

Research on Policy Innovation Pathways for Community-based Home Care Services in the Context of Modernizing National Governance

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Abstract: With the accelerating aging of China's population, exploring policy innovation pathways for community-based home care services in the context of modernizing national governance is both urgent and important. This study finds that the key logic for enhancing service efficacy lies in constructing a collaborative network of multiple actors empowered by technology, achieved through optimizing policy design, sane implementation mechanisms, and strengthening resource integration. Current practices still face core challenges such as fragmented departmental responsibilities, insufficient participation of market and social forces, and a disconnect between technology application and actual needs. Integrating the latest 2025 academic achievements in the elderly care service field and local practical cases, this paper proposes innovative pathways and implementation recommendations for improving community-based home care service policies, aiming to provide a theoretical reference for promoting the high-quality development of China's elderly care service system.

Keywords: National governance; Aging population; Home-based care; Community-based care; Policy innovation

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1. Introduction

Population aging is a fundamental national reality throughout the 21st century in China. It is projected that during the "14th Five-Year Plan" period, the population aged 60 and above will exceed 300 million, marking China's entry into a moderately aging society. Against this backdrop, constructing a comprehensive elderly care service system has become a crucial task in advancing the modernization of national governance. Responding to this practical need, the "Opinions of the Central Committee of the Communist Party of China and the State Council on Deepening the Reform and Development of Elderly Care Services" issued in early 2025 explicitly proposed building a service system with "home as the basis, community as the support, institutions as the support, and the integration of medical care and elderly care," reflecting the high-level national emphasis on the community-based home care model^[1]. This study, situated within the context of modernizing national governance, focuses on the policy innovation pathways for community-based home care services. It aims to effectively meet the common desire of elderly people to "age in place" and solve practical problems in current service provision, such as dispersed resources, insufficient actor coordination, and low policy implementation efficiency,

through systematic institutional design and mechanism optimization. The research focuses on how to translate the concepts of governance modernization into an operable community-based home care policy system, and how to achieve high-quality, sustainable, and holistic governance of community-based home care services through policy innovation under conditions of multi-actor participation, limited resource constraints, and significant regional disparities.

Domestic scholars have conducted research on community-based home care from various perspectives. From a functional perspective, studies often focus on the classification of service models, the construction of integrated medical and elderly care mechanisms, and the application scenarios of smart elderly care technologies, emphasizing service specialization and humanization. From an operational perspective, scholars tend to analyze the practical dilemmas of multi-actor collaboration, the pathways and mechanisms for resource integration, and the “last mile” problem in policy implementation, focusing on the roles and interactions of government, market, community, and family in service provision. These studies have laid a solid foundation for understanding the systemic architecture and operational logic of community-based home care and provide important theoretical support for this study’s exploration of policy innovation pathways.

In summary, most existing domestic studies have conducted beneficial explorations of community-based home care from the two aspects of service functional positioning and operational mechanism optimization, and have analyzed issues such as policy formulation logic, implementation barriers, and collaborative governance frameworks from a policy perspective. However, existing research perspectives often treat the policy system as a static institutional arrangement or a single-dimensional resource allocation problem, failing to fully reveal the dynamic evolution logic of policy innovation in complex governance contexts, and failing to systematically clarify the internal mechanisms generating policy effectiveness under multiple objective constraints. This study intends to use multi-case comparison and policy text analysis to focus on how, under the realistic background of limited resources and significant regional disparities, institutional design can stimulate the collaborative potential of multiple actors, optimize resource allocation efficiency, and enhance policy adaptability and execution at the grassroots level, thereby providing operable institutional solutions for achieving high-quality and sustainable governance of community-based home care services.

2. Theoretical linkage between national governance and community-based home care

2.1. Elderly care service system from the perspective of national governance modernization

The modernization of the national governance system provides institutional guarantees and policy frameworks for elderly care services. From the perspective of national governance, elderly care services are no longer solely a family responsibility or a civil affairs function but have become a social systems engineering requiring multi-stakeholder co-governance. This implies that elderly care service policies must break through traditional departmental boundaries to form cross-sectional, multi-level, and full-cycle institutional arrangements. The strategic goals proposed in the “Opinions of the Central Committee of the Communist Party of China and the State Council on Deepening the Reform and Development of Elderly Care Services” by 2029, the elderly care service network will be basically established, with service capacity and level significantly enhanced; by 2035, the elderly care service network will be more sane, and service supply and demand will be more coordinated and adaptable” are concrete manifestations of national governance modernization in the field of elderly care services.

National governance modernization requires solving social problems through legalized, standardized, and refined methods. In the field of elderly care services, various localities have consolidated practical achievements in elderly care through legislative means. For example, the Standing Committee of the Puang Municipal People’s Congress announced and published the “Regulations on the Construction and Management of Home and Community Elderly Care Service Facilities in Puyang City” in September 2025, which will be implemented from January 1, 2026, using “small-cut” legislation to solve the “big problem” of elderly care services ^[2]. Similarly, Jinhua City formulated the “Jinhua City Home-based Elderly Care Service Regulations,” constructing a full-chain institutional system covering service facilities, integrated medical care and elderly care, support guarantees, etc., through 8 chapters and 42 articles, providing a legal

solution for improving home-based elderly care issues^[3].

2.2. The positioning of community-based home care in national governance

As the core link of the elderly care service system, community-based home care holds an important strategic position in the process of national governance modernization. The national level has established the overall direction of “home as the basis, community as the support, institutions as the support, and the integration of medical care and elderly care.” Governments at all levels continuously adjust policy train of thought, transitioning from a filling type to a moderately inclusive approach, and shifting focus from institutional care to home and community care. For instance, Puyang City “seriously summarized and utilized the results of the three-level (municipal, county, township) People’s Congress linkage supervision on elderly care services, and accurately planned legislative projects based on actual needs and reality conditions, using the construction and management of home and community elderly care service facilities as the entry point,” reflecting the national governance system’s proactive response to people’s livelihood needs. These practices indicate that policy innovation for community-based home care is deepening along the directions of legalization, refinement, and collaboration, demonstrating both the institutional response of the national governance system to population aging and the vitality of grassroots innovation in policy implementation, providing practical support for building an elderly care service system with Chinese characteristics.

3. Innovation pathways for community-based home care policies

3.1. Construction of multi-actor collaboration and a four-level responsibility system

Building a clear responsibility system and a sustainable financing mechanism are the core institutional foundations for promoting policy innovation in community-based home care. Together, they reflect the practical application of holistic governance theory in the field of public services under the background of national governance modernization. In terms of responsibility system construction, Puyang City established a four-level responsibility framework architecture from the municipal level down to the village (neighborhood) level through local legislation, clarifying the civil affairs department as the competent unit responsible for overall coordination, while incorporating functional departments such as development and reform, natural resources and planning, and housing and urban-rural development into a collaborative supervision framework. This institutional innovation effectively cracks the problem of fragmented governance caused by overlapping departmental functions and blurred boundaries of power and responsibility. Through vertical level integration and horizontal departmental linkage, it formed a networked governance structure with corresponding powers and responsibilities and a clear division of labor, laying an organizational foundation for the systematic advancement of community-based home care services.

At the resource mobilization level, the “Four-Part Financing Model” created by Jinhua City profoundly reflects the theoretical logic of multi-actor collaborative governance. This model constructs a composite financing path involving government financial escalation, collective economic replenishment, social donation augmentation, and family participation incentives, establishing a resource allocation mechanism with shared responsibility among the government, market, society, and family. It not only effectively alleviates the financial constraints on elderly care service provision but also achieves the dual policy goals of enhancing the well-being of service recipients and incentive human resources through precise transfer payments such as high-age allowance and caregiver post subsidies, demonstrating the synergistic advantages of multiple actors in public service provision.

3.2. Integration of facility planning and smart elderly care

The deep integration of facility planning and smart elderly care constitutes a dual-core drive architecture of physical and digital elements for the community-based home care service system, underpinned by a governance logic leap from static resource allocation to dynamic capacity building. At the facility planning level, the core lies in ensuring the accessibility

and equity of elderly care services through the theories of spatial justice and institutional rigidity. For example, the legislative practice of Puyang City, by quantifying the allocation standard of no less than thirty square meters per hundred households and legalizing the “Four Synchronizations” mechanism (synchronous planning, construction, acceptance, delivery, and free transfer), essentially uses the public goods locking mechanism from urban regime theory to counteract the erosion of public space by market capital, guaranteeing the physical foundation of elderly care facilities from the source of spatial production, effectively avoiding the facility absence problem caused by NIMBY effects and market crowding out.

However, quality physical facilities are merely carriers for services. Without efficient operation and precise supply-demand matching, they can easily fall into the problem of being hollow shells. At this point, smart elderly care, starting from digital governance theory, plays a key role in activating physical spaces and empowering service processes. It builds a data-driven “One Map” digital twin system like that of Wangjing Subdistrict, achieving integrated visualization and dynamic management of dispersed service resources, its essence being the creation of a virtual service cluster that transcends geographical boundaries ^[4]. Systems such as the described emotional care system and smart elderly care platform can not only achieve proactive insight into the personalized needs of the elderly and one-click responses but also reorganize service processes and optimize service delivery routes through algorithms, thereby connecting static facility nodes into an efficient “fifteen-minute service network.” Together, they promote the transformation of the community-based home care model from a traditional extensive supply to a holistic governance paradigm characterized by precision, intelligence, and humanization.

3.3. Improvement of standardization, construction and categorized supervision

Standardization, construction and categorized supervision are core links in improving the quality assurance system for community-based home care services. Together, they constitute the institutional foundation for ensuring the standardization and precision of service supply. At the standardization level, its theoretical basis stems from the inherent requirements of holistic governance theory for service equalization and standardization, aiming to overcome the fragmentation of service quality caused by the absence or multiplicity of standards by establishing unified benchmarks for service facilities, processes, and quality. In practice, for example, Puyang City solidified effective models such as supporting the conversion of idle social resources into elderly care facilities and encouraging publicly-built and privately-operated models, as well as government-social capital cooperation, through legislative means. This approach not only expands supply channels in a standardized form but also reserves flexible space for local diversified innovation while ensuring baseline service quality.

At the level of categorized supervision, its logical starting point lies in responding to the high heterogeneity of elderly care service demands. Based on public goods theory, it involves typological classification of service recipients and supply subjects to implement differentiated governance that is better matched and efficient. The “three-part categorization” of “bottom-line guarantee type, inclusive support type, and entirely market type” proposed in the “Opinions of the Central Committee of the Communist Party of China and the State Council on Deepening the Reform and Development of Elderly Care Services” provides a policy landing point for supervisory classification. Extending this framework to the field of community-based home care implies the need to construct a multi-level and refined supervision matrix based on the payment capacity and care level of service recipients, as well as the public welfare and market-oriented attributes of service providers, to achieve a paradigm shift from undifferentiated management to precise governance. Ultimately, standardization, construction and categorized supervision complement each other: the former establishes basic service quality, while the latter ensures precise allocation of policy resources and stimulates market and social vitality, jointly promoting the stable and long-term development of the community-based home care service system on the track of high-quality development (**Table 1**).

Table 1. Configuration standards and requirements for community-based home care service facilities

Facility type	Configuration standard	Construction requirements	Supervision mechanism
New Residential Areas	No less than 30 square meters per hundred households	Synchronous planning, construction, acceptance, and delivery	Transferred free of charge to the civil affairs department for non - profit elderly care services
Existing Residential Areas	No less than 20 square meters per hundred households	Location on lower floors, independent entrance, barrier-free facilities	Incorporated into the unified supervision of the smart elderly care service platform
Rural Elderly Care Service Facilities	Incorporated into the Rural Revitalization Strategic Plan	Utilize idle rural buildings to construct Happiness Homes, mutual aid points	Guided by county civil affairs departments, directly managed by township governments

4. Analysis of 2025 academic achievements and typical cases

4.1. Outcomes of the 2025 International Forum on Elderly Service Science and Innovation

On October 23, 2025, the 10th International Forum on Elderly Service Science and Innovation was successfully held in Beijing. This forum, with the theme “Technology Empowers Elderly Care, Innovation Leads the Future,” brought together domestic and international experts and scholars in the field of elderly care to conduct in-depth discussions on key issues such as intelligent rehabilitation assistive devices, integrated medical and elderly care, elderly nutrition, and artificial intelligence. It promoted the improvement of the community-based home care service policy system from both theoretical construction and practical exploration dimensions, providing important theoretical basis and path support, especially in the areas of standard construction and categorized supervision ^[5].

The “Beijing Research Report on Typical Scenarios of Technology-Enabled Elderly Care” released at the forum systematically constructed a scenario classification system and evaluation standards for smart elderly care services, laying a theoretical foundation for establishing a differentiated and refined categorized supervision framework ^[6]. At the level of theoretical deepening, Zheng Yuanchang, Party Secretary of the National Research Center for Rehabilitation Assistive, Ministry of Civil Affairs, pointed out in the report “Key Points and Difficulties in Elderly Care Technology Work” that technology-enabled elderly care requires building a tripartite governance mechanism integrating technical applicability assessment, service risk grading, and dynamic regulatory response. This provides the core theoretical support for establishing a risk-level-based, categorized supervision system for elderly care services. Professor Chen Gong, Director of the Institute of Population Research at Peking University, further proposed in “AI Exploration in Communities and Social Governance Innovation Solutions” that the standard system and supervision path of community-based home care services should be reconstructed through data-driven governance, building a collaborative supervision model centered on algorithm transparency, service traceability, and user empowerment ^[7]. This research achievement systematically responded to the institutional needs of standard construction and categorized supervision in elderly care service innovation from a theoretical level, providing a solid academic foundation for promoting a governance landscape of benign interaction between technical standards and regulatory policies, and holding significant policy implications for building a safe, trustworthy, and efficient smart elderly care service system.

4.2. Insights from the Second China Nursing Home Directors Conference

From October 16 to 18, 2025, the Second China Nursing Home Directors Conference, jointly organized by the China Association of Social Welfare and Elderly Service and the Fudan University Institute of Aging, was held in Hangzhou City, Zhejiang Province ^[8]. While directly concerned with institutional elderly care, its core topics and innovative practices provide deep theoretical and practical references for improving the community-based home care service system. The conference focused on difficulties, hot spots, and blockages in the construction of the elderly care service system, jointly

exploring effective paths for nursing homes to achieve high-quality development.

The conference established multiple thematic discussion panels covering hot topics such as nursing home management and risk control, silver-haired intelligent manufacturing, coordinated development of rural elderly care, empowerment of medical and elderly care practices by digital intelligence technology, and diversified industrial integration. Guests exchanged in-depth views on policies and standards, talent building, technology application, service models, etc., sharing typical cases and innovative solutions. Although these discussion outcomes focus on nursing homes, they also provide important reference value for community-based home care services, especially in areas such as the extension of professional services to communities and the integrated development of institutional and community-based home care.

The conference, through formats where directors speak and speak about directors, integrated centralized exchanges, thematic discussions, achievement exhibitions, and interactive dialogues, adhering to the purpose of promoting the spirit of directors, showcasing their elegance, telling their stories well, and accompanying their growth, striving to enhance the management and service level of nursing homes^[9]. The future development of community-based home care services must rely on the dual drivers of technological innovation and institutional innovation, improving micro-level service efficacy through technological empowerment, and stimulating the overall synergy of the macro-system through governance mechanism optimization.

4.3. Analysis of local innovation practices and typical models

4.3.1. Puyang model: legalization-led integration of responsibilities and vertical penetration

The core of the practice in Puyang City, Henan Province, lies in using “small-cut” legislation to achieve a legalized reshaping of the governance structure. The promulgated “Regulations on the Construction and Management of Home and Community Elderly Care Service Facilities in Puyang City” is not a simple policy statement but a process of refined allocation of powers and responsibilities. This model, by constructing a four-level responsibility system from the city to the village (neighborhood), clarifies the overall guidance function of the civil affairs department as the competent unit, while solidifying the responsibilities of departments such as development and reform, natural resources and planning, and housing and urban-rural development in legal texts, achieving a fundamental shift from functional overlap to statutory collaboration. It is recommended to move beyond the primary stage of relying on temporary coordination meetings and clearly defining and rigidly constraining the rights, responsibilities, and interests of multiple actors through legislation or normative documents, thereby laying a solid institutional foundation for sustainable collaborative governance.

4.3.2. Jinhua model: Systemic legislation-driven full-chain institutional supply

The “Jinhua City Home-based Elderly Care Service Regulations” of Jinhua City, Zhejiang Province, with its systematic structure of 8 chapters and 42 articles, demonstrates another integration path. These regulations cover the entire chain of elderly care services, including service facility planning, integrated medical and elderly care mechanisms, support guarantee measures, and supervision management responsibilities, forming a logically self-consistent and interlocking institutional closed loop. This kind of systematic legislation not only solves problems at single links but also aims to generate systemic governance effectiveness through mutual support and coupling between institutions. Efforts should be made to build an institutional system covering the entire lifecycle of planning, construction, operation, supervision, and evaluation. This full-chain perspective helps prevent policy blind spots and ensures that various measures mutually reinforce rather than offset each other, thereby achieving the synergistic effect of $1 + 1 > 2$ pursued by holistic governance.

Jinhua’s Four-Part Financing Model aims to build a sustainable financial guarantee mechanism. The funding bottleneck is a core obstacle restricting the high-quality development of elderly care services. The innovative Four-Part Financing Model of Jinhua City – government financial escalation, collective economic replenishment, social donation augmentation, and family participation incentives – is a model of resource mobilization mechanisms. The sophistication of this mechanism lies in its precise identification and classified mobilization of the four major supply subjects: the government plays a leading role in guaranteeing basics and securing the line in the sand; the community collective utilizes

its geographical advantages for replenishment; social forces are guided to become beneficial supplements; and families, through appropriate payment, strengthen their sense of responsibility and enjoy better quality services.

In summary, the innovative practices of localities in the fields of institutional and community-based home care services hold deep value in their localized interpretation and empirical evidence of holistic governance theory. Puyang's legalized integration and Jinhua's systemic legislation jointly point to institutional integration as the prerequisite for collaborative governance, while the Four-Part Financing and smart platforms demonstrate feasible mechanisms for achieving efficient governance from the two dimensions of resource mobilization and technological empowerment, respectively. These models collectively indicate that improving the community-based home care service system must shift from simply adding service items to profound governance system reform. Through triple innovation in institutions, mechanisms, and technology, a new pattern of modernized elderly care governance that can respond to the general desire of the elderly to age in place and achieve high-quality and sustainable operation can ultimately be built.

Table 2. Comparison of local innovation models for community-based home care services in 2025

Region	Model name	Innovation characteristics	Implementation effects
Jinhua City	Full-chain Institutional System	Legislative guarantee, Four-Part Financing, facility upgrade	Serving 170,000 high-age elderly, meal assistance services covering 2598 villages
Puyang City	Small-cut Legislation	Four-level responsibility, Four Synchronizations, urban-rural coordination	Legalized guarantee for home and community elderly care service facilities
Beijing Wangjing	Five-Part System	Regional center hub, five major sectors, well-being alliance	Forming a 15-minute well-being circle, integrating 7 stations, 17 service providers
Jiangxi Xinyu	Party Building	Elderly meal assistance, Party building leadership, sustainable operation	nearly 30,000 daily diners

4.4. Exploration and practice of elderly care financial innovation

In October 2025, the China Elderly Care Finance Independent Knowledge System Academic Alliance was officially established at Tianjin University of Finance and Economics. This alliance is a high-level academic exchange platform in the field of elderly care finance initiated by Tianjin University of Finance and Economics jointly with 15 domestic universities, aiming to build a high-level academic community in the field of elderly care finance and promote interdisciplinary integration and industry-university-research collaborative innovation^[10]. The establishment of this academic institution marks the entry of elderly care finance research into a new stage of systematic and collaborative development.

From the policy orientation level, elderly care finance is an important support for the construction of the elderly care service system. The “Opinions of the Central Committee of the Communist Party of China and the State Council on Deepening the Reform and Development of Elderly Care Services” explicitly proposed the policy direction of vigorously developing elderly care finance, including increasing support from government financing guarantee and re-guarantee institutions for loans to small and micro elderly care service enterprises. Supporting eligible elderly care projects to issue infrastructure REITs. Expanding the elderly care trust business and promoting commercial health insurance products, including long-term care liability and health management. These policy measures provide institutional space for elderly care financial innovation.

From the practical level, at the Second China Nursing Home Directors Conference, financial assistance for the high-quality development of the elderly care cause became one of the important topics, with experts and scholars conducting thematic sharing and in-depth discussions around this theme. This indicates that elderly care finance has moved from theoretical discussion to practical operation, becoming an important force in promoting the sustainable development of elderly care services. The innovation of elderly care finance not only helps solve the problem of funding shortages for

elderly care services but also provides more diversified and personalized elderly care security options for the elderly through financial instruments and product innovation.

5. Challenges and prospects

5.1. Main current challenges

5.1.1. Financial sustainability

Financial sustainability is the primary challenge facing community-based home care services. As a long-term investment field, elderly care services require a stable funding guarantee mechanism. Although models like the “Four-Part Financing Model” in Jinhua City provide useful experience, in most regions, elderly care services still rely excessively on financial input, with insufficient participation from market capital and social forces, and a lack of sustainable business models. Especially under the background of increasing downward economic pressure, the support capacity of local finances is limited. How to establish a diversified funding guarantee mechanism has become a problem that needs to be solved urgently.

5.1.2. Talent shortage

The shortage of the talent team is a bottleneck factor restricting the quality of community-based home care services. Problems such as insufficient numbers of professional elderly care talents, older age, low professional skills, and low remuneration are widespread, affecting service quality and professionalization level. Although Jinhua City has enhanced the attractiveness of the caregiver profession through post allowance distribution and skill competition hosting, from a national perspective, the construction of the elderly care service talent team still lags behind industry development needs, lacking systematic training, evaluation, and incentive mechanisms.

5.1.3. Imbalanced urban-rural and regional development

Imbalanced urban-rural and regional development is a structural problem in the community-based home care service system. Rural elderly care services are appeal supply, with prominent problems such as insufficient resource investment, backward service facilities, and lack of professional services. Although Puyang City pays attention to urban-rural coordination, incorporating the construction of rural elderly care service facilities into the Rural Revitalization Strategic Plan, the gap between rural and urban areas in terms of service resources and service quality remains significant. Meanwhile, there are also clear differences in the development level of elderly care services between regions, with obvious disparities between the developed eastern regions and the central and western regions.

5.1.4. Imperfectly integrated medical and elderly care mechanisms

The imperfection of integrated medical and elderly care mechanisms affects the professional level of community-based home care services. Although Yudu County, through integrating medical and elderly care resources, built an integrated medical and elderly care service system covering institutions, communities, and families, most regions still face problems such as poor connection between medical and health services and elderly care services, dispersed resources, and policy barriers. The insufficient supply of integrated medical and elderly care services makes it difficult to meet the long-term care needs of disabled and semi-disabled elderly people, becoming a constraint on the development of community-based home care services.

5.2. Future development directions and policy recommendations

5.2.1. Financial sustainability

Regarding financial sustainability, it is necessary to build a diverse sharing, long-term, and stable financing mechanism. The current model of over-reliance on financial input faces sustainability challenges. Public goods theory should be used

to clarify the responsibility boundaries of the government, market, society, and family in elderly care financing. A multi-level, risk-sharing funding guarantee system should be formed by optimizing financial subsidy methods, promoting long-term care insurance, guiding social capital participation, and developing elderly care financial products, fundamentally improving the financial constraints of service supply.

5.2.2. Talent shortage

In response to the dilemma of professional talent shortage, a talent cultivation and incentive system should be improved based on human resource governance concepts. Establish a full-cycle talent policy covering pre-employment education, on-the-job training, and career development. Enhance professional attractiveness through institutional designs such as qualification certification, professional title promotion, and salary security. Innovate mutual aid mechanisms like time banks and community volunteer points to activate the human resources of the young-old, building a new model of talent supply combining professionalism and mutual aid.

5.2.3. Imbalanced urban-rural and regional development

Regarding the problem of imbalanced urban-rural and regional development, the principle of spatial justice must be followed to promote the balanced allocation of resources. Strengthen the coordinating function of the central government, narrowing regional disparities through transfer payments and special funds. Promote the extension of quality urban service resources to rural areas, exploring the construction of service networks with county-wide coordination and rural integration. Develop mutual aid elderly care models suitable for rural characteristics according to local conditions, establishing institutional channels for the orderly flow of elderly care service elements between urban and rural areas.

5.2.4. Imperfectly integrated medical and elderly care mechanisms

For the challenge of imperfect integrated medical and elderly care mechanisms, institutional problems should be solved based on collaborative governance theory. Integrate health and elderly care service resources, establishing unified demand assessment standards and service referral processes. Innovate the design of integrated medical and elderly care service packages, improve the linkage mechanism between medical insurance payment and long-term care insurance, and achieve seamless connection between health management and medical services through the co-construction and sharing of information platforms, building a truly integrated medical and elderly care service system.

6. Conclusion

Under the macro-background of promoting the modernization of national governance, policy innovation for community-based home care services has obtained solid theoretical support and practical guidance. Based on the three dimensions of system integration, mechanism innovation, and technological empowerment from holistic governance theory, a complete policy framework has been constructed. This framework is fully reflected in local practices such as the four-level responsibility system in Puyang City and the full-chain institutional system in Jinhua City. Multi-actor collaboration, legal guarantee, and technological empowerment constitute the three core pathways of policy innovation: optimizing resource allocation by clarifying the responsibility boundaries of all parties, consolidating practical experience and providing institutional guarantees through legislative means, and improving service efficacy through the construction of smart elderly care platforms. These three form an organic whole to jointly promote the improvement of service quality.

Important academic exchanges and local innovation practices in the field of elderly care services in 2025, including academic seminars such as the 10th International Forum on Elderly Service Science and Innovation and the Second China Nursing Home Directors Conference, as well as innovation cases from places like Puyang, Jinhua, Beijing Wangjing, and Jiangxi Xinyu, have jointly solidified the theoretical and practical foundation of policy innovation. Looking forward, policy innovation for community-based home care services should further strengthen system integration and synergistic

effectiveness, solidify the institutional foundation through legal guarantees, optimize resource allocation through multi-actor collaboration, enhance service quality through smart leadership, promote balanced development through urban-rural coordination, and focus on building long-term mechanisms that meet the requirements of national governance modernization. Thereby, better meeting the multi-level and diversified needs of the elderly, ultimately achieving a fundamental transformation from basic elderly care to quality enjoyment of old age, allowing all elderly people to share the fruits of development in the process of Chinese-style modernization and enjoy a happy old age in peace.

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