

Study on the Performance Optimization of Food Safety Supervision in Henan Province

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Abstract—In order to improve the efficiency in food safety supervision of Henan government and build a big province in food safety development, this paper analyzed the status quo of food safety supervision in Henan province by SWOT analysis method, and deeply researched on the problems existing in the performance of food safety supervision, and puts forward targeted countermeasures to optimize the performance of food safety supervision in Henan province.

Keywords—food safety; performance of supervision; supervision model; market monitoring

I. INTRODUCTION

In recent years, with the development of market economy and science and technology, the shortage of food supply has been basically solved. However, with the increase of various food forms and types, it has brought many problems to people while promoting the economic development of human industry^[1,2]. Especially food safety issues, such as gutter oil incidents, Hai Di Lao kitchen incidents, milk powder incidents, plasticizer incidents, Chengdu No.7 High School incidents and other food safety incidents emerge in an endless stream. News about food safety issues has repeatedly impacted consumers' fragile and sensitive nerves. Food safety has become one of the hottest topics of concern to Chinese residents^[3]. Some illegal manufacturers use various means such as food additives, heavy metals, and microorganisms to make fakes. And unfair competition with regular manufacturers in the market circulation, causing economic losses to the formal manufacturers, disrupting the market order of the food industry, hindering the pace of healthy development of the food industry^[4]. In addition, With the process of economic globalization, food safety issues will also affect China's good reputation in the international market and restrict the future economic and trade development of China's food industry^[5-7]. Henan Province is population and consumption big province; it's of great significance to explore ways to optimize its food safety supervision performance.

II. ANALYSIS ON THE CURRENT SITUATION OF FOOD SAFETY SUPERVISION IN HENAN PROVINCE

Since the founding of the People's Republic of China, China's food safety supervision can be roughly divided into four stages: centralized supervision in 1949-1995, decentralized supervision in 1995-2003, subsection supervision in 2003-2013, and unified supervision from 2013 to the

present^[8]. Henan province is still in the transitional period of reform, implementing the mode of segmented supervision combined with the mode of whole-process integration supervision. Originally, the focus of the reform in 2013 was to change the sectional supervision mode into the full-process integrated supervision model, so as to eliminate the redundancy and unclear division of powers and responsibilities of the previous supervision departments. However, in the actual implementation of the reform, the leading role of the General Administration of Food and Drug Administration in food safety supervision has not been reflected, resulting in the embarrassing situation that there is neither the power to establish regulatory standards nor the power to actually supervise, which makes the role of comprehensive supervision and organizational coordination empty talk. At the same time, there are too many departments in Henan Province for food safety supervision, and the division of main functions is unclear, which leads to the fact that on the one hand, each regulatory body crosses the border and competes for supervision power under the drive of economic interests, and they shift responsibilities from each other and do not take responsibility in the event of security incidents; on the other hand, multiple regulators are simultaneously supervising the same kind of food in the same link, but they refuse to communicate with each other and transmit information, forming a situation in which they are in charge of each other and at the same time increase the cost of law-abiding.

Regulatory departments are administrative departments established according to the requirements of relevant laws. Simply speaking, the original intention of their establishment is administrative law enforcement. However, in order to truly realize the functions of relevant departments in actual supervision, it is necessary to combine the local political, economic and cultural characteristics of Henan Province and the needs of relevant stakeholders. This paper analyzes the internal and external environment of the regulatory authorities in Henan Province from the four dimensions of work performance, relevant stakeholders, internal management and learning and growth by combining SWOT analysis and understanding of the organization of Henan's regulatory authorities (Table1).

TABLE I. SWOT ANALYSIS OF FOOD SAFETY SUPERVISION DEPARTMENT IN HENAN PROVINCE

Dimension Internal Conditions	Strengths	Weaknesses
Work performance	Key links/Multiple supervision, Over-all consideration/ Scientific budget	Regulatory fault phenomenon, Administrative expenditure redundancy
Stakeholde-rs	Administration promotes law-abiding management, Strong awareness of consumer rights protection	Increased cost of regulatory compliance, Difficult to achieve the satisfaction of the masses
Internal Manageme-nt	Investment of regulatory resources, Application and promotion of information system	Repeated waste of regulatory resources, Information blocking, Low system utilization rate
Learning and Growth	Establish a learning organization,Strengthen law enforcement training	Lack of professional supervisors, Low understanding of training and insufficient feedback
Dimension External Environm-ent	Opportunities	Threats
Work Performance	Food market safety may be improved, System finance/ budget management	Imperfect budget system, Lack of flexibility in regulatory resources
Stakeholde-rs	Enterprises' awareness of legal operation is expected to be improved, Requirements for enforcement satisfaction	Accountability risk may increase, Improving the quality of law enforcement officers
Internal Manageme-nt	Improvement of informationization level,Operating system professional requirements improvement	Customer requirement procedure simple and fast, Requirements for professional level
Learning and Growth	Relatively perfect incentive system, Multi-form learning communication	The aging of grass-roots cadres, Lack of compound talents

III. PERSPECTIVE ON SAFETY PROBLEMS EXISTING IN THE PERFORMANCE OF FOOD SAFETY SUPERVISION IN HENAN PROVINCE

In the performance management of food safety supervision in Henan Province, there are generally weak points of narrow evaluation scope, fuzzy evaluation subject and incomplete norm of evaluation. The overall evaluation framework system of food safety supervision performance in Henan province designed in this paper comprehensively solves these weaknesses. The application of the overall performance evaluation framework reflects the following problems in the performance of food safety supervision in Henan Province:

A. *The Immature Regulatory Model and Decentralized Functions of the Regulatory System*

As the food safety supervision and management mode in Henan Province is not mature yet, the supervision of each link in the food supply chain can't be reasonably and effectively linked up. For example, on the supervision of livestock and poultry products, the Ministry of Agriculture, the Administration of Industry and Commerce, the Ministry of Commerce, the Bureau of Quality and Technology Supervision, the Ministry of Health and other regulatory bodies are responsible for supervision. The supervision function of the same product in the same link is separated and supervised by multiple regulators, but the responsibilities of each department are not clearly defined. Regulators' separate actions lead to inefficient supervision, duplicate supervision and blank supervision. On the one hand, it increases the supervision cost of government departments, on the other hand, it also increases the law-abiding cost of regulatory objects.

B. *Lack of Authority and Practicability of Regulatory Standards*

On the one hand, the food safety standards of Henan Province include the food hygiene standards and food quality standards formulated by the Ministry of Health, the Ministry of Agriculture and the Bureau of Quality and Technical Supervision. On the other hand, they are divided into national standards, local standards, industry standards and standards formulated by enterprises themselves. This will make consumers feel overwhelmed, do not know which test results are more convincing, and will also make enterprises feel confused, do not know which test standards are more authoritative. At the same time, there is still a great gap between Henan's food testing standards and international standards in terms of accuracy and practicability, which makes Henan's food industry difficult to be in line with international standards, and even makes it difficult for Henan's food industry to enter the international market, which restricts the healthy development of Henan's food industry.

C. *The Supervision System is Imperfect and the Certification System isn't Systematic*

Food quality and safety certification is indispensable in quality and safety supervision. However, Henan food quality and safety certification system has obvious defects in certification system, certification technology and personnel, and certification management consciousness. On the one hand, Henan Province lacks a perfect system of food quality and safety standard certification system, and the technical resources of quality and safety certification are relatively scarce, and the training and resource allocation of relevant professionals are not in place, resulting in insufficient professional knowledge of certification personnel, inadequate technical and basic

resources support, which makes it difficult to meet the requirements of food quality and safety certification. On the other hand, due to the unsystematic government certification system and the relative shortage of certification technology and personnel, some business entities lack the awareness of quality and safety certification, focusing only on the immediate economic benefits, not on the practical effects of food quality and safety certification.

D. The Stakeholders in the Food Supply Chain Lack the Initiative to Participate

On the one hand, the government has introduced various laws and regulations, testing standards and other rules and regulations, and frequently carried out various special, regular or irregular spot checks, resulting in enterprises tired of "passive" acceptance of inspection, lobbying various regulatory departments in the process, to improve the cost of operating enterprises to comply with the law. On the other hand, consumers are the biggest victims of food safety incidents, but only a small number of people will take relevant measures to protect their rights, and these small numbers of people often give up their rights because of the blockage of consumer complaints and reporting channels. Meanwhile, the food safety problems that broke out in Beijing Jinsongdian and Sun Palace stores in Haidilao in the middle and late of 2017. Haidilao's quick response and sincere apology calmed the anger of a large number of consumers. Haidilao's crisis public relations made the voice of forgiveness overwhelm criticism. Through this rapid turn of public opinion, we can see that consumers have formed a typical Stockholm syndrome concept of "no right or wrong, only worse" after experiencing persistent food safety violations. Clearly, food safety incidents have occurred in Haidilao, but consumers have easily lowered the bottom line, improved tolerance and even abandoned it because of the so-called psychological comfort. Its own legitimate rights and interests.

E. The Third-Party Inspection and Monitoring System is not yet Perfect

At present, Henan Province is a government-led inspection and monitoring organization, and the awareness of food enterprise operators is relatively weak, resulting in food enterprise producers and operators and food industry-led third-party inspection and monitoring agencies are very few, and even some enterprises fake for economic interests, evading inspection in various ways, Henan Province can be seen. The third-party testing system is not yet perfect, and the testing power and resources are relatively weak. At the same time, in the process of logistics transportation, the traditional methods of food quality and safety inspection and monitoring in Henan Province mainly adopt the sports and surprise methods, and there is no consistent inspection and monitoring for enterprises in the food supply chain, which makes enterprises have a series of lucky mentality to avoid inspection and detection in the logistics transportation link, and forms the "broken chain" problem of food supply chain quality and safety.

IV. COUNTERMEASURES AND SUGGESTIONS ON FOOD SAFETY SUPERVISION IN HENAN PROVINCE

A. Improving the Access Threshold of Food Safety Supervision and Strengthening the Supervision of Food Market

In order to effectively curb the infringement of consumers by food operators, the government regulatory authorities should start from the fundamental point of view, improve the market access threshold of food production and processing enterprises, strictly enforce the access mechanism, and strengthen the supervision of the food market. On the one hand, we should formulate legal management norms for different food transactions according to different categories, strictly examine the entry qualification of food operators, register, publicize their names, and link them with personal integrity files, so as to enable food operators to accept double censorship and multiple supervision. On the other hand, improve the tax and punishment system of food business enterprises, require them to fulfill their tax liability according to law, and tax registration; at the same time, punish enterprises that have infringement, such as marketing number and economy, to increase the illegal cost of food business operators.

B. Change the Concept of Government Supervision, Improve Food Safety Testing Standards and Technology

The government should realize the limitations of supervisors, technology and resources, change the concept of supervision, gradually open the market of inspection and monitoring, simplify the official inspection institutions by merging or abolishing, gradually realize the transformation of enterprises, enter the regulatory market, participate in market competition with the third-party inspection institutions, and let the third-party inspection institutions truly become the government's food safety supervision. Left arm and right arm in the process. At the same time, the government should learn from the advanced experience of foreign countries, integrate the relevant standards of food safety, and improve a set of food safety testing standards as soon as possible, so as to ensure the independence of third-party testing institutions, and also help to enhance the credibility of the government. In addition, efforts should be made to invest more in detection technology and funds in remote areas, to make up for the lack of professional equipment and technical personnel, and to enhance the detection and supervision capacity of grass-roots supervision departments.

C. Perfecting the Standards and Norms of Food Safety Supervision and Optimizing the Construction of Supervision Information Platform

Through the full coverage of the Internet, we will implement a unified e-government planning and construction for food safety supervision departments at all levels in Henan Province, build a special government network for food safety supervision covering the whole province, and set up functional modules such as collaborative office and data analysis and summary, plan and set up unified regulatory norms and standards, so as to avoid duplication of investment or blank problems in the follow-up construction. In addition, a province-wide food safety supervision information database is established to provide corresponding technical support services

for the supervision departments in Henan province, to ensure that all regions and departments can achieve interconnected access, as well as information exchange, sharing and integration, to ensure the smooth construction of information projects, as well as effective management in the later period.

D. Widening the Channels of Reporting Complaints and Perfecting the Mechanism of Safeguarding Rights

In order to enhance the participation enthusiasm of stakeholders, the government regulatory authorities should broaden the channels of monitoring and reporting illegal acts, and improve the consumer rights protection mechanism. On the one hand, relevant food trading platforms are encouraged to plan and set up relevant functional modules such as safeguarding rights and reporting to ensure the legitimate rights and interests of consumers, so as to ensure that the infringement of consumers' daily life can be quickly solved, and at the same time make up for the loopholes in real-time monitoring by the regulatory authorities, and deal with the gap in consumer protection of rights. On the other hand, for products with low cost, high technology content and high identification costs, food operators can be required to provide evidence, which can solve the problem of information asymmetry in food transactions and difficult proof for consumers. In addition, small suit procedure can be implemented for food safety infringement cases with small disputes, clear facts and small amount of money involved. While resolving the problem of consumers abandoning their rights because of the high cost of safeguarding rights, the relevant safeguarding mechanism of consumers can be perfected to protect consumers' legitimate rights and interests from the root.

E. Construct the Development Platform of Third-Party Testing Institutions and Improve the Credit Evaluation System

By learning from the successful experience of many third-party platforms, we can build a third-party detection platform, which allows all third-party detection platforms with qualification certificates to join the platform, set up relevant project categories and information interaction function modules in the platform, list the detection projects undertaken by each testing institution in detail, so that users can quickly and effectively screen suitable third-party detection institutions. At the same time, the test results are also publicized through the platform for users to inquire. We should guide the transparency of government regulatory activities, the fairness of competition among third-party testing institutions, and the

benignization of the development of the testing market. In addition, we should optimize the platform's credit evaluation system, carry out credit rating for testing institutions, construct lifelong credit archives, regularly release detection information and recall information of problematic products to the public, timely expose the dishonest behavior of testing institutions, and enhance the conscientiousness and independence of testing institutions.

V. SUMMARY

“Hunger breeds discontentment”, food safety bearing livelihood event. Food safety supervision must be implemented in practice. In order to continuously improve the performance of food safety supervision in Henan Province, it is necessary for relevant departments to improve the food safety supervision system and strengthen supervision, as well as for all walks of life to participate in supervision. In order to build Henan Province into a big food safety province, the government should not only strengthen supervision, but also strengthen the concept of green development education for participants in all sectors in order to promote sustainable development.

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