

Research on the Implementation Problems of Urban Community Home-Based Elderly Service Policies—Taking Dalian City as an Example

Wennuan Song^{1,*}, Mingyang Qin¹

¹College of Law and Political Science, Liaoning Normal University, Dalian, 116033, China

*Corresponding author: 17866548839@163.com

Abstract: *The deepening of the aging of the Chinese population has led to a change in the model of old age care, and the status of community-based home care services has become increasingly prominent. This paper studies the actual development status of community-based home care services in Dalian, and finds that there are still many problems and deficiencies in the implementation of policies related to community-based home care services, and analyzes the reasons for these problems, finding that there are problems such as lack of synergy among the main bodies of policy implementation, insufficient quality of practitioners, and difficulty in supervision. A coordinated system of policy implementation should be constructed, highly feasible talent training policies should be formulated and implemented, and policy supervision should be strengthened, in order to improve the overall quality of the development of community-based elderly care services and promote the continuous development of China's elderly care industry.*

Keywords: *community home care, elderly service policy, institutional research*

1. Introduction

1.1 Background of the study

According to internationally accepted standards, an ageing society is defined as one in which the number of older persons aged 60 and above accounts for 10 per cent of the total population. China entered an ageing society in 1999, and compared with other developed countries, China entered an ageing society relatively early. The pace of population aging in China has been accelerating continuously, and the overall degree of population aging is relatively high. At the same time, the number of aging population is relatively large, and China has already been included in the team of countries with the most serious population aging. The large number of elderly people belongs to a very prominent feature of population aging in China. The 2022 National Bulletin on the Development of the Aging Career shows that by the end of 2022, the total number of elderly people aged 60 and above in China had reached 280 million, accounting for 19.8% of the total population; and the number of elderly people aged 65 and above in China was about 210 million, accounting for 14.9% of the total population. If 60 years of age and over is taken as the standard for entering old age, then by 2050 the number of elderly people in China will be close to 500 million.

The traditional family model of old age is difficult to meet the current stage of China's social development of the reality of the demand, old age problem gradually by the wider attention of all walks of life. In recent years, although China has also introduced a variety of policies on old age, however, the pension system has not formed a perfect systematic mechanism, there is a considerable distance between the supply of the current pension model and the actual social demand for old age. At this stage, China's more common elderly care model includes three different forms: family care, institutional care and community care. According to the information disclosed by the National Health and Health Commission in 2021, most of the elderly in China focus on the two options of home and community, of which about 90% of the elderly choose to live at home, so the community home care model is very suitable for the current social situation in China. However, unlike the implementation of the elderly policy in other countries, the implementation of the community-based elderly care policy in China is relatively short, and still needs to be carried out in depth and put in place^[1-2].

Dalian has a large elderly population, and the problem of population aging is very prominent. In

recent years, the government has been paying great attention to and promoting the solution of the problem of the elderly, strengthening various policy support for community-based home care services, increasing financial subsidies, fully integrating the implementation and promotion of community-based home care services into regional socio-economic development plans, and implementing diversified financial subsidies. In order to promote the development of the social provision of elderly care, the government has helped to further develop, grow and improve the market for community-based elderly care services through the purchase of services, in order to promote the integration of medical care and nursing care. The government has also made every effort to break down the policy barriers between various departments, providing strong protection for the development of community-based home care services. Overall, the policy development is very comprehensive, but the actual implementation of the policy is not effective, the implementation of the policy did not get the demand side of the positive response, did not effectively meet the actual needs of the elderly groups, so it is necessary to take the policy objectives as the starting point, in-depth analysis of the policy implementation of the implementation of the process of the problems, so as to strongly guarantee the full implementation of the community-based elderly care services policy^[3].

1.2 Research significance

1.2.1 Theoretical significance

In the past two decades, the development of China's elderly care has gradually become one of the problems that need to be solved by the society, however, the actual implementation of the policy is not effective, and the implementation of the relevant policies of community-based elderly care service needs to be further adjusted and optimized. For China's community-based elderly service policy implementation of the actual situation and the existence of problems for in-depth study, to promote the development of China's elderly cause in a better direction has great significance. At this stage, academics have conducted various studies on the quality, supply and demand, evaluation and financial subsidies of community-based home care services, but relatively little research has been done on policy implementation. Based on the perspective of policy implementation, specific analysis and exploration of community-based home care services will promote the development of research results in policy implementation, thereby providing a more solid theoretical foundation for the effective implementation of policies, and promoting the further solid deepening of the theoretical foundation of China's elderly career development.

1.2.2 Practical significance

China is currently in an important stage of social development and transformation, the traditional family pension model and institutional pension model are difficult to fully meet the current market demand for elderly services in China, while the community-based home care model has a stronger suitability, and the current needs of China's elderly groups for the reality of elderly services. At present, the problem of population aging in Dalian City is more prominent, and the government has invested a lot of money in the field of senior care services after the timely introduction of relevant policies on community-based home care services. In order to ensure that the policy of community-based home care services can be fully implemented in Dalian, it is necessary to analyze and study the implementation of the policy of community-based home care services in Dalian at this stage, and scientifically and reasonably give targeted recommendations for improvement, so as to promote better implementation of the policy of community-based home care services in our country, and to further promote China's elderly care services to a higher level of progress.

2. Problems in the implementation of the policy on community-based home care services in Dalian City

2.1 Inadequate policy implementation

At present, the implementation of community-based home care service programs in different regions of Dalian City is less than satisfactory. First, in the area of mental comfort services, the actual provision of psychological comfort services for the elderly has a lack of professionalism, and it is difficult to meet the real needs of the elderly, especially in the case of the elderly living alone, the elderly without a spouse and the empty-nested elderly, the problem is very significant; second, in the area of medical rehabilitation services, most of the elderly suffer from certain chronic diseases, especially the disabled, the chronically ill and the geriatric patients have a significant demand for

rehabilitation care. Most of the elderly are suffering from certain chronic diseases, especially some people with disabilities, chronic diseases and geriatric patients have a significant demand for rehabilitation care, staff engaged in this area must have a solid professional knowledge, and at the same time to have professional rehabilitation nursing skills, but the existing community-based elderly service organizations can not effectively meet the actual needs of the elderly^[4-5]. Community home care services are related to old age and medical care, old age service management and assessment and supervision and other matters, at this stage, the overall development level of community home care services in Dalian City is relatively backward, the government's financial support and investment is limited, the actual specific services that can be provided for the elderly is very limited, and are relatively simple basic, professional services are not high.

2.2 Ineffective policy implementation

Although policies related to community-based home care services have been gradually implemented, the implementation of the policies has been overly proceduralized and not well executed, resulting in inefficient implementation of the policies. The implementation of policies on community-based home care services is superficial.

2.3 Inadequate regulation of policy implementation

On the one hand, there is a lack of transparency in the information on the government's financial investment in community-based elderly care services, resulting in a serious information asymmetry problem that makes it difficult to effectively utilize the public's supervisory role. The budget and utilization of funds are information that the public is more concerned about, and the lack of openness and transparency of this information can lead to obstruction of the government's rights in purchasing community-based elderly care services. On the other hand, when the government purchases community-based home care services, it does not conduct comprehensive research and evaluation through qualified third-party evaluation organizations. Although all levels of government in Dalian have made clear provisions in some documents, requiring or allowing the implementation of the evaluation of elderly care services through independently qualified evaluation organizations, in reality, there are very few qualified third-party evaluation organizations in the community. However, in reality, there are very few third-party assessment organizations that can meet the requirements. The government has not established a comprehensive professional service evaluation system to evaluate the effectiveness of the specific service items and contents provided by the community-based home care service organizations, and the inadequacy of the evaluation system makes it difficult for the government to accurately consider the effectiveness of the model, and in the event of unfavorable factors in the process of implementing the policy, the administration will not be able to make timely and effective adjustment and improvement to the community-based home care service work, and may even cause some of the services to be inappropriate. In the event that unfavorable factors arise during the implementation of the policy, the administrative departments will not be able to make timely and effective adjustments to the services related to community care at home, and may even cause some of the elderly people participating in the community care at home services to suffer from unfair treatment, which will lead to a general decline in the quality of the community care at home services^[6-8].

3. Analysis of the Reasons for the Problems of Implementing the Policy of Community-based Elderly Services in Dalian City

3.1 Lack of synergy among policy implementation actors

At present, the governments of various parts of Dalian City are gradually enriching and perfecting the programs and contents of the community-based elderly care services, including daily care, emergency rescue, safety guidance, sports and recreation, psychological counseling, education and training, and spiritual comfort, etc.; and at the same time, they have formulated a detailed list of community-based elderly care services of the type of "5+X", which is based on the five basic elderly care services of meal delivery, rehabilitation care, life care, emergency services and spiritual comfort, to further provide customized and personalized elderly care services according to local conditions and individual needs. At the same time, a detailed list of "5+X" community-based elderly care services has been formulated, which means that based on the five basic elderly care services of meal delivery and assistance, rehabilitation and nursing care, life care, emergency services, and spiritual comfort,

customized and personalized elderly care services will be provided for the elderly according to the local conditions and the needs of each individual. In terms of the specific content of the policy, the content of the community-based home care services has been divided according to the different physical conditions of the elderly, but there are no clear regulations on the specific content of the services, the main body of the service implementation, the administrative system and other details; in terms of the effectiveness of the construction of the community-based home care service system, the existing policies of the Dalian government are still relatively loose, with the government playing the role of the main body of the policy implementation alone. The government alone plays the role of the main body of policy implementation and assumes full responsibility, in the selection of objects, out of the consideration of cost control and other factors, more willing to choose the higher level of marketization of the elderly service projects, now the market-oriented operation of the system and mechanism is not perfect, the quality of service is not up to standard, the service projects basically revolve around the day-to-day care, in particular, the medical rehabilitation and spiritual solace and other services are difficult to meet the actual needs of modern elderly people. The services basically center around daily care, especially medical rehabilitation and spiritual comfort services, which are difficult to meet the actual needs of modern elderly people, and at the same time, some elderly people lack the initiative to pursue community-based home care services. Compared with nursing home services, community-based home care services are very flexible and relatively difficult to implement. Therefore, it is difficult to effectively implement the various policies on community-based home care services, and there is an urgent need to change the reality of excessive guidance and intervention by the government and insufficient participation by social forces.

3.2 Insufficient number and specialization of practitioners

From the analysis of the sample survey implemented by the Dalian Office for the Aged in 2020, it was found that among the 200 elderly service workers surveyed in local private elderly care institutions, about 81% were from the rural areas, and the average age of the service workers was 48 years old, of which 50% were at the elementary school or illiterate stage of culture, and about 80% to 90% of the elderly service workers were directly employed to participate in the work without undergoing professional training and learning. The elderly service personnel have not undergone professional training and learning before they are directly assigned to work. In order to ensure the effective implementation of community-based elderly care services, it is necessary to select social workers who have the basic knowledge and skills of professional positions and have received professional training, but at this stage, most of the practitioners in the field of elderly care do not have the establishment, the level of welfare benefits is relatively low, which will lead to the work of the community workers' motivation to be frustrated, resulting in the lack of actual number of staff who can provide professional services, the situation of the professionalism of the service staff is insufficient. The situation of insufficient professionalism of the staff. Analyzing the reasons for this, it is found that there is a lack of awareness of their own positions among the service workers for the elderly, and most of them believe that their work is essentially domestic service, and that their social status and level of material treatment are relatively low. This situation makes the personnel working in the corresponding positions lack a sense of belonging to the work itself and a sense of identity, and are not willing to take the initiative to participate in the work related to the community home care services. As a result, the lack of a sufficient number of service personnel, their low level of professionalism, and the practitioners' lack of awareness of their duties and responsibilities have led to the imperfect construction of a team of professionals in the community-based home care service sector, a poor level of service, and difficulties in guaranteeing the quality of service, which has ultimately made it difficult to fully implement the policy on the community-based home care service sector.

3.3 Policy implementation is difficult to regulate

China's Civil Affairs Bureau, the Health Planning Commission, the Human Resources and Social Security Bureau, the Office for the Aged, and the Bureau of Elderly Cadres all have their own specific management work in the area of services for the elderly, but there are large gaps in the quality of the services provided by the various service entities. Because of the lack of clarity in the division of government functions, the standard level of services for the elderly is not clearly set, the implementation of the relevant work between the departments lacks a unified and specific supervision process, and there is a lack of positive initiative in the service for the elderly, which leads to the public administration departments engaged in the relevant work to provide the quality of the services provided by the quality of the phenomenon of uneven, resulting in the relevant service for the elderly is generally

not high quality. The government's supervision system for services for the elderly is not sound, and the lack of audit and evaluation mechanisms makes it easy for "rent-seeking" behaviors to occur^[9-10], in order to obtain support from the government, social organizations may focus on winning the bidding in an informal way, while neglecting the training of staff's professional abilities and skills and the construction and improvement of the organization's own structure. The lack of effective supervision and management by the Dalian government in the implementation of the policy of community-based home care services does not allow it to closely monitor the implementation of the policy in a timely manner, and the information asymmetry between the social organizations and the government may also lead to corruption in the actual implementation and purchase of community-based home care services.

4. Countermeasures to enhance the effectiveness of the implementation of the policy on community-based home care services

4.1 Building a synergistic system for policy implementation

In the early stages of the gradual development of community-based home care services, the implementation of policies requires government departments to give full play to their leading role. The government should formulate strict implementation standards to ensure the orderly implementation of the policy, and create a positive and favorable environment for the implementation of the policy, in order to promote the better implementation of the policy on community-based home care services. Specific requirements and standards for the implementation of the policy, such as the division of responsibilities at all levels and the source and use of funding, are clearly defined, so as to give full play to the leading role in the implementation of the policy.

In giving full play to the development process of community home care services jointly supported by the government and multiple forces, it is necessary to clarify the relationship between different roles of the government, social organizations, elderly groups and the community, and to clarify the specific responsibilities of the main body of the service should be undertaken. The government in playing the role of policy guidance, financial support and service process supervision of the functions, should ensure that the community home care services can provide adequate services for the elderly in the community, and effectively promote the development of the socialization of the service; community and social organizations as an important service implementation of the main body, must give full play to its own important role in serving as a good auxiliary community home care services policy implementation of the administrative department, and actively train professional community home care services. The clear division of responsibilities between the main bodies, each with its own responsibilities, can promote the implementation of community-based home care services to maximize the benefits of the policy.

4.2 Develop and implement a viable talent development policy

Government departments should pay full attention to the development and improvement of policies, such as the establishment of a clear welfare system to improve the treatment and status of community home-based elderly care workers, improve the stability of jobs, the elderly service personnel engaged in the work of pay and performance, not only can effectively mobilize community home-based elderly care workers enthusiasm, but also actively introduce professionals; encourage community workers to study the government in depth!

High-quality, specialized elderly care staff play a major logistical role in the development of the quality of community-based elderly care services, and action should be taken to comprehensively improve the professional knowledge and skills of practitioners, and to work towards the establishment of a high-level community-based elderly care workforce. At present, the community elderly service personnel is the main force of China's community home care service, the current period should be committed to the training and strengthening of their professional ability, in the short term to enhance the professionalism of the service personnel, and then deeply improve the current community home care service personnel shortage of the reality of the problem, for the cultivation of talents to create a positive and favorable policy environment, and to further improve the implementation of community home care service policy efficiency.

4.3 Strengthening the supervision of the implementation of the policy on community-based home care services

In order to promote the rapid development and comprehensive construction of the community-based home care service system, it is necessary to take measures to strengthen the supervision and management of the corresponding aspects. At present, China's community-based home care service standard assessment system is not sound enough, the service supervision system is not perfect, the industry's supervision and management system needs to be further constructed and improved. In the process of comprehensive implementation of the policy of community-based home care services, the supervisory departments should make in-depth adjustments and improvements to the supervision measures of community-based home care services, make full use of the relevant assessment mechanism, and actively play their role in the supervision of quality control of elderly services.

Supervisory departments should, in implementing the policy of community-based home care services, carry out supervision and evaluation of the entire process, especially in real time for community-based home care services to support the progress of the implementation of the policy, as well as the actual utilization of government and social forces to invest in the utilization of funds and the effect of the control of the relevant senior care institutions to do a good job of comprehensive supervision and control of service personnel, service content and quality of service, and so on. The company also utilizes a combination of online and offline market surveys. The government should actively play an effective guiding role, strengthen the industry norms, in order to promote the implementation of community-based home care services policy to strengthen the monitoring work, in-depth promotion of community-based home care services policy implementation of the all-round construction of the regulatory system.

5. Conclusion

In conclusion, the impact of the current aging problem, the further weakening of the family's function of aging, and the oversupply of elderly care institutions has made the community-based home care service an effective means of aging service that China can focus on developing at this stage and in the future. The community home care service fully integrates the characteristics and advantages of family care and institutional care, which enables the elderly to obtain the spiritual comfort brought by family care in a familiar community environment, and at the same time, they can more conveniently enjoy the relevant services provided by professional elderly care institutions. Through the study of the implementation of the community-based elderly care policy in Dalian, we found that there are still some problems in the implementation of the current community-based elderly care policy, mainly due to the lack of synergy between the main body of the policy implementation, the imperfect construction of high-quality human resources, and the incomplete supervision of the implementation of the policy. Therefore, in the process of implementing the policy of community-based home care services, all regions should give full play to the guiding role of the policy, adjust and optimize the implementation of the policy, and promote the efficient development of community-based home care services with the help of social forces.

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