

Relationship between Government and Community, Mobilization Ability, and Organizational Performance: Comparative Case Analysis Based on Community Elderly Care Service Institutions

Hongli Wang*

Sichuan University, Chengdu 610065, China

*Corresponding author: Hongli Wang, whljzs1007@163.com

Copyright: © 2024 Author(s). This is an open-access article distributed under the terms of the Creative Commons Attribution License (CC BY 4.0), permitting distribution and reproduction in any medium, provided the original work is cited.

Abstract: This study explores the reason why community service organizations with different operating modes in similar institutional environments have significant differences in their operational performance when providing the same services. Through comparative case analysis, this paper puts forward the analysis framework of government-community relationship, mobilization ability, and organizational performance to reveal the internal process of organizational operation and the root cause of performance differences. The findings are as follows. The relationship between the government and the community is the key variable to understanding the operation logic of community service organizations. The interaction between government and community is particularly key to the operation and development of the organization, and the different interaction between government and community is the root cause of the difference in the operation performance of the organization. The operational performance of community service organizations is based on the organization's resource mobilization and organizational mobilization capacity and scope, whereby the two mobilization capabilities are related to the relationship between the government and the community. The research conclusion provides a new explanation for understanding the operational performance of organizations and can also be a reference for optimizing the operation of social organizations.

Keywords: Grassroots governance; Social organizations; Government and social relations; Mobilization ability; Community elderly service

Online publication: April 19, 2024

1. Introduction

According to scholar Salamon, "Organized, private, voluntary activity, for example, a large number of civil society organizations, represents the greatest social innovation of the 20th century"^[1]. As a source of vitality

and a new force in the construction of grassroots governance systems, social organizations play an important role in participating in community governance and providing public services^[2-3]. In April 2019, The General Office of the State Council issued the Opinions on Promoting the Development of Elderly Care Services, emphasizing that they will continue to improve the elderly care service system based on the home, supported by the community, supplemented by institutions and combined with medical care, and also support elderly care institutions in operating community elderly care service facilities. It can be seen that community elderly care service organizations not only help to promote the return of community autonomy function and the renewal of governance structure but also play a complementary and supportive role in the national elderly care service system^[4]. Therefore, it is crucial to clarify the operational strategy of community elderly care service organizations to understand and optimize the current grassroots social governance.

It is found that under a similar institutional environment, there are significant performance differences between community elderly care service organizations with different operating modes when providing the same service function. Then, what are the operation modes of community elderly care service organizations? Why are there significant differences in the performance of organizations with different operating modes? What are the core factors that affect the operational performance of the organization? What is its internal system? This paper aims to reveal the reasons for the differences in the governance performance of grassroots social organizations by analyzing the operation process of community elderly care service organizations. A framework will be constructed based on government-community relationships, mobilization ability, and organizational performance for comparative case analysis.

2. Literature review: Operation mode and performance influencing factors of community elderly care service organizations

With the increasing diversification of public demands, public goods are becoming more and more prominent in the governance performance and legitimacy structure of government, and it has become a consensus that the state empowers social organizations to provide public services^[5-6]. Then, what is the operation status and governance effect of social organizations in carrying out elderly care services?

First, there are two kinds of classification orientation in the academic discussion on the operation mode of elderly care institutions. One is based on the public-private cooperation with the government. The operation types of elderly care institutions are divided into the following six types which include public, public-private, private-public assistance, private, citizen organization, and franchise^[7-9]. The other mode is based on the classification of the forms of public-private cooperation, further divided according to the operating system of the institution. For example, according to the registration nature of public and private care institutions, they are divided into two types, the nature of undertakings and the nature of non-public^[10]. According to the perspective of government responsibilities, public and private care institutions are divided into three modes, entrusted management, contract operation, and leasing operation^[11]. According to the proportion of government investment, the public and private care institutions are divided into three types, full public welfare, mixed public welfare and market, and market^[12].

Additionally, scholars believe that the operational performance of elderly care service organizations is mainly affected by internal and external factors. One is the endogenous development ability of the organization itself. Specifically, the endogenous driving force of organizational development is subject to the common influence of professional technology and resource mobilization^[13]. First of all, social organizations with high-level professional and technical capabilities have stronger market competitiveness to ensure the effectiveness of service projects and the continuity of organizational operations. Secondly, the technical performance of an

organization is based on resource support and has a fundamental impact on project execution ^[14]. The other is the external force environment in which the organization is located. The organization is influenced by the environment. For example, community power will restrict the actions of social organizations, government purchases will lead to the collusion of government agencies to pursue political achievements, and government management ability and market competition will also affect the performance of organizations' elderly care services ^[15].

Why is there an obvious performance gap between community service organizations with different operation modes? The current theoretical explanation provides us with a good idea, but can not provide the answer to this question. First of all, although the existing studies have made multi-dimensional distinctions in the operation mode of care institutions, they have not comprehensively analyzed the internal system of organizational operation from the perspective of the process. Secondly, some studies put forward the key factors that affect organizational performance, but neglect to examine the different operating modes from a holistic perspective. Although Chen and Li constructed a performance evaluation index system for elderly care service stations, they did not collect data materials for the empirical test ^[16]. Zhu analyzed the operation logic of community-embedded elderly care service through the case study of Shanghai but failed to demonstrate the differentiated effect of organizational operation through multiple cases ^[17]. Finally, because institutional operation is susceptible to multiple factors and is difficult to measure in a standardized manner, this study takes the revenue of community elderly care service organizations as an objective representative index to evaluate their operational performance, focusing on the sustainability of organizational operation.

Based on the literature review and field research, this paper identifies three operating modes of community elderly care service organizations from the perspective of organizational operation to construct an analytical framework of government-community relationship, mobilization capacity, and organizational performance. The study analyzes the internal system and practicality presented in the operation process of community elderly care service organizations, to provide an empirical reference for the optimization and development of social organizations.

3. Analysis framework: The internal system of operation of community elderly care service organizations

What factors will affect the operation effect of community service organizations for the elderly? The key to revealing the differences in organizational operational performance is to investigate its internal operational system. First, this study clarifies the types of organizational operational modes, sorts out the core factors that affect the organizational operation, and builds an analytical framework of government-community relationship, mobilization ability, and organizational performance to present the contextualization process of the operation of community elderly care service organizations.

3.1. The type of operation mode of community elderly care service organizations

The polycentric governance theory of Vincent and Elinor Ostrom emphasizes the cooperation and interaction of multiple subjects to jointly manage public affairs and provide public services. The quasi-public product nature of community elderly care services determines the necessity of separating service provision from direct production ^[18]. Privatization provides a means of cooperation between public and private sectors and also establishes the responsibility requirements of the organization and the operation individuals for the socialized operation of community elderly care service organizations ^[19].

Based on the perspective of organizational operation, this paper takes the administrator and operator of the

organization as the standard to classify the operation mode of the community elderly service organization. The administrator and operators include government departments and private departments respectively. According to the field investigation, the operators of community elderly care service organizations are all private sector, and the funders are all government departments. Therefore, the operation mode of community elderly care service organizations can be divided into the following three types as shown in **Table 1**. The first is the public and private organizations where the government entrusts the people to manage the facilities and undertakings set up by the government with public power, which are built by the government and operated by the private sector^[18]. The second is private-public assistance, in which the private sector leases or purchases houses with private property rights as operation sites, and renovates, expands, and operates community elderly care service organizations under the concession, with both the builder and operator in the private sector. The third is the civil construction and public assistance type, where the private sector independently invests, builds, owns, and operates community elderly care service organizations by relying on economic resources and strength, and both the builder and operator are private sectors.

Table 1. Classification of operation modes of community elderly care service organizations

Operator \ Organization	Government sector	Private sector
	Government sector	-
Private sector	Public and private sectors	Private and public assistance for organization

The diversification of the operation mode of community elderly care service organizations means the diversification of cooperation and interaction patterns between the government and social organizations, that is, the dynamic and complicated relationship between the government and the community. In other words, the elastic relationship between the government and the community creates a broad governance space for both sides, and the organizational capacity affected by the relationship difference eventually evolves and encourages strategic and behavioral effects.

3.2. The analytical framework of government-community relationship, mobilization ability, and organizational performance

Community service organizations for the elderly are a representative market experiment scheme for the government to actively cultivate social organizations to share public service functions^[20]. This kind of local non-governmental organization not only meets the needs of the development of the market economy but also complements the transformation of government functions. It reflects the structural changes among government, market, and society from one side, involving the adjustment of multiple relations such as government power, market boundary, and social autonomy^[21]. In the current context of China's strong state and weak society, the attitude of a strong political organization toward market development is crucial, the awareness of government departments and the support of political forces are the prerequisites for the formation and growth of a healthy and dynamic social organization^[22-23]. In other words, the relationship between the government and the community is the key force for the operation and development of social organizations.

It can be seen that the core chain of the operation of community elderly care service organizations is the relationship between the government and the community, and the foundation for the sustainable growth of organizations is abundant resource support and strong organizational call. Due to the prominent position of social organizations in governing, the cooperation between the government and the community has become an

innovative choice of public service mode. In the context of China, the relationship between the government and the community plays a prominent role in the acquisition of organizational resources, and social organizations with official backgrounds are more likely to obtain large, high-quality, and concentrated resources within the system ^[24]. Without a solid organizational mobilization and structure, it is difficult to maintain the actions of an organization ^[25]. Therefore, it is believed that the relationship between community care service organizations and the government regulates the resource mobilization of the organization to a certain extent. Organizational mobilization can generate resource flow for the organization, while resource mobilization strength determines the starting point of organizational mobilization. Organizational operation performance is the economic market relationship between the government and the community as shown in **Figure 1**.

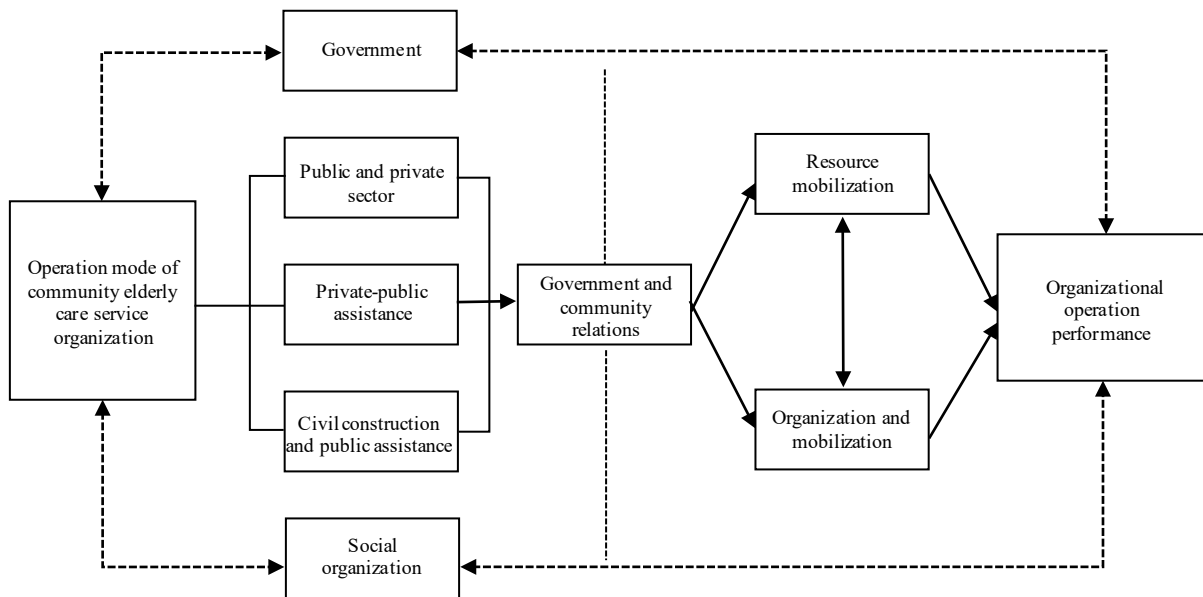


Figure 1. The relationship between government and society, mobilization ability, and organizational performance of community elderly care service organizations

3.2.1. The relationship between the government and the community: The key variable of the organizational operation

In the process of increasing privatization, social empowerment indicates that the state can rely on well-functioning social organizations to build social infrastructure and communicate and integrate power operations with social needs through government-social interaction channels ^[26-27]. At present, the discussion on the relationship between the government and society in China mainly includes three explanations, control, cooperation, and dynamic interaction. First, according to the theory of state-society relations, the government-led non-reciprocal cooperation between the government and the society results in the administrative absorption of society, which leads to the differentiated control of different types of social organizations by the government ^[28]. For example, categorical control, expedient symbiosis, government relationship, non-cooperative governance, floating control, hierarchical embedding, and so on ^[29-33]. Social organizations need to sacrifice their autonomy in exchange for the resources needed for their development. Secondly, the new public management theory holds that the government and social organizations can form a partnership in public services to jointly provide public services ^[34-35]. Thirdly, the government and the same type of social organization in different development stages show dynamic interaction, and the asymmetric resource dependence structure between the two will change with the improvement of the organization's professionalism and resource acquisition ability ^[36]. In the courses of start-up, aggregation, and collaborative development of an organization, it manifests itself in three forms, which are passive absorption

and absolute control, active embedding and support control, and cooperative co-governance and equal negotiation.

In fact, in the same period under a similar institutional environment, the government and different social organizations of the same type may still have differentiated interaction that is related to the organizational mobilization ability. According to the survey, the three operating modes of community elderly care service organizations are public and private, private public assistance, and civil organization with public assistance, which correspond to three different government-community relationships, namely control and dependence, support and embedding, and cooperation and consultation. This affects the resource acquisition and mobilization methods of the organization. Specifically, the public and private community care service organizations strictly follow the supervision and control of the government, showing an attachment personality to the administrative system. The private public-assisted community care service organizations are more actively embedded in the government network to seek more resource choices and policy support programs. On the other hand, private public-assisted community care service organizations gradually establish a partnership of equal consultation and win-win cooperation with the government by exploiting social network resources as the main means. It can be seen that the relationship between the government and the community plays a profound role in the resource selection and organizational mobilization of institutional construction, thus affecting the core operation of the organization.

3.2.2. Resource mobilization: The basic guarantee of organizational construction

Resource mobilization theory arose in the 1970s developed by McCarthy and Zald, and builds on Olson's theory that cost-benefit tradeoffs are central to the theory of collective action^[37]. The theory is a reflection and summary of a large number of social movements, such as the civil rights movement, the black movement, the feminist movement, and so on in the United States in the 1960s. In the history of the social movement theory development, the initial social movement theory believed that irrational factors such as a sense of deprivation and dissatisfaction were the motivations for the generation and development of collective action^[38]. McCarthy and Zald believed that the increase in social movements in the United States is not the increase of social contradictions or the increase of relative sense of deprivation or resentment in people, but the increase of resources available to the initiators and participants of social movements. Social movements are the result of people's rational choice of resource mobilization^[25, 38]. Resource mobilization theory defines resources in a very broad way, including both tangible resources, such as money, manpower, communication equipment, and so on, and intangible nonmaterial resources, such as movement legitimacy, recognition, flexible mobilization strategies, and others^[39]. The theory holds that the size of the total amount of resources and the degree of organization are the keys to determining the success or failure of a movement. The larger the total amount of resources, the higher the degree of organization of resources, and the greater the possibility of success. Both organization operation and movement development are the integration process of resource elements. Therefore, based on this view, it is believed that the resource strength and mobilization level of community elderly care service organizations is the basic premise and basic guarantee of organizational construction.

The construction process of community elderly care service organizations is a process in which the individuals acquire and control service resources, including a series of capital, material, technology, manpower, and other elements to achieve their goals^[14]. The resource dependence theory emphasizes that organizational development needs to rely on the external environment to provide resources to reduce the uncertainty of management^[40]. Then, community care service organizations achieve the sustainability of organization operation through the aggregation and redistribution of resources. First of all, the resource endowment and the

relationship between the government and the community affect the scope and degree of resource mobilization. Secondly, the organization's ability to mobilize resources is manifested by the type, quantity, and quality of resources within the system and resources outside the system. Finally, the effect of resource mobilization is represented by the organizational mobilization performance.

3.2.3. Organizational mobilization: The core driving force of organizational development

In addition to emphasizing the premise of resource mobilization, the theory of resource mobilization also pays attention to the process of member mobilization. It is said that “the emergence of social movements and revolutions requires some common conditions, but these conditions themselves are neither social movements nor revolutions. Only after a large number of people join the ranks of social movements and revolutions can social movements be transformed from conditions into reality”^[41]. This shows that the success of a collective movement cannot be separated from a certain reserve of resources, but more importantly, it needs the active participation of organized individuals to ensure its smooth operation^[42]. Similarly, social organizations in pursuit of community benefits have the capability of effectively mobilizing community individuals to achieve endogenous resources and maximize benefits only by actively mobilizing local social mobilization^[43]. In other words, the value of organizational capacity building lies in the completion of the organizational mission, while the core driving force to ensure the operation of an organization comes from the actual effectiveness of organizational mobilization^[44].

Generally speaking, the level of organizational mobilization ability of community elderly care service organizations is mainly manifested by the residents' trust, recognition, and satisfaction towards the organizations, which is affected by the service organizations' structural position in the community network and their ability to obtain resources. The embedding of social forces into a certain social and political structure can activate part of its governance functions^[45]. For example, a community service organization for the elderly can assume the functions of the elderly service in its jurisdiction when it enters the community network. First of all, community service organizations for the elderly are not independent individuals, as they need to interact with society, communities, and residents to survive. Secondly, the ability of the organization to mobilize depends on the objective result of the acquisition of resources in the early stage. Finally, the results of resource mobilization and organizational mobilization under the relationship between the government and the community are presented as organizational performance through market selection.

4. Case Introduction: Three community elderly care service organizations

After analyzing the theoretical framework, this part will focus on three cases of community elderly care service organizations in C city. C City is located in the southwest of the inland and the upper reaches of the Yangtze River. It has jurisdiction over 38 districts and counties, with a total area of 82,400 square kilometers. The city had a permanent population of 3,205,200 in 2020 (**Figure 1**). The population of the elderly over 60 years old in C city is 7,010,400, or 21.87% overall. To respond to the needs of the elderly, C City has devoted itself to the construction of community elderly care service infrastructure in recent years. In July 2018, the General Office of the People's Government of C City issued the Implementation Plan of the “Hundreds Project” of Community Elderly Care Service, planning to add 1,000 community elderly care service stations and focus on building 100 municipal demonstration community elderly care service centers. In November 2019, the Implementation Plan for Full Coverage of Community Home Care Services in C City was issued, requiring that all streets and communities in the city achieve full coverage of elderly care service facilities by 2020. By April 2021, the city has built 220 street elderly care service centers and 2,900 community elderly care service stations, basically

achieving full coverage of urban community home-based elderly care services, forming a sustainable operation model of institutional construction center and station. All the street elderly care service centers at present have implemented social operations and management.

This paper adopts the research method of multi-case comparison, and the empirical material comes from the field investigation of several community elderly care service centers in C City from December 2020 to March 2021. This paper involves 11 cases of community elderly care service centers. The data collected include the following. First, observation and interview data of the principals, staff, elderly people, and their families of many community elderly care service centers; second, interview data of relevant personnel of the civil affairs department; third, written materials and news reports about community elderly care service centers. According to the core thinking of control and comparison and the typical principle of case selection, the three cases were selected for comparative analysis ^[46]. It is worth noting that although the institutional environment and technical level of the three community elderly care service organizations are similar, and they are all municipal demonstration institutions, there are significant differences in their operational performance as shown in **Table 2**.

Table 2. Case information of community elderly care service organizations

No.	Organization name	Mode of operation	Operational performance
1	A community elderly care service organization	Public and private	Slightly profitable
2	B community elderly care service organization	Private-public assistance	Long-term losses
3	C community elderly care service organization	Civil organization with public assistance	Plateau profit

4.1. Public and private operation: Case A

The original intention of public and private community elderly care service organizations is to stimulate the vitality of social forces by revitalizing idle public resources. Organization A was rebuilt by the former community neighborhood committee at the end of 2016. Highly recommended by the subdistrict office, it successfully applied for the municipal demonstration project of the “Baiji Project” of community elderly care service in C City in 2018. At present, the operation area of the organization is 1200 square meters and has 45 nursing beds and 34 elderly residents, with an occupancy rate of 75.56%. In the process of development, Organization A presents the following characteristics. First, the construction side of the organization is the government, and the operation side is the social organization, which has a strong control and dependence relationship. The government entrusts Organization A to run the organization with the orientation of social benefits and implements strict supervision of it. Organization A takes advantage of the situation to obtain the symbol of legitimacy for the operation of the organization. Secondly, Organization A makes full use of the legitimacy authority to carry out resources and organizational mobilization and takes the lead in the industry. Organization A actively leads sites, social workers, companies, and third-party organizations to promote home-based services, and has achieved good profit performance.

4.2. Private-public assistance: Case B

The goal of the community care service organization is to integrate social resources to attract more social forces. Organization B was established in 2015, mainly to serve the elderly at home. With the addition of senior citizens, the head of the center decided to expand the operation space and set up nursing beds. In the first half of 2018, the center was renovated and upgraded under the guidance of the civil affairs department by the construction requirements of the “Baiji Project”, and was put into use at the end of the year. The center currently has an area of 2,300 square meters, 72 nursing beds, and 48 elderly residents, with an occupancy rate

of 66.67 percent. Since its opening, Organization B has been committed to building a reputation for service and improving its sustainable operation capability. Organization B focuses on shaping and implementing the concept of quality service while also striving for internal resources to enhance the core competitiveness of the organization. In the process of construction, Organization B actively strives for more administrative support, but it still suffers from the incomprehension of community residents, the cost barrier of difficult operation, and the realistic situation of long-term loss.

4.3. Civil organization with public assistance: Case C

The premise of the operation of the community care service organization with civil organization and public assistance is a strong resource base and rich social capital. Organization C is independently constructed by social forces and started trial operation in March 2017. It is the first municipal demonstration community service organization of civil construction and public assistance in the region, enjoying certain policy support and financial subsidies. The organization currently covers an area of 1260 square meters and has 26 nursing beds and 26 elderly residents, with an occupancy rate of 100%. Since its creation, Organization C has focused on strengthening social networks to achieve organizational benefits. First of all, Organization C has obtained the concession construction right granted by the civil affairs department and selects high-quality location construction service institutions with its financial advantages. Secondly, it cultivates the brand of the organization with the branch sign granted by the district university for the elderly. Finally, the medical and catering services provided by enterprises are used to facilitate the development of high-quality service, enhance the organizational mobilization ability and brand awareness, and optimize organizational performance.

5. Case comparison: Analysis of the operation process of community elderly care service organizations

This part presents the development process of community elderly care service organizations as completely as possible according to the three core elements of the government-community relationship, resource mobilization, and organizational mobilization. Through the overall description of the three modes, the operation logic of the community service organizations for the elderly is analyzed and the reasons for their performance differences are revealed.

5.1. Public and private organizations with the help of administrative power

5.1.1. Administrative dependency and organizational legitimacy strengthening

The phenomenon of unbalanced interaction in China led by the government and participated by social forces is widespread^[47]. Public and private community elderly care service organizations are mainly in a state of dependency autonomy and maintain a differential and reciprocal relationship with government departments^[48]. The government departments take the initiative to provide low-compensation or free infrastructure for social organizations, which effectively reduces the investment cost of institutional construction. On the other hand, social organizations can relieve the pressure of administrative services by using their professional skills to disperse the governmental public service functions. The government also exercises strong control and strict supervision over social organizations, while elderly care institutions are relatively inferior, and must consciously accept the guidance and norms from the administrative system, thus showing the attribute of dependence on the administrative system.

The following will explain why Organization A is happy to be dependent in this state and even achieves good operational results. First of all, the governmental credit endorsement establishes political legitimacy for

the development of social organizations. With the guidance support and encouragement of the neighborhood office and committee, Organization A not only successfully applied for the demonstration project of elderly care service in City C, but also successfully embedded in the community network and obtained the general trust and recognition of the community residents. Secondly, social organizations continuously strengthen their legitimacy by responding to official requirements. There is a principal-agent relationship between public and private organizations and the government. The government has been strictly supervising the organizations to ensure the order and standard of their operation for the guidance of the public interest. As mentioned in an interview, “The government has to supervise us for a long time, and the supervision is still relatively strict. Various financial departments and civil affairs departments have high requirements for us. So it is very difficult to start now, but we are very cooperative, and we are actively responding to the policies of the government and the Civil Affairs Bureau” (Interview record: 20210121ZR).

5.1.2. Resource advantage and organizational performance

Social organizations cannot be completely self-sufficient and must interact with the external environment to obtain the required resources, whereas the government has abundant resources such as financial allocation and political support ^[40, 49]. Therefore, a large number of social organizations have to listen to the government that holds the resources to achieve their survival and development. This shows that the actions of social organizations are closely related to the way they acquire resources ^[50].

Community elderly care service organizations dependent on administrative forces can obtain high-quality resources within the system and have greater resource advantages than their competitors in the same industry. Organization A relies on administrative departments to obtain a large number of financial subsidies and policy support to avoid the early stage of institutional construction, which greatly reduces the investment cost.

For example, an interview stated the following. “Public and private construction is the best for us. First, we do not invest in construction; second, the return on capital is faster; third, its operating costs are low. It’s all funded by the government, we don’t care about anything, we just run it, and the profits are our own” (Interview transcript: 20201216JF).

By maintaining A good interactive relationship with the government, Organization A strives for abundant resources and mobilization advantages for the organization, obtains wide recognition from the community residents, and finally achieves good operational performance.

5.2. Private public assistance: Embedding difficulties

5.2.1. Resource defects and weak organizational recognition

Social governance at the grassroots level is a collective action that requires the participation of multiple entities. Social organizations are in the community resource network, and their service needs multi-channel resource support, which directly relates to the effectiveness of organizational and community governance ^[51]. The premise of community elderly care service organizations to provide services is sufficient resources and mobilization ability, and the reserve and coordination of resources determine the operation of the organization. In other words, if the organization’s resource mobilization is insufficient, there will be difficulties in both administrative and social embeddedness, and its organizational mobilization and performance level will also encounter issues. Generally speaking, private public-assisted community elderly care service organizations are favored by many social forces because of their low construction threshold, but the low threshold cannot cover the operation difficulties of high-cost institutions.

First of all, resource endowment and market competitiveness are the main concerns of organizational development. The economic strength of organization B is relatively weak, and it has been faced with difficulties

such as high operating costs, market environment restrictions, and industrial structural defects, which makes it difficult to improve its operational performance.

An interview stated “We rent a house by ourselves, and we rent a private house in the community. It is not easy to find the land for the elderly now, and it is not easy to find an independent space, because the investment is relatively large, the return is relatively small, and you can’t find the wrong place” (Interview record: 20210303LNS).

Secondly, the form of community embedment is limited, so the organization’s recognition is easily threatened. Because of the special nature of renting houses with private property rights, Organization B can only use a one-story building in the community as its business site. However, this forceful integration with the community has been widely opposed and rejected by surrounding residents, which greatly reduces the credibility of Organization B ^[52].

According to an interview, “The residents in the community are not allowed to build community elderly care service centers, saying that dying people will affect the housing price, which will greatly affect the effect of our operation” (Interview record: 20200121BQQ).

5.2.2. Strategy adjustment and organizational performance

Due to the defect of the initial resource endowment, Organization B is faced with the problem of declining organizational credibility. Organization B constantly adjusts its operational strategy in an attempt to save the situation by mobilizing resources within the system and its initiative. First, it regulates organizational behavior according to policy requirements and strives for internal resources. When facing the pressure of institutional expansion and cost, Organization B took the initiative to strive for government support projects and won considerable financial assistance and policy preferences for organizational development. This can be seen in the following interview.

“We were reluctant to do this kind of business with beds at the beginning because we have no experience in it. Second, the pressure of our operation will be greater, because there will be more staff and more rent space. We finally discussed and decided to build one, and just as thousands of government projects were approved, we completed it according to the construction scale described in the city documents. (Interview record: 20201216JF)”

Secondly, Organization B implemented the service concept and expanded the living space of the elderly. Although Organization B encountered the limitation of business premises and the opposition of community residents in the early stage of construction, Organization B attaches great importance to the construction of its internal code of conduct and service culture, hoping to create a higher level of service quality to attract the elderly in the community to stay.

“The relatively important concept of our service is the core. Our team agrees with this concept by catering to and implementing this concept. Our customers are the elderly, and the work we do is to serve the elderly. The elderly recognize our service work, service skills, and service methods. In terms of the popularity of our place, it can be said that it is the most popular nursing home in Area B during the day” (Interview record: 20201216JF).

With the continuous adjustment of the strategy, the operation performance of Organization B has improved, but it still faces the threat and dilemma of long-term loss.

5.3. Civil organization with public assistance

5.3.1. Superior endowment and expanded organizational influence

The local governments currently actively support social organizations, empower social governance

qualifications and strengthen the service functions of social organizations. In this process, the public-assisted community care service organizations with strong financial strength and social capital show an institutionalized strategic cooperation relationship with the government ^[53]. In addition to relying on administrative power, community elderly care service organizations can also use their resource endowments and social networks for other methods.

This can be seen where Organization C has alleviated some of its operational pressure with the help of financial subsidies and preferential policies provided by the government. Organization C has effectively enhanced its competitiveness by mobilizing its resource reserves. For example, considering the suddenness of the organization's integration into the community, Organization C chooses the open space around the community for construction, which not only avoids the direct conflict of interest with the residents of the community but also reserves certain development space for the organization.

An interview stated "At present, many elderly people and residents are opposed to the care center, but we are an independent organization, and the obstacles are okay. We are not in a residential building yet, we are in a separate building, at the entrance of the community" (Interview transcript: 20200122CY).

5.3.2. Cooperation network and organizational performance

Society has diversified needs for connection and communication, so social organizations have a stronger desire for publicity as a social intermediary ^[5]. In addition to relying on superior resource strength, Organization C relies on rich industry experience, a perfect resource network, and a good cooperation system to actively mobilize and enhance its social networks, as shown in the below interview/

"If the service request is close to our site, it will be completed by the staff of our site. If the number of service requests is relatively large, our agency service personnel will assist in the servicing. And for some services, such as housekeeping, we will use third-party agencies" (Interview transcript: 20200122CY).

In addition, Organization C also builds a service reputation by shaping cultural norms and enhancing its core competitiveness. The current influence of Organization C has been significantly improved, and the development of the organization has achieved good results.

Organization C stated in an interview "We are already full because we still have a strong sense of community here. Before the outbreak of the epidemic, we received about 100 people every day. Now other people want to move in, but they can't move in, as there are no empty beds and the building cannot be expanded" (Interview record: 20200121BQQ).

5.4. Influencing factors and practical scenarios of the operation of community elderly care service organizations

From the perspective of case practice, the operation mode of community elderly care service organizations covers the interaction between the government and the community based on organizational performance and resource mobilization as shown in **Table 3**.

First, in the public and private organization types, the government and social organizations are in the relationship of control and dependence. With the strong support of the government, organizations can widely mobilize administrative resources and services to achieve better operating benefits. Secondly, in the private-public assistance organization type, the government and social organizations show a supportive and embedded relationship. Organizations actively embed in the administrative system to obtain government support, but due to their weak strength and difficulties in establishing organizational legitimacy, resource mobilization and organizational mobilization ability are relatively low, and the loss of operation situation is inevitable. Thirdly, under the civil organization with public assistance type, the relationship between the government and social

organizations is cooperative and consultative. These social organizations rely on the initial strong economic strength and resource network, coupled with service quality and institutional brand shaping to ensure the organizational performance is at a good level.

Table 3. Practical effects of community service organizations for the elderly

Aspect	Case A	Case B	Case C
Organization type	Public and private	Private-public assistance	Civil organization with public assistance
Relationship between government and community	Control and dependence	Support and embed	Cooperation and negotiation
Resource mobilization	Strong mobilization of administrative resources	Insufficient administrative/social resources	Strong mobilization of social resources
Organizational mobilization	Legitimacy reinforcement	Reduced recognition	Greater influence
Operational performance	Slightly profitable	Long-term losses	Plateau profit

6. Summary and discussion

This paper attempts to explain the phenomenon of why social organizations with different operating modes have obvious performance differences despite providing the same services under similar institutional environments. Through comparative case analysis, this paper reveals three factors that affect the operation of an organization, which include the operation mode of an organization is the result of the choice, and the relationship between the government and the community, which affects the operational performance, resource mobilization, and organizational mobilization of the organization. The analysis conclusions of this paper are as follows.

First, the framework of government-community relationship, mobilization capacity, and organizational performance provides a new perspective to explain the differences in operational performance. Existing studies focus on the type of organizational operation mode and the influencing factors of service performance, but fail to explain the chain process and connection path between the two. This study finds that organizational operation is a three-way interactive process of government, society, and market, in which the relationship between government and community plays a core regulating role, and the market selection is manifested through the effect of resource and organizational mobilization.

Secondly, the relationship between the government and the community is an important factor in understanding the behavioral strategies of social organizations, in which organizational performance is the overall performance of the mobilization ability. The theory of government-community relationship emphasizes observing and examining the interaction behavior of governance subjects from the social structural space, while the theory of resource mobilization advocates the coordination and inclusiveness of resource mobilization and member mobilization. In the social and economic environment, the community elderly service organization that adopts the form of socialization operation is not an isolated individual and its actions are the effect of internal and external factors.

Thirdly, it is important to clarify the value, responsibility, and function orientation of government, market, and social organizations to improve organizational performance. The diversification of governance subjects often results in the blurring of governance boundaries and the sharing of governance roles, which impacts the organizational professional functions to a certain extent. Therefore, clarifying the roles of government departments as system coordinators, strategic collaborators, and resource supporters, emphasizing the roles of social organizations as technical guides, content designers, and service providers, and allowing a fair and

unrestricted market is a possible path to optimize grassroots social governance.

In general, the type identification and system exploration of the operation mode of community elderly care service organizations provide a new explanation for the understanding of organizational performance and also can be a reference for optimizing the operation of social organizations. As an exploratory study, this paper still has the following shortcomings. First, since it is difficult to measure organizational operational performance in a standardized manner, this paper tries to simplify the indicator of organizational revenue as the representative result of operational performance, which needs to be optimized. Second, this paper attempts to analyze the internal organizational operation from the perspective of the process but does not strictly define the role level of the core factors that affect organizational performance. In the future, it is necessary to design accurate indicators and collect large sample data for empirical testing of influencing factors, to make up for the limitations of this paper. Thirdly, this paper chooses cases for comparative analysis based on the principle of type representativeness, which lacks certain rigor. With the continuous emergence of community elderly care service organizations around the country, a comparative analysis of such cases will be the next research topic.

Disclosure statement

The author declares no conflict of interest.

References

- [1] Salamon L, Anheier H, 2000, Department of Civil Society. Social Sciences Academic Press, Beijing.
- [2] Yu HL, Fan HM, 2021, Research on the Integration of Community Social Organizations into Grassroots Social Governance System: A Case Study of C Community Owners Committee. *Journal of Zhengzhou University (Philosophy and Social Sciences)*, 2021(1): 14–18.
- [3] He XF, 2014, Analysis of Community Social Organizations Participating in Community Governance. *Chinese Public Administration*, 2014(12): 68–70.
- [4] Xia ZQ, Wang JJ, 2012, On the Effective Supply of Community Public Services. *Social Science Research*, 2012(2): 44–47.
- [5] Li Y, Deng NG, 2019, Systematic Construction and Localized Dependence: Changes in Government Community Relations under the Background of the Government's Purchase of Public Services from Social Organizations. *Journal of Tianjin Administration University*, 2019(1): 20–28.
- [6] Ye T, 2019, Resource Dependence, Relationship Contracts, and Organizational Capacity: A Study on the Development of Social Organizations in Government Purchase of Public Services. *Executive Forum*, 2019(6): 61–69
- [7] Li M, Hu SP, 2009, Institutional Care for the Elderly in Chinese Cities and its Model Selection: A Case Study of Guangzhou. *Nanjing Social Sciences*, 2009(1): 89–95.
- [8] Yang T, 2011, Public Administration and Private Assistance: A Policy Analysis on Accelerating the Construction of Service Institutions for the Elderly. *Journal of Humanities*, 2011(6): 124–135.
- [9] Wang LL, 2014, Analysis of the Development of Institutional Elderly Care Services in Urban Areas in China. *Population Journal*, 2014(4): 83–92.
- [10] Fang H, 2016, Public and Private Care Institutions: Current Situation, Characteristics, and Problems. *Economic and Management Research*, 2016(5): 90–97.
- [11] Chen FF, Yang CY, 2019, A Study on the Public and Private Mode of Elderly Care Institutions based on the Perspective of Government Responsibilities: A Case Study of Shanghai. *Social Security Research*, 2019(4): 10–18.
- [12] Zhong RY, Sun X, 2020, Research on the Target Orientation of the Development of Public and Private Care

Institutions: A Case Study of Shanghai. *Social Work*, 2020(6): 33–40 + 109.

- [13] Yang B, Yang XY, 2019, From Government-community Cooperation to “Reverse Substitution”: A Study on the Transformation and Evolution Mechanism of Government-community Relationship. *Journal of Public Administration*, 2019(6): 87–93.
- [14] Yang B, 2018, Embedment Structure, Resource Mobilization, and Project Execution Effect: A Comparative Case Study of Government Purchase of Social Organization Services. *Journal of Public Administration*, 2018(3): 39–50 + 155–156.
- [15] Xu JY, 2020, An Empirical Study on the Factors Influencing the Operation Performance of Government-purchased Community Elderly Care Services: A Case Study of Changsha City. *Hunan Social Science*, 2020(2): 157–165
- [16] Chen HR, Li QY, 2015, Performance Evaluation of Community Home Care Service Station: A Case Study of City A. *Journal of Sichuan University of Science and Technology (Social Science Edition)*, 2015(1): 12–21.
- [17] Zhu H, 2020, Social Operation Mechanism and Practical Logic of Community Embedded Elderly Care Service. *Journal of Yunnan Minzu University (Philosophy and Social Sciences Edition)*, 2020(5): 98–106.
- [18] Dong HY, 2011, Research on the Construction of China’s Social Elderly Care Service System. China Social Sciences Press, Beijing.
- [19] Sarvas ES, 2000, Privatization and Public-Private Partnerships. SAGE Publications, California.
- [20] Chen XQ, 2003, Handling the Relationship between the Government and the Market, Enterprises, and Social Organizations. *Journal of Guangxi University (Philosophy and Social Sciences Edition)*, 2003(4): 10–11.
- [21] Shen RH, 2006, Market, Government, and Society: The Interaction Mechanism of Local Governance: A review of Yu Jianxing’s New Book, Private Chambers of Commerce and Local Government. *Administration in China*, 2006(7): 110–111.
- [22] Sheng ZM, 2016, Organizational Mobilization, Action Strategy, and Opportunity Structure: An Analysis of the Influencing Factors of Owners’ Collective Action Results. *Society*, 2016(3): 110–139.
- [23] Luo ZW, 2001, Government and Society in Economic Governance: A Research Report on Social Intermediary Organizations in Yiwu Small Commodity Market. *Management World*, 2001(3): 182–189.
- [24] Qi Haili, 2016, Study on the Dependence and Governance of the Relationship between Government and Society in the Purchase of Public Services. *Reform of Economic System*, 2016(1): 195–199.
- [25] Anthony O, 1973, *Social Conflict and Social Movements*. Englewood Cliffs, Prentice-Hall.
- [26] Yang X, 2008, Government, Society, and Market: On the Framework of Government Function Transfer in China. *Economic Restructuring*, 2008(1): 30–34.
- [27] Wu Y, 2016, The Theoretical Pedigree and Research Prospect of the Relationship between Government and Society: from the Perspective of Government Purchase of Public Services. *Social Sciences of Guangxi*, 2016(9): 147–152.
- [28] Kang XG, Han H, 2007, Administrative Absorption of Society: A Restudy of the State-Society Relationship in Contemporary China (Sociological Studies). *Chinese Journal of Social Sciences*, 2007(2): 116–128.
- [29] Kang XG, Han H, 2005, The System of Differential Controls: A Study of the State-society Relationship in Contemporary China. *Sociological Studies*, 2005(6): 73–89 + 243–244.
- [30] Anthony JS, 2011, Contingent Symbiosis and Civil Society in an Authoritarian State: Understanding the Survival of China’s Grassroots NGOs. *American Journal of Sociology*, 2011(1): 1–45.
- [31] Jing YJ, 2011, A Study on the Public Non-profit Partnership in Social Service: An Analysis based on Local Reform Practice. *Review of Public Administration*, 2011(5): 5–25 + 177.
- [32] Huang XC, Ji X, 2014, Non-cooperative Governance and Strategic Response: A Theoretical Framework for the Study of Autonomy in Social Organizations. *Sociological Research*, 2014(6): 98–123 + 244.
- [33] Xu YY, Li XY, 2018, Floating Control and Layered Embedding: An Analysis on the Adjustment Mechanism of

Government-social Relations under Service Outsourcing. *Sociological Research*, 2018(2): 115–139 + 244–245.

- [34] Lester M, Salamon M, 2008, *Partners in Public Service: The Relationship between Government and Non-profit Organizations in the Modern Welfare State*. The Commercial Press, Beijing.
- [35] Zhang RL, Zhu Y, 2017, Moderate Cooperation and the Relationship between Government and Society in Chinese Government's Purchase of Public Services: An Analysis from a Public Perspective. *Henan Journal of Social Sciences*, 2017(9): 113–118.
- [36] Jia JJ, Wang KF, Zhao QR, 2020, Dynamic Interaction: A Study on the Relationship between Government and Social Organizations from the Perspective of Resource Dependence: A Case Study of L Public Environmental Protection Promotion Association in A City. *Secretary*, 2020(5): 13–22.
- [37] Mancur O, 1965, *The Logical of Collective Action: Public Goods and the Theory of Groups*. Harvard University Press, Cambridge.
- [38] McCarthy JD, Mayer NZ, 1973, *The Trends of Social Movements in America: Professionalization and Resource Mobilization*. General Learning Press, Morristown.
- [39] Wang YS, Sheng ZH, Li Y, 2014, Resource Mobilization Strategies of Online Public Welfare Organizations: A Case Study of Member Organizations of Guangxi Public Welfare Alliance. *Academic Forum*, 2014(8): 119–125.
- [40] Pfeiffer J, Salankik GR, 2006, *External Control of Organizations: An Analysis of Organizational Resource Dependence*. Oriental Press, Beijing.
- [41] Zhao DX, 2006, *Lecture Notes on Social and Political Movements*. Social Sciences Academic Press, Beijing.
- [42] Shi DJ, Li XP, 2009, Resource Mobilization Theory and its Research Dimensions. *Journal of Guangxi Normal University (Philosophy and Social Sciences Edition)*, 2009(6): 22–26.
- [43] Peng XB, Tan ZH, 2018, Organization Mobilization, Endogenous Resources, and Market Docking: Endogenous Development Path of Poor Communities: Based on the Investigation of L Center in Yunnan Province. *Chinese Journal of Public Administration*, 2018(6): 61–67.
- [44] Eisinger P, 2002, Organizational Capacity and Organizational Effectiveness among Street-level Food Assistance Programs. *Nonprofit and Voluntary Sector Quarterly*, 2002(1): 115–130.
- [45] Wang M, 2020, Typology of Local Government Innovation in China: An Analysis Based on the “Control-embedding-specification” Framework. *Truth-seeking*, 2020(3): 42–56 + 110–111.
- [46] Zhong XJ, Luo SX, 2021, A Typological Analysis of Public Participation in Environmental Governance: A Comparative Study based on Multiple Cases. *Journal of Nanjing University of Technology (Social Sciences Edition)*, 2021(1): 54–76 + 112.
- [47] Wang M, 2016, A Study on the Interaction between Government and Society in the Socialization of Public Services in Underdeveloped Cities: A Case Study of Zhumadian City. *Journal of Hubei Correspondence University*, 2016(21): 113–115.
- [48] Wang SZ, Song CC, 2013, Independence or Autonomy: A Rethinking of the Characteristics of Chinese Social Organizations. *Social Science in China*, 2013(5): 50–66 + 205.
- [49] Saidel JR, 1991, Resource Interdependence: the Relationship between State Agencies and Nonprofit Organizations. *Public Administration Review*, 1991(6): 543–553.
- [50] Bai R, Zheng YF, 2018, Alienation and Embedment: The Relationship between Government and Community in Government Purchase of Social Services: A Case Study of Subdistrict Offices and Family Integrated Service Centers. *Journal of Guangzhou University (Social Science Edition)*, 2018(3): 32–40.
- [51] Zhu ZW, 2020, Evolution and Promotion Mechanism of Community Resource Allocation Model in Megacities: A Case Study of Shanghai. *Fujian Forum (Humanities and Social Sciences Edition)*, 2020(11): 181–190.
- [52] Ren BB, 2021, Cooperative Government-social Relations and Public Credibility of Social Organizations: Moderating

Effect based on Cultural Cognition. *Journal of Shanghai University of International Business and Economics*, 2021(1): 112–124.

- [53] Cheng KP, Xu JL, 2018, From Administrative Absorption to Strategic Cooperation: The Interactive Logic of the Relationship between Government and Social Organizations in the New Era. *Studies in Governance*, 2018(6): 76–84.

Publisher's note

Bio-Byword Scientific Publishing remains neutral with regard to jurisdictional claims in published maps and institutional affiliations.