, the EU is one of the three biggest spenders on a par with United States and Japan. Since 2010, government support to agriculture in the EU has been stable at around 19% [9].

Despite the success in food production and the multiplication of food

reserves, food security continues to be considered as a problem of stable food supply to the EU population.

The experience of the Eurasian Economic Union

The Eurasian Economic Union (the EAEU) demonstrates a different approach to ensuring food security. It is focused on achieving food self-sufficiency by mutual investments, construction of joint agricultural and food infrastructure facilities, exchange of production and processing technologies.

All the members recognize food security as one of the main directions of ensuring national security. But each of them counteracts the risks and threats to food security independently. As well as determines the mechanisms for ensuring it, and applies its own assessment and monitoring systems.

The harmonized (coordinated) agro-industrial policy is fixed by the Treaty on the Eurasian Economic Union (the Treaty) [10]. It focuses on optimizing the volumes of production of competitive agricultural and food products, meeting the needs of the common agricultural market, and increasing export of agricultural and food products. And it is implemented through balanced development of production and markets of agricultural and food products, fair competition between entities of the member States, unification of requirements relating to circulation of agricultural and food products and protection of the interest of agricultural producers on domestic and foreign markets.

However, in fact, the EAEU periodically does not comply with the principles of the Treaty. Coordinated trade policy towards third countries, as the main principle of the integration existence, is not being implemented. A vivid example is the imposition of special economic measures by Russia to ensure national security. At absence of such decisions by the other members the trade policy of the EAEU becomes less coordinated. This also contradicts the functioning of the common customs territory. Since crossing the external customs border, the goods must move freely through the integration association.

The EAEU member states often apply non-tariff restrictions: sanitary and phytosanitary measures, technical barriers. Trade conflicts on the basis of embargoes, re-export of food, and false transit have become more frequent [11, 12, 13].

Exceptions from the national regime in the field of public procurement are detected systematically. Since 2015, discrimination has been observed among all countries. Recently, there has been an unequal access of EAEU products to Russian public procurement.

Moreover, some national documents are not harmonized with supranational ones. For example, the concept of «food quality» has been introduced into Russian legislation (in particular, Strategy for increasing the quality of food products in the Russian Federation until 2030). Currently, there is no such product quality strategy in the EAEU, as well as a benchmarked supranational level of quality. At the same time, the draft Concept of collective food security of the EAEU notes the quality of food as a criterion of food security [14]. But to date, only safety

indicators are rationed by technical regulations.

At the current stage of integration development, each of the participating countries strives to protect its own national interests, which prevail over joint ones, and are fundamentally incompatible with each other. In addition, the development of integration is hindered by dependence on imports, the underdevelopment of the market infrastructure and the distribution network, low production volumes of high value-added items and their insufficiently high quality.

In December 2020, the leaders of the EAEU member states passed «Strategic guidelines for the promotion of Eurasian economic integration until 2025» in addition to the Treaty [15]. This document was adopted in order to deepen integration and increase the union's potential. In particular, this applies to ensuring food security of the EAEU. The identified problems impede the development of integration. Moreover, they question the existence of a common agricultural market.

In order to ensure the collective food security, strengthen intra-integration relations related to agricultural food and increase the sustainability of the regional food system it is offered to pay attention to the following. Firstly, the inventory of unfulfilled obligations and accumulated claims with further reset and the development of response and warning measures in the future. Secondly, development of mechanisms for regulating and controlling re-export flows of food products. Thirdly, compliance with the forecast balances of supply and demand for the most important types of agri-food products. Fourthly, creating the infrastructure (vegetable storages and greenhouses, elevators, distribution network, joint production and so on). Furthermore, creation of regional cooperative chains for joint production of high-tech products and products with high added value. In addition, digitalization of the common agricultural market. Finally, compliance by member countries with their obligations under the Treaty as a priority condition.

In general, the EAEU has a high agri-food potential. However, as long as the obligations assumed by the countries under the Treaty are not fulfilled, it is impossible to talk about a coordinated agricultural policy.

References

1. The Treaty of Rome. 25 March 1957. Available at: https://ec.europa.eu/archives/emu_history/documents/treaties/rometreaty2.pdf (accessed: 14.07.2021).
2. Regulation (EU) No 1308/2013 – common organization of the markets in agricultural products. Available at: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=legisum:0302_1 (accessed: 14.07.2021).
3. Future of the common agricultural policy. Available at: https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/future-cap_en#a-new-way-of-working (accessed: 15.07.2021).
4. White Paper on Food Safety. COM (1999) 719 final, Commission of the European communities, Brussels, 12 January 2000. Available at: https://ab.gov.tr/files/ardb/evt/1_avrupa_birligi/1_6_raporlar/1_1_white_papers/com1999_white_paper_on_food_safety.pdf (accessed: 17.07.2021).
5. FRUIT LOGISTICA, FRUITNET, 2019. European Statistics Handbook.

- Berlin, Fruit Logistica. Available at: https://www.fruitlogistica.de/media/fl/fl_dl_all/auf_einen_blick/European_Statistics_Handbook_2019.pdf (accessed: 01.07.2021).
6. European Commission. Statistical Factsheet. June 2021. Available at: https://ec.europa.eu/info/sites/default/files/food-farming-fisheries/farming/documents/agri-statistical-factsheet-eu_en.pdf (accessed: 05.07.2021).
7. European Commission. Promotion of EU farm products. Available at: https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/market-measures/promotion-eu-farm-products_en (accessed: 14.07.2021).
8. Reinert E.S. How Rich Countries Got Rich... And Why Poor Countries Stay Poor. Available at: <https://www.hse.ru/data/2011/11/01/1269307434/02.pdf> (in Russian) (accessed: 16.07.2021).
9. Calder A. Agricultural subsidies: everyone's doing it. October, 2020. Available at: <https://www.globaltrademag.com/agricultural-subsidies-everyones-doing-it/> (accessed: 10.06.2021).
10. WTO. Treaty on the Eurasian Economic Union. Available at: https://www.wto.org/english/thewto_e/acc_e/kaz_e/WTACCKAZ85_LEG_1.pdf (accessed: 16.07.2021).
11. Smok V. Belarus Smuggles EU Food to Russia Despite Sanctions. Available at: <https://belarusdigest.com/story/belarus-smuggles-eu-food-to-russia-despite-sanctions/> (accessed: 16.07.2021).
12. Vorotnikov V. Kazakhstan and Russia in meet dispute. Available at: <https://www.foodnavigator.com/Article/2015/04/30/Kazakhstan-and-Russia-in-meat-dispute> (accessed: 16.07.2021).
13. Aliyeva K. Kazakhstan bans imports of dairy products from Kyrgyzstan. Available at: <https://www.azernews.az/region/120596.html> (accessed: 16.07.2021).
14. Legal Portal of the Eurasian Economic Union. Available at: <https://docs.eaeunion.org/en-us/pages/displaydiscussion.aspx?s=e1f13d1d-5914-465c-835f-2aa3762eddda&w=9260b414-defe-45cc-88a3-eb5c73238076&l=108e71be-32c8-4857-acd0-eba1329ae911&entityid=3906> (accessed: 16.07.2021).
15. BelTA. Eurasian economic integration strategy for 2025 passed at EAEU summit. Available at: <https://eng.belta.by/economics/view/eurasian-economic-integration-strategy-for-2025-passed-at-eaeu-summit-135814-2020/> (accessed: 16.07.2021).

ОБЕСПЕЧЕНИЕ ПРОДОВОЛЬСТВЕННОЙ БЕЗОПАСНОСТИ НА УРОВНЕ ИНТЕГРАЦИИ: ОПЫТ ЕВРОПЕЙСКОГО И ЕВРАЗИЙСКОГО СОЮЗОВ

Шуракова Наталья Николаевна, асп.

Финансовый университет при Правительстве Российской Федерации, Ленинградский пр-т, 49, Москва, Россия, 125993; e-mail: natashashurakova@gmail.com

Цель: статья посвящена выявлению особенностей обеспечения продовольственной безопасности в Европейском и Евразийском Союзах. *Обсуждение:* опыт Европейского Союза показывает, что интеграционным стержнем является действенная Единая аграрная политика, благодаря которой достигается продовольственная безопасность. Сельское хозяйство признается сектором, требующим особой защиты, что лоббирует высокие субсидии фермерам. Изучение опыта Евразийского Союза свидетельствует о наличии внутриинтеграционных отраслевых проблем и отсутствии согласованной аграрной политики при высоком агропродовольственном потенциале. *Результаты:* в ходе проведенного исследования были определены основы качественного питания, особое значение для обеспечения которого имеют внешнеэкономические связи. Сделан вывод о том, что продовольственная безопасность на современном этапе развития связана не только с обеспечением наличия и доступа к продовольствию (традиционный подход), но и с гарантией его качества и безопасности (качественный подход). Представлена авторская систематизация уровней обеспечения продовольственной безопасности. Отмечены пути укрепления Евразийской интеграции по агропродовольственной линии в целях обеспечения коллективной продовольственной безопасности стран-участниц.

Ключевые слова: продовольственная безопасность, Европейский Союз, Евразийский экономический союз, субсидирование, региональное сотрудничество, сельское хозяйство, внешнеэкономические факторы, неполноценное питание, аграрная политика.

Список источников

1. The Treaty of Rome. 25 March 1957. Available at: https://ec.europa.eu/archives/emu_history/documents/treaties/rometreaty2.pdf (accessed: 14.07.2021).

2. Regulation (EU) No 1308/2013 – common organization of the markets in agricultural products. Available at: [https://](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=legisum:0302_1)

eur-lex.europa.eu/legal-content/EN/TXT/?uri=legisum:0302_1 (accessed: 14.07.2021).

3. Future of the common agricultural policy. Available at: https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/future-cap_en#a-new-way-of-working (accessed:

15.07.2021).

4. White Paper on Food Safety. COM (1999) 719 final, Commission of the European communities, Brussels, 12 January 2000. Available at: https://ab.gov.tr/files/ardb/evt/1_avrupa_birligi/1_6_raporlar/1_1_white_papers/com1999_white_paper_on_food_safety.pdf (accessed: 17.07.2021).

5. FRUIT LOGISTICA, FRUITNET, 2019. European Statistics Handbook. Berlin, Fruit Logistica. Available at: https://www.fruitlogistica.de/media/fl/fl_dl_all/auf_einen_blick/European_Statistics_Handbook_2019.pdf (accessed: 01.07.2021).

6. European Commission. Statistical Factsheet. June 2021. Available at: https://ec.europa.eu/info/sites/default/files/food-farming-fisheries/farming/documents/agri-statistical-factsheet-eu_en.pdf (accessed: 05.07.2021).

7. European Commission. Promotion of EU farm products. Available at: https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/market-measures/promotion-eu-farm-products_en (accessed: 14.07.2021).

8. Reinert E.S. How Rich Countries Got Rich... And Why Poor Countries Stay Poor. Available at: <https://www.hse.ru/data/2011/11/01/1269307434/02.pdf> (in Russian) (accessed: 16.07.2021).

9. Calder A. Agricultural subsidies: everyone's doing it. October, 2020. Available at: <https://www.globaltrademag.com/agricultural-subsidies-everyones-doing-it/> (accessed: 10.06.2021).

10. WTO. Treaty on the Eurasian Economic Union. Available at: https://www.wto.org/english/thewto_e/acc_e/kaz_e/WTACCKAZ85_LEG_1.pdf (accessed: 16.07.2021).

11. Smok V. Belarus Smuggles EU Food to Russia Despite Sanctions. Available at: <https://belarusdigest.com/story/belarus-smuggles-eu-food-to-russia-despite-sanctions/> (accessed: 16.07.2021).

12. Vorotnikov V. Kazakhstan and Russia in meat dispute. Available at: <https://www.foodnavigator.com/Article/2015/04/30/Kazakhstan-and-Russia-in-meat-dispute> (accessed: 16.07.2021).

13. Aliyeva K. Kazakhstan bans imports of dairy products from Kyrgyzstan. Available at: <https://www.azernews.az/region/120596.html> (accessed: 16.07.2021).

14. Legal Portal of the Eurasian Economic Union. Available at: <https://docs.eaeunion.org/en-us/pages/displaydiscussion.aspx?s=e1f13d1d-5914-465c-835f-2aa3762eddda&w=9260b414-defe-45cc-88a3-eb5c73238076&l=108e71be-32c8-4857-acd0-eba1329ae911&entityid=3906> (accessed: 16.07.2021).

15. BelTA. Eurasian economic integration strategy for 2025 passed at EAEU summit. Available at: <https://eng.belta.by/economics/view/eurasian-economic-integration-strategy-for-2025-passed-at-eaeu-summit-135814-2020/> (accessed: 16.07.2021).