



The Restrictive Factors and Solution of Implementing the Policy of "Internet + Nursing Services" Based on the Analysis of Smith Policy Implementation Process Model

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Abstract. Guided by the theoretical framework of the Smith model, this paper analyze the four dimensions of idealized policies, implementing agencies, target groups and environmental factors, and finds that the implementation of the "Internet + Nursing Services" policy faces the restrictions of the policy itself, the legal system is not perfect, and the division of rights, responsibilities and interests of implementing agencies is not clear Constraints such as low awareness and participation in target group policies, and the need for improvement in the policy environment. Establishing specific and measurable policies, laws and regulations, enhancing the policy execution capabilities of executing agencies, strengthening publicity and communication, accelerating the resolution of the digital divide, optimizing the policy execution environment, and other measures are the effective ways to crack its implementation.

Keywords: Internet + Nursing Services; Smith model; policy implementation;

1 Introduction

According to data from the National Bureau of Statistics, as of the end of 2019, the population aged 65 and above in China had reached 176 million. Among them, there are over 40 million disabled and semi disabled elderly people. The demand for healthcare, rehabilitation, and home care is growing day by day. In January 2019, the Health Commission issued the Notice on Carrying out the Pilot Work of "Internet + Nursing Services", that is, medical institutions will provide care to discharged patients or special groups suffering from major diseases through the way of "online application and offline service" through nurses registered in their units. Looking back at the implementation process of this policy over the past four years, there have been issues such as limitations in the policy itself, incomplete legal system, unclear division of rights, responsibilities, and interests among the executing agencies, low awareness and participation of the target group in the policy, and the need for improvement in the policy environment. The implementation process of the "Internet + Nursing Services" policy

is affected by the policy itself, the implementing agency, the target group and the environment. Only by using a mature theoretical model can this complex process be explained as a whole. Therefore, based on the Smith policy implementation process model, this paper analyzes the difficulties faced in the implementation of the "Internet + Nursing Services" policy, and proposes corresponding improvement paths for policy implementation.

2 Theoretical Framework

2.1 Smith Policy Implementation Process Model

Thomas Smith proposed four important factors that will have an impact on policy implementation in "The Policy Implementation Process": idealized policies, executive agency, target groups, and environmental factors; There may be differences in the interactions between these four parts, forming a tense relationship. This contradiction can be addressed and fed back through institutionalized or non institutionalized means, thereby achieving coordination within or between departments¹.

2.2 Analysis Framework of Policy Implementation of "Internet + Nursing Services"

The implementation process of the "Internet + Nursing Services" policy is similar to that of public policies, and will also be affected by idealized policies, executive agency, target groups and environmental factors. According to the Smith model, the policy implementation analysis framework of "Internet + Nursing services" was constructed. The tension or lack of coordination between and within the above four parts can affect the efficiency of policy implementation, resulting in less than expected policy results.

3 Constraints on the Implementation of the Policy of "Internet + Nursing Services"

3.1 Idealized Policies

Smith believes that idealized policies should have characteristics such as legitimacy, rationality, feasibility, and operability. It is an idealized interaction form that decision-makers need to engage in. In policy implementation, idealized policies indicate a complete top-level design, and the clarity, rationality, and feasibility of the top-level design will to some extent affect the implementation of the policy.

1. Limitations of the Policy Itself

The limitations of the policy itself are mainly reflected in its objectives and content. Firstly, in terms of policy objectives, the Health Commission defined the goal of the construction of "Internet + Nursing Services" as "to achieve digitalization of medical

and nursing service decision-making, refinement of management, and intelligence of services"². Although these policy objectives are consistent with the central government, they do not reflect the characteristics of local informationization construction. Secondly, in terms of policy content, some policies tend to provide macro guidance in their expression. For example, although the Opinions of the General Office of the State Council on Promoting the Development of "Internet + Medical Health" put forward detailed rules on improving the "Internet + Medical Health" service system, it did not propose standardized information standardized operation rules for the "Internet + Nursing Services" subsystem, and the lack of a corresponding evaluation system will inevitably affect the implementation of information standardization.

2. Incomplete Legal System

China has shown a supportive attitude towards "Internet + Nursing Services", but some laws and regulations have not yet been issued. Without standardized guidance as a basis, it is difficult to ensure the quality of nursing services. Meanwhile, in the online environment, complexity and uncertainty coexist. There are large differences in the training, projects and processes of nursing staff in the "Internet + Nursing Services". The lack of standardization of industry standards may cause serious consequences. In addition, nurses may only pursue their own economic benefits in the "Internet + Nursing Services". The quality of nursing service required by public hospitals is difficult to guarantee, which increases the difficulty of hospital management. "Internet + Nursing Services" involves multiple stakeholders. Stakeholders will engage in a multi-party game. Therefore, it is necessary to formulate unified and standardized standards, and then carry out effective guidance and overall management³.

3.2 Executive Agency

The executing agency refers to the agency or department that implements policies, whose organizational structure and the quality of its members, the cognitive style and characteristics of leaders, as well as their implementation plans and capabilities, are closely related to the smooth implementation of policies.

"Internet + Nursing Services" involves medical institutions, the Health Commission, the Municipal Supervision Bureau, the Medical Security Bureau, the Bureau of Traditional Chinese Medicine and other stakeholders. When implementing the "Internet + Nursing Services" policy, if the division of rights, responsibilities and benefits cannot be clearly defined, all stakeholders will have a game before making decisions in order to obtain the maximum benefits. At present, during the implementation of the "Internet + Nursing Services" policy in China, the pilot areas for the division of rights, responsibilities and interests of various stakeholders in the implementation process have not been fully considered. For example, Shanghai only considered the division of rights, responsibilities and interests of pilot hospitals and third-party network technology platforms⁴. If there is no clear division of rights, responsibilities, and benefits among different stakeholders, it is easy to cause continuous interest disputes and low efficiency in policy implementation.

3.3 Target Groups

The target group is the main target of policy implementation and also the passive recipients of policy implementation effectiveness. In the process of policy implementation, the target group is the most affected by the policy. The policy acts on the target group, and the level of participation of the target group also affects the effectiveness of policy implementation.

The executors of the "Internet + Nursing Services" policy include service providers and service objects. Li Jingjian and others conducted a survey of 3242 nurses from 127 hospitals in all regions of the country. The results showed that nurses in non pilot provinces and cities had a very low level of awareness of "Internet + Nursing Services", only 19.8% of nurses understand "Internet + Nursing Services", and their awareness of the policy will also affect their willingness to participate in "Internet plus+nursing services"⁵. In addition, currently disabled and elderly people with chronic diseases are the main service targets, and most of them do not understand or even do not know how to use the internet, and they lack sufficient trust in grassroots medical institutions. Therefore, how to improve the ability and level of Internet use of the elderly will be a difficult problem in the implementation of the "Internet + Nursing Services" policy.

3.4 Environmental Factors

Environmental factors refer to factors that will have an impact on policy implementation or are affected by policy implementation, mainly including economic, political, social, and cultural factors. Smith believes that in the process of implementing policies, various environmental factors come together to form a binding path, and the implementation of policies must also follow this path.

The current policy of "Internet + Nursing Services" mainly has the following problems in terms of environmental factors: in terms of economic environment, the current financing mechanism of "Internet + Nursing Services" is not perfect, and the capital investment is insufficient⁶. In the political environment, there are currently no corresponding laws, regulations, and evaluation and regulatory policies that are in line with them. In terms of social culture, "Internet + Nursing Services", as a new form of service provision, is not sufficiently promoted, the public's awareness is not high. The lack of comprehensive economic, political, social and cultural environment has affected the implementation of the "Internet + Nursing Services" policy.

4 The Solution to the Implementation of the "Internet + Nursing Services" policy

4.1 Improve Policies, Laws and Regulations

Firstly, enhance the operability of policies. Fully investigate the reality of China's "Internet + Nursing Services" policy, widely collect local opinions, and formulate policy objectives and policy contents that are in line with local realities. The connotation and

extension of policy related concepts should be clear and explicit, accompanied by specific and quantitative implementation rules to ensure effective guidance for practice. Secondly, improve relevant laws and regulations. Strengthen the access management of the "Internet + Nursing Services" industry, and further standardize the "Internet + Nursing Services" market. Improve and revise the Nurse Regulations as soon as possible, so that nurses can fully exert their social value in more job positions and their legitimate rights and interests are fully protected; Accelerate the formulation of the Law of the People's Republic of China on Licensed Nurses, legalize the working hours and remuneration of nurses, standardize and authorize them, and ensure that the "Internet + Nursing Services" can be governed by laws.

4.2 Enhance the Policy Execution Capability of Executing Agencies

Firstly, it is necessary to strengthen the communication between all parties involved in the policy and recognize their role in the implementation of the policy. Secondly, in the follow-up policies of various regions, it is necessary to reasonably divide the rights, responsibilities, and interests of various stakeholders. Thirdly, enhance the quality of policy implementers. The values, cognitive level, and professional ability of policy implementers are related to the level of policy implementation. To establish the concept of human resource development, pay attention to the use of scientific development strategies, fully stimulate and tap into the potential of human resources.

4.3 Strengthen Publicity and Communication, Accelerate the Resolution of the Digital Divide Problem

Firstly, the patient interface of the "Internet + Nursing Services" platform should be designed to adapt to aging and be concise. The "Elderly Zone" should be set up to directly reach the entrance of the "Elderly Model" with one click, simplify the online service process and functions. Secondly, strengthen volunteer service capabilities and provide comprehensive guidance and assistance to patients in various aspects of nursing services to address any difficulties encountered during the service process. Thirdly, adhere to the principle of "dual pronged approach", fully develop online services while retaining some offline service channels, and create warm nursing services.

4.4 Optimize Policy Implementation Environment

Firstly, expand financing channels, reverse the current situation of insufficient capital investment and high proportion of self funded use, and optimize the economic environment for the implementation of the "Internet + Nursing Services" policy. Secondly, improve the laws and regulations, assessment, supervision and management systems of "Internet + Nursing Services", and provide a better political environment for "Internet + Nursing Services". Finally, through various forms of publicity, such as lectures, multimedia, volunteer visits, etc., the awareness and acceptance of the policy of the target audience will be enhanced, and their enthusiasm for participation will be stimulated, so

that the social and cultural environment of "Internet + Nursing Services" will be improved to the greatest extent.

5 Conclusions

At present, China's "Internet + Nursing Services" policy is still in an initial stage of exploration. In order to ensure the healthy and orderly development of "Internet + Nursing Services", we must improve the corresponding laws and regulations; Pay attention to the protection of the patient's personal privacy and information. At the same time, patients, healthcare workers, medical institutions, and society all need to provide support for policies with a positive and inclusive attitude; In practical work, it is necessary to constantly summarize the experience and lessons learned, and also learn from the experience of foreign door-to-door service and home care, so as to create a better development environment for the "Internet + Nursing Services" policy.

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