

# Research on the Role and Countermeasures of Community Home-Based Care Model in Shaping and Improving the Image of Grass-roots Government

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## ABSTRACT

At present, the aging of population is serious in China, so the problem of providing for the aged is a key problem of the society. Community home-based care service model has gradually become one of the main pension models under the study background. The main implementation and management of community home-based care is the grass-roots government, whose image is reflected in the implementation of all aspects of community home-based care. This paper takes Hongkou District, Shanghai community home care services as an example, analyzing how the grass-roots government shapes and improves its own brand image in the community home-based care in the community with the help of CIS theory.

**Keywords:** *community home-based care, grass-roots government image, CIS theory*

## 1. INTRODUCTION

In November 2019, the party central committee and the State Council general office issued "medium and long term plan of China's actively coping with aging population". The planning made clear that from 2000 to 2018, the number of the old people who reached 60 had increased from 1.26 million to 2.49 million; the elderly population proportion of the total population rose from 10.2% to 17.9%; and most elderly people were more inclined to self-care and lived in familiar surroundings<sup>[1]</sup>. The country, the government and the society must solve the most important old-age care service problem through overall management and planning. The policy implementation of the grass-roots government is the most basic link which can effectively promote the implementation of the community home-based care service model, shape and enhance the government's own image, and also play a key role in the implementation of the community home-based care. The grass-roots government can better play the role in implementing policies and policy management, and can establish a good government image by amplifying the advantages of the community home care model and making active use of it, effectively avoiding risks, discovering and solving the problems.

## 2. THEORETICAL BASIS AND BASIC CONCEPTS

### 2.1 the GIS theory

CIS theory was first produced in the field of enterprises, aiming at guiding enterprises to develop in the direction of standardization, systematization and perfection. With the continuous development of the theory and practice of CIS, CIS has been introduced into the field of government image management and formed the government identity system (GIS), where G means government, providing guidance for government image management.

GIS theory refers to that to shape the good government image, the government adopts the unified visual identity design and the way of the whole communication system to transfer organizational unique concept, behavior and culture, regulate the behavior of government staff's habits, highlight the distinct personality and spirit, and establish a two-way communication relationship between the social public and internal staff, so as to establish a public identity to the organization and common values of a strategic means of competition<sup>[2]</sup>.

Just like CIS theory, GIS can be divided into three subsystems: Mind Identity System (MIS), Behavior Identity System (BIS) and Visual Identity System (VIS). Its hierarchy of three subsystems is clear, interacted, interconnected and indivisible. MI is the core; the theoretical guidance of BI and VI. BI is a dynamic system of CIS, which is the continuation and implementation of the concept system, and has the characteristics of unity, uniqueness and dynamics. VI is an intuitive visual impact, an external manifestation of expression and a direct element with the most spreading power and appeal in GIS<sup>[3]</sup>.

### 2.2 Image of grassroots government

Grass-roots government refers to the state power set up in the lowest administrative region. It directly faces the residents, provides services and manages them. The quality of its work is closely related to the vital interests of each resident, thus influencing their attitude towards the country. The image of the grass-roots government emphasizes the grass-roots level. The image quality of the grass-roots government is related to the public's trust in the government and whether the government can establish good social public relations<sup>[3]</sup>.

The different roles of the grass-roots government in the implementation of the community home care service can correspond to the three subsystems of MIS, BIS and VIS respectively, as shown in Figure 1. This theory regards the image promotion of the government as a whole strategy. The status of any subsystem will affect the other two subsystems, so the three subsystems must be in a highly unified state to ensure the effective implementation of the GIS strategy.

Therefore, GIS theory will provide theoretical and countermeasure guidance for shaping and improving the image of grass-roots government. Through the analysis of the deficiencies and countermeasures of the implementation of community pension policy by the grass-roots government, the community home-based pension service model is conveyed to the wider social public, so as to improve the public's recognition and acceptance of the work of the grass-roots government, and then enhance the fine image of the grass-roots government.

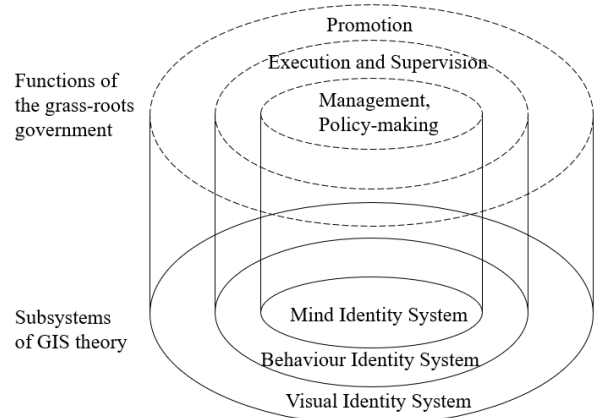


Figure 1 The internal relationship between GIS theory and promotion of basic government image

### 2.3 Relationship between community home-based care and image building of grass-roots government

In the practice of community home-based care, the interactive relationship in the care service is reflected in Figure 2. Grass-roots governments assume the roles of policy makers, financial supporters, service supervisors, service promoters, etc. Making good use of the interactive relationship in elderly care services and doing a good job in community home-based care are conducive to the establishment of the image of "promising government"<sup>[4]</sup>.

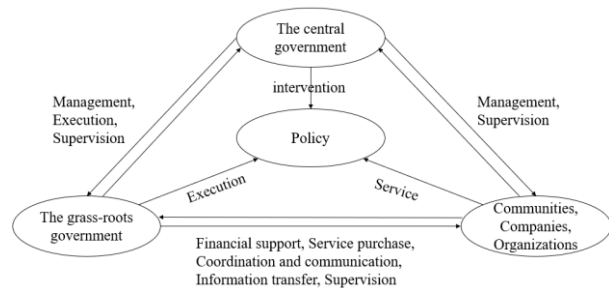


Figure 2 Interaction in elderly care services

## 3. PROBLEMS AND REASONS

### 3.1 Current situation of home-based care

Since 2005, China has begun to explore community home care services, first in Beijing, Shanghai, Guangzhou and other big cities. In July 2016, the Ministry of Civil Affairs and the Ministry of Finance issued the Notice on the Central Financial Support to Carry out the Pilot Reform of Home-based and Community Elder Care Services (Minhan [2016] No. 200), which planned to carry out the pilot reform of home-based and community elder care services in selected regions and cities. As early as 2009, Shanghai formulated a local standard for the Community Home-based Care Service Code, which has been implemented

since 2015. Shanghai is the city with the highest degree of aging in China, and Hongkou District is the administrative area with more serious aging problem. By the end of 2016, according to relevant statistics, people who reached 60 of Hongkou District were about 270000, occupying 35.4% of the overall population in this district. To solve this problem, the government immediately took the relevant measures, setting the Hongkou District as the pilot area in 2017 to implement the community home-based service reform. In 2019, pension service objects have reached 26000<sup>[5]</sup>.

Since the second half of 2017, the government carries out the pilot work aiming at Guangzhong Road Street and Quyang Road Street in Hongkou District, launches "endowment service pack", and provides a series of services including life food, medical care, body care, spiritual comfort, emergency treatment, legal rights, etc. The street also promotes intelligent management of elderly care services, systematic electronic delivery of bills, and real-time service monitoring and management. Hongkou District actively responds to the "13th Five-Year Plan", actively responds to the aging of the population, and accelerates the formation of the elderly service pattern which is home-based, community-based, and included institutional support and combined medical care, finally improving the level of services for the elderly<sup>[5]</sup>.

In the future, the government of Hongkou District plans to strengthen the construction of supporting facilities for home and community care services, integrate idle social resources and use them for home and community care services. At the same time, the government will increase the purchase of social organizations' services, and mobilize more social institutions to participate in old-age care undertakings.

According to GIS theory, we can see that Hongkou District government has done a relatively perfect job in the Behavior Identity System. But we also know that GIS theory as a whole strategic system, these three subsystems are indispensable. There is still a lack of corresponding policies and measures in the Mind Identity System and Visual Identity System.

### ***3.2 Policies still need to be improved and service concepts need to be optimized***

Shanghai Hongkou District actively promotes domestic pension reform. The government promotes the new model of pension and launches time for pension. Meanwhile, it puts forward "the time bank", namely the government supports and encourages the young provide a non-professional pension service to the old through the system design, and then records the service providers' service time to their personal accounts to exchange the same service when they are old<sup>[6]</sup>. Now, some grass-roots government lacks the corresponding service

concepts and related management policies about community home endowment service system, which leads to that service standard and the cost of the corresponding service are not unified. At the same time, due to lack of relevant legal protection, some social institutions can not be relieved to participate in the market, resulting in a large number of formal and qualified private home care institutions are blocked out.

Therefore, without the support of the service concept, the government's responsibility positioning in the community home care service will appear a certain deviation, that is, offside and missing. This aspect is mainly reflected in the fact that the public is not regarded as the object to be managed; the government passes the buck on each other; grass-roots leaders ignore the service awareness. In general, the current grass-roots government is still in the traditional "regulatory government"<sup>[7]</sup>.

### ***3.3 Insufficient financial support and difficult implementation***

In terms of behavior identity systems, community is the direct participant of home care service. Its operating expenses depend on local governments, but the amount of funds is very limited. Lack of funds makes it difficult to bring in additional staff or to retain full-time staff on a permanent basis. In addition, the infrastructures are still relatively simple. Although the government has spent much money to increase relevant service centers, the demand still falls short of supply.

### ***3.4 Relatively weak publicity and promotion***

In the visual identity system, the government lacks of corresponding means of publicity and visual image design. In the concept of traditional Chinese culture, pension is mainly family pension, China's traditional culture has ideas "raising children for old age". Community home care as a new pension mode, under the restriction of traditional culture, its promotion is relatively difficult.

## **4. METHODS**

### ***4.1 Image Building Model of Grass-roots Government Based on GIS Theory***

According to GIS theory, the government reflects its own image when implementing any policy. And shaping and enhancing the image can also be started through these three systems. Therefore, in view of the current situation and shortage of community home care in Hongkou District, a model is constructed based on GIS theory, as shown in Table 1.

**Table 1** Image building model of grass-roots government based on GIS theory

| Subsystem | Job contents                         | Specific performance  |
|-----------|--------------------------------------|---|
| MIS       | Service concept;<br>Policy Direction | Concept of pension;<br>Positioning and objectives   |
| BIS       | Execution;<br>Service supervision    | Code of conduct;<br>Financial support;<br>Service supervision;<br>Service construction;<br>Coordinative support |
| VIS       | Promotion                            | Visual image design;<br>Publicity design;<br>Visual culture;<br>Promotion methods                               |

**4.2 Establish service concept and accurate direction strategy**

In terms of MIS, community home care service is a way of supporting the aged in which the grass-roots government plays a leading role. This is good for management and implementation, but it is also easy to cause offside or absence of responsibility. In essence, the primary role of the grass-roots government in the community home care is the service provider, which also meets the requirements of building a service-oriented government. Its fundamental function is to provide policy service and management service for community home care. Firstly, grass-roots governments should establish a service concept, clarify mission and goal, accurately grasp responsibility and strategic direction, and fundamentally improve the state of weak service concept. In the community home care, the mission of the grass-roots government is to serve the elderly so that the old people have conditions to rely on. Secondly, the management concept and service concept should be combined to find a balance. It needs to be emphasized that community home-based care services involve a variety of grass-roots government departments. Therefore, the grass-roots government needs to specify concept to each department and form their own working concept according to the characteristics of each department<sup>[8]</sup>.

**4.3 Play a leading role and provide relevant support**

In the aspect of BIS, government behavior s reflect the government’s administrative goals, administrative decisions and implementation. In the community home care service, all kinds of administrative decisions of the government affect the implementation effects of the policy, and in turn affect the public’s image evaluation of the government. First of all, the grass-roots government should further play its leading role, improve and perfect policy formulation, make standards and requirements for service objects, service standards,

service institutions and service personnel, and integrate community resources to make the community home care run in a more standardized and orderly environment<sup>[9]</sup>. For some social pension services purchased by the government, the interests of social organizations should be effectively guaranteed, so as to enhance the enthusiasm of social organizations to participate. Secondly, the government should increase the intensity of capital investment, broaden the channel of capital. Finally, the grass-roots government should give sufficient preferential policies and supporting measures and develop the community home care service into the most basic way of supporting the aged.

**4.4 Design visual logo for radiation promotion**

In terms of VIS, image publicity and visual logo design can be carried out according to the particularity of the service objects. As mentioned above, under the influence of traditional Chinese concepts, people’s acceptance of the new pension model is still not very high, and the change of concept needs a strong impact to realize, so the work of visual system is particularly important. Grass-roots governments can carry out door-to-door propaganda for the elderly, and form radiation dissemination in the elderly.

**5. CONCLUSIONS**

As the name implies, government image is the overall cognition of the public inside and outside the government, and is also the subjective reflection of the objective existence of the government in the public cognition<sup>[10]</sup>. There is no doubt that the public is the main body of the government image evaluation.

Based on GIS theory, this article from the government ideas, behavior s and visual image and so on analyzes the work performance of Hongkou District government in the community home endowment, aims at the shortcomings of Hongkou District community home endowment service and potential, explores grass-roots government how to shape in the process of implementation of this policy and to improve its image.

Through the analysis of this paper, the following three conclusions are drawn: (1) The grass-roots government is the maker and implementer of the community home care policy. The effective implementation of this policy is conducive to the establishment of a grass-roots government image with high public trust. (2) At present, the grass-roots government is insufficient. The main problems are lack of concept guidance, insufficient service scale and resources, and lack of promotion. (3) The grass-roots government can build the image of a people’s government trusted by the public by balancing service concepts and management concepts, playing a leading role, implementing policies and promoting them.

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