

The Implementation Dilemma and Promotion Strategy of Aging-Friendly Renovation Policy in China

Qian Xu

School of Sichuan University, Chengdu Sichuan, 610000, China

Abstract: At present, my country's population aging is becoming increasingly severe, and the degree of population aging continues to deepen, and the demand for the construction of my country's elderly care service system is more urgent. This paper uses the Smith model to analyze some of the implementation difficulties faced by my country's aging-friendly transformation policy in the promotion and implementation. The study found that the policy itself, the implementing agency, the target group, the external environment, etc. are all facing difficulties. Based on this, this paper puts forward corresponding suggestions. The demand for the construction of my country's elderly care service system during the "14th Five-Year Plan" period is more urgent. The main manifestation is that the degree of aging continues to deepen. By the end of 2020, the number of elderly people over 60 years old in my country will reach 260 million. In the next five years, the number of elderly people aged 60 and above will increase at a rate of about 10 million per year. China's population aging has become increasingly severe. Against this background, the supply of social public products and public services and the construction of cities need to actively respond to the impact of aging, continue to promote aging-friendly construction and renovation, and provide a livable and healthy environment for the elderly. In the "Opinions on Strengthening Aging Work in the New Era", my country proposed to introduce relevant aging-friendly renovation standards, promote family aging-friendly renovation, promote the "smart help for the elderly" action, and accelerate the promotion of aging-friendly renovation of Internet applications and mobile terminals and APP applications commonly used by the elderly. However, from the practical situation, there are still certain obstacles in the implementation of aging-friendly renovation policies. Most of the existing research is carried out from the actual construction and renovation of aging-friendly facilities, lacking policy research at the macro level. In view of this, based on the policy implementation model proposed by Smith, this paper analyzes the obstacles and difficulties faced in the implementation of my country's aging-friendly transformation policy, and proposes corresponding promotion strategies based on a problem-oriented approach.

Keywords: Aging-friendly Renovation Policy; Old People; Smith Model; Implementation Dilemma.

1. Overview of the Smith Model

In 1973, American scholar Thomas Smith (Smith T B) published an article in the journal *Policy Sciences*, proposing a model to describe the policy implementation process [1]. Smith believes that there are four important factors that affect policy implementation (Figure 1), namely: idealized policies, including the origin, rationality and feasibility of policies; executive agencies, which refer to the specific organizations responsible for policy implementation, including the structure and personnel of the executive organization, the management style and execution skills, ability and confidence of the leaders; target groups, also known as policy objects, that is, those who are affected by the policy and must take corresponding responses; environmental factors, including various factors in the political, economic, cultural and educational environment that affect policy implementation. The model believes that these four factors will be "tense" during the policy implementation process, and only by "handling" them well can the policy be implemented smoothly. In the "handling" process, "feedback" needs to be made based on the problems found; if no problems are found, "feedback" will be made through "establishment", and the result is to enter a new policy implementation process. Smith believes that there is an interactive relationship between the above four factors, and the direction of their system movement determines the result of a policy implementation.

Smith's policy implementation process model and his "four-factor theory" pioneered the basic theoretical framework for analyzing the policy implementation process

and its influencing factors, and became one of the most classic theoretical models in the field of policy research. It has been widely used in this field, and most subsequent policy implementation researchers have conducted analyses under the influence of this framework. Therefore, combining Smith's policy implementation process model to analyze the implementation characteristics of my country's policy on aging-friendly transformation will help provide a clear and easy-to-grasp policy implementation analysis framework for the implementation of my country's policy on aging-friendly transformation, and then propose effective paths and strategies for policy implementation as a whole.

2. Difficulties in the Implementation of Policies for Aging-Friendly Renovation

2.1. The Policy

The Smith policy implementation model mainly describes "idealized policies" as being reasonable, legal, and feasible, which means that all factors develop in a positive direction without being hindered. However, this is only an ideal state. The key to the smooth implementation of policies is that the policies are feasible. This article will analyze the policies themselves from the current status of aging-friendly renovation policies and the difficulties in implementing aging-friendly renovation policies.

First, in terms of the current situation. First, in terms of aging-friendly homes and communities, in 2020, the Ministry of Civil Affairs, the National Development and Reform

Commission and other 9 ministries and commissions jointly issued the "Guiding Opinions on Accelerating the Implementation of Home-based Aging-friendly Renovation Projects for the Elderly". It requires the implementation of the deployment requirements of the Committee and the State Council, and the demand-oriented promotion of various regions to improve the living and care conditions of the elderly at home, enhance the safety, convenience and comfort of home living facilities, and improve the quality of home-based elderly care services. It requires that home-based aging-friendly renovations be included in the overall promotion of the construction of the elderly care service system, and encourages and supports related companies such as decoration and decoration, housekeeping services and properties to expand aging-friendly renovation businesses and promote the construction of home-based aging-friendly renovation projects. In addition, at the national level, various departments have also emphasized the need to promote aging-friendly renovations and have introduced corresponding policies (see Table 1).

Table 1. Policy

Policy name	Issuing agency	Release time
13th Five-Year Plan for Accessible Environment Construction	China Disabled Persons' Federation and 13 other departments	2016
Implementation Plan for Further Optimizing Human Resources and Social Security Public Services and Effectively Solving the Difficulties of the Elderly in Using Smart Technology	General Office of the State Council	2020
Guiding Opinions on Accelerating the Implementation of the Elderly Home Adaptation Renovation Project	Ministry of Civil Affairs	2020
Opinions on Strengthening Aging Work in the New Era	State Council	2021
14th Five-Year Plan for Actively Responding to Population Aging Projects and Childcare Construction Implementation Plan	National Development and Reform Commission	2021
14th Five-Year Plan for the Development of National Aging Affairs and Elderly Care Service System	State Council	2022

The author arranges it according to the government work website

In addition to the policy promotion at the national level, various places have also put home-based aging-friendly renovation into practice. At the end of 2019, the Shanghai Civil Affairs Bureau launched a pilot project for home-based aging-friendly renovation, and first carried out pilot work in 6 streets in 5 districts, which received widespread attention from the society and the active participation of the elderly in the pilot streets. On this basis, at the end of December 2020, the pilot was expanded to 51 streets and towns in 16 districts of the city; in July 2021, the aging-friendly renovation work was fully launched, and the streets and towns will be fully

covered in the central urban area within the year. At the same time, according to actual needs and conditions, it will be expanded to the suburbs in an orderly manner. As of the end of September 2021, the city had completed 5,718 home-based aging-friendly renovations, exceeding the annual target of 5,000 households in 2021 ahead of schedule. In addition to home-based aging-friendly renovations, my country is currently also actively promoting community-based aging-friendly construction, especially the renovation of old residential communities. The "Guiding Opinions on Comprehensively Promoting the Renovation of Old Residential Communities in Towns" pointed out that it is necessary to focus on renovating and improving community supporting facilities and municipal infrastructure, and improving the level of public services such as community elderly care, childcare, and medical care.

Although my country is gradually promoting the construction of home and community facilities suitable for the elderly, the practice of aging-friendly renovation is still in its infancy. There is still a lack of necessary community service systems, and the relevant supporting facilities and elderly care mechanisms are backward. The renovation process is time-consuming. These problems need to be solved in the formulation and implementation of future aging-friendly renovation policies [2].

Secondly, in terms of the network aging-friendly renovation policy, the national level has also issued corresponding policies (see Table 2). In the 2020 "Guiding Opinions on Promoting Information Accessibility", it is clearly focused on the key beneficiaries of information accessibility, such as the elderly, the disabled, residents in remote areas, and people with cultural differences, and focuses on eliminating three aspects of information consumption fees, terminal equipment, services and applications. The three obstacles, such as information consumption charges, terminal equipment, services and applications, enhance the supply of products and services, and make up for the shortcomings of information accessibility, so that all social groups can obtain and use information equally and conveniently. The "Special Action Plan for the Adaptation of Internet Applications to the Aged and Accessible Renovation" points out that the key tasks include carrying out aging-friendly and barrier-free renovation of Internet websites and mobile Internet applications, carrying out aging-friendly and barrier-free renovation level assessments and incorporating them into "corporate credit evaluation", and granting information accessibility logos and publicizing them. There are seven specific contents in three aspects.

The author arranges it according to the government work website

According to the 49th Statistical Report on the Development of China's Internet released by the China Internet Network Information Center, as of December 2021, the number of Internet users aged 60 and above in my country reached 119 million, accounting for 11.5% of the total number of Internet users, and the Internet penetration rate reached 43.2%. The gap between the Internet access rate of the elderly in my country and other age groups is further narrowing, but the Internet access rate is still low. Compared with other age groups, the elderly are less likely to access online information, and the information gap is still large.

Table 2. Policies related to Internet aging

Policy name	Issuing agency	Release time
Guiding opinions on promoting information accessibility	Ministry of Industry and Information Technology	2020
Implementation plan for further optimizing human resources and social public services and effectively solving the difficulties faced by the elderly in using smart technologies	Ministry of Human Resources and Social Security	2020
Implementation plan for effectively solving the difficulties faced by the elderly in using smart technologies	General Office of the State Council	2020
Special action plan for aging-friendly and barrier-free transformation of Internet applications	Ministry of Industry and Information Technology	2020

Second, there are difficulties in policy implementation. Although in recent years, my country's elderly-related departments have intensively issued relevant policies with the nature of encouragement, support and bottom-up guarantees, it cannot be ignored that the current practice of aging-friendly transformation in my country is still in its early stages. From the specific situation of policy implementation, the problems faced are mainly reflected in the poor operability of the policy. The difficulty in policy implementation is determined by the nature and characteristics of the policy itself. At present, the relevant policies involved at the national level are often overall planning, and the clause design is highly instructive, but it is difficult to guide practical activities, and it is impossible to explain the division of labor and standard requirements of detention. For example, in terms of network adaptation for the elderly, in November 2020, the General Office of the State Council issued the "Implementation Plan on Effectively Solving the Difficulties of the Elderly in Using Intelligent Technology", and the Ministry of Industry and Information Technology and other departments also made specific work arrangements for the adaptation of intelligent technology and intelligent applications to the elderly, further alleviating the difficulties of the elderly in using intelligent technology. However, my country currently does not have a complete standard system for the adaptation of information technology to the elderly. The degree of adaptation of various types of intelligent information products to the elderly varies, the hardware is imperfect and the functional experience is poor, and the adaptation of software and hardware products to the elderly is not synchronized and matched, which seriously affects the elderly's experience of using smart products. In addition, due to factors such as urban-rural differences and regional differences in my country, there is also a phenomenon of uneven regional development in the process of policy promotion. For example, the difference between the east and the west, the economic development levels of the eastern and western regions of my country are inconsistent, the economic development level in the eastern region is high, and the level of adaptation of residential and community adaptation to the elderly is also relatively high. In order to meet the material and cultural needs of the elderly

and improve their quality of life, many economically developed regions have promoted the aging-friendly renovation project mainly in grassroots communities, issued corresponding subsidy standards (see Table 2), installed convenient facilities and barrier-free facilities, and simultaneously improved relevant soft and hard facilities to meet the anti-aging needs and interpersonal communication needs of the elderly. The community aging-friendly renovation has initially taken shape. In contrast, although some economically underdeveloped areas in the west have proposed renovation plans for old communities, they have not yet issued corresponding subsidy standards for aging-friendly renovation. The community aging-friendly renovation is relatively imperfect and started late, and there are various pressures and difficulties in its implementation.

2.2. Policy Implementation Agencies

The smooth implementation of policies must rely on the strong execution of the implementation agencies. The implementation agencies of aging-friendly renovation mainly include the government, relevant enterprises, communities, etc. At present, the implementation agencies of aging-friendly renovation policies in my country generally have the problem of weak execution.

First, the functions of government departments are not clear enough. From the government level, there are multiple departments (information, health, civil affairs, etc.) whose responsibilities involve the management of aging-friendly renovation, but the responsibilities and powers are not clearly defined and the regulatory system is not unified. There is a situation where the relevant departments act independently or even shirk each other, making it difficult to effectively manage the communities, nursing homes, medical care institutions, the elderly and other entities involved in aging-friendly renovation. The problems of policy constraints and system obstruction are relatively serious.

Second, there is a lack of relevant professional talents and professional standards. First, in terms of the quality of aging-friendly renovation, the quality of aging-friendly renovation in my country is uneven, and the average level is relatively low. The content of aging-friendly renovation is mostly limited to the installation of anti-slip floor, bedroom handrails and toilet seats, etc., mainly focusing on the safety of toilets for the elderly, walking convenience and the most influential hardware facilities for limited renovation [3]. However, the renovation requirements of the elderly for other basic living facilities, such as dining and entertainment, were ignored, and the diverse and personalized needs of the elderly were not met. Secondly, in addition to the quality of aging-friendly renovation, the service mechanism of aging-friendly renovation has not been perfected. Although the government has introduced a series of policies to promote aging-friendly renovation, due to the imperfection of standardized procedures and professional requirements, a series of problems such as inconsistent procedures, unclear responsibilities, inconsistent standards, and inadequate supervision have occurred in aging-friendly renovations in various places. Finally, in terms of professional talents, aging-friendly renovations also require professional health managers and pension assessors to conduct investigations and then design relevant plans in a targeted manner. At present, there is a lack of relevant professional talents in my country. In the field of medical care, the number of registered nurses per thousand people in my country in 2020 was 3.34, which

is only about one-third of the average level of OECD countries. The ratio of nurses to doctors is only 1.15, less than a quarter of Japan. The lack of professional talents makes it difficult to meet the professional needs of aging-friendly renovations [4].

2.3. Policy Target Group

The policy target group refers to the group of people targeted by the policy. The effective implementation of the policy requires the recognition of the policy by the target group, but the target group often has a biased understanding of the policy based on value preferences, which increases the difficulty of policy implementation. First, in the process of promoting aging-friendly living, many families only realized the importance of aging-friendly living after an accident occurred in the elderly. In addition, due to insufficient publicity, the content and effect of aging-friendly living renovations are simply equated with the redecoration of the house, which conflicts with the actual living, or it is believed that aging-friendly living renovations are expensive, take a long time, and waste time. Secondly, in terms of the elderly, the elderly themselves do not have a deep understanding of aging-friendly living renovations and are not willing to renovate. For example, after a random survey of the elderly population in Nanjing, some scholars found that 35.9% of the elderly population had a weak willingness to renovate, 41% of the elderly population had a general willingness to renovate, and 23.1% of the elderly population had a strong willingness to renovate [5].

2.4. Environmental Factors

The policy environment refers to political, social, cultural and other factors related to the policy living space. The implementation of policies is significantly affected by the complexity and polygonal nature of the environment.

First, there is a lack of unified professional standards. In terms of home-based aging-friendly renovation and community-based aging-friendly renovation, the Guiding Opinions on Accelerating the Implementation of Home-based Aging-friendly Renovation Projects for the Elderly issued in 2020 formulated a recommended list of home-based aging-friendly renovation projects and elderly supplies for the elderly. The list divides the listed projects into basic and optional categories, and further unifies and improves the various standards for aging-friendly renovation. In the Guiding Opinions on Comprehensively Promoting the Renovation of Old Urban Communities, the basic principles and renovation tasks of the renovation are also stipulated. However, the standards for renovation are not clear. As far as the current development of aging-friendly renovation is concerned, many facilities related to medical care, entertainment, education and services for the elderly have not been implemented in actual actions. It is precisely because of the lack of supporting standards that the overall renovation standards still need to be improved, and various rules and regulations need to be further improved. From the market side, the specific projects and product quality of aging-friendly renovation have not yet formed a unified standard. The quality of furniture, electrical appliances and other related products required by the elderly cannot be guaranteed, which is not conducive to the healthy development of the aging-friendly market.

In terms of network aging-friendly construction, in November 2020, the General Office of the State Council

issued the Implementation Plan on Effectively Solving the Difficulties of the Elderly in Using Intelligent Technology, and the Ministry of Industry and Information Technology and other departments also made specific work arrangements for the aging-friendly of intelligent technology and intelligent applications, further alleviating the difficulties of the elderly in using intelligent technology. However, my country currently does not have a complete standard system for the aging-friendly information technology. The aging-friendly degree of various intelligent information products varies, the hardware is imperfect and the functional experience is poor, and the aging-friendly transformation of software and hardware products is not synchronized and matched, which seriously affects the elder's experience of using smart products.

Second, there is a lack of market-oriented development path. Aging-friendly transformation is a welfare related to people's livelihood. Therefore, the government plays a leading role in promoting aging-friendly transformation, giving priority to protecting the elderly, disabled and disabled elderly people within the scope of the extremely poor and the registered poor population, and promoting it as a livelihood project. However, in the current market, in addition to government purchases, residents are not very enthusiastic about actively proposing aging-friendly transformation, and there are relatively few businesses that provide aging-friendly transformation services. There are gaps on both the supply and demand sides, and it is difficult to establish a healthy market. From the perspective of disease prevention and control, although the number of beds in professional public health institutions has increased year by year, the proportion of beds in professional public health institutions to the total number of beds in medical and health institutions is still only 3.3% by 2020, and there is still a large gap in professional health managers, nutritionists, etc. From the perspective of rehabilitation and nursing, many rehabilitation services are still provided by large hospitals, and the related grassroots health service institutions have not played their due service functions. At present, there are only 706 specialized hospitals for rehabilitation and nursing in my country, accounting for only 2.1% of all hospitals. Due to the difficulty in forming a complete supply of health and elderly care industry, some health and elderly care fields that could have been carried out at a lower cost have been directly referred to become a high-cost medical burden.

At present, most aging-friendly renovation projects are mainly purchased by the government. The government decides the areas that need to be renovated, and then publicly bids to purchase related renovation services. The market side cannot effectively play its role in this process and faces certain risks, so it can only be renovated according to the government's plan. The passive situation and imperfect development route of the market side have restricted the vitality of the market. Many aging-friendly renovation service providers are participating in aging-friendly renovation projects for government subsidies, lacking corresponding innovative thinking. Once they lose government support, it is difficult to continue to develop.

The third is the deviation from the concept of "focusing on the elderly". In the field of elderly care services, people have long ignored the subjective wishes of the elderly. For example, in the process of promoting housing construction, they only focus on basic living needs and meet the requirements of relevant housing construction standards, and do not carry out

housing construction and community construction from the perspective of aging. Secondly, many people, including decoration designers, believe that removing some barrier-free facilities such as height differences and ramp designs and the configuration of aging-friendly furniture is aging-friendly renovation, but they do not integrate aging-friendly design into house decoration.

3. Promotion Strategy

3.1. Clarify the Responsibilities and Form an Integrated Service Process

To promote the transformation of elderly-friendly services, it is also necessary to establish a complete service system, including the responsibilities of local government departments from the central to the local government, the effective collaboration between government departments and social organizations, and the operational process of transformation services. Therefore, it is necessary to break through the barriers between government departments at all levels. In terms of vertical integration, the original limitations of administrative organizations, policies, funds and other factors should be overcome, and health and social services should be integrated under the administrative system centered on the National Health Commission. The Department of Aging and Health should be given the power to uniformly allocate resources, and care managers at the local level should evaluate, classify and coordinate the elderly who need services, in order to improve the administrative efficiency of elderly care services and gradually promote the vertical integration of elderly care services. In terms of horizontal integration, it is necessary to break through the information barriers between departments at the same level, smooth the information communication channels, promote the efficient circulation of resources and information, realize the effective allocation of resources, and better promote the transformation of elderly-friendly services. At the same time, it is also necessary to fully tap professional talents to supervise and evaluate every process of elderly-friendly services.

3.2. Introduce Market-Oriented Mechanisms and Cultivate Multiple Entities

In order to ease the pressure brought by the increase in welfare expenditures, Western countries have proposed the welfare pluralism theory, advocating that the source, supply and transportation of social welfare should be jointly responsible and completed by multiple departments, and social welfare should be provided by the state, the market and the family, which represent formal organizations, public organizations and private organizations respectively [6]. Therefore, aging-friendly renovation cannot be simply equated with charity, and cannot rely solely on the government to reflect its public welfare and welfare nature. Faced with the growing demand for aging-friendly renovation, the results that can be achieved by the unilateral promotion of the government are very limited. The government should introduce market-oriented mechanisms to promote the industrialization of aging-friendly renovation, take more market entities into consideration, and transition from the configuration of aging-friendly furniture to the creation of aging-friendly environment, from focusing on functional utility to considering the overall effect presentation, etc.

Introducing market-oriented mechanisms is also to cultivate multiple entities to participate in aging-friendly

renovation. Therefore, it is also necessary to establish a collaborative mechanism to strengthen the communication and interaction between the government, service providers, social organizations, and families to ensure the orderly advancement of aging-friendly renovation [7]. In addition, the introduction of market-oriented mechanisms also requires the promotion of non-profit aging-friendly renovation projects to give the elderly more choices and meet their personalized needs.

3.3. Publicize Aging-friendly Renovation

For a long time, in the field of elderly care services and even in the social field, people have paid little attention to the obstacles and difficulties faced by the elderly in their daily lives, and simply equated aging-friendly renovation with house decoration. Designers of aging-friendly renovation often fail to pay attention to the real needs of the elderly. The elderly find it difficult to express their subjective wishes in the renovation, and aging-friendly renovation is also regarded as a social burden. This practice of ignoring the real needs of the elderly mainly includes: designers design aging-friendly renovation projects and processes from their own perspective; product design does not meet the needs of the elderly but caters to the current trends and aesthetics. A prerequisite for the effective promotion of aging-friendly renovation is to realize the "old-oriented" at the level of social concepts, form a culture of caring for the elderly, and families realize the importance of aging-friendly renovation, and designers pay more attention to the needs of the elderly.

Advocating "old-oriented" first emphasizes respecting and caring for the elderly, understanding the basic characteristics of the elderly, and building an elderly-centered elderly care service platform based on the actual needs of the elderly [8]. Policy makers, designers and providers of aging-friendly renovations should understand the real needs of the elderly and take the actual needs of the elderly as the basis, so that aging-friendly renovations can be as consistent as possible with the physical conditions of the elderly and truly make the lives of the elderly more convenient and faster.

3.4. Refine Renovation Standards and Broaden Financing Channels

The perfect system standards are the support for aging-friendly renovations. Western developed countries have made regulations on the organization and management, financial support, and service paths of aging-friendly renovations, forming a professional standard system. However, in comparison, the relevant standard system for aging-friendly renovations in my country has not been refined and improved. The standardization of the entire process of aging-friendly renovations is crucial. From the discovery of needs to the final investment in renovations, it is a complete industrial chain. This requires the government and relevant authorities to establish corresponding industry standards in the standard identification of renovations, promote industry compliance, rational development, and improve the efficiency of cooperation and communication. For example, it is necessary for central ministries and local governments to supplement and refine the specifications, standards and operating guidelines for the construction and renovation of barrier-free environments suitable for the elderly in the corresponding laws, departmental regulations and guiding opinions, clarify the goals and contents of the construction of barrier-free environments suitable for the elderly, and improve, refine and

meet the standard dimensions of barrier-free spaces and facilities for all ages in accordance with the "Barrier-Free Design Specifications".

In addition to the refinement of standards and market-oriented construction, the promotion of aging-friendly renovation also requires sufficient financial support. As far as the current situation in my country is concerned, the source of funds mainly relies on fiscal appropriations or self-financing. However, in the process of aging-friendly renovation, the old communities are densely populated and densely populated, and the demolition and construction ratio are relatively low, resulting in an imbalance between income and expenditure. The cost of renovation of old communities is also high, and the renovation and construction also face a large funding gap.

Therefore, on the one hand, governments at all levels should consider setting up special funds for aging-friendly renovations, increase the amount of fiscal spending on aging-friendly renovations, and provide financial support for aging-friendly renovations. On the other hand, they should also actively expand financing channels, rely on policy support, tax reductions and other measures to encourage enterprises and other entities to participate in aging-friendly renovations. At the same time, it is also necessary to actively encourage families to carry out aging-friendly renovations, and rely on the government, families, and society to jointly assume responsibility.

4. Conclusion

On the basis of reviewing the progress characteristics of aging friendly renovation and literature related to aging friendly renovation, this article further analyzes the difficulties faced by aging friendly renovation. Based on the previous analysis, in order to change the difficulties faced by aging friendly renovation and further promote aging friendly renovation, this article proposes a hierarchical arrangement

and implementation path for aging friendly renovation. Starting from publicity, main body, funding, and standards, feasible suggestions are provided. Adaptation to aging requires joint efforts from multiple themes in order to have a better future.

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