

Analysis of the Guangzhou Government's Attention Allocation to Food Safety Management

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Abstract

Food safety is related to the vital interests of society at large and even to the national social order. Attention, as a scarce resource, represents the degree of attention that decision makers pay to a particular matter. Changes in attention allocation are the direct cause of changes in governmental decision making choices. In this paper, by analyzing the attention allocation in regulatory work and synthesizing the analysis of government texts and the actual regulatory work, we try to identify the problems of government attention allocation.

Keywords

Attention; Food Safety Regulation; Grassroots Regulation.

1. Background

"The issue of food safety is related to the life and health of the general public and social stability. The report of the 19th Party Congress clearly puts forward the implementation of food safety strategy, so that people can eat with confidence, and food safety is the top priority of livelihood issues.

As an important public function of the government, food safety supervision is an important public administrative issue to ensure the effectiveness of food safety supervision. The food safety regulatory environment is becoming increasingly complex, food and drug supervision is gradually sinking to the grassroots level, what is the status of the distribution of attention in the regulatory work, and what problems exist that require further reflection.

2. Measurement of Attention

As an abstract concept, attention is difficult to be measured directly. At present, there are three main types of methods for measuring attention: content analysis, case study method and questionnaire measurement method. In this paper, we use "attention allocation" as the starting point to analyze and measure the attention allocation and the change of focus of the Guangzhou government in food safety supervision through the history of food safety supervision in Guangzhou. This paper takes the example of the Food and Drug Administration of Guangzhou City, District T, and explores the distribution of attention in the regulatory work. The analysis of government texts and the actual regulatory work is used to identify the problems of government attention in the area of food safety management, and the causes of these problems are analyzed and recommendations are made.

3. The History of Food Safety Supervision in Guangzhou

Decentralized supervision from 1978 to 2003: During this period, the term "food safety" did not yet exist, but rather "food hygiene". According to the Food Hygiene Law, health departments at all levels were the main responsible departments for food hygiene.

In order to fill the regulatory gap, the Guangzhou Municipal Food Safety Committee was established in 2004, consisting of the departments of pharmacovigilance, health, industry and commerce, planning commission, finance, and economy and trade, to lead and coordinate the city's food safety work.

Since 2013, a new round of institutional reform began in 2013, with the establishment of a "Greater Food and Drug Administration" system at the central level to integrate and coordinate food safety regulatory agencies and functions. The Guangzhou Municipal People's Government followed the pace of the central government's reform and accelerated the reform of the food and drug regulatory system, optimizing the allocation of resources and promoting the decentralization of supervision.

4. Distribution of Attention in the Supervision Work

By combing the history of changes in food safety supervision in Guangzhou, it can be seen that the main department responsible for food safety supervision in Guangzhou at present is the Food and Drug Administration. Under the background of deepening the reform work of the large ministry system, the food safety supervision work is gradually sunk to the grassroots supervision units.

T District Food and Drug Administration has 12 sections, food and drug supervision and management offices in 21 streets, and one law enforcement brigade. Food and drug supervision in the level of classification is generally divided into three categories: a class of offices, two types of offices and three types of offices. y supervision offices belong to a large class of offices. Food and drug supervision offices are equipped with four to six civil servants, a class with 10 co-managers, and a second class with 5-7 co-managers.

Clear responsibilities are the prerequisite for measuring the distribution of the attention of grassroots food safety supervisors. By referring to the description of the responsibilities of the grassroots food and drug offices and by combining their own work experience observations, some abstracted responsibilities are organized and transformed into specific daily responsibilities of Y food and drug offices.

Table 1. Types of responsibilities of Y Food and Drug Administration

No	Duties
1	Administrative approval matters
2	On-site verification
3	Daily inspection and supervision and special inspection
4	Complaint reporting cases and handling of emergencies
5	Other internal affairs such as archives, writing and organizing documents
6	Internal meetings
7	Supervisory data and information reporting
8	Higher or street meetings, training activities and publicity activities

Using half a day as the unit of attention allocation for grassroots law enforcement officers, the monthly work attention allocation for the closest member of the supervisory office is collated against the work duty table. Code A indicates the director level, code B represents the section member level, and code C represents the co-manager. The unit is 1/2 day, e.g. code A1 is assigned a total of 14 half days in duty 1.

As the end of government policy implementation, the food and drug administration is also the bottom level under the section hierarchical organization structure, and its work attention distribution presents the following 2 characteristics.

Table 2. Work attention allocation table

Personnel Code	Duties 1	Duties 2	Duties 3	Duties 4	Duties 5	Duties 6	Duties 7	Duties 8	Summary
A1	14	2	2	3	4	4	4	7	40
A2	7	12	4	3	4	6	2	2	40
A3	7	8	4	4	10	3	2	2	40
B1	2	2	8	14	4	6	2	2	40
B2	12	8	4	4	4	6	1	1	40
B3	16	4	4	2	8	4	1	1	40
C1	12	12	2	1	7	4	1	1	40
C2	10	2	2	1	16	4	4	1	40
C3	4	12	4	10	4	4	1	1	40
C4	16	4	2	4	8	4	1	1	40
C5	4	8	4	6	12	4	0	2	40
C6	4	10	8	7	3	6	0	2	40
C7	2	12	4	4	8	4	4	2	40
C8	2	3	4	12	8	6	4	1	40
C9	4	3	6	7	10	4	5	1	40
C10	2	3	4	12	6	6	6	1	40
Aggregate	118	105	66	94	116	75	38	28	640
Percentage	18.44%	16.41%	10.31%	14.69%	18.13%	11.72%	5.94%	4.38%	100.00%

① As a grassroots unit in the government agency that directly interacts with the public, the work of the FDA needs to comply with the rules under the section hierarchical structure system. The grassroots unit achieves the legalization and institutionalization of its behavior through the rules of the section-level organization. To avoid the risk of external accountability, grassroots units tend to prioritize their behavioral choice decisions in response to the demands of their superiors.

② As a group of street bureaucrats, the grassroots units face an open street space with extreme mobility and high subject diversity, and the street bureaucrats are also always in a changing social context, and the work attention of the grassroots units is easily affected by external environmental pressure. The external environmental pressure faced by the FDA mainly comes from administrative counterparts, news and public opinion, complaints and reports, and emergencies. Due to the high pressure of work brought by insufficient resources that tends to delay administrative efficiency, the grassroots units have to redistribute their work attention to adapt to the real situation.

5. Problems in the Distribution of Attention

From the perspective of the regulatory body, the government's attention is biased toward monolithic dominance. The Guangzhou government's attention to food safety management is biased toward the government itself, i.e., strengthening its own functions in supervision, and not paying much attention to absorbing social forces to participate in food safety supervision.

In terms of regulatory tools, the government's attention is biased towards administrative instructions. In the process of government participation in food safety supervision, administrative instructions and public services are important means. The deployment planning of food safety management is biased towards management and control, with administrative approval, administrative punishment and supervision and management actions taking up a

large proportion of the attention, while the service function is relatively low in terms of public service supply. At present, the Guangzhou Municipal Government still favors administrative means rather than service means in food safety supervision.

6. Conclusion

Food safety has always been a hot issue for people's livelihoods. The thesis takes attention as an entry point to explore and analyze the attention allocation of the Guangzhou government in food safety regulation. This research on attention can provide new ideas for interpreting policy texts. However, there are not many studies on government attention in the existing literature, and even fewer studies on the government's attention allocation to food safety regulation. The paper analyzes government food safety regulation from the perspective of attention allocation, which can provide a research perspective for improving and improving government regulation. However, when this paper explores the attention allocation of regulatory work by taking food and drug administration as an example, it lacks data comparison of different regional objects, and the research method is too single with weekday enforcement as the main focus.

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