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## **FOOD SAFETY AS A MULTI-LEVEL MANAGEMENT SYSTEM: STATE, INTERSTATE AND INTERNATIONAL LEVELS**

*The article analyzes the scientific and theoretical content and differences between the concepts of «food safety» and «food quality». Food safety is considered as a set of sanitary, hygienic and toxicological requirements aimed at preserving human life and health, while the concept of quality includes consumer properties of the product – such characteristics as taste, color, smell, texture and origin. The study considers the food safety system at the national, interstate and international levels, and their goals, main tools and coordinating bodies are described in a comparative manner.*

*The legal and organizational foundations of state policy aimed at ensuring food safety in the Republic of Kazakhstan are revealed, as well as the role of technical regulations of the Eurasian Economic Union and international organizations (FAO, WHO, ISO, Codex Alimentarius, WTO, WOA). The author considers food safety as an important mechanism for protecting public health, increasing consumer confidence and ensuring the stability of the food market at the global and national levels.*

*Keywords: safety, food products, quality, technical regulations, state control.*

### **Introduction**

The terms «food safety» and «food quality» are sometimes confused, although they refer to different aspects of product characteristics.

Food safety refers to the set of acute and chronic hazards that can harm the health of consumers. Since it is directly related to the preservation of human life and health, it cannot be violated.

In addition, food quality includes all other characteristics that determine the consumer value of a product. These include negative properties such as spoilage, contamination, discoloration and unpleasant odor, as well as positive properties such as origin, taste, color, texture and processing method. Thus, quality includes sensory, technological and aesthetic parameters, while safety describes the sanitary, hygienic and toxicological state of the product.

The distinction between the concepts of «safety» and «quality» is very important for the development of state food policy, as it determines the objectives, priorities and nature of the state food control system necessary to achieve national goals in the field of public health protection and consumer confidence.

The issue of food safety has not lost its relevance in human history since ancient times [1]. Initially, food poisoning, infectious diseases and threats caused by food spoilage were observed. In the Middle Ages, for example, during the spread of epidemics, food-related threats led to significant social consequences. Over time, as science and technology developed, the requirements for the quality and safety of food products also became more complex.

Since the middle of the 20th century, the world community has begun to raise food safety to the level of public policy from the point of view of protecting human health. In 1963, the Codex Alimentarius Commission was established on the joint initiative of the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO), and work began on the development and harmonization of international standards.

According to estimates and statistics from the World Health Organization (WHO), about 600 million people fall ill every year as a result of consuming contaminated food, which is every tenth inhabitant of the planet, and about 420 thousand cases end in death. The most vulnerable group remains children: they account for 40 % of the total burden of foodborne illnesses, and each year these illnesses claim the lives of approximately 125,000 children under the age of five [2].

These indicators indicate the scale of the risks associated with non-compliance with sanitary and hygienic standards and technological requirements during the production, storage and sale of food products. In this regard, ensuring food safety is considered one of the most important areas of state policy, requiring an integrated approach that includes effective regulatory regulation, the development of a quality control system and the implementation of international safety standards.

Food safety is a global issue, considered at the national, regional and international levels. In the concept of «from field to table», ensuring safety at all stages of the product's supply to the consumer is considered important for maintaining public health. After all, it is known that the basis of health is safe and high-quality food products [3]. With the rapid development of science, technology and production in the field of food production, the issue of food safety also requires a deeper and more comprehensive consideration. Today, food production and sales are growing massively, so compliance with food safety requirements is more important than ever.

### **Materials and methods**

Before proceeding to the analysis of the issue of food safety, let us consider this concept from a scientific and theoretical point of view. In accordance with the Law of the Republic of Kazakhstan dated July 21, 2007 No. 301-III RKZ «On Food Safety», food safety is interpreted as a state in which there is no unacceptable risk of harm to human life and health, as well as violation of the legitimate rights and interests of consumers. This definition covers all stages of the product life cycle – from development and production to circulation, storage, utilization and disposal, taking into account the likelihood of hazardous factors and the severity of the possible consequences of their impact. This is a legal and scientifically analyzed concept of this concept [4].

Ensuring food safety at the state level is a complex of interrelated legal, organizational, sanitary-hygienic and technical measures aimed at protecting public health, preventing the risk of food poisoning and diseases, as well as preventing the entry into the domestic market of products that do not meet the established quality and safety requirements.

### **Results and discussion**

The functioning of the state control system in the field of food safety in the Republic of Kazakhstan is ensured by the application of the regulatory legal framework, which includes the Code of the Republic of Kazakhstan «On Public Health and the Healthcare System» (2020), the Law of the Republic of Kazakhstan «On Food Safety», the sanitary rules «Sanitary and epidemiological requirements for wholesale and retail food products», as well as technical regulations.

Based on the Law of the Republic of Kazakhstan «On Food Safety», the main objectives of the state policy in the field of food safety are:

- 1 Protecting the life and health of the population from the effects of hazardous food products, materials and products in all stages of their circulation, from production to consumption.

- 2 Providing the population with high-quality and safe food products in accordance with approved sanitary, veterinary and hygienic standards.

3 Preventing the entry of dangerous, substandard and adulterated products that harm human health onto the market.

4. Creating and maintaining an effective system of state management in the field of food safety and quality.

5. Harmonization of national norms and standards with international requirements and technical regulations of the Eurasian Economic Union (EAEU).

6. Formation of a responsible attitude of manufacturers and suppliers to the issues of compliance with safety standards and the introduction of progressive quality management systems (HACCP, ISO 22000).

7. Information provision and education of the population on the quality and safety of food products, protection of the rights and legitimate interests of consumers.

Having analyzed this law, the main directions of state policy in the field of food safety were systematized:

- formation and implementation of a unified strategy for ensuring the country's food and food security;

- establishment of sanitary and hygienic, veterinary and technological standards regulating the circulation of food products at all stages of the production and distribution chain;

- development of mechanisms for state control, monitoring and product supervision from the manufacturer to the final consumer.

The functions of state supervision of food safety are assigned to a number of authorized bodies. In particular, the Ministry of Agriculture of the Republic of Kazakhstan carries out control in the field of veterinary and phytosanitary supervision, ensuring the biological and epizootic safety of products of animal and plant origin.

The Committee for Sanitary and Epidemiological Supervision of the Ministry of Health of the Republic of Kazakhstan carries out control over the safety of finished food products, the conditions of their production and sale, and also carries out sanitary and hygienic supervision over public catering facilities.

The National Expertise Center and accredited testing laboratories conduct laboratory research, examinations and assess the compliance of products with established standards.

The Technical Regulation and Metrology Committee of the Ministry of Trade and Integration of the Republic of Kazakhstan occupies a special place in the food safety system. It performs the functions of an authorized body in the field of technical regulation, standardization, certification and metrological support, ensuring the uniform application of requirements for the quality and safety of food products at the national level.

An important area of activity of the Committee is the organization of a system for confirming conformity. It regulates the work of certification bodies and testing laboratories, monitors the process of accreditation and issuance of certificates or declarations of conformity. Such a system allows you to confirm that food products placed on the market comply with established safety standards.

The main task of state bodies responsible for monitoring the quality and safety of food products is to ensure compliance with legislative requirements, prevent the sale of unsafe, substandard and misleading products, and protect consumer rights from unscrupulous manufacturers.

State policy in the field of food safety is aimed at creating a comprehensive system of regulation and control that ensures the protection of citizens' health, and at forming a stable and open market for food products that meets national and international requirements [5, p. 1023].

If we consider food safety at the interstate level, the Technical Regulation of the Customs Union «On Food Safety» (TR 021/2011) defines food safety as the state of food products that certifies the absence of a risk associated with harmful effects on humans and future generations.

At the interstate level, food safety is ensured through the unification of technical requirements and mutual recognition of standards within economic unions and integration associations.

The most striking example is the Eurasian Economic Union (EAEU), of which the Republic of Kazakhstan is a member. Within the EAEU, a single regulatory framework operates – the Customs Union and EAEU technical regulations, which establish mandatory requirements for product safety and quality. For example, we can mention the following technical regulations:

- TR CU 021/2011 «On Food Safety»;
- TR CU 033/2013 «On Milk and Dairy Products Safety»;
- TR CU 034/2013 «On Meat and Meat Products Safety»;
- TR CU 015/2011 «On Grain Safety» and others.

These documents regulate the permissible levels of pollutants, toxic elements, pesticides, microbiological indicators and sanitary standards [6].

The development and implementation of regulations is coordinated by the Eurasian Economic Commission (EEC). National authorities of member states are responsible for monitoring compliance with the requirements, conducting laboratory tests and exchanging data within the framework of joint Information Systems.

Particular attention is paid to product traceability. For this, electronic systems similar to the Russian «Mercury» and the Kazakh «VetIS» are used, which provide

registration of the movement of goods of animal origin. This allows for prompt control of the origin of products, prevention of fraud and epidemiological risks.

The interstate level is aimed at harmonizing standards and creating a single food space, where the safety of products is controlled according to agreed rules and barriers to trade are reduced.

The modern international system of ensuring food safety is a multi-level structure based on the interaction of specialized organizations, intergovernmental agreements and common standards aimed at protecting consumer health and ensuring fair international trade in food products [7, p. 947].

At the international level, the issue of food safety is under the constant supervision of the World Health Organization (WHO) and the Food and Agriculture Organization (FAO), and these organizations form the international regulatory framework through the Codex Alimentarius standards.

According to the concept of the World Health Organization (WHO), «food safety» is defined as the confidence that food, when prepared and consumed in accordance with its intended purpose, will not cause harm to the consumer.

The World Trade Organization (WTO) regulates sanitary and phytosanitary measures through the Agreement on the Application of Sanitary and Phytosanitary Measures (SPS). The Agreement requires that measures to protect human, animal and plant health be based on scientific principles and that unjustified barriers to trade be avoided [8].

The Codex Alimentarius (Latin «food code»), a set of international standards, guidelines and rules for the safety and quality of food products, developed jointly by the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO), contains the concept of food hygiene. This concept is defined as «the set of conditions and measures necessary at all stages of the food chain to ensure the safety and suitability of food.»

The Codex Alimentarius is a set of international standards, guidelines and codes of practice that regulate all stages of the food chain – from production and processing to storage, transport, labeling and sale.

The provisions of the Code serve as a scientifically sound basis for the development of national technical regulations and sanitary standards, and are also used in trade dispute settlement mechanisms within the World Trade Organization (WTO) [9].

The International Organization for Standardization (ISO), which develops universal standards in the field of food safety and quality management, makes a significant contribution to the development of product quality and traceability infrastructure. Among the most important documents are:

– ISO 22000: 2018» – Food safety management systems», which sets out requirements for risk management and control at all stages of the food chain;

– ISO/TS 22003 – regulates requirements for auditing and certification of food safety management systems;

– ISO 22005 – determines the principles of traceability in the supply chain, which ensures transparency and traceability of products.

– The World Organization for Animal Health (Woah, formerly OIE) occupies an important place in the international control system, its activities are aimed at preventing the spread of animal diseases, controlling zoonoses and protecting public health by establishing international veterinary standards [10, p. 306].

The Global Food Safety Initiative (GFSI) is an additional tool for unifying business trust and requirements. It brings together the world’s leading companies, supermarket chains and food producers, promoting mutual recognition of certification systems (e.g. BRC, IFS, FSSC 22000) and strengthening transparency in global supply chains.

International food safety mechanisms are based on the principles of scientific validity, transparency, mutual recognition and traceability. Their implementation ensures a high level of public health protection, contributes to strengthening global food safety and the development of sustainable international trade relations in the food sector.

Food safety is considered a multi-level system that includes national, interstate and international regulatory levels [11, p. 2132]. Each level has its own objectives, tools and coordinating bodies, but their activities are interconnected and aimed at achieving a common goal. A comparison of the levels of food safety management and regulation is presented in Table 1, which shows the objectives, tools and coordinating bodies that ensure the functioning of the food safety system in the national, regional and international context.

Table 1 – Multi-level structure of food safety management and their characteristics

Level	Objectives	Main tools	Governing bodies
State	Protect public health, internal quality control	Laws, technical regulations, HACCP, ISO 22000, laboratory control	Ministry of Agriculture, Ministry of Health, National Expertise Center
Interstate (EAEU)	Harmonize requirements and eliminate trade barriers	EAEU technical regulations, joint inspections, electronic systems of veterinary control	Eurasian Economic Commission, National Supervisory Authorities

International	Harmonize standards and protect consumers globally	Codex Alimentarius, ISO, SPS agreement, GFSI, WOAH veterinary standards	FAO, WHO, WTO, ISO, WOAH
Note: Compiled by the author			

### Conclusions

Currently, the concept of «food safety» is considered as a comprehensive approach to risk management along the «food chain», covering all stages from production to consumption. At the international level, the World Health Organization (WHO) defines food safety as the assurance that food, when prepared and consumed in accordance with its intended purpose, will not cause harm to the consumer. The Codex Alimentarius, developed jointly with the Food and Agriculture Organization (FAO), complements this definition and emphasizes the need to comply with sanitary and hygienic requirements, prevent, eliminate and control biological, chemical and physical hazardous factors.

At the interstate level, in the technical regulation of the Customs Union 021/2011 «On Food Safety», safety is interpreted as the absence of an intolerable risk that may harm human health under normal conditions of use.

At the state level, in the Law of the Republic of Kazakhstan «On Food Safety», this concept is defined as the absence of a hazard that may harm human life and health, taking into account the probability of the occurrence of a hazardous factor and the severity of its consequences. Thus, although the definitions in these documents vary, they are all united by a common goal: to protect the health of consumers and ensure comprehensive safety throughout the entire food supply chain.

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## **ТАМАҚ ӨНІМДЕРІНІҢ ҚАУІПСІЗДІГІ КӨП ДЕҢГЕЙЛІ БАСҚАРУ ЖҮЙЕСІ РЕТІНДЕ: МЕМЛЕКЕТТІК, МЕМЛЕКЕТАРАЛЫҚ ЖӘНЕ ХАЛЫҚАРАЛЫҚ ДЕҢГЕЙЛЕР**

*Мақалада «тамақ өнімдерінің қауіпсіздігі» және «тамақ сапасы» ұғымдарының ғылыми-теориялық мазмұны мен айырмашылықтары талданады. Тамақ өнімдерінің қауіпсіздігі адам өмірі мен денсаулығын сақтауға бағытталған санитарлық, гигиеналық және токсикологиялық талаптардың жиынтығы ретінде қарастырылса, ал сапа ұғымы өнімнің тұтынушылық қасиеттерін – дәмі, түсі, иісі, құрылымы және шығу тегі сияқты сипаттамаларды қамтиды. Зерттеуде тамақ өнімдерінің қауіпсіздігін қамтамасыз ету жүйесі ұлттық, мемлекетаралық және халықаралық деңгейлерде қарастырылып, олардың мақсаттары, негізгі құралдары мен үйлестіруші органдары салыстырмалы түрде сипатталған.*

*Қазақстан Республикасындағы тамақ өнімдерінің қауіпсіздігін қамтамасыз етуге бағытталған мемлекеттік саясаттың құқықтық және ұйымдастырушылық негіздері, сонымен қатар Еуразиялық экономикалық одақтың техникалық регламенттері мен халықаралық ұйымдардың (FAO, WHO, ISO, Codex Alimentarius, WTO, WOAH) рөлі ашып көрсетіледі. Автор тамақ өнімдерінің қауіпсіздігін сақтау жаһандық және ұлттық деңгейде қоғамдық денсаулықты қорғаудың, тұтынушылар сенімін арттырудың және азық-түлік нарығының тұрақтылығын қамтамасыз етудің маңызды тетігі ретінде қарастырады.*

*Кілтті сөздер: қауіпсіздік, тамақ өнімдері, сапа, техникалық регламенттер, мемлекеттік бақылау.*

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## **БЕЗОПАСНОСТЬ ПИЩЕВЫХ ПРОДУКТОВ КАК МНОГОУРОВНЕВАЯ СИСТЕМА УПРАВЛЕНИЯ: НАЦИОНАЛЬНЫЙ, МЕЖГОСУДАРСТВЕННЫЙ И МЕЖДУНАРОДНЫЙ УРОВНИ**

*В статье анализируются научно-теоретическое содержание и различия понятий «безопасность пищевых продуктов» и «качество пищевых продуктов». Безопасность пищевых продуктов рассматривается как совокупность санитарно-гигиенических и токсикологических требований, направленных на защиту жизни и здоровья человека, а понятие качества включает потребительские свойства продукта – такие характеристики, как вкус, цвет, запах, консистенция и происхождение. В исследовании рассматривается система безопасности пищевых продуктов на национальном, межгосударственном и международном уровнях, дается сравнительная характеристика их целей, основных инструментов и координирующих органов.*

*Раскрываются правовые и организационные основы государственной политики, направленной на обеспечение безопасности пищевых продуктов в Республике Казахстан, а также роль технических регламентов Евразийского экономического союза и международных организаций (ФАО, ВОЗ, ИСО, Кодекс Алиментариус, ВТО, ВОАГ). Автор рассматривает безопасность пищевых продуктов как важный механизм защиты здоровья населения, повышения доверия потребителей и обеспечения стабильности продовольственного рынка на глобальном и национальном уровнях.*

*Ключевые слова: безопасность, пищевая продукция, качество, технические регламенты, государственный контроль.*

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