



A Study on Food Safety Regulation Policy Implementation Based on Smith's Model

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Abstract. The issue of food safety is closely linked to public safety and health, and has been a common focus of attention. In recent years, food safety incidents have occurred frequently and food safety issues have stood at the forefront of the attention of the whole society. The reason for this is that there are many obstacles in the implementation of food safety regulation policies. This paper uses the Smith model to analyze the impact of food safety regulation policy implementation from four aspects: idealized policy, implementation agency, target group and policy environment, and makes relevant suggestions for policy implementation to make up for the shortcomings in the current food safety regulation policy implementation and provide a more solid guarantee for the safety and health of the public.

Keywords: Smith model · food safety · policy implementation

1 Concept Definition and Theoretical Foundation

1.1 Smith's Policy Implementation Process Model

In his 1973 paper “The Policy Implementation Process”, Thomas B. Smith, a leading American policy scientist, first proposed a theoretical model of the factors that influence policy implementation, called the “Smith Policy Implementation Process Model” [1] (see Fig. 1). The idealized policy, the implementing agency, the target group, and the policy environment are the four key factors of this model. From this model, we can see that each factor is interrelated and interacts with each other, and together they form a loop of organic dynamic process [2].

1.2 Important Factors Affecting Policy Implementation

Idealized policy. Idealized policy is an idealized state of the policy maker, which does not take into account any interfering factors and creates a public policy in which everything is in line with the most perfect setting. This type of policy can be completely free from the interference of external factors and can theoretically solve the corresponding problems very perfectly [3]. The idealized policy includes the form of the policy, the scope of the policy, the type of the policy and the social image of the policy.

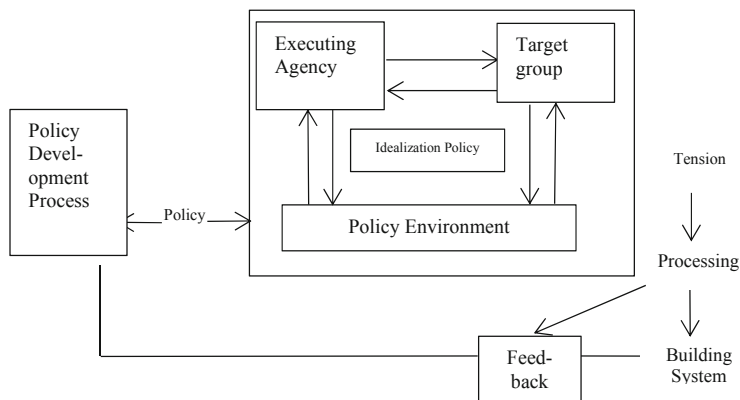


Fig. 1. Smith's model of policy implementation process

Implementing agency. The implementation of the policy will involve several levels of organizations, for example, policy makers, executive level officials, target groups, etc.

Target group. The target group is in most cases the people who are affected by the government's policy in order to achieve a specific purpose.

Policy environment. Policy environment refers to the various external factors involved in the implementation of public policies, including economic environment, political environment, cultural environment, social environment, international environment, etc.

2 The Problems in the Implementation of Food Safety Supervision Policy

2.1 Food Safety Supervision Policy is not Ideal

Whether the policy is scientific is crucial to the effect of policy implementation. Smith believes that the "idealized policy" as the primary factor affecting the implementation of the policy, should be legal, reasonable and feasible. There are two major problems in the implementation of food safety policies.

There is a lag in policy. Sound laws and regulations are the basis and prerequisite for good food safety supervision, but there is a problem of unsatisfactory policies in food safety supervision, and the legal system of food safety is not sound and lags behind [4]. China's first "Food Safety Law" has been implemented for only twelve years, and the supporting laws and regulations are lagging behind, especially the local food safety supervision laws and regulations have serious mismatches and imperfections; following the trend of introducing some legal documents, and not focusing on their practicality and relevance; from the central to local levels, the overall coordination of laws and regulations of various departments is weak, and in the implementation There is the phenomenon of fragmentation.

The effectiveness of policy and law deterrence is low. Food safety hazards have long existed, which is inseparable from the lack of punishment. Although China's government

departments are advocating increased punishment for food safety incidents, due to the current imperfect legal system, the current majority of cases are still mainly based on economic and legal means, with legal means often being placed in a secondary position, resulting in low punishment and reflecting the dignity of the law [5]. In the case of food regulation with low penalties, making the cost of breaking the law much lower than illegal profits, the cost of illegal behavior is small, which allows many food operators to take advantage of.

2.2 The Executive Agencies of Food Safety Supervision Do not Play an Effective Role

The quality of supervisory personnel is not high. Food safety supervision and management work can not be separated from highly skilled, high quality, high standard of supervisory personnel, requiring strong professionalism, but the current food safety supervision work, supervisory personnel lack of relevant professional knowledge, quality varies, some staff rest on the status quo, enterprising spirit is not strong, active learning awareness is not strong, in the face of the complex and diverse food additives supervision work shows the state of incompetence, treating The work is slow and negative, the supervision and management of food safety is half-understood, can not find problems in a timely manner, solve problems, so that the supervision of the work in a formal way, resulting in the supervision of the work effect is poor [6]. The lack of supervisory talent, the professional skills and professional training of supervisors need to be further improved.

The functions of the organization are not clear. At present, China's food safety regulatory system is formed under the planned economic system on the basis of the original functions of various departments to extend, taking the "segment management as the main, supplemented by variety management" approach to implementation. But this institutional arrangement in the actual supervision of many drawbacks. The existing law on the definition of the responsibilities of each department is not clear, only from the macroscopic division of the approximate scope of each department, and each functional department is in tandem with the way of implementation, the lack of unified supervision. Food safety supervision involves multiple departments, and is prone to omissions and duplication of supervision. When implementing food safety policies, departments will compete with each other when they see benefits, but will pass the buck to each other when they encounter food safety incidents.

2.3 Differences in the Perceptions of Target Groups in Food Safety Regulation

The implementation of food safety policies is constrained by the instability of target groups who are indifferent to or opposed to the policy or its actions.

Target groups are oblivious to food safety policies. In the implementation of food safety policies, many businesses adopt an indifferent attitude toward the policy, and are still willing to take the chance that the resulting food safety problems will violate the law. Food enterprises should be an honest enterprise, but in the face of huge commercial profits, some businessmen's sense of responsibility continues to decline, some food production operators in order to maximize profits, no business ethics, ignore the quality

of food safety, do not consider the consequences of people consuming substandard food, resulting in violations of the law from time to time, food consumption safety environment is not optimistic.

2.4 Food Safety Supervision Policy Implementation Environment is Poor

Policy in the implementation of environmental factors will be affected. From the frequent occurrence of food safety incidents in China, the impact of the environment on the implementation of food safety supervision policies can not be ignored.

Low third-party participation. The government plays the role of “helmsman” and “paddler” in food safety supervision policy, NGOs and consumers rarely have the right to participate in decision-making, food production and operators passively accept supervision, consumers passively accept the results of supervision, in food They do not have a say in food safety regulation and are often unable to assert their rights when they encounter food safety problems. Many consumers lack awareness of their food safety rights, and even when they encounter food safety problems, they admit to their own misfortune. This suggests that consumers, as important participants in food safety regulation, have been passive in food safety regulation, and that it is a very important issue to enhance consumer participation in food safety regulation. For some of the major food safety incidents in recent years, the power of NGOs and consumers has not been brought into play, and finally, the inefficiency of policy implementation has led to the frequent occurrence of food safety incidents. In fact, NGOs and consumers are closer to real life than the government and are able to access relevant food safety information in the first place. Although NGOs and consumers in China are increasingly willing to participate in food safety regulation, in practice, the time cost and effort of joint participation is not proportional to the results, therefore, at present, joint participation in food is limited to food safety in China Knowledge dissemination.

3 Food Safety Policy Implementation Path

3.1 Improve and Perfect Food Safety Supervision Policies

Food safety supervision is more complex, and only when food safety supervision laws and regulations are sorted out can food safety be supervised from multiple perspectives, thus forming a perfect food safety supervision legal system [8]. First, focus on investigation and research. Strengthen the link between food safety regulation policy makers and grassroots implementers of food safety regulation policies. Policy makers should develop food safety regulation-related policies based on the current food safety situation and the dilemmas faced when implementing them at the grassroots level, so as to achieve the ultimate goal. Second, improve the existing food safety regulatory policies. Individual legal provisions on food safety regulation that have laws but no penalties should be improved in a timely manner. Finally, real-time adjustment of the anachronistic food safety supervision laws and regulations to ensure the healthy and long-term operation of food safety supervision policies.

Increase penalties and raise the cost of violations. To deepen law enforcement, the regulatory authorities should uphold the "both the symptoms and the root cause of the

problem, focus on the root cause of the problem, the concept of proactive" purpose, strict supervision in accordance with the law, adhere to the legal duties must be, the law is not authorized not to do, and effectively fulfill their regulatory responsibilities, strengthen the daily supervision and management. It should also further improve the means of law enforcement, constantly improve the efficiency of law enforcement, for illegal events, to find one, file a case, will find the results of timely disclosure to the public, adhere to maintain a high pressure to crack down on punishments for food safety violations, the maximum curb illegal behavior. The Market Supervision Administration should always take food safety as an important task and strictly implement the central government's "four strictest" and "punishment to the person" requirements to strengthen the punishment for violations and to put a "safety cap" on the people's food intake. The "safety cap" for the people's "safety on the tip of the tongue" escort [9].

3.2 Building an Efficient Food Safety Supervision and Enforcement Agency

The organization and individuals of the executive body should be reformed and improved to improve the efficiency of policy implementation. Strengthen business training and improve the professional quality of supervisors. Strengthening the quality of training and education for regulators is essential, in order to enhance the knowledge base of regulators, special training and legal practice training can strengthen theoretical learning, improve theoretical level, master and proficient application of legal code, strengthen strict law enforcement, strengthen the sense of supervision, is the work responsibilities and obligations of every regulator to fulfill. At the same time, but also to carry out practical training, practice is the source of understanding, but also the purpose of understanding, after the training of the regulatory points of training to carry out the assessment, to truly achieve theoretical and practical, learning to use, learning to apply. In addition, to further strengthen the construction of professional ethics of supervisory personnel, and actively involved in regulatory work, and effectively administrative in accordance with the law, always tighten the line of professional ethics to ensure that the supervision of food additives are carried out in accordance with the requirements of the law and ethics, for the people to do practical, real work, to protect the "safety of the tongue.

Improve multiple management, the proposed "unified, authoritative, efficient" food safety regulatory system. Through institutional reform, the number of food safety regulatory agencies should be reduced to achieve the goal of streamlining and efficiency. If this goal is to be achieved, consider unifying food safety legislation and solving the problems of the enforcement model through legislative means. Strengthen the whole process of supervision and effectively solve the crossover and confusion of food safety supervision, forming a "unified national leadership, local responsibility, departmental guidance and coordination, and joint action". The only way to eliminate the "gap" between the various departments, in order to implement the responsibility.

3.3 Standardize the Target Group of Food Safety Supervision Policy

Integrity education for food enterprises. In food safety supervision, moral constraints and legal construction are mutually reinforcing. The government should vigorously carry out moral education and social guidance in the food industry, focusing on the importance

of integrity to food enterprises, improving the moral quality of food industry personnel, and strengthening the self-discipline of target groups in the food industry.

Strict disciplinary mechanism for food enterprises. When there is a breach of trust in food safety by the target group - food enterprises and individuals - it can be exposed through the news media, and any violations of food safety-related laws and regulations should be referred to the judicial authorities to pursue the legal responsibility of the production operator. If there is a food enterprise that has committed a serious violation of the law or a major food safety accident, other producers with joint and several responsibilities will be held legally responsible, and if they constitute a crime, they will be referred to the judicial authorities for criminal prosecution.

3.4 Optimize the Environment for Food Safety Supervision and Policy Implementation

Initiating a pluralistic social governance to enhance food safety supervision. The government, the “visible hand” is not omnipotent, it also exists when it fails. Therefore, the power of the third party should be brought into play, requiring the active participation of non-governmental organizations and citizens to make use of their advantages of rapid access to information, efficiency and convenience to make up for the government’s information lag, inefficiency and other defects. In the new media age, people can learn about food safety through a variety of media at any time and anywhere. It is important to continue to improve the influence of the media and to play the role of the media in conveying information accurately so that consumers can use the right methods to protect their legitimate rights and interests [10]. We should build a system of multi-faceted food safety governance, get the maximum convention around multi-faceted food safety interests, form a common development concept, a common action plan and a common action plan, and ultimately share the results of multi-faceted governance actions so that consumers can gain a sense of security and satisfaction.

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