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## **INTERNATIONAL EXPERIENCE OF STATE REGULATION OF FOOD SECURITY**

***Summary.** The article outlines the main strategic priorities of the food security system of some highly developed foreign countries. The main approaches to the implementation of agricultural policy of the leading world powers that have achieved high results in the field of food security have been investigated.*

*It is considered that developed countries of the world who have achieved high results in the field of food security, implement a food self-sufficiency policy based on the establishment of import subsidies (stimulation of food imports) and export tariffs and quotas (export restrictions). State support of agricultural sector in such countries is carried out through economic and financial instruments, in particular, subsidies and compensation to agricultural producers, tax breaks, tariff reductions for the agricultural sector consumed resources, lending and insurance with compensation from the budget, etc. This allows not only the satisfaction of domestic needs, but also the export of agricultural products and food, ensuring the food security of the countries.*

*The legal bases and strategic principles of ensuring food security are considered on the example of countries with different types of agricultural food policy in relation to food trade.*

*The results of the research present the systematization of the strategic directions of the state regulation of food security of foreign countries, in particular the USA, Canada, Japan in accordance with the directions of state support and development of the agrarian sector; state regulation of pricing on food in the market; state social policy and social support of the population; state regulation of quality assurance of products. The main mechanisms, methods and tools of state regulation of food security on the strategic level in Ukraine comparing the foreign experience are systematized. The recommendations for improving the food security strategy of Ukraine are formulated.*

**Keywords:** *strategy of food security of the state, state regulation, provision of food security*

## **Introduction**

World experience does not have uniform approaches to state regulation in the field of ensuring food security. The food security strategy depends on the resources and state interests that take into account the set strategic tasks. Free food trade is supported by economically developed states with significant agricultural resources, natural and economic advantages in agricultural production [1, 2]. The state policy in the field of ensuring food security of such states is based on the creation of a system of free trade and ensuring the competitiveness of their own agricultural products. As a result, such a policy in the conditions of a market economy will contribute to the achievement of global food security due to the effective use of resources, the growth of incomes and employment of the population, and the stimulation of economic development. Other countries define their own mechanisms of state regulation in the field of ensuring food security, aimed at protecting the domestic producer, import-oriented trade policy to achieve sustainable development and food security [3].

Therefore, the research of foreign experience of state regulation of strategic provision of food security is an urgent task. Recommendations for Ukraine should take into account the specifics of its natural, economic, and foreign policy factors.

### **Literature review**

The work of foreign experts G. Rausser, D. Zilberman [4], A.V. Prosekov, S.A. Ivanova [3], E. C. Stephens, A. D. Jones [5], D. Parsons, P. A. Loring, C. Whitely [8], J. D. Ford, J. P. Macdonald, C. Huet, S. Statham, A. MacRury [9] are devoted to the problematic issue of strategic provision of food security of the world, regions and foreign countries. Scientific works of Ukrainian authors P. Skrypchuk, A. Khomenko [10], M. Grebeniuk [6, c. 52-55], V. Panchenko [2, c. 176-195], Ya. Pitsur, O. Senishin [14], K. Golikovova [15] are dedicated to the study of strategic directions of state regulation of food security in the USA, Canada, and Japan.

In developed countries, the problem of ensuring food security is solved by the state at the national level. In Ukraine, in the course of reforming the economic system, the state mechanism for providing the population with food was reconstructed, but a single concept for solving this issue at the strategic level has not yet been formed [12, c. 319]. Therefore, the foreign experience of forming and implementing a food security strategy at the state level on the example of some developed countries of the world needs in-depth research and systematization in order to further develop recommendations for the strategic ensuring of food security in Ukraine [13].

### **Research objective**

The purpose of the article is the study of foreign experience in the formation and implementation of the food security strategy and the development of proposals for improving the state regulation of the strategic ensuring of food security in Ukraine.

### **Results**

The formation of the mechanism of strategic state regulation of the US agri-food system began in the 1990s with a set of measures to finance state programs in the field of food security at the expense of budget funds, the share of which reached

up to 4.5% of the state budget. Domestic state policy was aimed at stabilizing the domestic food market by supporting the agricultural sector. In 1997, the US Department of Agriculture first approved a strategic plan, the main goal of activities in the field of food security and key strategic priorities [10].

The US food security strategy is based on a strong legislative framework. State regulation of food security is carried out in accordance with the laws “Food Security Act” (1985), “Food Security Improvements Act” (1986). Strategic principles of ensuring food security in the USA: providing the population with high-quality food, access to world food markets, development of agricultural production [10, 11].

*Support for the development of the agricultural sector in the USA* as a tool for ensuring food security is a consequence of a balanced financial and credit policy. An important direction of state regulation is the financing from the state budget of targeted programs at the national level. The main targeted programs are aimed at stabilizing farmers’ incomes and scientific support. In the USA, there are more than 10 interdisciplinary targeted programs related to the agricultural sector and farmers at the state level. In particular, this includes the following programs: conservation and removal of land from cultivation, food aid to the population, marketing and inspection, social development of rural areas, and others. The allocation of budget funds for these programs in the amount of 80% is carried out by the U.S. Department of Agriculture through the Commodity Credit Corporation (CCC), and the rest is distributed by local authorities and management [14].

The “Farm Income Stabilization Program” is applied, which includes the “Price Support Program”, “Federal crop insurance program (FCIP)” and “Farm Loan” programs. The main support programs in 2014 farm bill are: the Price Loss Coverage (PLC), Agriculture Risk Coverage (ARC), and Marketing Assistance Loan (MAL) programs. The reform of farmer support programs in the country was aimed at stimulating the concentration of agricultural production and moving away from family farms. The basis of the competitiveness of the US agricultural sector both in the domestic and foreign food markets are large farms [10]. Large enterprises are

strategic in supporting the state food security, they have access to almost all existing forms of state support in the United States.

The credit program under the “Food Assistance Act” is intended to encourage importing countries to make long-term purchases of American food. Since 1986, the mechanism of state compensation to farmers for the sale of products for export in the form of an export compensation allowance has been applied – compensation for the difference between the sale price on world markets and the deposit rate. This tool allows, at the expense of state subsidies, to maintain the profitability of farmers and high volumes of food exports, regardless of market conditions. This led to the fact that the share of the USA in the world export of many types of agricultural products is from 40 to 60%.

State policy in the field of agricultural credit has the main goal of increasing the efficiency of the credit market, increasing competition between creditors, reducing the cost of credit, and improving information support for borrowers. The mechanism of state financing of the purchase of means of production for agriculture is used. In the USA, differentiated prices for diesel fuel are set for farmers [10].

The financing mechanism of targeted programs in the field of agriculture and food security is aimed at regulation with the help of economic tools of food production and distribution [15]. The use of such tools of state regulation as subsidies, prices, loans and subsidies allows to increase the efficiency of farm operations. The mechanism and scale of financing, their functional orientation depends on the economic situation on the domestic and global food markets.

*The market aspect of ensuring food security in the USA* aims at the strategic development of the agrarian sector of the economy at the expense of effective state policy [16]. The main tool for regulating agricultural production in the USA is the system of direct payments – target (planned) prices, which have been used since 1973 with the adoption of the “Food and Agriculture Act”. The mechanism of state support for farmers consists in the fact that when implementing the specified types of crops, producers receive the amount of compensation between the planned price and the market price in a specific period, depending on which of the prices is higher.

Initially, the planned prices were set on the basis of production costs and were adjusted according to the growth of costs. However, at the end of the 70s, this method of forming planned prices led to the growth of inflation and was canceled in 1981 [17]. In the future, the government incorporated the expected rate of inflation into the method of setting planned prices, but the optimal method of forming planned prices that would exceed production costs has not been developed till now.

*The social aspect of ensuring the strategy of food security in the USA* is reduced to the implementation of a complex of state programs of food aid to the population, approved by Congress in the 1960s within the framework of the concept of creating a “Great Society” concept, but declarative in nature of influence. These programs became a priority strategic task in the 80s and 90s against the background of increasing social contradictions. The U.S. Department of Agriculture has developed a policy for their financing and implementation. The key strategic tasks are assigned to the Food and Consumer Service [18].

Since 1989, 15 state food aid programs have been operating in the USA [10]. In particular, food assistance programs aimed not only at the rural population, but also at the entire low-income population of the United States [18]. Programs include SNAP, TEFAP, CSFP, CACFP, NSLP, SBP, SFSP, WIC, the National School Lunch Program and more.

In the USA, an effective system of food quality and safety control has been created. On December 21, 2010, Congress adopted the “Food Safety Modernization Act (FSMA)”, designed to ensure the safety of US food by revising the priorities. Since the adoption of the Act, the attention of federal regulatory authorities will be focused not so much on responding to cases of contamination of food products, but on preventing them. The law provides for strict supervision of food products imported into the United States (15% of food products are imported into the United States from abroad). According to the Act, it is allowed to provide grants for preparation, conducting inspections, strengthening the potential of laboratories and implementing programs that ensure the safety of food products [19].

Therefore, the agricultural sector of the USA is a strategic resource of the state in the field of ensuring food security.

The food security strategy in Japan is based on the Government's measures to reduce agro-food imports as much as possible, adhering to strict protectionism in the agricultural sector. The state agricultural policy of Japan is aimed at reducing food import dependence [20]. There are seven major laws in Japan governing food and agricultural products including imports: 1) the Food Safety Basic Act, 2) the Food Sanitation Act, 3) the Health Promotion Law, 4) the Japan Agricultural Standards Law, 5) the Plant Protection Law, 6) Act on Domestic Animal Infectious Diseases Control, and 7) the Food Labeling Law. According to the acts, measures for the strategic provision of food security are based on the recognition of public health protection as a priority task. In 1999, the "Basic Law on Food, Agriculture and Rural Areas" was adopted, the result of which was a decrease in the self-sufficiency ratio [20].

The next step was the liberalization from April 1992 of the import of 12 types of agricultural products, including beef, at the request of the GATT, and later – the gradual introduction of a tariff system for non-liberalized types of agricultural products over the next 6 years from 1995. Strategic measures in the field of food security in the 70s, the creation of joint agricultural enterprises abroad, mainly in the countries of Southeast Asia and Latin America, began to diversify the import base of the necessary food products, in particular, corn, bananas, soybeans, livestock products.

In 1995, the "Law For Stabilization Of Supply Demand And Price Of Staple Food" ("Staple Food Law") was adopted. It was aimed at maintaining the balance of supply and demand in the food market. The law provides for a program of providing subsidies to agricultural enterprises, financing projects for the implementation of innovative technologies in animal husbandry. The prices of products within the scope of public procurement should be comparable to market prices, the system of authorized organizations for the sale of food was abolished, and the system of registration and licensing was introduced.

Japan's food security strategy is based on the principles of domestic market protection. In 1999, the "Basic Act on Food, Agriculture and Rural Areas" was adopted in Japan, the main priorities are food as a strategic priority for ensuring the livelihood and health of the population. Agricultural production is the basis of the growth of Japan's economic potential [14].

The price regulation of the domestic food market is interconnected with the regulation of foreign trade, since in Japan food imports are limited to protect the domestic producer and high import barriers for food are established [21].

The strategy of food security in Japan is a component of the "Comprehensive security policy" of the country, adopted in 1980. According to it, the main threat to the country's food security is the lack of its own resources. The main strategic goal of providing the population with food is to regulate the ratio of the level of self-sufficiency and imports, to implement the policy of international cooperation and to optimize internal resources.

In Japan's food security strategy, a significant role is assigned to the formation of state food reserves. They increase and are supplemented by stocks of local self-government bodies, agricultural organizations, food industry companies and households.

An important component of the food security strategy is information provision by improving the work of the government service, which studies the demand and supply of food products on world markets [20]. The state's strategic measures to ensure food security are aimed at developing its own agricultural sector and supporting stable food imports. Agriculture in Japan is a strategic industry and, at 2% of GDP, provides about 40% of the population's food needs [11].

State support for the development of agriculture in Japan in the long term was carried out in stages. At the first stage (70-80s), state measures to support agriculture were applied, in particular, restrictions on the import of competitive products. At the second stage (from the end of the 80s), the state agricultural policy was focused on supporting large profitable commodity producers and creating conditions for their



development, creating a system of competitive agricultural production against the background of liberalization of food imports.

At the end of 1986, the Agricultural Policy Advisory Committee (APAC) determined the main directions of agrarian policy regarding increasing labor productivity in agriculture and forming rational prices for agricultural products, as well as the basic principle of providing the country with basic food products at the expense of own production and improving its efficiency.

State support for the agricultural sector proved to be insufficiently effective in strategic food self-sufficiency, turning Japan into the world's leading importer of agricultural products, fishery products, and marine fisheries. This was a consequence of insufficiently thought-out agrarian policy of the state, since the support for the development of the industry and the system of guaranteed prices for food did not lead to a decrease in farm costs.

In recent decades, Canada at the state level has paid considerable attention to the issue of ensuring food security. In 1996, at the World Food Summit in Rome, the Rome Declaration on World Food Security and the World Food Summit Plan of Action were presented, in which the principles of achieving food security at the level of the individual, household, region, country and the entire global community were approved [19].

The practice of state financing of the purchase of means of production in the agricultural sector is quite common in developed countries. In Canada, tax incentives and subsidies provide farmers with a fuel price at the level of 56% of the retail price [10].

The general concept of food security was approved in the "Canada's Action Plan for Food Security" developed in 1998. Despite the fact that Canada has been a country with a high level of food production in the last 50 years, the basis of the developed Plan is the idea of increasing food security as an important factor in raising the standard of living of the population.

The Canada's Action Plan for Food Security is a program of the Government of Canada, which declares the intentions and specific actions of government

structures and public organizations in the activities of the world community to ensure food security. This Plan defines activities within the framework of the tasks of the 1996 World Summit. Government support to Canadian farmers is provided through programs at two levels - federal (central) and provincial. The list of federal level programs includes [21]:

- Net Income Stabilization Account (NISA) is a kind of savings mechanism for farmers, which guarantees that even in an unfavorable year, the farmer's income level will not fall below the average of the last three years;

- price unification program through the Canadian Wheat Board (CWB). The mechanism of operation of the program provides that farmers sell grain to the Wheat Chamber at a time convenient for them and receive at the same time a set initial price, which is the same for all grain belonging to the same class;

- Advance Payments Program. The Canadian federal government provides cash to farmers for grain (wheat, barley) stored on the farm. As a rule, such an advance is granted in the fall. Such a program is regulated by a special legislative act called AMPA (Agricultural Marketing Programs Act);

- the program to support the agreed level of production means that special bodies authorized by the government sell quotas for the production of certain types of agricultural products to producers. This mainly concerns the production of milk and poultry products, that is, products that are sold exclusively within the country. Producers with quotas are guaranteed to sell their products at a price calculated according to domestic demand.

An example of a provincial government support program is the program implemented in the province of Alberta through the activities of the Agricultural Finance Services Corporation (AFSC). Through the AFSC, such farmer support programs as the income stabilization program, farmer loan programs, including the support program for beginning farmers, crop insurance programs, and the program for compensation for damage caused by wild animals are carried out [22].

One of the priority directions of Canadian government policy is to support the food supply of the population living in the northern territories and the Arctic region

of the country. In 2007, the Canadian government adopted a new five-year program (until 2012) called "Canada's Northern Strategy" [22]. This program is a logical continuation of the state support for food supplies to the northern regions "Food Mail Program", which has been in effect since 1986. As part of this program, the state subsidized orders for food parcels for the population living in remote settlements points

Therefore, we will systematize the main strategic tools in the field of state provision of food security in accordance with foreign experience.

Table 1

Strategic instruments of state regulation of food security in foreign countries

Country	Strategic directions of state regulation of food security			
	State support and development of the agricultural sector	State regulation of market pricing	State social policy and social support of the population	State regulation of product quality assurance
USA	<ul style="list-style-type: none"> <li>conservation and removal of land from circulation;</li> <li>stimulation of exports by providing an export compensatory allowance to farmers;</li> <li>stimulating the concentration of agricultural production;</li> <li>subsidizing government programs to support the development of certain branches of the agricultural sector;</li> <li>lending to agricultural producers against the collateral of agricultural products by providing compensatory payments</li> </ul>	<ul style="list-style-type: none"> <li>purchase of surplus products from farmers;</li> <li>application of planned (guaranteed) prices for certain types of food and their adjustment;</li> <li>medium-term crediting of importing countries to motivate the purchase of American agricultural products</li> </ul>	<ul style="list-style-type: none"> <li>programs of food assistance to low-income segments of the population</li> </ul>	<ul style="list-style-type: none"> <li>control of imported food products;</li> <li>training of personnel for food quality control;</li> <li>financing of laboratories, state programs in the field of food safety</li> </ul>
Canada	<ul style="list-style-type: none"> <li>state support of the agricultural industry: advance payments to farmers, price increases to ensure product profitability, increases to the volume of production costs in the form of credit support, interest compensation on loans, guarantees on loans;</li> <li>tax benefits to support the profitability of agricultural production;</li> <li>insurance of farmers' incomes and compensation of insurance payments by the government</li> </ul>	<ul style="list-style-type: none"> <li>establishing a minimum selling price for agricultural products</li> </ul>	<ul style="list-style-type: none"> <li>state support for food supplies to the northern regions;</li> <li>participation in international food and humanitarian aid programs</li> </ul>	<ul style="list-style-type: none"> <li>system of state standards of product quality and safety, monitoring and control</li> </ul>
Japan	<ul style="list-style-type: none"> <li>structural programs for the development of the agricultural industry, the creation of agricultural enterprises abroad with the aim of diversifying imports,</li> <li>measures to intensify production and increase the competitiveness of products;</li> </ul>	<ul style="list-style-type: none"> <li>policy of protectionism, establishment of high import barriers for products whose imports can compete with domestic production;</li> <li>state regulation of prices;</li> <li>foreign trade regulation;</li> <li>regulation of the food</li> </ul>	<ul style="list-style-type: none"> <li>food support for low-income population groups</li> </ul>	<ul style="list-style-type: none"> <li>legislative regulation of the application of a set of safety measures and product quality control</li> </ul>

<ul style="list-style-type: none"> <li>• special allocation program, providing subsidies to producers, financing projects for the introduction of the latest technologies in agriculture (animal husbandry)</li> </ul>	market		
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Source: systematized by author based on [1; 4; 8; 10; 14; 16; 18; 19; 23]

Therefore, the analysis of the strategic directions and tools of state regulation of ensuring food security allows us to systematize states according to the type of agro-food policy and the mechanisms of its guarantee:

1) States whose food security strategy is based on food import orientation. An example of such a state is Japan, whose government followed a policy of importing certain types of food.

2) States whose food security strategy is based on food export orientation. In particular, such countries include the USA and Canada, which managed to form a protected food complex by supporting the development of the agricultural sector, focused on domestic and foreign markets.

Economically developed countries have a highly effective food security strategy and an appropriate set of state measures, mechanisms, and tools to guarantee it. The analysis of food security strategies of foreign countries makes it possible to draw the following conclusions.

The level of protectionist protection of agricultural producers directly depends on the level of economic development of the country [24]. In countries with low incomes, producers pay additional taxes and are forced to sell their products at prices below world prices. Developed countries protect farmers from competition from foreign producers and provide a number of advantages (mostly at the expense of consumers) that allow producers to sell their products at prices higher than world prices.

In the domestic market, agricultural enterprises that export products pay more taxes, that is, their level of protection is lower compared to enterprises that compete with importers.

In Ukraine, the mechanisms for ensuring food security are laid down in the Law of Ukraine “On State Support of Agriculture in Ukraine” of June 24, 2004. The

complex of mechanisms of state regulation of food security includes state regulation of prices through agrarian intervention – sale or purchase of food to ensure stable prices. The mechanism of collateral purchases is used, when the Agrarian Fund, as a creditor, provides a budget loan to a producer against the pledge of grain, which is the object of state price regulation [25]. Mechanisms of financial support for agricultural enterprises include a mechanism for reducing the cost of loans and compensating leasing payments by subsidizing part of the fee (interest or leasing payments) for using loans provided by banks. Every year, the Cabinet of Ministers of Ukraine foresees an item of expenditure on providing subsidies to producers of livestock products [25].

Therefore, the regulatory framework in Ukraine is almost sufficient to support the sustainable functioning of the agricultural sector. At the same time, it is advisable to produce export-oriented products and redistribute income from their sale to import food, the production of which in the country is impossible or unprofitable [26]. However, the country's food security and food independence must be guaranteed at the expense of its own production. Therefore, in Ukraine, regulation of export-import operations is carried out with the help of tariff quotas.

In Ukraine, the legal and institutional framework for the formation of a stable balance of food production and distribution has not yet been fully formed, which significantly limits the capabilities of state institutions in the field of market regulation. Perhaps the specified problem in Ukraine will be solved with the adoption of the Law “On Food Security”, which will clearly outline the powers of state administration in the field of food security, measures to create and store strategic food reserves, etc.

### **Conclusions**

Foreign experience of state regulation of food security is relevant for Ukraine in modern conditions. Reimbursement of the costs of commodity producers for the main types of agricultural products will lead to a reduction in the cost price, which in turn will allow to increase the level of consumption of these products by the population and the competitiveness of domestic products.

The specified mechanisms of state support for commodity producers in Ukraine should be a component of both the state's agrarian policy and the food security strategy. Compensations to commodity producers, similar to those used in foreign countries, can be implemented simultaneously with granting the right to the Ministry of Agrarian Policy to set recommended prices depending on the average cost of the main types of agricultural products, which would ensure a sufficient level of food security in the regions. For this purpose, it is necessary to create appropriate monitoring services and provide appropriate amounts of compensation in the structure of state budget expenditures. The food security of Ukraine and the sustainable development of the agricultural sector of the economy require a system of subsidies and compensations.

Mechanisms of state regulation should be flexible enough to protect domestic producers and simultaneously comply with WTO requirements, in particular when applying such protective measures as customs duties and import tariffs on food. It is also recommended to strengthen state control over monitoring the food balance to prevent losses from export restrictions.

The main tasks of state management bodies should be strategic planning and timely detection of threats to food security, minimizing their negative consequences at the expense of strategic food stocks. It is necessary to develop and implement a comprehensive system of monitoring, collection, processing, systematization and analysis of information on production, stock management and food supply, quality and safety of food products, food consumption and nutrition of the population. Perhaps these tasks should be entrusted to a state analytical agency. A system of information resources on ensuring food security with the use of modern digital technologies is also needed. It is important to timely inform commodity producers and provide consulting services by state bodies and consulting services regarding state agricultural support programs and schemes for their implementation, mechanisms for regulating agro-food markets.

Prospects for further scientific research may be the use of the obtained results in scientific developments, as well as the substantiation of proposals for improving

the mechanisms of state regulation of ensuring food security, taking into account world experience.

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