

# Exploring a New Model of Mutual Aid for the Elderly under the Framework of Multiple Co-governance Analysis—Taking Chengdu Rural Areas as an Example

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**Abstract:** During the "14th Five-Year Plan" period, China's aging will reach a moderate level. "China Development Report 2020: Development Trends and Policies of China's Population Aging" points out that the urban aging level is about 10%, while the rural population aging has reached 10%. 15.8%. Chengdu has 11 municipal districts, 4 counties, 5 county-level cities and 259 townships in total. With the aggravation of the aging problem in rural areas, the demand for elderly care in rural areas has increased. Chengdu has done a lot of work in the provision of elderly care services in urban and rural areas. The concentration of rural mutual assistance mode sites in Chengdu makes it difficult for the elderly to travel in rural areas, incomplete rural infrastructure construction, lack of professionals, lag in the concept of elderly care, and unbalanced supply and demand. As a cooperative pension model involving multiple subjects, the root cause is that there are problems in the four levels of cooperation between multiple subjects, including goals, rights, responsibilities and trust, which affect the effectiveness of the implementation of this model. Therefore, explore a new model of mutual assistance for the elderly in rural areas in Chengdu, and give full play to the advantages of multi-subject participation. Explore a way to build a new model of mutual support for the elderly with "one center, multiple sites, comprehensive Yakult, and multiple co-governance" based on the number of people in a 1-kilometer radius.

**Keywords:** rural aging; rural mutual support for the elderly; pluralistic co-governance

## 1. Introduction

Chengdu, the capital city of Sichuan Province, has a registered population of 15 million, including 3.16 million elderly people over 60 years old, with an aging rate of 21.07%, exceeding the national average. Chengdu has jurisdiction over 11 municipal districts, 4 counties, and 5 county-level cities, with a total of 259 townships. With the aggravation of the problem of rural aging, the demand for old-age care of the elderly in rural areas has increased. Due to the construction goals, reality and aging conditions of rural areas in Chengdu, the rural old-age model in Chengdu urgently needs the promotion and promotion of a new mutual-aid care model. However, most of the rural areas have not adopted or implemented the mutual assistance model for the elderly<sup>[1]</sup>.

The existing model has a single content that mainly focuses on helping the elderly to solve the problem of eating. The concentration of sites makes it difficult for the elderly to travel in rural areas. Incomplete construction of facilities, lack of professionals, lag in the concept of old-age care, and imbalance between supply and demand. Investigating the root cause, the problems in the quantity and quality of the rural mutual-aid care model are caused by the insufficient introduction of old-age service resources. Based on the analysis framework of multiple co-governance, what difficulties are encountered in the analysis of rural mutual-aid care for the elderly? What is the cause of the predicament? How to unite multiple subjects to break the development dilemma of rural mutual assistance for the elderly? Therefore, this paper centers on multiple co-governance, builds a connection network between participating subjects, and forms a flexible new mutual-aid mutual care model with multiple subjects, multiple tools, and multiple structures.

## **2. Analysis of the new model of rural mutual assistance in Chengdu**

### **2.1. Cases of the new model of rural mutual assistance in Chengdu**

The existing household population is 15,000,700, including 3,160,000 elderly people over 60 years old, with an aging rate of 21.07%, exceeding the national average. In the research report "Prediction of the Development Scale of Population Aging in Chengdu in the Next 30 Years", it is pointed out that by the end of 2037, the population in rural areas will account for 60% of the total number of elderly people in Chengdu. Since 2013, Jintang County, Chengdu City, Sichuan Province has been exploring a new model of old-age care. Through institutional and mechanism innovation, it has created a new model of rural home-based care services of "one central point, multiple service sites, and emphasis on replay tours", and developed a rural home-based care service that adapts to local conditions. A new model of retirement.

In 2014, four "mutual aid elderly care service points" in Guangxing Town, Jintang County, Chengdu were listed and put into operation. This is also the first "mutual aid elderly care service point" established in Chengdu. At present, more than 1,605 mutual assistance elderly care service points have been established in Jintang County, Chengdu. Realize local elderly care within 1 km, share and jointly build comprehensive service department resources, build a multi-party interactive and network-based mutual assistance elderly care service network, and achieve breakthrough progress in rural elderly care. It provides experience and reference for the overall improvement of Chengdu's rural mutual-aid pension model. In 2019, in order to promote and solve the problem of weak infrastructure for elderly care services, Chengdu City has established rural mutual assistance elderly care service points to provide specific assistance and visits to elderly groups such as poverty and disability. The home infrastructure of the elderly is retrofitted to make the rural elderly more livable. However, most of the current mutual aid pension models in Chengdu remain under the leadership of the government, with village committees as the main organization, and the elderly are strongly dependent. The main focus is on the young elderly to help the high-collar elderly to solve the problem of disability, empty nest and other elderly people's daily life, especially the problem of eating. , set up a unified site, centralized residence, centralized management. Most of the types are mainly mutual-aid nursing homes and mutual-aid nursing stations.

### **2.2. Dilemma analysis based on the framework of multi-governance analysis**

#### **2.2.1. The target dilemma of multi-subjects**

Chengdu's rural mutual assistance pension model is dominated by the government, and the village committee organization and the younger-aged elderly help the elderly. First of all, governments at different levels often have different goals in building rural mutual-aid care, some of which are pursuing hard targets and others who increase the demand for rural old-age care services. Different goal conflicts affect the validity of the model. From the perspective of the village committee, the village committee is a grass-roots mass organization that realizes villager self-governance, and it plays an important role in uniting and consolidating the rural masses. Most of the time, the implementation of the rural mutual assistance pension model has become the task of the village committee under administrative pressure to complete the work task instructed by the superior, and does not pay attention to the promotion of the rural mutual assistance pension model, the solution of problems, and the improvement of quality. From the perspective of social organizations and elderly care institutions, due to the relatively backward rural economy and the relatively low level of infrastructure construction, it is difficult for them to actively participate in the supply of rural elderly care services with limited resources unless they are supported by government policies, subsidies and preferential treatment.

#### **2.2.2. The Dilemma of Rights and Responsibilities of Multiple Subjects**

The rural mutual assistance pension model based on the cooperation of multiple subjects requires multiple subjects to jointly provide rural elderly care services on the basis of power sharing<sup>[2]</sup>. Relying on the advantages of authority, resources, and right to speak, the Zhengdu department has long been in a dominant position in the operation of the rural mutual assistance model for the elderly. The elderly in rural areas are scattered individuals, social organizations lack legal document authorization, and the village committee obeys the instructions of the higher-level government. This imbalance of power makes each subject operate closely around the government, relying on the government to provide subsidies for elderly care services, lacking autonomy and losing motivation to participate. With power, there must be responsibilities, but due to the unequal rights of multiple subjects, the definition of

responsibilities of multiple subjects must be ambiguous and the role positioning is unreasonable.

### ***2.2.3. The trust dilemma of multiple subjects***

Generally speaking, citizens' trust in the government is based on the premise that citizens have the right to choose and restrict the government. Because the rural mutual assistance is dominated by the government and lacks appropriate communication channels to negotiate with the rural elderly, or the rural elderly are ignored or ignored by government personnel due to their cultural literacy and education level, government personnel take a generally unified path to solve them. This lack of communication makes the rural elderly and the government lack a trust mechanism, which affects their enthusiasm for participation. At the same time, the elderly in rural areas report problems to the village committee based on the trust of the village committee. However, due to rigid assessment indicators, administrative pressure on work tasks, etc., the village committee will also report problems selectively. The bond of trust between the clubs is cracked. Finally, the rural mutual assistance for the elderly is mainly based on the development of human resources for the elderly, and the mode of providing certain services for the elderly to the elderly is adopted.

However, due to the lack of certain training in professional knowledge and skills for the young elderly, the quality of the service provided is often not guaranteed<sup>[3]</sup>, and can only be limited to the basic work of cooking and laundry. The trust relationship between the elderly is based on the fragile relationship between the service and the serviced. , lack of continuity of cooperation and mutual assistance.

## **3. Exploration of the new site-based mutual-aid pension model in rural Chengdu**

The traditional rural mutual-aid pension in Chengdu is still stuck in the predicament of centralized residence and centralized service. Based on the successful experience of opening 1,605 mutual-aid care service points, integrating resources, and comprehensive coverage in Jintang County, we have explored a new way of rural mutual-aid care mode that belongs to Chengdu's rural regional characteristics, economic level, and technical capabilities. At the same time of participation, the relationship between the various subjects should be closely connected, and a powerful and efficient elderly care service network will be built through the four dimensions of multi-subject goal setting, rights distribution, responsibility and trust mechanism, and statistics are calculated by one kilometer. Data on the proportion of the elderly over 60 years old, the disabled elderly, and the proportion of empty-nest elderly, to create a site-style mutual assistance station for the elderly that matches the needs of rural elderly care: to create a new mutual assistance and elderly care station of "one center, multiple sites, comprehensive Yakult, and multiple cooperation" model.

### ***3.1. Improve the rural consultation system and listen to multiple opinions***

The hypothesis of "economic man" points out that multiple subjects have intricate interests in the process of participation. In order to maximize their own interests, each subject is constantly playing games and struggles, consuming time and resources, in order to effectively improve the efficiency of operation. We should establish a sound rural consultation system, establish equal dialogue and democratic discussion among multiple subjects, and mobilize the enthusiasm of all subjects to participate. First, give play to the role of rural party organizations in promoting rural mutual assistance policies for the elderly<sup>[4]</sup>. Secondly, mobilize rural grass-roots party organizations to collect the fragmented elderly care service needs of rural old people.

A special inspection team will be set up to visit and inquire from house to house on a regular basis. While listening to the opinions of various subjects, it can also play a good role in supervising the rural mutual assistance work. Finally, establish a democratic consultation council for the elderly, elect the elderly in rural areas for self-management, and understand everyone's pension needs from a distance. Ensure that the channels for expressing opinions of various subjects in the rural mutual aid pension are unblocked.

### ***3.2. Decentralization and empowerment to create a site-style elderly care service station***

Avoid excessive intervention and play the role of indirect guidance. First, give lectures to publicize the rural mutual assistance model for the elderly, and increase the importance of village committees and grass-roots township governments to the rural mutual assistance model<sup>[5]</sup>. Secondly, the rural mutual

assistance pension model is transformed from the awareness of rural staff to the needs of their own village construction, and the rural grass-roots administrative personnel are empowered to organize and carry out pension services to achieve self-hematopoiesis. Send village administrators with successful construction experience in model villages such as Jintang County to other villages to impart experience. Immediately afterward, encourage the establishment of grass-roots committees for the elderly in rural areas, so that the elderly can make suggestions for their actual needs, carry out rich entertainment activities, and achieve old age with support and enjoyment. The grass-roots committee for the elderly shall be empowered to supervise the operation of the mutual assistance and elderly care sites. When there is a behavior that violates the mutual assistance and elderly care goals and service purposes, it shall be reported in a timely manner, and the elderly who report truthfully shall be rewarded. Take one kilometer as a unit to accurately count the number of elderly people over 60 years old, disabled elderly people, and empty slot elderly people within one kilometer.

### 3.3. Integrate effective resources and establish a formal operating mechanism

Multiple subjects Clear division of labor and optimize and integrate resources. Mutual assistance in rural areas emphasizes mutual assistance among the elderly in rural areas. A crucial point of the rural mutual assistance model is to transform the rural elderly from passively receiving services to active participants in providing services<sup>[6]</sup>. The first is that the government should incorporate rural mutual assistance in the development of social undertakings in rural areas, set up special funds for rural mutual assistance, and implement preferential policies for land, capital, planning, tax reduction and exemption related to rural mutual assistance stations. The second is to help and promote the development of the rural economy and provide economic security for the elderly care service. The third is to mobilize social forces and encourage social forces to participate in rural mutual assistance for the elderly and unemployment through donations and donations. The third is to encourage social welfare organizations and professional medical institutions to serve the elderly in rural areas on a regular basis. At the same time, it is better to teach people how to fish than to teach them how to fish, so as to teach the elderly certain basic knowledge of health and medical care, and improve their medical and health awareness. Finally, referring to Jintang County's successful rural mutual-aid pension experience, a multi-integrated mutual-aid pension service network has been created, and a breakthrough in rural pension subjects has been achieved. The joint participation of multiple subjects, close the connection of multiple subjects, and form a powerful and efficient operation network<sup>[7]</sup>.

## 4. Conclusion

This paper combines the idea of multiple co-governance to further build a new model of urban mutual-aid pension. However, the case research data in this paper is still relatively lacking, and field research will continue in the future.

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