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THE CONCEPTUAL PRINCIPLES OF STATE POLICY OF UKRAINE IN THE FIELD OF FOOD SECURITY IN TERMS OF EUROPEAN INTEGRATION

КОНЦЕПТУАЛЬНІ ОСНОВИ ДЕРЖАВНОЇ ПОЛІТИКИ УКРАЇНИ У СФЕРІ ФОРМУВАННЯ ПРОДОВОЛЬЧОЇ БЕЗПЕКИ В УМОВАХ ЄВРОІНТЕГРАЦІЇ

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Analysis of food security problems in Ukraine at the beginning of the XXI century shows that the demand for food in the country is insufficient, which in turn hinders the growth of food production by commercial agriculture and agro-industry. The right to food is an integral part of all other civil, political, economic, social and cultural rights. Its recognition means that the state must ensure access to quality food in sufficient quantities for citizens on the basis of a sustainable food security policy. The article examines: 1) organizational and economic features (problems) of insufficient food supply in Ukraine; 2) substantiated the structural components of the program of balanced production of food and food raw materials (increasing level of income, providing cheap food, increasing the supply of food, the use of special tools); 3) measures of state policy on food security of the population of Ukraine are determined (structural policy measures, special and local measures); 4) a methodological approach to substantiation and implementation of state policy on the implementation of the principles of ensuring food safety and quality in Ukraine was developed, which is based on causal links to the problem of food insecurity in Ukraine, and the mechanism of its construction is formed on the principle: problems-directions-measures; 5) the strategy of ensuring the physical and economic accessibility of food is substantiated – the proposed strategic tools allow to solve the tasks of improving nutrition at the local level and gain additional positive influence on the formation of a model of sustainable development of agriculture. The proposed strategic tools allow to solve the tasks of improving nutrition at the local level and gain additional positive impact on the formation of a model of sustainable agricultural development.

Keywords: food security, strategy, state policy, principles, program.

Аналіз проблем продовольчого забезпечення в Україні на початку XXI століття свідчить про те, що попит на продовольство в країні є недостатнім, а це в свою чергу перешкоджає нарощуванню виробництва продовольства комерційним сільським господарством та агроіндустрією. Право на їжу є одним з невід'ємних елементів всіх інших громадянських, політичних, економічних, соціальних і культурних прав. Його визнання означає, що держава повинна забезпечити доступ до якісного продовольства в достатніх обсягах для громадян на основі сталої політики продовольчої безпеки. У статті досліджено: 1) організаційно-економічні особливості (проблеми) недостатнього продовольчого забезпечення в Україні; 2) обґрунтовано структурні складові програми збалансованого виробництва харчових продуктів та продовольчої сировини (підвищення рівня доходів, забезпечення дешевим продовольством, зростання пропозиції харчових продуктів, застосування спеціальних інструментів); 3) визначено заходи державної політики щодо продовольчого забезпечення населення України (заходи структурної політики, спеціальні та локальні заходи); 4) розроблено методологічний підхід обґрунтування і реалізації державної політики щодо реалізації принципів гарантування безпечності та якості продуктів харчування в Україні, в основу якого покладено причинно-наслідкові зв'язки проблеми недостатнього продовольчого забезпечення в Україні, а механізм його побудови сформовано за принципом: проблеми-напрями-заходи; 5) обґрунтовано стратегію забезпечення фізичної та економічної доступності продовольства – запропоновані стратегічні інструменти дозволяють вирішити поставлені завдання поліпшення харчування на місцевому рівні та отримати додатковий позитивний вплив на формування моделі сталого розвитку сільсько-

го господарства. Запропоновані стратегічні інструменти дозволяють вирішити поставлені завдання поліпшення харчування на місцевому рівні та отримати додатковий позитивний вплив на формування моделі сталого розвитку сільського господарства.

Ключові слова: продовольче забезпечення, стратегія, державна політика, принципи, програма.

Formulation of the problem. All people should have access to quality food in sufficient quantities to meet their basic food needs on a daily basis and live a healthy, dignified life. Ensuring this right is a necessary condition for the existence of civil society, as well as for the country to be considered civilized. The right to food is an integral part of all other civil, political, economic, social and cultural rights. Its recognition means that the state must ensure access to quality food in sufficient quantities for citizens on the basis of a sustainable food security policy. For the practical implementation of such policy, it is very important to mobilize citizens at all levels, so that, along with the political decisions of the authorities, the real participation of the whole society was ensured.

Analysis of current research. In Ukraine, a significant amount of research has been devoted to the issues of state regulation of the food security sector. This interest is caused, among other things, by the wide controversy among scholars of measures, tools, methods, techniques, the degree of necessity and sufficiency of the state in the process of providing the population with food in the context of regional [1–4], price [5–7] and sectoral (agricultural sector) [8–15] aspects of the problem. In recent years, these issues have been compounded by the problems of forming a state food policy in terms of COVID-19 [16]. However, in our opinion, these and other problems of state food policy can not be studied separately – research should be systematic, comprehensive, continuous, based on established methodological and conceptual theoretical principles, taking into account the positive and negative world practical experience. implementation of various food programs. Only such approach will allow to form holistic food system in Ukraine.

The purpose of the article. To study the strategy to ensure the physical and economic availability of food; develop a methodological approach to study and implement the principles of guaranteeing the safety and quality of food; form the structural components of the program concerning the sustainable production of foodstuffs and food raw materials.

Statement of the main material. Analysis of food security problems in Ukraine at the

beginning of the XXI century shows that the demand for food in the country is insufficient, which in turn hinders the growth of food production by commercial agriculture and agro-industry. The reasons for such insufficient demand – excessive accumulation of income by certain groups of the population, low wages, high unemployment and low growth rates, especially in potentially labor-intensive industries – are by no means opportunistic. On the contrary, they are inherent in the current structure of growth and therefore inseparable from the prevailing economic model. Thus, a vicious circle was formed, which ultimately is the main cause of insufficient food security in the country: unemployment, falling purchasing power, reduced supply of quality food (Figure 1).

Solving the problem of food security in Ukraine requires the implementation of a socially oriented model of development, in which the priority is to stimulate growth with fair distribution of income so that the country's internal market can be expanded while creating additional jobs, raising wages and, in particular, restoring the purchasing power of the minimum wage, which is now used as a guide to the income of the poorest. In other words, ensuring food security for the entire population of the country requires a change in the current model of economic development, which leads to social exclusion and, quite obviously, to malnutrition, unemployment, impoverishment and stratification of society. In the process of implementing a socially oriented model, it is extremely important to implement mechanisms to reduce food prices for the poor, as well as measures to provide direct support to the population, which is unable to provide even the minimum rations.

In general, the problem of food security in Ukraine at the beginning of the XXI century includes three main aspects. The first is insufficient demand due to the accumulation of income by certain groups of the population, high unemployment and underemployment, as well as low purchasing power of wages of the vast majority of workers. The second is the mismatch between current food prices and the low purchasing power of the majority of the country's population. And the third, but no less important aspect is the rejection of the poorest

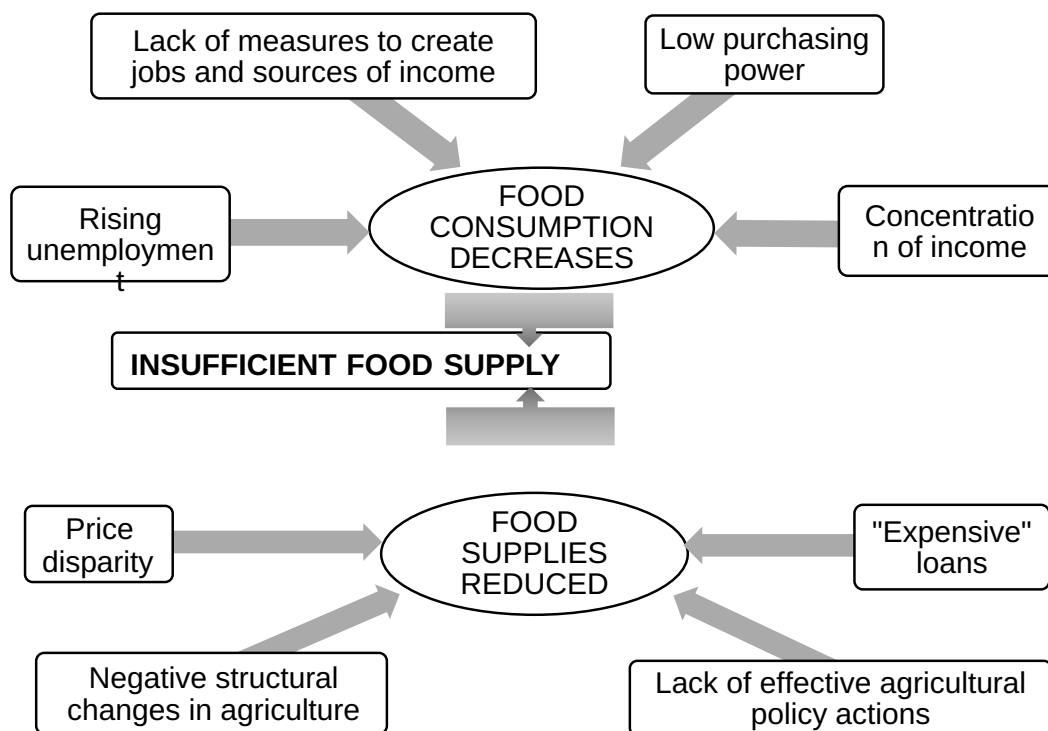


Figure 1. Organizational and economic features (problems) of insufficient food supply in Ukraine

Source: developed by the author

sections of the population from the market. To address these issues, the state should take measures to ensure access to the food market for the unemployed and / or whose income is insufficient to support their families with dignity.

That is, on the one hand, it is necessary to use mechanisms of both emergency and permanent nature, which will allow the vulnerable low-income population to gain access to food at lower cost. On the other hand, there is a need to stimulate the supply of cheap food, at least for own consumption and / or subsistence farming. Finally, given the recognition that access to basic foodstuffs is an inalienable right of all people, it is necessary to return to the market those who have been thrown out of it (Figure 2).

The diagram shows the main necessary measures of state policy on food security of the population of Ukraine (Figure 3).

First, it should be recalled that none of these measures alone solves the problem of food security, as well as to ensure national food security in general.

Secondly, in pursuing such policy, it is necessary to combine emergency actions with structural measures and to avoid erroneous

confrontation between economic and social spheres, deeply rooted in neoliberal schemes, which first lead to concentration of wealth and poverty, and then take measures «social» policy designed to somehow reduce the scale of this poverty.

The vast majority of the very poor, who are vulnerable to malnutrition, live in metropolises or on the outskirts of small and medium-sized settlements in rural areas. The level and structure of food consumption in urban and rural areas differs. As cities have more food, part of the poor urban population is trying to get help from NGOs, government agencies and even neighbors and relatives. It is also important that in large cities, a significant amount of food is simply thrown away, and this allows people who are vulnerable to hunger to receive some free food, albeit of low quality.

Thus, addressing malnutrition in cities, especially large ones, requires certain measures that differ from those in rural areas, where economic and physical access to food is worse, paradoxically. Perhaps it would be more correct to say that the "vulnerability" associated with food absence due to poverty is more common in cities than malnutrition, which leads to physical exhaustion.

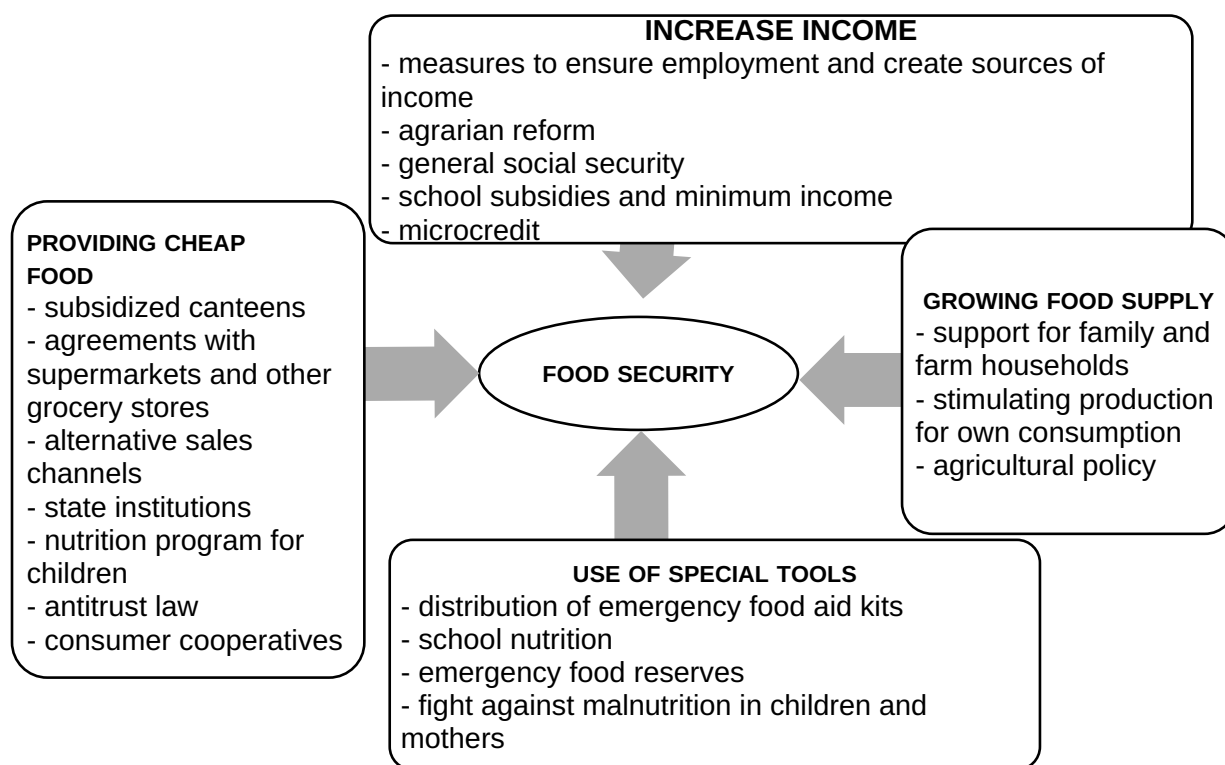


Figure 2. Structural components of the program of balanced production of food and food raw materials

Source: developed by the author

Structural policy measures. These measures help to significantly reduce the food vulnerability of families by increasing their income, ensuring universal social rights and access to quality food, as well as reducing income inequality.

1. Measures aimed at creating jobs and increasing incomes. Improving income distribution is a priority way to reduce social inequality. The most important step for this is to restore the policy aimed at raising the minimum wage to the required level and reducing the gap between the minimum and maximum wage. In addition, vocational training programs and incentives are needed to provide first jobs for young people and ongoing programs to upgrade professional knowledge and skills, especially for people over 40. To stimulate local production and consumption, investment lending opportunities through the National Bank of Ukraine should be used, as well as to promote the expansion of banking services for affordable consumer lending.

2. Intensification of agrarian reform. The solution of this problem involves the effective functioning of a full-fledged land market in the legal field. This is one of the important measures of structural development, as well

as a strategic tool for ensuring social justice. The need for agrarian reform is determined by four main principles: it stimulates the process of income redistribution, expands sources of income for families, is a source of food for own consumption, and, in addition, stimulates economic development in the regions.

3. Shared access to the social security system. The 1996 Constitution expanded the social rights granted under the social security system, recognizing that "Citizens have the right to social protection, including the right to full, partial or temporary disability, loss of breadwinner, unemployment of independent circumstances, as well as in old age and in other cases provided by law. Pensions, other social benefits and benefits that are the main source of livelihood must ensure a standard of living not lower than the subsistence level established by law "(Article 46). At the same time, according to the official data of the State Statistics Service of Ukraine from 2000 to 2017, the minimum old-age pension in Ukraine is consistently lower than the subsistence level per person: the ratio between these indicators ranges from 0.17 in 2000 to 0.85 in 2017 year. In addition, the share of total expenditure on social protection

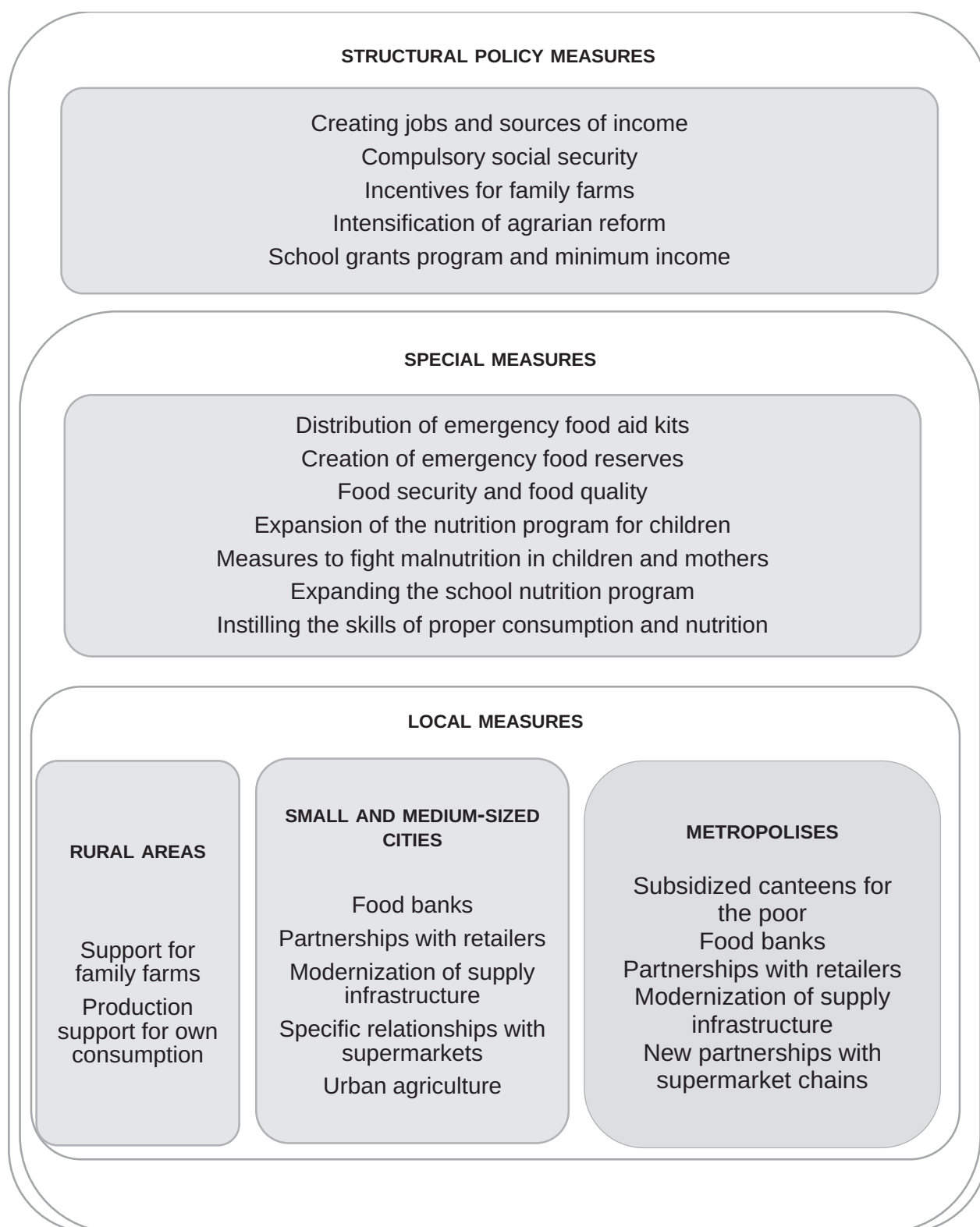


Figure 3. Measures of state policy on food security of the population of Ukraine

Source: developed by the author

(according to the methodology of the European system of integrated social protection statistics) in the WFP from 2000 to 2017 decreased from 25.3 to 18.2%.

4. School grants program and minimum income. Taking into account the world experience, it is proposed to establish a minimum income for low-income families with school-age children,

provided that these funds will help improve the level of education of the population, in particular through the establishment of an educational fund for children.

5. Incentives for family farms. In Ukraine an extremely important measure is the adoption of such an agricultural policy that would be really favorable for farms and aimed at increasing food production and protecting low-income farmers. The implementation of this measure involves the use of the following tools:

- agricultural insurance;
- support of national production as a priority and import only in case of shortage of goods of own production or at the request of international agreements;
- intensification of public research in combination with an effective technical assistance policy;
- credit policy;
- stimulating the creation of productive and sales cooperatives;
- encouraging the protection of nature and landscapes through the payment of environmental income in protected areas, etc.

Special measures. These measures are designed to promote food security and directly reduce malnutrition among the poor.

1. Expansion of the Nutrition program for children.

2. Providing emergency assistance in the form of sets of basic foodstuffs. It is envisaged that the population affected by natural disasters (eg droughts, floods) and displaced persons will be entitled to receive a set of basic foodstuffs for a certain period. Experience shows that in natural disasters there are always those who use the situation to create an artificial shortage of food, increase sales or replace quality food with poor quality one.

3. Fighting malnutrition in mothers and children. More active measures should be taken not only to remedy the situation, but also to prevent malnutrition in children by helping children under one year of age, pregnant women and mothers who do not meet the required amount of quality nutrition in terms of nutrients, not just calories. One such measure is to ensure that children registered with the health and social security authorities are covered by a system of distribution of food, such as milk, and essential nutrients such as iron and vitamins. Such measures will help ensure overall access to ongoing programs.

4. Creating sufficient food reserves. It is proposed to create food reserves in order to

ensure food security, namely: to ensure the availability of a minimum number of products in the form of a basic set for consumption by the population during the period required for import or increase production.

The following rules should be followed in the process of formulating the policy of creating food reserves:

a) stimulate the purchase of food in those regions where they are produced for local consumption;

b) avoid importing those foods that are sufficiently supplied by local producers.

5. Expansion of the school nutrition program. An analysis of the available data on children's nutrition in schools shows that school nutrition contributes to a very small extent to meeting the needs for energy and nutrients (especially minerals). It is necessary to change the structure of children's diet in schools to meet the needs of minerals, vitamins and nutrients, because today only 22–44% of such needs are met through school meals. This proportion should be much higher and be at least 50% of the daily requirement for minerals, vitamins and nutrients. It should be noted that the number of children aged 0–17 years in Ukraine as of January 1, 2018 amounted to 7609.3 thousand people, which is 18.0% of the total population. In addition, such assistance should cover children attending pre-school institutions (municipal kindergartens), especially in rural areas.

Another important requirement is the use of local products for school meals. The share of local farmers in the supply of food for the organization of such nutrition is still quite small. Improving technical support for municipal school nutrition councils and local farmers would also ensure the supply of fresh food (necessarily fruit and vegetables), in line with local cultural preferences, and increase the income of farmers in the region.

6. Ensuring the safety and quality of food. One of the tasks in solving the problem of food safety and quality in the country is to focus on prevention, not on correction of the situation. Priority should be given to preventive measures, the establishment of a food safety information and supervision system, the education of those involved in the production chain, research and technology transfer, and methods for preventing risks and improving food safety. It is very important that labeling allows consumers to obtain information about the origin of the food they consume; in addition, information about

the risks associated with genetically modified products should be provided.

Noting that the problem of food insecurity in Ukraine is not caused by a lack of food, but rather by a lack of access to it, one cannot agree that the production of transgenic food can help solve the problem. Rather such an approach can lead to a number of problems related to public health, environmental degradation, quality not only of food but also of drinking water and air (depending on production technology), etc. In addition, it is considered necessary to control the import of transgenic food products into Ukraine until convincing scientific studies confirm that such products do not pose a danger to human health and the environment.

7. Educational programs on food and nutrition. Lack of a balanced diet can be caused by two problems: inadequate quantity (surplus or shortage) and poor quality. Nutrition education can be an effective tool for preventing malnutrition and obesity. It is necessary to act in two directions. First of all, it is necessary to achieve the active participation of state bodies in propaganda campaigns and lectures in order to educate the population on nutrition and consumption. The second direction is the development and implementation of the Rules for the sale of industrial food products, which would make it impossible for producers to provide false information about food products.

Local measures. It is necessary to carry out measures that can be implemented within individual oblasts, rayons and rural areas, mostly in partnership with public organizations. Some measures may be specified depending on the type of residence (large cities, small and medium-sized towns and rural areas) with the recognition of their features.

1. Municipal food security programs. World experience proves the importance of having a municipal secretariat (or department) managing food supply. At the municipal level, there are different agencies that can work together in this area: food supply departments (usually in charge of facility management); education departments (dealing with school nutrition); health departments (dealing, in particular, with the prevention of malnutrition in mothers and children and the fight against this phenomenon); social work departments (dealing with the immigrants, the low-income people and families in general), and sanitary supervision services.

2. Local programs for large cities.

a) Subsidized canteens for the poor. Most Ukrainians who work in large cities eat out at

least once a day (usually at lunchtime) and it should be expected that they get quality food in these canteens for a low price. The subsidized canteen program proposes to feed visitors at a cost price in order to fully meet the demand of low-income workers, who nowadays are not able to adequately meet their physiological nutritional needs with catering services. The city government should take the staff costs and infrastructure maintenance upon itself with the possibility of help from charitable organizations, as is happening today in most countries.

b) Food banks. Donations of supplies that would otherwise simply be lost to charities and low-income people could range from food collection to distribution. This involves making appropriate changes to current legislation in order to facilitate food donations, eliminate the bureaucratic element of the process, reduce costs and abolish unnecessary responsibilities. The application of this approach should lead to a significant increase in the amount of food received by charities to feed the poor.

c) Modernization of food supply systems. To lower food prices in both large cities and small towns, various small food markets and joint food purchasing mechanisms should be used as a possible alternative. To make this a reality, on the outskirts of the large cities a centralized food procurement and distribution structure should be encouraged, providing logistical and market support to concessionaires and small retailers. The latter, in turn, acting as partners, will have to sell goods that are part of the basic set of foods consumed by the population, as well as other foods at low prices.

d) Relationships with supermarket chains. The new supply policy also requires the building of new relationships with supermarket chains in order to avoid over-monopolizing of individual wholesalers and turning them into partners in strengthening food security.

3. Local offers for small and medium-sized cities.

a) Food banks. Food banks should function in the same way for the population in small and medium-sized cities as well as in large urban agglomerations. However, since the scale of their activities is not so extensive, it is necessary to think about supplying partially processed products, paying more attention to the equal appearance and quality of food products.

b) Partnerships with retailers. In small towns, it is also important to involve local retailers to avoid over-concentration, provided that they can sell at low prices and ensure the quality of

the products they sell. It is proposed to actively develop partnerships with groups of retailers (including market retailers, grocery stores and small markets) and local authorities to jointly create a procurement system. Public authorities could set maximum prices for goods included in the basic set of food consumed by the population, as well as control to some extent the rate of profit received by small retailers through special price regulation mechanisms.

c) Modernization of food supply systems. In small and medium-sized towns, the presence of public authorities in the supply system can be made more dynamic by taking measures to encourage direct links between consumers and local farmers. Public authorities could organize and encourage campaigns for the consumption and distribution of goods, thus stimulating the sale of food produced in the region, for example through "farmers' fairs". Due to the presence of large intermediary networks, products are often transported over long distances, and entire regions are provided with foodstuffs that are imported from afar. Because of that, closer links between farmers and consumers within the region, local links and the consolidation of tastes and habits in a given environment should be encouraged.

d) Agriculture in cities. In small and medium-sized towns, the link between the supply of locally produced agricultural products and production needs should have higher priority. With the help of municipal initiatives, it is possible to stimulate such measures as "farmers' fairs", home delivery of fresh food, and registration of empty urban land plots for their use as gardens.

4. Measures for rural areas.

a) Support for farms. It should be ensured that the city authorities in the official procurement of food products to feed children in preschools and schools, food in hospitals, military units, canteens, etc. primarily uses the products of local farms. Concurrently with these initiatives, other measures should be taken to reduce costs and improve food quality: technical assistance, which is usually neglected by public authorities, should be increased; It is important to provide simplified access to credit so that existing targeted comprehensive farming support programs could help the poorest farmers. At the same time, state and local authorities should support other credit institutions and microcredit organizations (for example, farmers' credit unions) by creating guarantee funds for them; sales support should be provided, in particular by helping to establish contacts with companies that wish to purchase regional products from small farmers or from eco-friendly productions, or by providing access to traditional supply systems that already exist in cities (fairs and small grocery stores); Infrastructure remains a conventional area of responsibility of local administrations, although the interests of small farmers do not always come first during the investments distribution. Construction of bridges, rural roads, ponds, warehouses and assistance in the purchase of heavy goods vehicle – all these measures can have a positive effect. Such a strategy is an important tool in stimulating creation of new workplaces in rural areas.

b) Support of productions for domestic consumption. The point is that local authorities

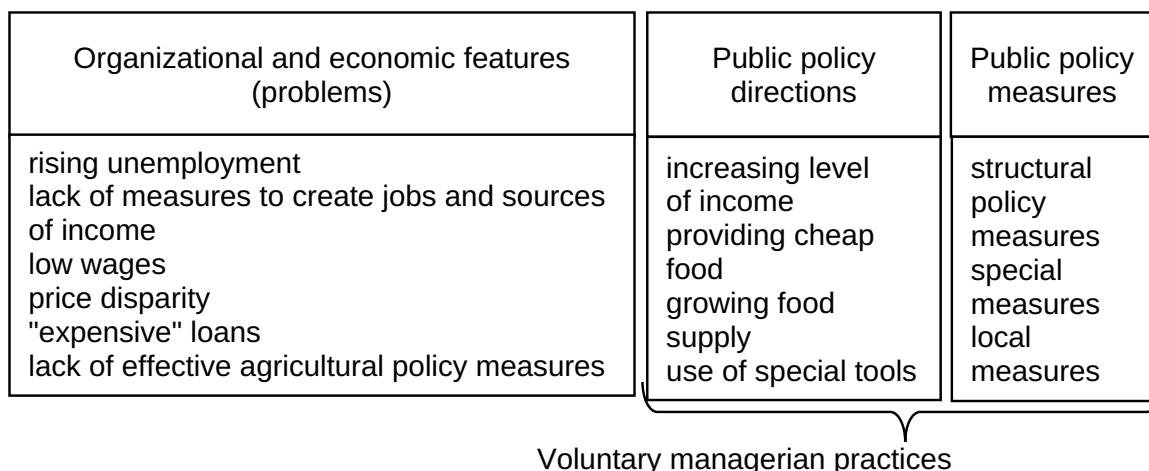


Figure 4. Methodological approach to substantiation and implementation of state policy on the implementation of the principles of guaranteeing food safety and quality in Ukraine

Source: developed by the author

can distribute seeds and planting material, production resources and farming equipment, as well as young animals for breeding free of charge. Local authorities should also encourage the full use of land for various purposes, both for food production and for the sale of their products at "farmers' fairs".

The conducted research allowed to develop a methodological approach to reasoning and execution of state policy on the implementation of the principles of ensuring the safety and quality of food in Ukraine, which is presented in Figure 4.

The methodological approach to substantiation and implementation of state policy on the implementation of the principles of guaranteeing food safety and quality in Ukraine is based on the causal links of the problem of food insecurity in Ukraine, and the mechanism of its construction is based on the principle: problems-directions-measures.

Conclusions. As a result of the research the structural components of the program of balanced production of food and food raw materials are formed, the methodological approach of substantiation and implementation of principles of guaranteeing food safety and quality is developed and the strategy of ensuring physical and economic accessibility of food is substantiated. The proposed strategic tools allow to solve the tasks of improving nutrition at the local level and gain additional positive impact on the formation of a model of sustainable agricultural development.

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