

Analysis on the Policy of Beijing's Home-based Elderly Care Service

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Abstract. China entered an aging society in 1999, and so far, Beijing has entered the moderately aging society. Under the circumstances, home care has become the primary choice for the elderly in Beijing. Based on the relevant literature, this paper studies the existing policies and practical difficulties of home-based elderly care service in Beijing. The paper recognizes good effects of the current policies and further analyzes the problems to be improved from the aspects of policy follow-up of market segmentation, policy coordination, and policy dynamic adjustment. Based on the research, the paper suggests that the government should coordinate the development of industries and institutions by doing a good job in the market segmentation. The government need to improve the matched policies to reflect the comprehensive effect of the policy system. All sectors of society need to advocate a new view of supporting the elderly to create a good policy environment.

Keywords: Home-based elderly care services, policy institutional system, comprehensive effect.

1. Introduction

The community are provided life care, domestic service, nursing, spiritual comfort and other services to the elderly at home with the help of the government and the society. That is called the Home-based elderly care service [1]. It plays a fundamental role in China's elderly care service system. At present, Beijing has entered a moderately aging society, and the "General Situation of Beijing's Aging Cause in 2022" issued by the Beijing Municipal Aging Office and the Municipal Aging Association shows that: The aging of the city shows the characteristics of fast development, significant aging, large number of women, unbalanced development and heavy dependency burden. It is learned from the Beijing Municipal Civil Affairs Bureau that more than 99% of Beijing's elderly choose home care. In response to the social pension problems caused by the increasingly severe aging population situation, "the Opinions of the CPC Central Committee and The State Council on Strengthening Aging Work in the New Era" issued in 2021 put forward that the Relevant policies and systems should be established and improved. So the promotion of home-based elderly care service requires policy guarantees. Home-based elderly care systems face similar challenges and realities in different provinces. The elderly care concept, service network layout and service structure are important considerations for elderly people when choosing home care. Beijing has a history of leading the way in developing new and innovative ways to provide services for elderly care. It has resources and infrastructure necessary to support a growing elderly care service market and has been successful in improving its family care system. Therefore, Beijing's experience could be of some use for other regions in solving the elder care problem.

Domestic and foreign researches on home-based elderly care service policies mainly focus on the following three aspects:

Research on the object and the implementation effects of the elderly service policies. The objects of the home care policy consistent with the policy goals, mainly focusing on the elderly, disabled, living alone and other elderly groups, which is consistent with the goal of "leaning toward key elderly groups", and can further expand the service coverage groups [2]. In terms of the analysis of policy implementation, Fan Fangchun and Wu Xiangling believe that the effect of policy implementation is affected by policy itself, policy resources, implementing agencies and human factors [3]. Some studies have divided China's home-based care service policies into three types: environment-oriented

policy tools, demand-oriented policy tools and supply-oriented policy tools, analyzing the current situation of favoring supply and light demand [4, 5]. The above methods provide ideas for the analysis of the policy implementation effect.

Research on the status and context of the elderly service policies. Shi Cheng believed that the construction of home care policy system was an important factor determining the effectiveness of home care [6]. Along with the policy embryonic stage, policy formation stage and policy development stage, the policy context of home-based elderly care service has become clear, which is conducive to understanding the policy mechanism of it [7]. The top-level structure and institutional system of the policy are relatively complete, and the content expansion and industry standards are gradually refined and optimized [8]. Zhou Shengyan and other scholars put forward the development trend of accurate and targeted home care policies [5]. The above research points out the direction for the improvement and refinement of home care policies.

Research on the practice of home-based elderly care service policy. In view of the imperfect policy system, Luo Yan and Tong Yulin proposed to adjust the original policy structure and establish specific guidance content and responsibility subjects [9]. Ren Yang and other scholars put forward suggestions on optimizing the policy design concept and improving the professional orientation in the policy making process [4]. Zhang Guimin and Wu Xiangling believe that social organizations should be empowered in the system design to ensure their right to know, express and supervise [10]. Referring to the experience of the Japanese government in implementing the responsibility of home care for the elderly, Su Weijie believes that the supporting system should follow up the previous legislation and refine the specific system that the government should bear [11]. Noticing that the government pays less attention on the demand side while much more attention on the supply side, Zhou Shengyan argues that capital and technology should be taken as the driving forces to develop home care system and a policy-oriented market [5]. In view of the lack of regular evaluation of policies, Qu Shaoxu believes that the selection of evaluation means and the designation of evaluation indicators should adhere to the concepts of fairness and efficiency [12]. Ji Jingyao tries to analyze the objective living situation and subjective life satisfaction of the elderly from the perspective of needs, and evaluate the policy effect of home-based elderly care service [7]. The above research has laid a good foundation for the in-depth study of policy operability and dynamic improvement.

The existing research analyzes the relevant home-based elderly care service policies, which provides certain reference value for the construction of the research ideas of this paper. However, the relevant countermeasures and suggestions mainly focus on policy formulation, and rarely mention countermeasures and suggestions on policy implementation, supervision and evaluation. In foreign literature, there are relatively few studies on China's home-based elderly care service policies, and the research objects involve the unemployed, depressed and other elderly groups in foreign countries. In addition, the research on the matching degree between the policies and practice in Beijing is not rich enough, and there is still room for further research in this aspect.

In view of this, this paper aims to understand the current policy development status and practical difficulties by combining the relevant literature. The author expounds on the practices of Beijing's home-based elderly care service policies and give policy optimization suggestions for the sustainable development of home-based elderly care service. Thereby improving the comprehensive effect of the policy system, the accuracy and effectiveness of solving the problem of home care.

2. An Introduction to Beijing Home-based Elderly Care Service Policies

Currently, the national policies and regulations pertinent to elderly care services are guided by the *Constitution of People's Republic of China*, based on the *Law of the People's Republic of China on the Protection of the Rights and Interests of the Elderly*, and supported by various relevant laws and regulations, administrative rules and departmental rules. The basic endowment insurance system, medical insurance system, long-term care system and so on to ensure the needs of social old-age services. The government ensures service quality and safety by setting quality standard, making

professional regulations for practitioners and forming evaluation mechanisms for elderly care institutions.

Beijing has strengthened system design for home-based elderly care service, promulgated and implemented the country's first "Beijing Regulations on Home-based elderly Care Service" in 2015, which has become a demonstration case in this field in China. Beijing has promulgated the "Beijing Special Plan for Elderly Care Service" and the "Beijing Plan for the Development of Aging Undertakings during the" 14th Five-Year Plan", etc., leading the development of home-based elderly care service. In addition, the policy system also includes the "Beijing Implementation Measures for the Assessment of the Ability of the Elderly (Trial)" and "Beijing Volunteer Service Management Measures" and other measures. "Opinions on Promoting the Development of Elderly Care Services", "Opinions on Promoting the Construction of Basic elderly care Service System", "Opinions on Strengthening elderly care Services to improve the elderly care System", "Opinions on Strengthening the construction of elderly care Service personnel" as well as "the Implementation Plan on strengthening the development of elderly care Services". Figure 1 shows that Beijing has built a relatively complete home-based elderly care service system in implementing policies. And Beijing has left some space for the specific operation level, based on the time and place to explore the specific work mode.

Beijing has built a home-based elderly care service network. It includes the participation of the city, district, street and community. Based on the family, led by the government and supported by the community, the government provides basic public services, enterprises and social organizations provide professional services, autonomous organizations and volunteers provide public assistance services. The government of Beijing has continued to explore and innovate the service model by launching the Beijing Elderly Care Service Network and establishing care service consortiums for old people in various blocks. Meanwhile, the government meets the demand of the elderly at home, which is well received by the society.

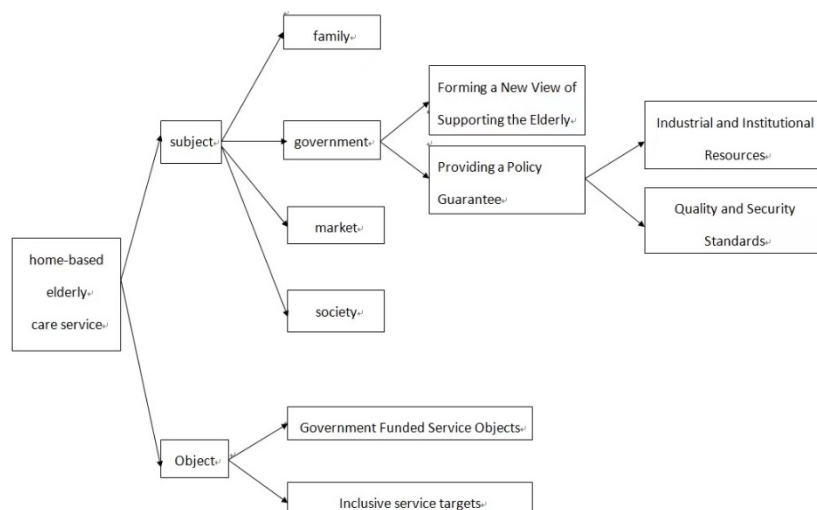


Figure 1. Home-based elderly care service

3. The Improvement for Beijing's Home-based Elderly Care Policies

3.1. The Market Segmentation of Home-based Care Service for Old People

The physical health condition, family environment, psychological condition and the demand for old people are different. The market should segment products in the positioning of the elderly demand by the guidance of government. The "Research Report on the 2022 Elderly Consumption Survey Project" released by the China Consumers Association shows that the younger elderly are more energetic in consumption, have a higher education level and income level, and their consumption concepts can keep pace with The Times. Their demand for high-quality elderly care, health care,

medical care and other aspects has further increased, which creates more space for the market supply of pension industry chain such as pension financial services, smart pension services, and health care services. At present, the market supply is relatively limited, and it cannot meet the diversified demands of different housebound elderly groups. On the basis of subdividing the demands and consumption intentions of old people, the policy guidance for market suppliers should be built by the government. And the accurate connection between home care-based elderly care service and target markets should be promoted by providing elderly care products and service systems, operation systems.

3.2. The Coordinative and Supporting Policies

Based on the policy system for elderly care, the content of supporting family members to effectively perform old-age care is limited. The government needs to increase the proportion of this in the policy design, and form a joint force with the existing social services for home-based elderly care service. In terms of the combination of medical and nursing care, the nursing care of the elderly with long-term basic diseases at home and hospital treatment needs to be effectively connected. Especially for the elderly with fixed home nursing staff, hospitals need to improve the flexibility of allowing the caregiver to take care of the elderly, so that the elderly feel more intimate hospital treatment and home daily care. In terms of talent training, although the state has introduced a series of training and incentive policies for serving talents for the old, the number of training does not match the growth rate of the demand for serving the old, and the industry treatment is not attractive. At present, family members and nannies lack relevant nursing expertise. And the nursing staff are in huge demand, impeding the elderly from enjoying quality services at home. In terms of supporting policies for the elderly care industry, the welfare character should be more considered. The government needs to integrate specific policy designs into the existing policies to form a synergy of industrial policies.

3.3. The Dynamic Adjustment of Policies Related to Home-based Elderly Care Service

In terms of linking elderly care station, the daytime care and psychological comfort of most elderly care stations are insufficient in the actual operation process, occupying more of the station area. However, the elderly have a high demand for door-to-door doctor, home care and spiritual care, and the relevant subjects need to strengthen their search efforts to ensure the safety of their home care. Therefore, it is more and more important for elderly care stations to adjust the room area of day care and psychological comfort from the acceptance assessment index, and invest limited resources into home-based elderly care service more accurately. In terms of nursing insurance, disabled elderly people currently have insufficient ability to pay for nursing services, and lack the support of policy practical content such as "encouraging and guiding insurance companies to develop and promote long-term care insurance products" and "encouraging residents to take out long-term care insurance". For the payment mode and payment ratio, it also needs to be improved in the exploration. In terms of assisted meals for the elderly, the number of personnel provided by relevant entities is limited. At present, the government requires food delivery personnel to have the appropriate health certificate and other qualifications. Station staff, community workers, volunteers in the delivery of food during the greater pressure. Couriers take into account the speed of delivery, enthusiasm is weak. Under the premise of ensuring quality and safety, the government needs to refine and adjust the qualification requirements of food delivery personnel.

4. Suggestions

4.1. Promoting the Coordinated Development of Industry and Institution by Market Segmentation

The government should practice the policy concept of "life is supreme" and guide the coordinated development of the industry and institution for elderly care. Not only the government needs to provide

basic services, but also the enterprises should provide whole-life-circle services for home-based elderly care projects. The government needs to guide the market to provide higher quality of life services by forming the scale and brand of industrial clusters. The government should guarantee the needs of the key group consisting of lonely elderly people, disabled, mentally retarded, elderly and other elderly people with financial difficulties. At the same time, it should cultivate various providers to satisfy the diversified needs. The government could build a digital platform, guiding enterprises to combine new technologies to carry out research and innovate elderly products. The government should support enterprises to display and customize home care products such as age-appropriate model rooms and anti-fall vests for the elderly in deep communities, so that elderly people in need can enjoy convenient and assured consumption. The potential consumer demand will be transformed into real consumer behavior. The trust of the elderly and their family members will be enhanced. In terms of subsidized meals for the elderly, the government should ensure that services are provided to the bottom-line protection groups. The government can promote the participation of social catering enterprises with tax policies, subsidy policies and other policies to encourage the market to further meet the needs of inclusive groups.

4.2. Reflecting the Comprehensive Effect of the Policy System by Supporting Policies

The government should adhere to the policy concept of "democracy for use" and carry out in-depth investigations and studies. Through overall planning and phased progress, the government should introduce targeted and forward-looking supporting policies. The government should use the big data analysis function to provide data support for regular evaluation of policy implementation, and strengthen supervision of policy implementation. What is more, the government needs to adjust the policies to the changes and enrich policy toolbox. All sectors of society should be tolerant of the problems in home care system, and make public suggestions to improve the policy mechanism. The government and the elderly care station need to dynamically adjust the policy standards to respond the situation of day care, psychological comfort assessment in elderly care station and the qualification of the food delivery staff. In terms of the medical and nursing care combination, the government should accelerate the promotion of the long-term care insurance system, and refine the payment mode and payment ratio and other policy contents. The government should unblock the nursing channels for the elderly's home and hospital treatment services, link up with the hospital escort management system, and provide work convenience for the elderly's relatively fixed nursing staff. In terms of talents, the government needs to put forward clear regulations on the skills training, treatment security, promotion space, personal professional reputation management and other contents of the elderly care workers. At the same time, the government should provide policy support for the standards and charges of door-to-door medical services for medical staff, so as to realize the optimal allocation of health care resources for the elderly.

4.3. Form a New View of Supporting the Elderly and Create a Good Policy Environment

All sectors of society should face up to the social reality of aging and form a positive pension policy system and social environment with a new view of supporting the elderly. Quality elderly care services reflect an aspect of quality life. The government should not only provide institutional guarantee for home care, but also lay emphasis on the values of social care and break through the cognitive limitations of traditional home care. Home care services for the elderly should not only meet the elderly's requirement of accepting the services at home, but also provide services that traditional families cannot provide to help them maintain mental health. Junshan Zhou and Alan Walker believe that the best way to care for the elderly in China is to respect their cultural traditions, and the joint care of family members and community nursing institutions is the premise and basis for coping with aging [13]. All sectors of society should gradually change the traditional concept and consumption habits, combining the upgrading of consumption structure with the level of social "aging". The government has introduced preferential policies to support family members in fulfilling their elderly care obligations, and explored ways to provide matching support in terms of elderly care

leave and tax relief. At the same time, the government should let people of different ages and different social subjects have more contact and attention to home care. The government should strengthen the construction of elderly care service industry associations and do a good job of industry self-discipline. And the government need to put forward the relevant policy, legislative recommendations, improving the level of service for the old. The government should also increase the policy publicity, service and management innovation, introducing more personnel and social capital to take part in the elderly care service field, and improve the "aging" protection of the whole society.

5. Conclusion

As China's aging population grows and the demand for home-based elderly care services increases in Beijing, the importance of home-base care services for old people becomes apparent. To promote the development of it, the government must provide support and guarantees through policies and systems, and effectively resolve the challenges of home care work in Beijing.

This paper mainly focuses on the reflection of Beijing's home-based care service policy for old people, analysis the object of concern and implementation effect factors, status and development context, practice situation to review the development status of Beijing's home-based elderly care service policy. The paper analyzes the need for improvement of it from three aspects: policy follow-up of market segmentation, policy coordination and compatibility, policy dynamic adjustment. To promote the development of home-based elderly care services, the author recommends improving and optimizing policies. They are focusing on the coordinated development of industry and institutions, segmenting the elderly care services market effectively, improving supporting policies that reflecting the comprehensive effect of the policy system, forming a new view of supporting the elderly and creating a good policy environment.

The research content of this paper has certain reference value for improving the policy system and the quality of home-based elderly care service in Beijing. However, this policy system is a process of continuous improvement and dynamic development, which needs the joint exploration of families, governments, markets and society. At the same time, it is more necessary to combine the characteristics of The Times and the demand of home care, and jointly promote the improvement and development of the policy system and work system in practice.

The research methods used in this paper are not diversified. In the future, based on more home-based elderly care service policies across the country, the author will go deeper in this topic to improve the value of the research by combining more systematic policy theories and diversified analysis methods.

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