

Deviation of Policy Implementation from the Perspective of Executive Subject: A Case Study of Environmental Protection Policy in Bijie City

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Abstract. The policy implementation link is crucial in introducing the policy to its effective implementation. However, in the process of China's policy implementation, there are still some problems, such as weak cooperation between the policy implementation subjects, vague identification of responsibilities, the overall quality of individuals to be improved, and the imperfect evaluation system of relevant implementation effects. This study uses typical cases in Guizhou Province to compare and analyze the implementation applicable policy performance requirements and implementation subjects and explores the implementation deviation and improvement path of policies from the perspective of implementation subjects. This study believes that strengthening the cooperation between the executive agencies, improving the administrative body's comprehensive ability, and building a sound assessment system can help implement the policy effectively and promote social progress.

Keywords: Policy Implementation, Executive Body, Implementation Deviation, Assessment.

1. Introduction

Policy implementation connects planning and evaluation and is crucial for implementing policies from conception. However, policy implementation deviation has caused a severe waste of resources while affecting the realization of policy objectives. This study analyzes the deviation pattern of public policy implementation in China at the present stage from the perspective of the executive subject. It discusses how to prevent and control the deviation of policy implementation under the prior conditions of highly reasonable and effective policy.

Currently, China is in a new development stage of building a modern socialist country in an all-around way and marching towards the second centenary goal. New opportunities and challenges coexist. Therefore, the implementation of public policies has distinct social significance during this period. The implementation effect directly affects whether the policy implementation goals can be successfully achieved, which further affects the development and stability of China's social and economic environment. With the gradual improvement of the Chinese government's government information disclosure and citizens' awareness of democratic participation, more and more attention has been paid to implementing public policies from all walks of life. The problems exposed are also many and complex. The phenomenon of poor performance of public policies has long existed in China's long history of policy implementation and has various and complicated forms, such as 'there are policies on the top, there are countermeasures on the bottom,' 'out of context, layer upon layer,' 'Yang Feng Yin Contravention, refusal to implement' and other forms of policy implementation deviation. The phenomenon of policy implementation deviation hinders the efficient achievement of public policy objectives and will seriously waste public policy resources [1]. Therefore, it is significant to strengthen policy implementation and reduce policy implementation deviation.

Since the 19th National Congress of the Communist Party of China, China has paid particular attention to protecting the ecological environment in the development process. In response to this call, people's governments across China have also focused on environmental protection in public policy formulation. However, there are related problems in the implementation process. To better explore the implementation deviation and countermeasure research of the policy from the perspective of the executive subject, this paper takes the implementation of environmental protection policy in Bijie

City, Guizhou Province, as an example to explore the deviation and optimization path of policy implementation from the perspective of the executive subject. The research on the above content reveals the administrative subject's problems and countermeasures in the policy implementation process. To improve the effectiveness of environmental policy implementation and better achieve the goal of environmental protection.

The implementation of public policy is a direct means to achieve policy objectives and solve existing social problems and plays a vital role in the completion of procedures. In actual life, policy implementation deviation is difficult to avoid, which significantly restricts the effectiveness of public policy. So how to control and reduce the variation of public policy implementation [2]?

Based on the case analysis method, this study first extensively searched the data to determine the typical problems in Bijie City, Guizhou Province, and then browsed the relevant environmental protection policy documents of the Ministry of Ecological Environment of the People's Republic of China and the environmental protection policy of Bijie City, Guizhou Province, and compared the implementation. Finally, analyze the causes of problems, problems and improve the path.

2. The basic fundamental of policy implementation

In the 1930 s, ' policy ' and ' science ' were linked to becoming a science and learning. Foreign research has gone through three stages of development; in the late 1960s and early 1970s, the mainstream ' forward-looking tendency ' divided policy formulation and policy implementation into two research parts, emphasizing policy implementation practice and case analysis, advocating the formation of a downward command-execution relationship between policymakers and implementers; in the mid-1970 s, the " post-tendency " focused on the interaction between policy formulation and implementation, aiming to construct a policy implementation process that clarifies the policy implementation environment. The theoretical models of the Smith process model and the McAulifflin adjustment model have been formed successively [3]. After the 1980s, researchers focused on improving the policy-making system, ethical policy value, international comparison, and policy tools.

Domestic research on policy implementation bias started slightly late, with relatively few articles. In the 1980 s, China began to form a policy science gradually, but the implementation of public policy research is lagging; introduction of Western theories in the early 1990 s; the beginning of the 1990s tried to localize the idea, took policy making as the research focus, and strived to formulate scientific, reasonable and democratic public policies. Since the middle and late 1990 s, the deviation of policy implementation has led to more and more significant problems in policy implementation. Many policies have gradually distorted, deformed, or even failed in the implementation process. Therefore, scholars and practitioners have begun to focus on policy implementation research [4]. After 2006, the number of policy implementation articles has increased significantly, mainly involving the theory and model discussion of policy implementation, methodology, connotation, and promotion methods. There are few monographs on the deviation of public policy implementation in academic circles.

From the perspective of academic paper writing, the research on policy implementation is mainly carried out from the following perspectives: First, it is an overview of the specific performance of policy implementation bias. Some scholars summarize the exact version of policy implementation bias: ' There are policies on the top, and there are countermeasures on the bottom, ' Bargaining, policy competition, ' Despise strategy, lack of foresight, ' Copying, simple imitation, ' etc. Some scholars have summarized the problems in the policy implementation process into eight categories: perfunctory implementation policy, selective implementation policy, additional implementation policy, adversarial implementation policy, rough implementation policy, mechanical implementation policy, wait-and-see implementation policy, and alternative implementation policy [4]. In terms of the analysis of the reasons for the deviation of policy implementation, the researchers summarize the reasons for the departure of policy implementation as the reasons of the policy itself, including the unreasonable policy methods, the ambiguity of the policy plan, etc., the grounds of the policy implementation subject, including the interests of the policy implementation subject, the lack of

quality of the implementation personnel, the poor communication and coordination between the implementation agencies, and the imperfect policy monitoring mechanism. A few academic papers on the deviation of public policy implementation in China mainly focus on the connotation and performance, harm, causes, and countermeasures of policy implementation deviation. Among them, the research on the causes and countermeasures of public policy implementation deviation from the field of political science is more than other aspects.

Generally speaking, the research of foreign scholars is primarily empirical. Some scholars try to construct models of policy implementation, but these models are often abstract and need more operability. The research results of Chinese scholars are also relatively thorough. However, there are few special studies and monographs. In policy books, most scholars are only involved in policy implementation, and the research perspective needs to be broadened.

3. Implementation Effect of Environmental Protection Policy in Bijie City of Guizhou Province: An Empirical Case

In December 2021, the central government's second ecological environment protection supervision group found that Bijie City and relevant counties and districts needed to pay more attention to collecting and treating urban domestic sewage and promoting it effectively. A large amount of domestic wastewater was discharged directly for a long time. The reason is that Bijie city and the relevant counties and districts of ecological environment protection work understanding is not in place, coordination between departments is not sufficient, responsibility is not implemented, work is not solid, and long-term problem of direct discharge of urban domestic sewage within the jurisdiction ignore, promote the rectification is not adequate, resulting in the pain has not been effectively solved, especially in Dafang county, Qixingguan district, Nayong county, and other counties and districts are particularly prominent [5].

In fact, for environmental protection events, or water pollution, the Guizhou area has had a significant event-Guizhou Wujiang water pollution incident. In May 2011, the Wujiang River Basin, especially Wujiangdu Reservoir and its tributaries, Xifeng River, fluoride, and total phosphorus were seriously exceeded by heavy pollution. The incident was called the 'Guizhou Wujiang water pollution incident.' Wujiang River is a tributary on the right bank of the upper reaches of the Yangtze River and the largest river in Guizhou. According to the data provided by the environmental monitoring department of Guizhou Province, the great problem of Wujiang pollution is that the total phosphorus exceeds the standard. In Guizhou, several phosphate enterprises are built near the Wujiang River. These enterprises are a huge source of pollution. Although the local government remediation and closure some phosphate enterprises, the pollution still needs to be reduced. Although the local government remediation and closure some phosphate enterprises, the pollution still needs to be reduced. In the context of such a bad environmental protection incident that occurred many years ago, the main body of environmental protection policy implementation in Bijie City, Guizhou Province, in the face of environmental protection issues, still did not learn from experience and lessons, did not 'let the tragedy never happen again' awareness, did not implement the existing environmental protection policy in place.

The implementation deviation of environmental protection policy in Bijie City, Guizhou Province, is manifested in the following aspects:

3.1. Sewage treatment facilities need to catch up on the illegal discharge of domestic sewage to the underground cave

Dafang County sewage production is about 28,000 tons/day, but the actual processing capacity is only 14,000 tons/day. Sewage collection and treatment capacity needs to be improved. The Implementation Opinions of Bijie Municipal People's Government on Comprehensively Advancing Urban and Rural Domestic Sewage Treatment 'requires that the third phase of the sewage treatment project in Dafang County should be completed in 2017. However, Dafang County did not act as a

slow action until the beginning of 2021 to start the relevant work; the project was not completed and implemented until December 2021. And because the sewage collection and treatment facilities are seriously lagging, the county has many urban domestic sewage untreated direct discharge. There are also three sewage ditches through the local illegal discharge of sewage into nearby caves; the unique karst ecosystem and groundwater have a severe impact.

3.2. Sewage pipe network construction management needs to be put in place. Domestic sewage overflow into the river causes severe pollution

Qixingguan District is the main urban area of Bijie City. Because the planning and construction of the sewage collection and treatment system are not systematic and scientific, the rain and sewage diversion transformation needs to be completed, and the daily inspection and maintenance need to be in place, the pipe network diseases are more common. A large amount of river water or rainwater is mixed into the sewage pipe network, resulting in the collection of sewage far exceeding the existing treatment capacity. However, more than local attention is needed; research needs to be deeper, methods are few, and many domestic sewage overflows for a long time. A large amount of untreated domestic wastewater in the Qixingguan District is directly discharged into the Baifu River, running through the city through the spillway of the Bijie Second Sewage Treatment Plant.

3.3. Solve outstanding environmental problems perfunctory, long-term laissez-faire sewage direct discharge

The problem of insufficient domestic sewage treatment capacity in the urban area of Nayong County is very prominent, and a large amount of domestic sewage has been discharged directly into the river for a long time. Although the county issued a pollution control plan for the Gala River in April 2017, clearly stating that the pollution problem of the Gala River should be entirely solved by the end of December 2018, substantive rectification measures still need to be taken. In June 2021, after the ecological environment warning film of Guizhou Province exposed the problem, the local government still required to pay more attention to it and took adequate measures. In September 2021, after the on-site inspection of the Ministry of Ecology and Environment pointed out the problems, the local government 'temporarily' started the relevant work, but the effect needed to be more prominent.

After the central supervision and guidance group notified Bijie City of relevant issues, Bijie City took appropriate remedial measures: the rural domestic sewage treatment project was carried out through Guizhou Zhonghua New Energy Development Co., Ltd., Zhongmai Village, Changshi Town, Dafang County, Bijie City, Guowa Township, Qiandongnan Miao and Dong Autonomous Prefecture, Rongjiang County, loyalty Town, Le Village and other villages and towns through ecological low-energy efficient laminated infiltration sewage treatment technology, the use of integrated environmental infiltration sewage purification equipment to carry out sewage purification project; Promote the opening of environmental protection facilities and urban sewage and garbage disposal facilities to the public, and open Bijie Environmental Monitoring Center Station and related sewage treatment companies to the public. Residents can sign up to watch and experience the explanation on the spot, Tackling both the symptoms and root causes, systematically improving the sewage treatment plan, and promoting the treatment of rainwater, landscape, and sewage diversion; to enhance the collection of opinions Bijie City, Guizhou Province, by the relevant provisions of the Law of the People's Republic of China on the Prevention and Control of Water Pollution and the notice of the appropriate leading group of Bijie Municipal People's Government, has compiled the "14th Five-Year Plan for Water Ecological Environment Protection in Key River Basins of Bijie City" (Draft for Comments), and published it on the Internet of Bijie Municipal People's Government to solicit opinions from all sectors of society to improve the work of revision and improvement further.

4. Case Study: Cause Analysis of Policy Implementation Deviation from the Perspective of Executive Subject

The emergence of environmental pollution problems and the implementation deviation of environmental protection policies in Bijie City, Guizhou Province, are inextricably linked with the policy-related implementation subjects. The relevant departments of Bijie City lack cooperation and linkage, and the streets, communities, and environmental protection departments have not formed efficient collaboration; appropriate personnel's awareness of environmental protection needs to be improved, lacking strategic vision, allowing a large amount of sewage to be discharged directly, ignoring its damage to the ecological environment and natural landscape; the policy implementation evaluation system within the policy implementation unit of Bijie City needs to be improved, and the follow-up of the implementation speed and implementation effect of the policy is insufficient.

4.1. Executive responsibility is not clear

The process of transforming any scientific and effective policy from the expected content into practical operation depends on the implementation of the policy implementation subject, and the role of the implementation subject in this process is irreplaceable. Therefore, the implementation process of the policy by the executive body has a direct and massive impact on the final effect of the policy. Public policy implementation depends on one department or institution and many relevant departments and levels. However, the department's distribution of policy implementation power needs to be coordinated and transparent. In that case, the departments and agencies will compete for the organization's interests, leading to differences in policy implementation ideas and even distortion of objectives. Furthermore, some departments will be random in dealing with the situation and try to shirk responsibility to push the work out, making it difficult to implement policy [6].

4.2. Low quality of executives

Executives with high professional quality will actively implement the policy and promote the implementation of the policy, while those with low quality and irresponsible executives may perfunctory, failing the policy. Therefore, the quality of executives is one of the main factors affecting policy implementation. First, some executives' professional knowledge level needs to be higher to understand the policy's spiritual connotation and practical requirements accurately. Social problems are complex and changeable, and the effective implementation of the policy requires executives to have a solid theoretical foundation. In addition, the knowledge reserve of the implementation personnel needs to be improved, and the work experience needs to be improved. It is difficult to understand the policy spirit deeply, and the overall and detailed understanding of the policy needs to be clarified, which may lead to poor policy implementation information in the implementation process. Secondly, the moral quality of the executive could be higher, and the public policy is to serve the public. If an executive does not even have the most basic sense of service, he is self-complaining in the implementation process and cannot overcome its difficulties. Then it may be abandoned halfway, making the policy unable to proceed normally.

4.3. Flaws in the system for assessing the organizational behavior of the implementing entity

The evaluation of policies is generally divided into the review of policy formulation and the evaluation of policy implementation. However, the importance and difficulty of the assessment of policy implementation are far greater than the evaluation of policy formulation because the scientific and effectiveness of policy formulation are with certain preconditions. It is relatively easy to evaluate; Policy implementation is actually to achieve the policy objectives; the scientific and practical implementation process is more complicated. The evaluation of policy implementation, that is, whether the assessment policy has been effectively implemented, whether the policy affects a specific target object, whether the predetermined goal has been achieved, whether the human, material, and financial resources in the implementation of the policy have been used, and whether the policy

implementers have implemented the policy flexibly while maintaining the principle. The core of a series of assessment tasks is the behavior of policy implementers, and the results of this assessment are not only a necessary prerequisite for policy adjustment and policy re-decision-making but also affect the evaluation of the performance and behavior ability of policy implementers. On the side, the evaluation system plays a command role for policy implementers to some extent. Furthermore, the unreasonable evaluation system of policy implementation will also lead to deviations in the implementation process of policy implementers.

5. Ways to improve the effective implementation of policies

From the perspective of the executive body, Bijie City, Guizhou Province, the future policy in the performance of environmental protection policies should first focus on strengthening the performance of inter-organizational cooperation between different entities, the relevant departments, and the people work together to help environmental protection; and pay attention to the performance of the main body of their quality improvement, from personal work quality ability to environmental protection professional knowledge, comprehensive optimization of the implementation of the leading team; at the same time, improve the performance evaluation index system, and urge the implementation work to advance solidly and efficiently.

5.1. Coordinating the interests of all parties and strengthening coordination between the executive agencies

The implementation of public policy should realize the harmony and balance between public goods and the common interests of organizations and individuals. Build a reasonable structure of goods, as far as possible, to meet the interests of citizens' practical needs, and improve citizens' enthusiasm to participate in the policy process. After introducing the policy, the main responsible subjects can actively exert their subjective initiative and contact other departments and levels to cooperate. Each relevant executing agency should maintain a high degree of work conservation, be problem-oriented, cooperate with the work and division of labor of the central responsible departments, collaborate, work together, get rid of the thinking that can complete the "prescriptive action," join the "innovative action" thinking, give full play to their respective professional and functional advantages, and jointly implement public policies.

5.2. Improving the quality of policy implementers and raising their awareness of policies

The main body of policy implementation may be an office, a department, or several working leading groups, but the core is people. As a critical part of policy implementation, from the point of view of the main body of policy implementation, people must first raise awareness and fully understand the policy. When the procedure is formulated and promulgated, policy implementers can genuinely understand its implementation goals, value orientation, and resource allocation only through the in-depth study of the policy, laying the foundation for successful policy implementation. The professional knowledge level, moral quality, and executive ability of the policy subject directly affect the effect of policy implementation. First, consolidating policy implementers' professional knowledge before policy implementation is necessary [7]. Every policy implementer should be familiar with the relevant contents and theories involved in the policy, and master a large number of the required information resources, to coordinate and coordinate resources in the implementation process; secondly, every policy implementer should have a high level of moral quality, establish a service concept, and have the spirit of hard work and persistence [8]. Firmly put an end to the behavior of damaging others' interests and only consider personal interests; finally, every policy implementer should improve the level of individual implementation through continuous learning and training so that they have a high level of business, collaboration, organization, leadership, and so on.

5.3. Improve the performance evaluation index system

The evaluation of the behavior of policy implementation organizations and the evaluation of the behavior of policy implementation individuals are equally important, complementary, and indispensable. It is not that the effectiveness of the whole organization can be maximized as long as the execution behavior of everyone in the organization is not problematic [9]. An assessment of organizational performance is an assessment of how effectively the policy objectives are achieved throughout the organization in which the policy is implemented during the implementation period. To accomplish the evaluation of organizational behavior, it is first necessary to identify the implementation tasks to be completed throughout the implementation period, to set up comprehensive evaluation criteria, to compare organizational behavior with the requirements, and to determine the overall performance of the implementing organization by measuring whether the organization has achieved and exceeded the implementation objectives it should have achieved over some time. In this link, there should also be a positive incentive system. If the work of evaluation feedback is excellent, the policy implementation organization can be commended and rewarded, and vice versa, criticism, and publicity; secondly, it is necessary to carry out a cost-benefit analysis on the investment and achievements of the organization in implementing the policy, to evaluate whether the organization's behavior has achieved a reasonable implementation effect of the relationship between investment and income [6]. Finally, the behavior of the policy implementation organization should be evaluated in the process. The whole implementation process should be tracked and considered in real-time to find out the problems in the organization's implementation process in a timely and effective manner and correct them to avoid deviation behavior in the implementation process of the organization's policy [10].

6. Conclusion

The main body of policy implementation is the direct practitioner of policy, which is the bridge between policymakers and policy implementation objects. This study analyzes the policy implementation deviation from the executive subject's perspective. This study believes that the policy's cooperation between the administrative matters, the internal quality and ability of the organizational issues, and the assessment and evaluation of the executors are the key factors affecting policy implementation. The author thinks strengthening the coordination between executive agencies, improving the quality of policy implementers, and enhancing the performance evaluation index system can promote the effective implementation of public policy.

From the perspective of the executive subject, combined with typical case analysis, this paper analyzes the behavior of the policy implementation subject, and explores the optimization path from the perspectives of horizontal coordination between organizations, internal improvement of the executive subject, and external assessment constraints, to further guarantee the effective implementation of the policy and complete the policy objectives. Secondly, implementing public procedures in different industries has its professionalism and particularity, and implementing policies in various fields has its focus. This paper involves professional technical knowledge in environmental protection means, which needs to be improved and can be used as a future research topic.

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