

Research on the Feasibility and Implementation Methods of The Mixed Infant Care Model Combining Generational Separation and Inclusive Community Care in China

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Abstract: The discussion on the aging society has always been a hot issue. How to solve the aging society and improve the national fertility rate is related to the progress of the nation and the rejuvenation of the country, and the two-child and three-child policy comes one after another, which all reveals the severity of this problem. Taking the construction of national inclusive infant care community as the entry point, this paper innovatively proposes to connect the traditional intergenerational parenting mode with the construction of inclusive infant care community. By reading literature, this paper analyzes the feasibility of domestic status quo, policies, domestic and foreign experiences, and active aging. Opinions and suggestions covering the central, local, social and talent levels were put forward.

Keywords: Intergenerational rearing, Active aging, Universality, Mixed infant care model.

1. Current Situation Analysis

At present, the world economy is under increasing downward pressure, unilateralism and trade protectionism are on the rise, and China's development is faced with huge risks and challenges. Under such circumstances, it is urgent to expand domestic demand, strengthen the internal driving force at home, stabilize the domestic market and maintain social harmony.

However, the aging trend of the domestic population is still deepening. According to the data, by 2021, the total population of China will keep growing, the growth rate will continue to slow down, and the aging degree will further deepen.

In order to cope with the domestic aging problem and release the vitality of the population, the country continues to improve and adjust the domestic fertility policy. In 2016, it decided to fully open the two-child policy, and five years later, the comprehensive three-child policy was modified and implemented. At the same time, the local government gradually began to attach importance to the establishment of the matching infant care system (Zhang Kun, 2021)[1]. However, from the data of the population broadcast in the annual press conference, the policy of fully allowing two children and three children has not achieved the desired effect. (Feng Xiaotian) [2]

According to data, by 2021, Chinese people of childbearing age have a low intention to have another child. Under the pressure of multiple social pressures such as family rearing pressure, social employment pressure and pension pressure (Hong Xiumin et al., 2020)[3], there are many people who do not want to have children or even have children. Therefore, in order to solve the fertility problem, it is urgent to take root in people's situation and stabilize people's livelihood.

Based on the above situation, this paper puts forward the following suggestions: to explore the feasibility and implementation of constructing an infant care service model in China, which is a mixture of surrogate care and inclusive

community care. In order to use a better way to alleviate the problem of the increasing aging of the domestic population, relieve social pressure, promote the transformation of the population problem into an internal driving force, actively explore the optimal solution between the problem and development, strive to release the vitality of development from the source, and provide effective backup reserve for promoting national development.

2. Feasibility Analysis

2.1. National Policy Support

Through the study of China's fertility policy over the past years, the author found that since 2019, the country has put forward proposals on the development of childcare services:

In May 2019, The General Office of the State Council issued the Guiding Opinions of The General Office of the State Council on Promoting the Development of Care for Infants and young Children under the age of 3. The opinions clearly point out that by 2025, the national policies, regulations and standards system of infant and young child care services will be basically complete, and a diversified and diversified infant and young child care service system covering both urban and rural areas will be basically in place. The level of infant care services has been significantly improved, and people's needs for infant care services have been further met.

In October 2019, the National Health Commission made relevant standards for the facilities, personnel scale and internal management of childcare institutions in the "Management Standards for Childcare Institutions (Trial)"

In October 2020, the Fifth Plenary Session of the 19th CPC Central Committee explicitly proposed for the first time to "implement the national strategy of actively responding to the aging population", and in the strategy clearly identified "optimize the fertility policy" and "develop the universal care service system" as the two important measures of the national strategy of actively responding to the aging population.

In December 2020, The General Office of the State Council,

in its Opinions on Promoting the Healthy Development of nursing Care Services, set three main goals for the development of domestic nursing care services, namely, improving the policy system for providing care for the elderly and children; Expand the supply of services with multi-party participation and in various ways; Foster an innovative, integrated, inclusive and open environment for development; We will improve oversight services that are strict in accordance with the law, convenient and efficient.

In May 2021, the Political Bureau of the CPC Central Committee deliberated the Decision on Optimizing the Family Policy and Promoting Long-term and Balanced Population Development, proposing at the macro level the development of a universal care and childcare service system to improve the quality of services for healthy and healthy children. One of the core elements is the provision of childcare services for infants aged 0 to 3 years.

In June 2021, the state proposed the special additional deduction policy of individual income tax for infant care under 3 years old, which will be officially implemented on January 1, 2022 (Department of Tax Administration, Ministry of Finance, 2022)[4]. In the same year, the National Development and Reform Commission, the Ministry of Civil Affairs and the National Health Commission changed the target of 2019 into the Implementation Plan of the 14th Five-Year Plan to Actively cope with the Aging Population Project and Support and Construction. By 2025, under the joint efforts of the central and local governments, gradually build an elderly care service system in which home community institutions are coordinated and medical care is combined. We will continue to develop and improve the system of inclusive childcare services.

In January 2022, The State Council mentioned in the 14th Five-Year Plan on Public Services that the state should guide all localities to develop inclusive childcare services with guaranteed quality, affordable prices, safety, convenience and accessibility, strengthen standardized management of childcare services for infants and toddlers, and strengthen personnel training for early infant development and health management. By 2025, We will strive to ensure that the number of children under the age of three in care reaches 4.5 per 1,000 people, and constantly meet the people's growing demand for childcare services.

To sum up, it is not difficult to see that the implementation measures for the development of inclusive childcare services have gradually changed from the big framework to the small details, and the equalization of basic public services in China has changed from the two basic goals of "inclusive and full coverage" to the requirements of "effective supply, convenience and accessibility and satisfaction of the masses" on the basis of "inclusive and full coverage" (Yang Bo, 2019)[5]. It can be seen that the country has made certain planning and deployment for the development of domestic infant care service system. In this political environment, the development of inclusive community care is the general trend and popular desire.

2.2. Comparison of Nursing Experience at Home and Abroad

Since the development of the child care service system in China started late, the author collected and sorted out the measures and experience of promoting the child care service at home and abroad through literature review:

2.2.1. Domestic

Take Shanghai and Nanjing, two cities with "pilot" child-care services, for example:

According to the data of private childcare institutions released by "Shanghai Municipal Childcare Service Information Management Platform for children under 3 years old", a total of 337 childcare institutions have been collected in Shanghai as of January 1, 2022. Most of these institutions are for-profit, showing the characteristics of "small aggregation and large dispersion" in regional distribution. Among them, the urban office area is the main gathering area of service agencies (Wang Yanan, 2022)[6]. On the whole, although compared with other areas in China, the development of childcare services in Shanghai is faster and there are more institutions, but the development of inclusive community childcare is still in the gestation stage. Indeed, the Shanghai Municipal government is also concerned about the problem, and in July 2022, it launched a plan to "build a 15-minute childcare circle", proposing to explore community-based childcare services on a pilot basis in 2022. By the end of the day, Shanghai has added 60 inclusive nursery care points.

Similar to Shanghai, Nanjing had 311 registered child-care agencies as of Jan. 1, 2022, according to data released by the city's health commission. These agencies are also heavily commercial. The difference is that as early as a few years ago, Nanjing advocated the pluralistic co-parenting of the whole society, strengthened the security, and built inclusive nursery kindergartens through the way of community purchase of nursery services, which has achieved remarkable results. Currently, there are 557 community parent-child rooms, 46 street (town) guidance stations and 7 district-level guidance centers in Nanjing. A total of 11 national special action projects have been set up, and Nanjing provides 50 institutions and 4,065 places for Puhui care.

To sum up, it is not difficult to see that the development of domestic childcare services in the early stage is mainly market-oriented, with very purposefully profitable characteristics. Moreover, most of the places are concentrated in developed areas of economically rich developed cities, so the price is expensive and difficult to promote.

The author thinks that this is related to the particularity of 0~3 years old child care service. Because the nursery care service is targeted at a special audience and has extremely strict requirements on professional skills, safety index, service environment and service facilities, such private nursery care institutions are generally faced with the problem of high initial cost and slow return of capital. Even if the price is slightly higher than the cost, it is already very expensive. Not to mention the fact that the price can fall somewhat when the relevant policies of the early government are still not perfect (Li Peilin et al., 2017)[7]. However, in view of the current development situation, the new development mode of childcare service of "strong market-oriented and weak government means" has been derived in China and achieved remarkable results. Many regional related policies have been introduced, special construction funds, various subsidy funds to the inclusive community care institutions flow, "childcare integration", community purchase care services and other forms of inclusive community development like bamboo shoots one after another.

The construction of inclusive community childcare service in China is still in the initial stage, so the implementation of inclusive childcare policy not only requires the national

orientation in the general direction, but also needs specific support and guidance from local governments. The infant childcare service practice in Nanjing and Shanghai, for example, is the new vitality of domestic exploration and practice. It has set a good example and reference for the construction of inclusive infant care communities all over the country.

2.2.2. Abroad

Through consulting the data, the author finds that the types of infant care services in typical foreign countries all have distinct local characteristics.

At the same time, all the above countries attach great importance to modifying and improving their family-friendly policies. Take the United States for example, which advocates limited government responsibility and has formed an infant care service system led by the government and actively participated by various social organizations. Moreover, local states have greater autonomy. Moreover, the emphasis of such policies varies from country to country. Germany's child-care services, for example, put more emphasis on family responsibility; Sweden puts more emphasis on gender equality and full employment, so it will encourage fathers to participate in care and promote women's employment. While Japan, which has been influenced by Confucian culture for a long time, still insists on women's responsibility in infant care, the government has gradually strengthened its support for infant care services, emphasizing the responsibilities of families, individuals and society.

Generally speaking, each typical country has established a policy mechanism of childcare service that is in line with its own welfare system model, labor market policy and social and cultural background. It has established a management mechanism in which various departments perform their respective functions and the central and local powers and responsibilities are clear. It provides diversified childcare services that follow the growth rules of infants and toddlers. In addition, the state support mainly in the form of family allowance and maternity allowance provides economic security for improving the parenting ability of families through diversified funding sources (Guo Lin et al., 2021)[8].

Therefore, in order to establish a complete infant care service, it is necessary to clearly combine the forces of the government, families, individuals, society and other aspects. Based on the above summary and on the basis of our national conditions, the author believes that the government will play the most direct and effective role in the process of building inclusive infant community. So the government's participation is key to the establishment of infant care and service system in our country. This requires the government to strengthen its sense of responsibility and financial support (Hong Xiumin et al., 2021)[9], accelerate the improvement of relevant policy chain to form a closed loop of support, and also means that the country needs to actively carry out more comprehensive consideration and more detailed and prudent practice and exploration in terms of institutional model, market policy, social and cultural background and financial policy support.

2.3. In Line with the Social and Cultural Background, Promote Active Aging

Mr. Fei Xiaotong believes that Chinese society is a society that attaches great importance to blood relationship. After thousands of years of Confucian culture, the concept of family and family has been deeply engraved in the blood of every

Chinese. However, with the establishment and development of the market economy, old-age care and childcare affairs tend to be private and market-oriented, family care and childcare responsibilities return to the family itself, and the historical "habit" of intergenerational binding to solve the problem of family care has been continued, which also leads to the majority of elderly people believe that the greatest support for their families and contributions is to take care of their children.

At the same time, the service qualification, service quality and teaching structure of some nurseries are difficult to meet the requirements of the industry, and even the basic safety is difficult to guarantee. As a result, most families still choose family members to take care of infants, and the elderly in relatively idle families are the first choice (Yan Ci, 2019)[10].

Undeniably, generational separation parenting has a huge impact on social reproductive decision-making. According to data analysis, in the era of low fertility rate, generational separation parenting has become an important factor affecting reproductive decision-making of reproductive subjects, and even a basic and necessary condition for some families to carry out reproductive activities (Zhou Peng, 2019)[11].

Obviously, the elderly's participation in infant rearing itself contains two kinds of pressure and expectation: first, children face the pressure of child-rearing and old-age care. Secondly, after retirement, the social status of the elderly changes rapidly, from "working person", "social person" to "family caregiver", the heart will have a strong sense of loss brought by the gap, and they will be eager to prove their value through various means. At this time, the children hope to reduce the time cost caused by parenting through the elderly's participation in generational rearing, while the elderly expect to prove their own value by taking care of their children and grandchildren. The author thinks that the pressure has always been there, but as the cost of parenting and pension increases, the situation of "sinking both ends" of raising children for old age becomes increasingly aggravated, the allocation of family resources is gradually insufficient, which leads to the expectation of children and the elderly frustrated, so a two-sided approach is urgently needed to alleviate this situation.

Some scholars believe that parental care is contrary to the promotion of active aging. They believe that old people are bound by the expectations of family and society so that they cannot freely participate in social activities, and their normal social entertainment will be severely restricted (Liu Zhongyi, 2019)[12], which is obviously inconsistent with the concept of active aging.

However, the intergenerational parenting emphasized in this paper is a supplementary suggestion to the national construction of inclusive infant care community, and a diversified inclusive community nurturing model innovatively proposed based on the alleviation of the serious aging situation and social pressure in China. Simply put, it is to change the parenting responsibility from being borne by the family itself to being shared by the family and the community.

The community provides registration and unified training for the elderly who voluntarily participate in childcare services, and pays hourly wages according to normal procedures. In this way, the pressure of childcare for young parents is alleviated, the conflict between work and family is alleviated, and the responsibility of public childcare services for infants and toddlers is shared by the government, easing the tension in the supply of social childcare services. Not only that, but also to some extent ease the elderly because of the sudden change of retirement status brought by the

uncomfortable feeling of the gap. In addition, while providing a communication platform for the elderly, the will of the elderly is fully respected and not mandatory, which undoubtedly plays a certain role in promoting the active aging of the society (Liu Zhongyi, 2019)[13] and has a care dividend for the improvement of social fertility rate (Li Lianyou et al., 2021)[14].

3. Suggestions and Opinions on The Construction of Mixed Infant Care Service Model

In general, providing infant and child care services can meet the needs of families and society, reduce the pressure of Chinese population, improve the endowment of human resources, and inject fresh endogenous impetus to China's economic development. However, it is impossible to ignore the great influence of "raising other generations" on our family and society. Based on these two aspects, this paper puts forward suggestions and opinions on the construction of mixed infant care service mode from three aspects: government, society and talents.

3.1. Give Full Play to the Role of the Government and Strengthen Policy Guidance

According to the characteristics of Chinese socialist country and traditional family parenting, the formulation of infant care service policy should conform to our national conditions, and on this basis, the research and reference of domestic and foreign experience. This requires the country to adopt effective measures from the central government to local governments in accordance with the national conditions and local conditions. Based on this, the following two aspects are proposed in this paper:

3.1.1. Central plane

First, we emphasize the sense of responsibility, clarify the inter-governmental responsibilities, and improve the family welfare system in our country. It is not difficult to find that typical countries attach great importance to the development of infant care services and actively undertake the responsibility of system construction of infant care services, which is embodied in the aspects of management system, welfare subsidies, service types and social subsidies. By 2021, the enrollment rate of Chinese infants in all kinds of nursery institutions is only about 5.5%, about 30% lower than that in developed countries. Therefore, the country should pay attention to the important value of infant care service to families and society, and emphasize the responsibility consciousness of governments at all levels for the infant care service system, and improve the national support system for the construction of infant care service system. Not only that, the relevant documents issued in recent years have not clarified the responsibilities of the relevant central and local governments, nor have they clearly pointed out the specific responsibilities of each department, and there is a lack of targeted family support policies. Therefore, in order to build a complete and effective support policy, the country needs to balance the central and local responsibilities as soon as possible, highlight the specific responsibilities of relevant departments, and on this basis, learn from the family allowance policies of other countries, such as the introduction of education allowance, parenting allowance, maternity

allowance, etc., flexibly adjust the connection measures between infant services, maternity leave and maternity insurance. To provide economic and social support for family fertility, reduce social fertility pressure, improve family fertility intention, and realize the benign and coordinated development of infant care service guidance, supervision and management.

Second, we will improve relevant domestic legislation. Compared with domestic kindergarten related laws and regulations, the legislation on infant care in our country is still in its primary stage. The main reasons are these four aspects: the lack of domestic infant care system causes the legal basis to be unclear; The ambiguous nature of infant care leads to the unclear division of domestic rights and responsibilities; It is difficult to integrate the legislation because of the diverse service objects and types of infant care. The difficulty in setting domestic licenses leads to the wavering of the supervision model of infant care services (Zhang Yi, 2021)[15]. Therefore, the state should re-examine the expression of "education" in the Constitution and build the legal system of infant care service in our country on the basis of this. At the same time, the legislature needs to continuously improve and perfect the corresponding laws and regulations according to the changes of the specific situation. The idea of power and responsibility allocation combining centralization and decentralization should be adopted, and the power of policy-making and supervision should be assigned to governments and departments at all levels respectively, and the coordination among various departments should be strengthened. The government should establish more targeted regulation rules for different institutions and practitioners. We should design an indirect to direct supervision tool based on prudential principle, and lay a solid foundation for the construction of infant care system in our country.

Third, strengthen financial support and affirm "re-family". On the one hand, the Chinese government should strengthen the central financial expenditure and standardize the financing mechanism, develop family-centered infant care services, and step up efforts to improve the domestic family welfare system. We will actively explore ways to make allowances for maternity leave, paternity leave, nursing leave, childcare leave and other leave, reduce taxes and fees, and provide vouchers for childcare services, so as to appropriately increase economic support for families and expand funding channels. On the other hand, the government should pay more attention to the policy support of "de-family-oriented" child care, respect the choice of families, affirm the practical significance of "re-family-oriented" strategy, and provide social support for the elderly. While providing multiple choices for families with child care needs, the elderly who take care of their grandchildren should be included in the government-led public service and welfare security system. The intergenerational care is no longer an "invisible" and "unpaid" work (Li Xiangmei et al., 2021)[16].

3.1.2. Local level

First, the welfare system should be formulated according to local conditions. Because of the different practical problems and needs faced by each region, the way of copying by hand is bound to fail to achieve the expected effect. Only on the basis of adhering to the guidance of the central policy, having a deep understanding of the needs and expectations of the people, ensuring "paid child care" for the elderly, and combining the local conditions, providing diversified childcare services for families and formulating a regionally

specific welfare system, can we effectively meet the local needs and promote the steady development of inclusive community childcare.

Second, improve the safety of community infant care services. Safety is the basic requirement of parents for childcare services. According to the data survey, parents have more than 80% of the safety needs. It can be seen that the local government should pay more attention to the control of service standards of childcare service institutions (Yang Juhua, 2018)[17], increase the government system's preference and investment in inclusive community childcare service, and provide assistance and unified standards in safety and health, park environment, infrastructure construction, teachers and talents, childcare education and other aspects. To create a healthy and safe care place for the public care community, to show the community care environment from the inside out to the parents through the paid participation of the elderly, so that the service can be tested from all sides.

Third, strengthen the supervision and management of nursery institutions for infants and toddlers, and purify the nursery service environment. With the implementation of the relevant childcare policy, the number of registered childcare enterprises in China has increased rapidly. By 2021, the number of registered childcare enterprises in China has reached 32,176, with a year-on-year increase of 114.92%. However, because there is still a huge gap in the relevant government supervision system, the service quality of the existing nurseries is uneven (Guo Rong et al., 2021)[18]. In addition, the domestic nurseries service resources are limited, and the contradiction between the supply of nurseries and the rapidly growing social demand is prominent.

In order to solve these problems, local governments should clarify the admission standards and service standards of institutions, introduce flexible and appropriate admission and launch mechanisms of childcare institutions, and standardize the standards of work flow and staffing. Supporting the corresponding service evaluation standard system to strengthen inter-industry competition; Strengthen industry supervision, establish multiple supervision mechanisms through external means and internal mechanisms, improve the service quality of childcare institutions, protect the interests of practitioners, and purify the working and social environment of childcare services.

3.2. Build a Diversified System of Childcare Services and Improve the Effective Supply of Inclusive Childcare Services

According to the survey, people's demand for infant care services is also very different. In terms of institution location, institution nature, institution service mode and other aspects, parents in different regions have different needs and expectations for infant care institutions.

Complex and diverse social needs determine that the construction of inclusive care community cannot adopt a "one-size-fits-all" approach. Therefore, for the construction of care community, builders should do a good job of social research at the early stage, provide targeted service supply for the community, and investigate the intention of community family service while absorbing the elderly people as workers. For example, some families will be more assured that the elderly in their family will take care of their children in person (single item, 2021)[19], so as to improve the fit degree between supply and demand and the satisfaction degree of the community. Secondly, the training of practitioners should be

strengthened, and regular training, learning and technical assessment should be carried out to improve the professionalism of services. Finally, managers need to pay close attention to the changes in community care demand, update and optimize the existing services in time, introduce a third party, and cooperate with care agencies or neighboring kindergartens to improve the diversity, stability and effectiveness of community care service supply.

3.3. Strengthen Personnel Training and Improve the Treatment of Service Employees

With the upgrading of the concept, the demand of infant care in our country has increased and increased. People's requirements for infant care institutions have been upgraded from the small table model to the demand for children's quality education.

This demand change is closely related to the economic development of our country. With the continuous growth of our national economy, Chinese residents' per capita disposable income is also increasing, parents to children's education and care requirements are high, also more willing to buy more high-quality service.

Therefore, the relatively basic care service can not meet people's requirements for infant care services. In addition, the existing childcare service has some problems, such as strong commercial atmosphere, low quality and quantity of teaching staff and management team (Ling Qianwen, 2020)[20], and poor stability of childcare service personnel (Chen Min et al., 2021)[21]. In order to solve these problems, the author puts forward relevant suggestions from three aspects: training quality, employee compensation and legal rights and interests protection.

First, improve the quality of service training and guard against the formalization of training. A survey found that only 13.38% of the nurseries have the opportunity to participate in the training organized outside the institution. In addition, since China has not established a training subsidy system, most of the internal training of institutions needs to be completed at their own expense, so most of the heads of institutions often choose to reduce the expenditure of training funds (Hong Xiumin et al., 2020)[22]. The author believes that it is possible to innovate the form of post-nursery training, with teachers' knowledge and experience as the core (Yang Yabo, 2021)[23], pay attention to teachers' sense of training experience, and diversify the form of training, such as zero-distance observation experience class, professional theory class, practical training, etc.

Second, raise the salary of nurseries service personnel, enhance the occupational attraction. According to relevant data survey, the salary of nurseries in China is generally not high, with an average monthly salary of about 2000-4000, and the relevant welfare system is not perfect, which seriously affects the inflow of talents (Qin Jiangmei et al., 2022)[24]. The author believes that to improve the salary, the government needs to improve the mechanism of financial input; Reasonably divide the proportion of financial investment and confirm specific financial investment measures; The minimum wage standard and social allowance system for childcare service personnel should be formulated to provide a stable source of funds and a reliable material basis for staff compensation. Quantifying the salary level and welfare range obtained by childcare staff according to relevant standards; To formulate a scientific and reasonable

performance-based pay system and a baseline system of talent treatment for nursing-care service personnel; Promote the implementation of nurseries personnel post promotion system, increase the stability of nurseries personnel.

Third, unblock the supervision channel for protecting the rights and interests of infant care providers, and safeguard the legitimate rights and interests of childcare practitioners. Relevant departments cooperate to study and formulate scientific supervision system; Establish multiple regulatory mechanisms through external and internal means; Open channels for complaints, listen to public opinions and requests, and effectively protect the reasonable rights and interests of employees from being infringed.

4. Conclusion

Infant care service is one of the important ways to relieve family pressure and release the vitality of domestic population. Under the circumstance that the aging degree of our country is deepening and the international situation is becoming more severe, it is urgent to build the inclusive infant care community. Based on our national policy, domestic and foreign experience in childcare service and our parenting tradition, this paper analyzes and discusses the existing domestic childcare service, innovatively proposes to combine the traditional "generational separation parenting" with the inclusive community childcare service to construct a mixed infant childcare model, and puts forward valuable suggestions on the construction of this model from three aspects: government, talent and society. The conclusions can be used as reference for the construction of inclusive infant care service community in the future.

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