

Research on the Implementation Deviation of Environmental Governance Policies under the Background of Rural Revitalization

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Abstract. Although the toilet is not large, it is related to people's public safety and health, the quality of the living environment, and the rapid development of the national economy and society. In the context of rural revitalization, China has carried out the "toilet revolution" for many years, and it has produced good results. However, due to the deviation of policy implementation, some difficulties have been caused. Among them, the particularity of Zhuzhou's "toilet revolution" experience is worth our reference, especially the circular economy, standard management, and public cooperation, which can provide some ideas about the common problems of the national "toilet revolution". In the context of rural revitalization, China has carried out the "toilet revolution" for many years, and it has produced good results. However, due to the deviation of policy implementation, some difficulties have been caused. Among them, the particularity of Zhuzhou's "toilet revolution"'s experience is worth our reference, especially the circular economy, standard management, and public cooperation, which can provide some ideas about the common problems of the national "toilet revolution".

Keywords: Rural revitalization; toilet revolution; policy deviation; Zhuzhou.

1. Introduction

As early as 2017, to win the battle against poverty, General Secretary Xi Jinping proposed a rural revitalization strategy. In 2020, China launched a comprehensive battle against poverty, and after several years of efforts, it has achieved achievements that have attracted worldwide attention. However, with the victory of the battle against poverty, how to continue to consolidate the achievements of poverty alleviation and prevent the occurrence of the phenomenon of falling back into poverty has become a difficult problem facing the Chinese government. To this end, the Chinese government has formally deployed the rural revitalization strategy, aiming to promote the comprehensive revitalization of rural areas through measures such as developing the rural economy, improving the rural environment and raising the level of rural governance.

In the process of China's modernization, rural modernization often becomes a key link. The issue of rural development is not only an economic issue but also a social one. It involves many aspects such as the environment, culture, and economy of rural areas. When it comes to the rural environment, most people will have a dirty, messy, and poor stereotype. For the revitalization of rural areas, the central government must rely on policy formulation to promote the market in the countryside. The key to investing is a good impression. Therefore, the construction of a rural environment is particularly important for the policy formulation of rural environment.

China places great importance on policy formulation and implementation but has yet to develop effective measures to address issues in policy implementation. This is particularly true for the new topic of environmental governance, for which there is a lack of experience. Policy formulation and policy implementation are different processes involving different government departments, and information gaps can arise during the transition of tasks, leading to deviations. In the implementation of the Toilet Revolution, the construction and management of toilets is the most difficult issue to address in implementing deviations. Construction is a relatively easy task. In China, there are many tall buildings, but also many abandoned ones. The key issue causing abandoned buildings is a lack of management. "Three parts reliance on construction, seven parts reliance on management." [1]. This quote is a good description of the issue of toilet construction and management. Insufficient planning

for the number and location of toilets, poor quality and outdated toilet facilities, lack of timely cleaning and unrepaired damage, staff with poor attitudes, and non-standardized service processes, are all problems faced in the Toilet Revolution.

Although the overall effect of the Toilet Revolution is good, increasing the scale of toilets, improving the rural environment, attracting external investment, and promoting rural economic development, deviations in policy implementation may result in poor policy effectiveness, and fail to achieve the expected goals of improving public toilet conditions and raising urban environmental sanitation levels. Therefore, it is necessary to strengthen supervision and evaluation during the policy design and implementation process, correct deviations promptly, and take corresponding measures to ensure the smooth implementation and effective promotion of policies. This article hopes to identify common problems in the implementation process of the Toilet Revolution and compare some excellent cases of the Toilet Revolution in different regions to find the correct path of the Toilet Revolution.

2. Analyzing the Environmental Governance Effects of Specific Policies

2.1. The Implementation of the Toilet Revolution

The toilet revolution is an important part of China's rural environmental governance. Historically, countries around the world have successively implemented toilet renovations for rural areas. In the 90s, Singapore began the "Public Toilet Cleaning Campaign". Japan has written toilet governance into law. China's rural toilet revolution started late, and in 2015 the toilet revolution attracted the attention of leaders. Premier Li Keqiang also called for nationwide patriotic health campaigns and innovation in patriotic health campaigns [2]. In 2017, the toilet revolution was put on the agenda, beginning a years-long implementation.

Before the toilet revolution, rural toilet conditions in China were generally worrying. In many rural areas, public toilet facilities are poor and sanitation is poor, which brings great inconvenience to people's lives. These problems not only affect people's health but also restrict the development of the rural economy. The toilet revolution is precisely to solve these problems, improve the conditions of public toilets in rural areas, and improve the sanitation level of the people.

2.2. The Governance Effect of the Toilet Revolution

Due to its broad vision, the central government tends to be macroscopic, systematic and holistic in the formulation of environmental policies. When formulating policies, local problems are often considered. Therefore, from the perspective of implementation effect, by the end of 2018, nearly 100,000 tourist toilets had been built, rebuilt and expanded across the country, and the penetration rate of rural sanitary toilets in China increased from 7.5% in 1993 to 80.3% in 2016, and some provinces in the eastern region even reached more than 90%. [1] Nong Pu's results show that at the end of 2019, 36.2% of farmers used flushing sanitary toilets; and 12.4 percent of households used sanitary dry latrines [3]. By the end of 2021, the penetration rate of rural sanitation latrines nationwide exceeded 70%.

However, the problems that have arisen in the toilet revolution are also worth paying attention to. Specifically, the implementation of the toilet revolution is divided into two parts. First, the overall plan of the central government is implemented by local governments. The deviation from the implementation of central environmental policies refers to the relative problems in the relationship between the central and local governments and the ability of local governments to understand, implement, and mobilize central environmental policies. At the same time, it also reflects the actual ability of local governments to integrate the policy formulation of the central government with local realities [4].

Generally speaking, due to the different levels of development of each region, the required infrastructure, human resource construction, and later operation will be different. Moreover, local governments have different models for outsourcing toilet construction and operation, so they differ

in the reception of information from central policies. Second, local governments actually implement the decisions of the central government. There are two manifestations of this deviation, one is excessive policy implementation, and the other is insufficient policy implementation. The main reason is that there is a phenomenon of a layer of interception and ineffective implementation in the implementation of the central government's environmental policy [4]. In order to compete, some areas fulfilled the requirements of the central government, large-scale construction and renovation, resulting in some useless public toilets and wasting resources. In some rural areas, the comprehensive quality of the executive personnel is poor, and it is difficult to guarantee the quality of completion. At the same time, at this stage, the implementation will also encounter obstacles from the local people in rural areas, especially in some areas where traditional concepts are more deeply rooted, and it is difficult to change habits.

3. Analyzing Environmental Governance Policies from the Deviation of Policy Implementation

3.1. The Implementation Dilemma of the "Toilet Revolution"

First of all, the governance capacity of rural grassroots organizations is relatively poor. In the rural revitalization strategy, solving the "toilet revolution" is a crucial task, but in the process of promotion, there are generally problems such as insufficient grassroots governance capacity, low level, and difficulty in the role of grassroots party organizations. Some rural grassroots party organizations are not sound enough and weak, resulting in a weak economic foundation of village collectives, which in turn hinders the process of rural governance. In addition, due to the lack of effective management and operation mechanisms, the construction and management of toilets in some rural areas is lackluster. This not only affects the quality of life and health of farmers but also restricts the development of rural tourism. Therefore, there is an urgent need to strengthen the capacity building of rural grassroots organizations and improve their governance to ensure the effective implementation of the "toilet revolution" strategy.

Second, there is an asymmetry in information communication. In the process of policy implementation, the information transmission between policymakers, implementing agencies, and residents is not smooth, resulting in an imbalance of information, which affects the implementation effect of policy. When policymakers formulated the "toilet revolution" policy, the objectives of the policy were not clearly communicated, especially the details of the policy and the specific operation methods were not fully communicated to the implementing agencies and residents. As a result, it may be difficult for implementing agencies to understand how the success of policies should be measured, without clearly communicating the content of policies to implementing agencies and residents. Due to the characteristics of the environment itself, the lag of governance and effectiveness, and the externalities and spillovers of environmental quality as public goods, it is difficult for local governments to spend too much energy, manpower, material resources and financial resources on environmental management in a limited time, which is also an important reason for the deviation of policy implementation [4].

Third, the relationship between quality and quantity has not been properly addressed. The renovation of rural latrines has led to an increase in water use, especially in villages with their own wells and free piped water supply. The main reasons for this phenomenon are: that some toilet equipment has a simple design, unclear procurement channels, and insufficient quality assurance; Some toilet equipment has even long been included in the scope of elimination and replacement of urban water-saving transformation, but it has not been replaced. In the process of promoting the "toilet revolution", in order to meet the assessment requirements of the superior on the number of toilet construction, some areas have engaged in surprise construction for the sake of construction, reform for reform, and expansion of scale, making the "toilet revolution" into a "face project", resulting in a number of "embarrassing toilets", "isolated toilets" and "thick toilets" embarrassing situations, these toilets have no walls, no roof, only squat toilets, no flushing facilities and pipe network systems.

Therefore, in order to further promote the "toilet revolution", it is necessary to unify "quantity" and "quality", and unify the "qualification review", "scientific guidance" and "quality supervision" of "construction" and "reform".

3.2. The Governance Implementation Effect of the Toilet Revolution: Taking Zhuzhou as an Example

3.2.1 The effectiveness of Zhuzhou's "toilet revolution"

Zhuzhou City is a typical case of China's implementation of the "toilet revolution". In Zhuzhou's toilet revolution, the toilet revolution can be said to be successful on the whole. First of all, it significantly improves the quality of the environment. As a result of the new measures, the sanitary environment in rural areas has been significantly improved. By building or renovating sanitary latrines, open defecation has been effectively reduced, fecal contamination has been prevented and the spread of infectious diseases has been reduced. The "toilet revolution" is not just about infrastructure, but also about hygiene education and awareness. Secondly, it improves the quality of life of the population. Rural residents have access to more comfortable and hygienic toilet facilities, improving their quality of life and living environment. This has a positive impact on improving the living experience and health of residents.

3.2.2 Experience of Zhuzhou's "toilet revolution"

First of all, it has created a new model of "commercial toilets", introducing the concept of commercial operation in the operation of public toilets, obtaining certain profits through advertising, shop rental and other commercial forms and investing in the operation and maintenance costs of covering toilets [5]. Through the introduction of a market-oriented operation mechanism, the construction, operation, and management of toilets directly affect the people through the market. The government is free to monitor the operation of toilets. This can weaken some of the government's functions and maximize the use of the market's mechanism for allocating resources. At the same time, this reduces the processing of some administrative affairs of the government and improves the administrative efficiency of the government. The most important thing is that the new model of "commercial toilets" can ensure the sustainable operation of toilets, and the problem of funding is guaranteed by race.

Secondly, the scientific, refined and standardized long-term management mode is an effective guarantee for the continuous operation of Zhuzhou toilets. Scientific is reflected in the use of scientific methods and technologies to improve toilet operation efficiency and service quality. This can be achieved through intelligent devices and monitoring systems. Smart sensors and automatic cleaning systems are widely used. Sensors automatically detect usage, adjust water flow and lighting, and avoid wasting resources. The automatic cleaning system cleans and disinfects toilets on a regular basis to maintain a clean and hygienic environment. Refinement is reflected in the daily cleaning of the toilet, which is carried out in strict accordance with the cleaning process and standards. Each cleaning staff has undergone professional training and mastered the skills and methods of cleaning work. Moreover, the maintenance and maintenance of toilet facilities are also carefully managed. Regular equipment inspection and maintenance work ensures the normal operation and extension of the life of the facility. Standardized management refers to the formulation of a series of management standards and norms by Zhuzhou. From site selection to construction, operation and maintenance, each link has corresponding standards and specifications to follow.

Finally, there is the cooperation of the whole people. The ultimate purpose of policy is for the people. Therefore, getting the cooperation of the public is the key to the smooth implementation of the policy. The Zhuzhou government emphasizes "co-construction, sharing and co-management" and promotes the concept of green development. At the "Jianning Station", free tissues, umbrellas, etc. are provided to give the people small favors and small favors, so that the people can feel that the government's "toilet reform" is to serve themselves [6]. In this way, the prestige of the government has been enhanced and the cooperation of the people has been obtained.

3.2.3 Analyzing the methods to improve environmental governance deviation from the successful experience of Zhuzhou

Implementation of Environmental Governance Policies in the Context of Rural Revitalization The success of Zhuzhou's toilet revolution is not just a simple success. It reflects not only the success of a single region but also the success of national policy formulation and local policy implementation. However not every place has been successful in implementing the toilet revolution. The reason is mainly because the "toilet revolution" is restricted by complex and huge social factors such as cultural background, religious beliefs, social changes, etc. If management is regarded as the only way to promote the development of the "toilet revolution", it will be difficult to achieve sustainable development [7]. This paper considered that the key to the success of the Zhuzhou toilet revolution is a successful change in concept. Zhuzhou benefits the people by providing daily items for free and accepting most of the funds for renovation and has gained the trust of the people. It can be said that the toilet revolution is not only an environmental reform in a simple sense but also a conceptual change wrapped in environmental reform [8]. In the past, rural economic development was slow, and the construction of infrastructure was also slow. Since economic development determines the development of culture, people can only relieve themselves in open toilets, and the view of this kind of toilet has become subconscious. However, in the context of rural revitalization, policy requirements have impacted people's subconscious minds. Most governments are only responsible for the materials needed to renovate toilets; the renovation of toilet houses and the purchase of equipment are borne by the public themselves. Therefore, people with strong ideological awareness and people with limited financial ability will refuse to cooperate. This shows that public cooperation is a key factor in reducing policy implementation.

Secondly, because it is a top-down reform, policy responders have their own opinions due to the development differences in different regions. However, according to interviews with reporters, it can be seen that most of the policy implementers are too ambitious and their understanding of the policy is often unable to be implemented at the grassroots level. Although there are village committees and grassroots party members at the local grassroots level, most people do not trust these managers. According to the survey, the political trust structure of China's urban and rural masses shows a typical differential pattern of "the central government is strong and the local government is weak", and farmers' trust level in party and government leaders shows a trend from high to low, and from high to low [9]. At this point, Zhuzhou included local capable people and people with higher authority in group meetings and used local human resources to manage local people. This not only saves costs but also improves policy implementation efficiency. Because China is a country with strong clan values, especially in rural areas. People generally trust local authority figures, especially older people. When the implementation of local policies is publicized to the public through these elites, it is easy to form a copycat effect. In this way, people's trust can be used to promote the toilet revolution [10].

In the Zhuzhou interviews with local leaders, they mentioned the importance of governance levels. People's livelihood issues rarely involve outstanding difficulties and are generally problems that managers can solve. But being able to solve it and solving it well are two-dimensional issues. This is just like the management of toilet problems. A simple toilet problem may not seem difficult, but to be completely solved and maintained continuously, it requires a long period of transformation and improvement. This means that people's livelihood issues are more of a normalized and long-term issue [11]. This makes it very difficult for leading cadres to achieve "shocking" achievements in a short period of time, and management cadres can easily feel fatigued. If this is a normal problem, it requires managers to have a fairly high level of governance and governance capabilities. Among the methods to solve the problem of normalization of toilet renovation, Zhuzhou chose sustainable management and used "business to support toilets" to successfully solve the sustainable operation and normalization and regular supervision of toilet renovation. The idea provided is the TOT model of toilet renovation. Use outsourcing to marketize the renovation of toilets, introduce social forces, and involve multiple parties in governance. From the three aspects of toilet raw material supply, toilet construction, and subsequent disposal of feces, we should effectively integrate them into public health

undertakings, and obtain benefits from the development of public health undertakings through appropriate government subsidies, etc. It solves the financing problem in the initial stage of toilet construction, transforms the function of public health into quality supervision of public health, and coordinates the development of public health, ensuring that the benefits of the "toilet revolution" are maximized [12].

4. Conclusion

In the context of rural revitalization, building beautiful countryside is a comprehensive and all-round systematic project, involving the interests of all parties, the policy requirements are very strict, and the level of practical operation is also very high. In the process of the "toilet revolution", it is necessary to reflect the idea of feasibility and sustainability. In the process of concrete implementation, it is necessary to formulate an overall construction plan in light of the actual conditions in rural areas, make targeted plans and guiding opinions, and advance the construction work in an orderly and efficient manner. At the same time, it is also necessary to concentrate forces, coordinate and cooperate, and advance in an overall manner, so that many fields such as urban and rural coordination, ecological construction, spiritual civilization construction, and planning and layout can develop in a healthy and orderly manner, forming a beautiful picture of modernization development.

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