

Research on the Governance Structure of Agricultural Product Quality and Safety in the Circulation Field under the Background of Focus Shift-Down

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Abstract: Agricultural products play an irreplaceable role in the whole food supply chain. Therefore, the safety of agricultural products has a direct impact on the national economy and people's livelihood, and is a major issue of widespread concern in the society. At present, it remains a significant challenge for all sectors of society to participate in the initiative and autonomy of governance practice and to give full play to the functions of grass-roots organizations. This suggests that in order to further promote the focus shift-down, of agricultural product quality and safety governance, it is necessary to build a new grass-roots governance system through resource sinking, demand response, autonomous co-governance, and intelligent governance, etc., so as to improve the governance ability of agricultural product quality and safety in China.

1. Introduction

In the past few years, the safety risks of agricultural products and the resulting safety incidents have become one of the biggest social risks in China. The safety of agricultural products has also attracted great attention from the society and the country. The fourth Plenary session of the 19th CPC Central Committee especially emphasized the need to strengthen the safety supervision of agricultural products, and demanded that it be regarded as an important part of improving the public safety system. The safety of agricultural products is not only closely related to the lives of the people, but also affects the stable development of the society. Furthermore, the fourth Plenary session of the 19th CPC Central Committee clearly pointed out that promoting the modernization of the national governance system is an important strategic task at present. In addition, we should attach great importance to and strengthen the construction of community governance system, because it is not only an important part of the national governance system, but also a basic part. This contributes to the gradual establishment of a basic level of social governance and the establishment of a more efficient and benign interaction between the government and society and residents in governance. With the development of agriculture and rural areas in China entering a new period, it is necessary to adhere to the idea of coexistence of quantity and quality to take the scientific concept of development as an important principle and to build modern rural areas and agriculture. The supervision of the quality and safety of agricultural products is related to the

efficiency and income of farmers, not just to people's health, which is also closely related to whether China is sure to further consolidate the results of poverty alleviation. In addition, in the work of quality and safety management of agricultural products, the field of production should be paid attention to, and the field of circulation should be emphasized as well. Only in this way can the goal of promoting the healthy development of agriculture under the socialist market economy be truly realized.

It is worth noting that we should fully understand the connotation and significance of “promoting the focus shift-down of social governance to the grass-roots level”, so as to constantly promote the improvement and improvement of the quality and safety of agricultural products. This is of great significance not only for the development of agriculture, but also for improving China's grass-roots governance ability, improving the modernization level of governance, and improving the quality of life of the masses.

2. Focus Shift-Down of Agricultural Product Quality and Safety Governance: Concept Definition and Research Status

2.1 Definition of Focus Shift-Down in Agricultural Product Quality and Safety Governance

2.1.1 Quality and Safety of Agricultural Products

In a general sense, agricultural products are agricultural products, such as rice, corn, wheat, potatoes, sweet potatoes, and all kinds of native products, which are common in daily life. While the agricultural products we are talking about in this study only cover those that are identified as primary agricultural products in accordance with the relevant national regulations, that is, those that need to be reprocessed are not included.

Almost all food supply chains contain agricultural products, which shows the importance of quality and safety. Specifically, agricultural products are required not to contain any ingredients or substances that threaten or may pose a threat to human health and life, including causing a variety of acute and chronic diseases, which will have a health impact on consumers in the future and even future generations. The quality and safety of agricultural products has a significant nature of public goods, because of its indivisibility of utility, non-competitiveness of consumption and non-exclusiveness of income. ^[1]

2.1.2 Focus Shift-Down of Social Governance

The so-called social governance is that various social subjects, including governments, enterprises, social organizations, community organizations, individuals, etc.. effectively restrict and guide social affairs and public activities on the basis of full communication, exchange and cooperation, so as to promote the stable operation of society and maximize public interests. What's more, the so-called focus shift-down of social governance is to gradually bring this remainder and guidance closer to the grass-roots level, fully integrate autonomy and co-governance, and achieve better governance results.

2.2 Research Status of Agricultural Product Safety Governance

Chen Yanyan holds that the quality and safety of agricultural products is a very complex issue, which requires the government to focus on the construction of quasi-disorderly market, and based on this, gradually establish a sound regulatory system. In addition, the current situation of China's agricultural discovery, the national policy on agriculture, the powers and responsibilities of government management, as well as costs and benefits should be taken into consideration. ^[1] Li

Changjian argues that in the work of agricultural product safety supervision, the government should always adhere to the goal of building a service-oriented government, carry out continuous reform, and then ensure the effectiveness of supervision from the perspective of institutional improvement. ^[2] Yang Xiaoming uses the game model to analyze the effectiveness of government subsidy mechanism and identification mechanism in improving the quality of agricultural products, and concludes that the choice of government behavior of strong subsidy and strong identification is an effective combination of strategies to achieve high quality of agricultural products. ^[3] Lai Yongbo et al. advocate the “cross-border nature” of agricultural product quality and safety governance through long-term and effective institutionalized cooperation. In addition, it is considered that while playing the main role, the government should promote relevant social organizations, trade associations, third-party organizations, news media and even individuals to participate in supervision. This will help to break through the predicament of unitary governance of the government and make up for the regulatory gap outside the government supervision system. ^[4]

These documents prove that around this subject, theorists have carried out a lot of research, and fruitful results have been achieved, but targeted research on the quality and safety governance system of agricultural products in the field of circulation remains a major challenge.

3. Hindrance of Focus Shift-Down in the Social Governance of Agricultural Products' Quality and Safety

3.1 Weak Grassroots Supervision Conditions

The weak supervision conditions at the grass-roots level are first of all manifested by the shortage of manpower. The quality supervision of grass-roots agricultural products is short of manpower, and experienced and professional personnel are even more scarce, which results in an imbalance in the proportion of supervision objects and law enforcement personnel. This even leads to a regulatory blind spot, because regulators do not match the number of incidents, so the possible hidden dangers of quality and safety may not be able to be actively investigated and detected in time.

In addition, it is also manifested as insufficient material resources. At present, the problem of lack of law enforcement means at the grass-roots level is prominent, and there is little investment in the supervision of the quality and safety of agricultural products, resulting in daily supervision mainly relying on original means such as seeing, hearing, asking and checking. The necessary quick inspection equipment is lacking. The problems such as slow upgrading of testing equipment, backward testing means and low detection efficiency make it difficult for the government to meet the needs of the development of the situation.

3.2 Absence of Main Responsibility

The threshold for market access is low. In the context of the reform of “streamlining administration and delegating powers, combining decentralization and management, and optimizing services”, the market access environment is relatively loose, and the threshold for licensing is relatively low. This, coupled with the fact that the sale of primary agricultural products does not require relevant administrative examination and approval, makes it possible to get a license on the same day. At the same time, the market has set up self-production and self-marketing areas for agricultural products, and some agricultural products can enter the field of circulation without a license. In addition, the rapid flow of personnel, there is no effective traceability mechanism, making it difficult for the subject of responsibility to be identified after the problem.

3.3 Insufficient Construction of Agricultural Product Safety Credit System

The credit system of agricultural production and operation units has not been fully established, and this link is particularly weak for grass-roots supervision. In the actual supervision process, the main administrative penalty taken by regulators is fines, and simple fines can not have too much deterrence to agricultural operators. At the same time, the emergence of the quality and safety problems of some agricultural products is a common phenomenon caused by the lack of source control, and operators can not avoid it by changing the purchase channels. Due to the lack of corresponding credit system for the quality and safety of agricultural products, consumers may not be able to make the best choice because information asymmetry leads to market failure, resulting in a comprehensive evaluation of products. As far as regulators are concerned, if we establish a systematic and comprehensive credit system, we can evaluate the production and operation units of agricultural products, and then carry out different frequency of supervision, so as to improve the efficiency of supervision. For agricultural production and operation units, due to the lack of credit system constraints, driven by interests, some bad units will take advantage of regulatory loopholes, resulting in security risks, the phenomenon of “bad money drives out good money” will gradually form.

3.4 Lack of Effective Social Supervision Mechanism

Most agricultural products management units lack the corresponding agricultural product quality testing equipment and related laws and regulations awareness, self-inspection and self-correction ability is weak. Relative to food and beverage safety, consumers do not pay much attention to the quality and safety of agricultural products. Consumers' consumption choices can play a decisive role in business units, and the improvement of consumers' awareness of the quality and safety of agricultural products can effectively affect the operators' general knowledge of agricultural products safety. However, in the absence of clear quality differences, most consumers often decide their choices on the basis of price, because they do not have the ability to scientifically judge the quality of agricultural products, which forms the effect of bad money driving out good money, leading to a decline in the overall quality of agricultural products. Therefore, not only the regulatory effect cannot be achieved, but it may also cause counter-effects.

4. Focus Shift-Down Path of Social Governance for the Quality and Safety of Agricultural Products

4.1 Resource Sinking: Provide Administrative Guarantee

In order to realize the downward movement of the social governance center, the first thing we should do is the sinking of resources, invest more resources at the grass-roots level, and let the grass-roots level have a greater say in the use of resources. The grass-roots government should constantly strengthen its own construction and increase the human and property investment in the supervision of agricultural products. What's more, it is necessary to equip professional law enforcement personnel, carry out regular law enforcement capacity and professional level training, and add rapid testing equipment and necessary vehicles for the quality and safety of agricultural products, which provide corresponding technical support for law enforcement personnel. Finally, the following measures should be implemented, such as implementing the innovation of the concept, mechanism and way of the supervision system of agricultural products quality and safety as soon as possible, insisting on both supervision and service, strengthening the supervision of government behavior by power organs and supervisory organs, increasing the input of regulatory resources,

establishing a pluralistic supervision model, and improving the lack of government supervision capacity. improve governance performance.

4.2 Demand Response: Empowering the Masses to Participate

In order to provide high-quality public services, the understanding of needs should be at the forefront. Precisely, the demand response requires a clear definition of who to provide services to. The core significance of the focus shift-down of social governance is to better meet the needs of the people. In order to serve the people, we must understand what the masses think and hope. As far as the quality and safety of agricultural products is concerned, what the masses urgently need is the basis to identify the quality of products.

The government should explore the establishment of a unified credit platform. The whole agricultural product industry should be included in the credit information system and the management of the list of serious losers. In addition, untrustworthy units should be listed as key objects of supervision and management. In the aspects of credit financing and industry access, we should achieve the joint disciplinary effect of “once you break your promise, you will be limited everywhere”. This requires wisdom evaluation and joint credit punishment. Specifically, the credit evaluation standards and operation procedures for the production and operation of agricultural products should be formulated, the intelligent evaluation system of credit rating should be developed, the credit rating should be evaluated quickly and publicized. More seriously, units with low credit ratings should be held responsible for interviews, and those with serious circumstances should be punished and blacklisted for key supervision.

Finally, it is necessary to urge the market organizers to implement the daily inspection system of agricultural products in the market and publicize the testing information to ensure the quality and safety of products in the market. In addition, the establishment of an effective traceability system of agricultural products is also a necessary measure, which helps to achieve layer-by-layer traceability and ring responsibility for problematic products, so as to promote the producers and operators of agricultural products to provide high-quality products.

4.3 Self-Government and Co-Governance: Giving All Parties the Legal Right to Participate

Autonomy and co-governance are the two sides of grass-roots governance. On the one hand, grass-roots governance is inseparable from autonomy and return to the dominant position of the people. On the other hand, cooperation and co-governance is also indispensable. Only with the cooperation of the government, enterprises, social organizations and the people can the society develop stably and healthily.

Specifically, we should improve the relevant supporting mechanisms for the quality and safety governance of agricultural products, promote the healthy operation of the social co-governance system, assist market organizers and society to carry out governance activities through the establishment of supporting mechanisms, and carry out reasonable guidance and constraints on governance behavior. in order to improve the quality and safety governance ability of agricultural products. The first is to provide consumer supervision channels to guide consumers to actively participate in supervision. This requires the construction of the public interest litigation mechanism for the safety of agricultural products, the award reporting system and the punitive damages system, smooth the channels for the public to express their interest demands, protect consumers in a vulnerable position, improve the enthusiasm of consumers to safeguard their rights and supervise and report them, and enhance the moral awareness of the whole society. The second is to strengthen the self-discipline of industry organizations. The United States, for example, uses the means of network governance to stimulate the initiative of public organizations, private

organizations and the public as the goal, and to promote autonomy in the network governance structure of relevant subjects through negotiation. Japan has set up a life coordination organization to attract people to participate in governance and is committed to ensuring the safety of agricultural products for ordinary people through consensus. In addition, it promotes the establishment of industry self-discipline organizations, divided by markets, towns (streets), etc., and according to the principle of proximity, fully takes into account such factors as the operation scale, business categories, quantitative rating results of agricultural products management units, and sets up a number of industry self-discipline groups. The group leader and deputy leader are elected by the group members, take the lead in organizing self-discipline and self-inspection of agricultural products, and carry out regular spot checks, purchase account and sales account inspection on the members of the group. The team leader plays an exemplary and leading role in the self-discipline team and supervises the team members to implement the handling and recall of substandard products. Third, it is necessary to strengthen the function of the media and give full play to the role of the media in supervision by public opinion. Therefore, the government also needs to train news media organizations regularly, curb the transaction of improper interests of media practitioners, enhance the ability of the media to convey correct information on the quality and safety of agricultural products to the society, and promote the society to build an effective reputation mechanism.

4.4 Intelligent Governance: Providing Governance Coverage

Smart governance is based on the actual situation and actual needs, the application of the corresponding grass-roots governance means, including all the ways and methods that can be used for grass-roots governance. For example, fine governance, intelligent governance, micro-governance and so on, these methods are important measures to ensure the downward movement of the social governance center.

Strengthen the grid team and clarify the division of responsibilities of each district in accordance with the requirements of comprehensive coverage of territorial management. First, play the role of grid co-management. That is, to establish a long-term safety grid system for agricultural products, publicize the list of personnel and contact information in the responsible area on the spot, carry out daily inspection on a regular basis, and assist law enforcement departments to investigate and deal with illegal acts. The second is to play the role of grid early warning. With the help of a Netcom management grass-roots four-platform linkage platform, if the town street grid staff find violations of laws and regulations in the daily inspection, they can be directly diverted to the grass-roots station through the platform to achieve the first time disposal. The third is to play the role of grid propaganda. Specifically, practical training on the safety of agricultural products at the grass-roots level should be carried out regularly to enhance the business and publicity ability of grass-roots agricultural product safety grids, and to organize grass-roots grid workers to regularly carry out publicity in villages and communities, so as to create a good atmosphere in which everyone knows and participates in the safety and co-governance of agricultural products.

5. Formation of a Multi-Agent Co-Governance Pattern

5.1 Government Departments

The government plays the role of “camel man”, and the attitude of the government determines the level of safety of agricultural products. The regulatory power of the government should be concentrated in the most critical areas, because the management resources are limited. Through the adoption of prohibition, orders, penalties and other compulsory supervision backed by laws,

regulations and state machinery, the most powerful deterrent to the quality of agricultural products. Use the law to endow the relevant market subjects with corresponding rights and obligations, so as to better protect the quality and safety of agricultural products, and be able to implement effective supervision. For example, the main body of agricultural products is required to perform the obligation to explain the products in accordance with the law. At the same time, on the basis of financial support, government departments should improve the relevant laws and regulations system, formulate and manage the quality and safety standards of agricultural products, establish a monitoring and inspection system, etc, so as to effectively adjust the interests and contradictions of the relevant people.

5.2 Operator

Establish a scientific and reasonable management model to form a correct sense of quality and safety management. To ensure that the purchased food agricultural products are environmentally friendly, green and safe. When purchasing, carry on the quality inspection to the product, including intuitive inspection: no decay phenomenon, no special smell; machine sampling: no pesticide, veterinary drug and other chemical reagent residue and so on. They should exercise strict self-discipline in their business practices, do not accept, transport or sell any substandard agricultural products, and put an end to the outflow of substandard agricultural products. In addition, they are required to take the initiative to accept the supervision, restraint and control of other business entities, giving priority to self-discipline and supplemented by self-discipline.

5.3 Social Force

Trade associations seek practical consumption rights and interests of edible agricultural products by consumer groups, and provide them with free consultation and problem investigation service guarantee. Under the premise of unifying the quality and safety standards of edible agricultural products, food should be divided into superior, good, average and poor grades, which should be used as a reference for agricultural product operators, so as to force agricultural product producers to improve the quality of agricultural products. In addition, they should devote themselves to building brands, identifying and identifying good products, improving low quality, attacking poor and substandard edible agricultural products, and establishing food brand effect, so that consumers can select the most suitable products from a wide range of agricultural products.

Media organizations effectively supervise the circulation of agricultural products and timely report unqualified agricultural products so that they cannot form a circulation chain. When there are substandard edible agricultural products in the market and the holders fail to respond in time, media organizations use self-media equipment to expose them in all aspects to create the pressure of public opinion. the holders of substandard products are forced to take immediate measures under the pressure of public opinion. When consumers report substandard agricultural products to media organizations, media organizations visit the authenticity of the response, and still conduct follow-up investigations for consumers after exposing substandard agricultural products, so that victims and other consumer groups have a clearer understanding of substandard products. Most importantly, when unqualified products are improved and meet the qualified requirements, media organizations carry out product image protection publicity for them.

6. Conclusion

The safety of agricultural products is not only an issue of people's livelihood, but also a social and national problem. All sectors of society have the responsibility and power to participate in the

governance of the quality and safety of agricultural products. However, the current governance practice does not achieve the initiative and autonomy of social participation and give full play to the function of grass-roots organizations. Therefore, it is necessary to further promote the focus shift-down of agricultural product quality and safety governance. We should build a new grass-roots governance system through the construction of mechanisms such as resource sinking, demand response, autonomous co-governance and intelligent governance, so as to improve the quality and safety governance ability of China's agricultural products.

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