

Construction Challenges and Operational Mechanisms of Community-Embedded Service Facilities in Urban Renewal

ZHANG Jing, ZHAO Zhenle, WANG Yingnan, MA Yunfei, XI Kaiyue

Abstract: Against the dual backdrop of accelerated urbanization and decentralization of governance toward the community level in China, community-embedded service facilities, crucial for meeting residents' diverse needs and enhancing community public service efficiency, face complex development and operational challenges. This study systematically analyzes key obstacles from an urban renewal perspective, focusing on the utilization of spatial resources, dynamic adaptability, and sustainable operations. The findings reveal that current facility development is constrained by land scarcity, infrastructure deficiency in aging communities, and rigid service demands. Operational challenges include ineffective stakeholder coordination and cost-benefit imbalances. To address these issues, the research proposes several strategies: optimizing spatial resources through promoting multifunctional community service complexes; prioritizing elderly- and child-oriented services through flexible facility layouts and adaptive mechanisms; developing market-driven operational strategies featuring "advance operational planning" for demand matching, "branding operations" to enhance vitality, and "balanced bundling" of for-profit and non-profit services. The study emphasizes the importance of establishing a tripartite collaborative mechanism involving government guidance, market incentives, and community participation to overcome practical barriers such as facility underutilization and unsustainable operations. These strategies aim to enhance service quality, achieve operational sustainability, and revitalize community economies.

Keywords: urban renewal; community-embedded service facility; utilization of existing space; sustainable operation

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Against the backdrop of accelerated urbanization in China, the community has become both an important setting for residents' everyday lives and the basic unit of social governance; its renewal and development directly affect quality of life. Research shows that urban residents in China spend approximately 75% of their time within their communities, and that about 70% of the national population is expected to live in communities by 2035^[1]. Communities currently face widespread shortages in facility provision, lagging management, and inefficient operation. Traditional government-led models can no longer satisfy increasingly diverse and high-quality service needs, making market-oriented operating mechanisms urgently necessary. In accordance with decisions of the CPC Central Committee and the State Council, the National Development and Reform Commission and related departments issued the Implementation Plan for the Construction Project of Urban Community-Embedded Service Facilities (hereafter, the Implementation Plan) and the Guidelines for the

Construction of Urban Community-Embedded Service Facilities (Trial) (hereafter, the Guidelines) in 2023 and 2024, respectively, to guide implementation nationwide. Community-embedded service facilities introduce appropriate functional facilities and services into public spaces within communities or residential compounds. Within a convenient walking distance, they provide one or more services, including elderly care, infant and toddler care, community dining, domestic services, health services, sports and fitness, culture and recreation, and children's play, thereby better meeting residents' public-service and quality-of-life needs. Their defining characteristics are proximity to residents, public-interest orientation and affordability, functional diversity, and convenience.

As the technical support team for the national initiative, the China Academy of Urban Planning and Design has participated extensively in policy research, guideline preparation, and local implementation guidance. This work has generated substantial experience and systematic reflection on the challenges of facility construction and the mechanisms required for sustainable operation. From an urban renewal perspective, this paper examines the difficulties and challenges of constructing and operating community-embedded service facilities, systematically identifies existing problems, and proposes corresponding pathways, with the aim of providing theoretical and practical guidance for high-quality development across China.

1 Challenges Facing Community-Embedded Service Facilities in China

1.1 Development Trend: The Shift of Social Governance toward the Community Level

In the new era, the focus of social governance in China has continued to shift toward the grassroots. Since the 18th CPC National Congress, General Secretary Xi Jinping has emphasized that communities form the foundation of grassroots governance and that more resources, services, and management should be directed to communities in order to provide residents with more precise and refined services. In this context, community-embedded service facilities have become a core vehicle for the transformation of governance and must integrate elderly care, childcare, cultural and recreational activities, health care, and other functions within limited space. This trend toward service integration creates a dual operational challenge: facilities must respond to residents' increasingly differentiated needs while overcoming contradictions in service provision under resource constraints. Achieving diversified services and individualized adaptation with limited resources has therefore become a central challenge for facility construction and operation.

1.2 Stock Renewal: Constraints on Construction Land and Deficiencies in Community Facilities

The scarcity of urban land has become a critical constraint on the construction of community public-service facilities. Data from the National Bureau of Statistics show that the annualized land supply in 100 Chinese cities fell from 1.35 billion m² in 2020 to 1.03 billion m² in June 2024, a decline of 23.7%^[2]. The transformation of existing space has consequently become the principal source of sites for community service facilities. At the same time, China had more than 4 billion m² of old residential communities by 2022. The 2023 urban physical examination revealed major facility deficits: 38% of communities lacked elderly-care facilities, 57% lacked childcare facilities, 35% had no public activity space, and 50% lacked property management. Spatial renewal is therefore urgently needed to improve service functions and governance systems.

1.3 Functional Demand: Integration and Flexible Adaptability

As population aging intensifies and the birth rate continues to decline^[3], structural mismatches between the supply of and demand for community public-service facilities are becoming increasingly pronounced. Conventional universal provision cannot accommodate increasingly diverse resident

needs, while static planning systems are visibly disconnected from dynamic social development. Older adults require specialized health and care services and cultural programs; young families have rigid demand for childcare; and the localization of everyday recreation generates demand for multifunctional services^[4]. Together, these trends are driving the upgrading of community service facilities. A system characterized by adaptive flexibility, functional integration, and dynamic adjustment is urgently needed to respond to continuously evolving social needs.

1.4 Management and Operation: Refined Management and Operational Optimization

The provision of community public services in China is closely related to the housing system. Under the planned economy, operation was organized through a pattern led by work units, dominated by gated compounds, and supplemented by street and residents' committees. Following housing commercialization, local governments became the principal providers, but fiscal constraints and jurisdictional boundaries produced widespread shortages and declining service quality^[5]. Community public-service facilities now face three operational difficulties. First, complex property-rights structures and increasingly divergent stakeholder demands undermine collaborative governance^[6-8]. Second, spatial resources are mismatched: old communities face severe constraints on renewal space while facilities in newly built communities are often underused^[9]. Third, imbalances between operating costs and revenues weaken the willingness of social capital to participate^[10]. Under these conditions, establishing a refined governance framework and innovative models for coordinated operation by multiple actors has become essential to improving the performance of community-embedded service facilities.

2 Review of Research on the Construction and Operation of Community Service Facilities in China

Research in China specifically addressing “embedded service facilities” remains limited. A search of the China National Knowledge Infrastructure (CNKI) for the topic “embedded service facilities” from 1988 to 2024 returned 106 publications, most of which focused on elderly-care facilities (Fig.1)^[11-13]. Following the release of the Implementation Plan for the Construction Project of Urban Community-Embedded Service Facilities by the National Development and Reform Commission in 2023, policy-interpretation articles began to appear, but systematic studies covering the full process from construction to operation remain absent.

2.1 Review of Research on Community Service Facility Construction

A substantial body of research has examined “community service facilities.” A CNKI topic search for 1988-2024 returned 4,766 publications, with continuous growth after 2005 (Fig.2). Early research (1988-2011) focused on basic attributes such as facility types^[14], construction standards^[15-16], and layout evaluation^[17-19]. After 2012, in response to the shortcomings of traditional facilities - including dispersed distribution, incomplete supporting functions, small scale, low service levels, and an inability to accommodate the activity needs of different age and occupational groups^[20] or residents' higher-level needs - research shifted toward optimization pathways in the context of urban renewal. Three main trends emerged. First, spatial intensification: LEI Cheng et al.^[21] proposed centralized provision through “community complexes”; LIU Xuejiao^[22] advocated mixed land use; XIAO Feiyu et al.^[23] emphasized multifunctional facilities and appropriate spatial concentration; and YU Yifan^[24] highlighted joint provision to promote resource sharing. Second, flexible allocation: HU Pan et al.^[25] emphasized a dynamic framework for temporal and spatial adjustment. Third, targeted service provision: YU Li et al.^[26], HU Gangyu et al.^[27], and HUANG Jianzhong et al.^[28] examined age-friendly renewal and facility allocation for older residents, while ZHANG Jing et al.^[29] explored child-friendly

facility provision and stressed the construction of community public-service facilities that support children's growth.

Existing domestic research on community service facility construction has three evident shortcomings. First, it emphasizes static spatial analysis and lacks systematic responses to the dynamic evolution of demand. Second, planning and design remain disconnected from operational management and do not sufficiently integrate the needs of diverse groups. Third, research has not adequately explored innovative pathways for functional integration in urban renewal.

2.2 Review of Research on Community Service Facility Operations

Relatively few studies have examined community service facilities from an operational perspective. Among CNKI results for the topic “community service facilities,” a search for “operations” over 1988-2024 returned 156 publications (Fig.3). The literature displays three stages. From 2011 to 2017, research focused on experience with elderly-care facilities in Japan; for example, PENG Lili^[30] proposed a specialized collaborative care model. From 2017 to 2019, research expanded from elderly care to multiple facility types. LEI Cheng et al.^[10] incorporated governance into the entire supply-demand process for community service facilities, while WANG Jing et al.^[31] proposed planning strategies and operational responses for high-quality neighborhood centers. From 2019 to 2024, perspectives and topics diversified. GENG Yuzhou et al.^[32] analyzed urban and community renewal and the operational history of public-service facilities in representative countries and proposed consultative mechanisms for participation by multiple actors. LIU Jiayan et al.^[33] examined community complexes in several Chinese cities through the concept of the community life circle and proposed operational strategies integrating planning, construction, and management. Drawing on the formation of Singaporean community complexes, ZHAO Wei^[34] argued that China should establish sustainable operating mechanisms led by government and supported by multiple actors.

The existing literature has three limitations. First, the adaptability of international experience to local operating environments has received insufficient attention. Second, studies are overly concentrated in specific sectors, especially elderly-care facilities, and lack cross-type systematic analysis, limiting generalizability and adaptability. Third, no systematic analytical framework has yet been established for key issues such as multi-actor coordination, financial sustainability, and operational evaluation. Research on community-embedded service facilities can address these gaps through a three-dimensional innovation pathway of “centralized sharing, flexible adaptation, and individualized service,” creating operational and management models responsive to diverse needs and contributing both theoretical and practical value to urban renewal and high-quality community development.

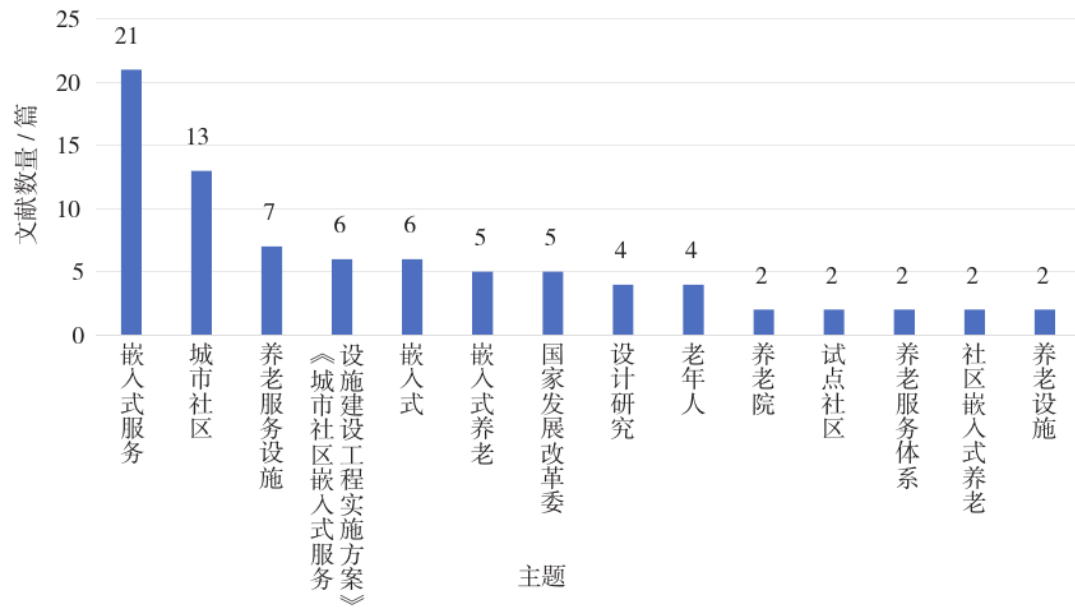


Fig.1 Annual publications on "embedded service facilities"

Source: China National Knowledge Infrastructure (CNKI).

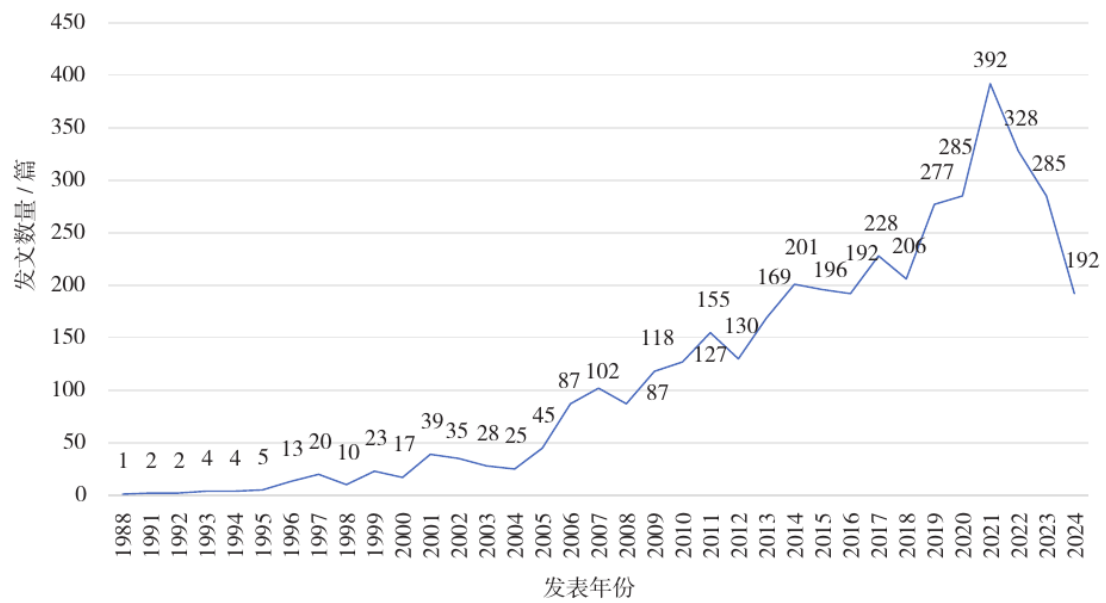


Fig.2 Annual publications on "community service facilities" from 1995 to November 2024

Source: China National Knowledge Infrastructure (CNKI).

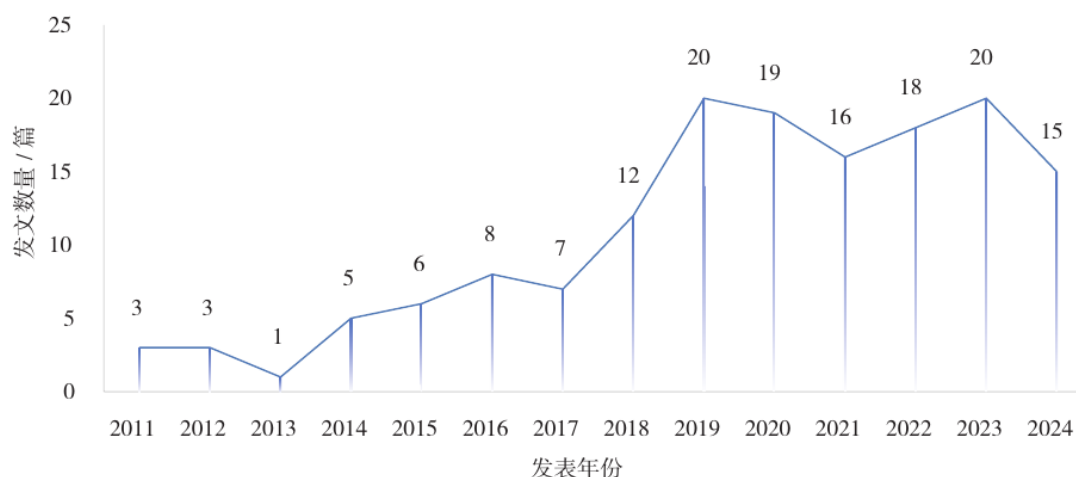


Fig.3 Annual publications on the theme of "operations" within "community service facilities" from 2011 to August 2024

Source: China National Knowledge Infrastructure (CNKI).

3 Overcoming Current Construction Challenges for Community-Embedded Service Facilities in China

Since 2023, the National Development and Reform Commission and other departments have successively convened meetings and issued a series of policies (Tab.1) to promote the organic embedding of urban public-service facilities in communities and the extension of public-service projects to the community level. The aim is to enable more residents to access high-quality, affordable services nearby and at their doorsteps, thereby overcoming key construction difficulties.

Tab.1 Series of domestic embedded service facility policies

出台日期	出台部门	政策	主要内容
2023年11月	国家发展改革委	《城市社区嵌入式服务设施建设工程实施方案》(简称《方案》)	城市社区嵌入式服务设施面向社区居民提供养老托育、社区助餐、家政便民、健康服务、体育健身、文化休闲、儿童游憩等一种或多种服务,优先和重点提供急需紧缺服务,确保便捷可及、价格可承受、质量有保障
2024年1月	国家发展改革委、住房城乡建设部、自然资源部	《城市社区嵌入式服务设施建设工程导则(试行)》(简称《导则》)	从规划选址、规划布局、建设规模、建设形式、建设方式等方面明确了社区嵌入式服务设施的建设要点,提出优先设置养老服务、婴幼儿托育、儿童托管和社区助餐等功能,重点推广和优先建设(改造)功能复合集成的社区嵌入式服务综合体(社区服务中心),为居民提供一站式服务
2024年9月	国家发展改革委、住房城乡建设部、自然资源部	《关于扎实推进城市社区嵌入式服务设施建设工程的通知》	将56个城市纳入城市社区嵌入式服务设施建设工程建设范围,明确各地要面向群众需要,聚焦“一老一小”,加大社区嵌入式服务设施建设力度,积极发展提供短期托养服务的社区养老服务和婴幼儿托育服务,细化完善拓展设施建设场地空间、推进社会存量资源改造利用、服务整合和功能集成以及规划建设用地支持等方面的政策措施

3.1 Expanding Sites: A Coordinated Campaign to Secure Facility Space

The Implementation Plan calls for expanding construction sites through multiple channels. Following the principles of supplementing and retrofitting some sites, transforming others, transferring a further group, and providing facilities in new development, localities should undertake coordinated actions to secure space for community-embedded service facilities. A combination of measures is needed to create sufficient room for construction and bring public services closer to residents.

3.1.1 Supplementing and Retrofitting Idle Space in Existing Communities

A systematic inventory should be conducted of supporting spaces within existing residential areas. Where conditions permit, underused and idle resources should be rationally reused through demolition and reconstruction, vacancy and infill development, integration of community premises, property-right exchanges, acquisition, and other measures. In operational terms, existing communities

should improve the entities responsible for applying for facility renewal under government leadership, and strengthen the policy and procedural support for adding supporting facilities during supplementary approval. This will enable community stock spaces to accommodate embedded service functions. Local governments should formulate targeted policies, including simplified approval procedures for simple, low-risk construction, to remove administrative bottlenecks and retrofit facilities that residents urgently need.

3.1.2 Converting Nonresidential Space within Communities into Embedded Service Facilities

Most existing communities are located in the cores of old urban districts, where demand for urban renewal is concentrated. Many aging buildings urgently require renovation, transformation, and quality improvement. Converting these spaces into public-service facilities can provide key reserve resources for closing community service gaps and substantially increase the available floor area and public space for community-embedded facilities. Localities should accelerate inventories of underused commercial premises, poorly maintained hotels and guesthouses, neglected industrial-park buildings, and other idle land and property resources near communities. These resources often cannot be incorporated into public-service provision because of restrictions on planned land use, operating permissions, and insufficient policy guidance. Urban renewal policies should therefore be accompanied by coordinated measures across departments, such as more compatible land-use rules and relaxed operating permits. Eligible property owners should be encouraged to prioritize the conversion of existing premises into community-embedded service facilities, revitalizing potential resources and making effective use of the city's small and leftover spaces.

3.1.3 Transferring State-Owned Assets for Embedded Service Facilities in Existing Communities

As urban functions and development models evolve, some state-owned enterprises, research institutes, and public institutions once located on the urban periphery have become important components of central districts. Their allocated land is often large or distributed across several locations, and self-built residential areas may contain abandoned boiler rooms, warehouses, bathhouses, and even small office buildings. Some of these assets occupy locations that could support residential services. In response, local governments should, while retaining ownership and completing required state-asset management procedures, prioritize suitable spaces for conversion into community-embedded service facilities according to local needs. Policies for the use of state-owned assets should also encourage government agencies, enterprises, and public institutions near communities to revitalize and open idle land, buildings, staff dining halls, and other resources to the community.

3.2 Facility Integration: Promoting Flexible and Adaptable Comprehensive Service Facilities

The Guidelines call for construction where appropriate and renovation where preferable, emphasizing economical and intensive land use, maximum integration and reuse of existing resources, expandable functions, convertible space, and compatible standards. Following the principles of resource integration and intensive construction, priority should be given to building or retrofitting functionally integrated community-embedded service complexes, or community service centers.

3.2.1 Integrated Services to Promote Intergenerational Inclusion

Existing resources within communities should be fully identified and renovated into community-embedded service complexes. Their floor area should generally be no less than 600 m² and, where conditions permit, may be required to reach at least 800 m²; no maximum floor area is specified. Service functions should be concentrated wherever possible and should generally include at least three

services. Among these, at least two should be drawn from elderly care, infant and toddler care, child supervision, and community dining, and eligible facilities should normally include either elderly care or infant and toddler care (Tab.2). By integrating functions and sharing space, comprehensive facilities can provide platforms for interaction among different generations.

Tab.2 Requirements for service function layout of community embedded service complex

服务功能	配置要求	选择条件
养老服务	养老服务功能宜为失能或部分失能老年人提供短期托养等生活照护服务	4至少选2 (有条件的一般应配置养老服务或婴幼儿托育服务功能)
婴幼儿托育	婴幼儿托育功能为0—3岁婴幼儿提供安全可靠的托育服务	
儿童托管	儿童托管功能为3—6岁学龄前儿童和6—18岁学生提供课后和节假日托管服务	
社区助餐	为老年人提供安全、便捷、卫生的助餐服务,并可兼顾其他群体用餐需求	
家政便民	可根据居民使用需求,布局家政服务网点,提供上门保洁、居家照料等家政服务	6选N(N≥1)
健康服务	鼓励地方为残疾人提供爱心助残和康复照护等服务;有条件的地方可配备自动售药机,提供24 h药片销售服务,满足居民家庭常用药品、夜间紧急用药需求	
体育健身	场地可结合不同年龄段居民使用需求,分时段复合使用	
文化休闲	可选择提供图书、书画、音乐、舞蹈、棋牌、展览等服务,满足居民书报阅览、文化活动、休闲娱乐等需求	
儿童游憩	室内儿童游憩设施(游戏运动、亲子阅读、科普体验、休憩娱乐等服务);室外儿童游憩设施(滑梯、立体攀爬、秋千、摇马、沙池、跷跷板等无动力游乐设施)	
其他	可根据居民实际需求,补充其他服务功能,为社区提供精准化、精细化服务,如设置社区微型消防站等	

Source: Compiled from the Guidelines for the Construction of Urban Community-Embedded Service Facilities (Trial), issued in 2024.

3.2.2 Flexible Responses to Evolving Resident Needs

On the basis of surveys of existing community public-service facilities, localities should accurately identify resident needs and build detailed demographic profiles. Subject to functional requirements, renovated interior spaces should remain flexible and combinable so that different services can share them at different times. Service functions and layouts should reserve capacity for adjustment in response to changes in community population structure and should provide flexibility for internal functional transformation and expansion. For example, cultural functions such as newspaper and book reading can be combined with child supervision: the same room can be used for after-school childcare and for residents' reading activities at other times. Community elderly care in China currently relies largely on day care and offers relatively limited services. Because population aging is intensifying and nearly 80% of respondents to the China Urban Elderly Care Service Demand Report (2021) preferred home- and community-based care near their homes (Fig.4), shortages of beds may emerge in the future. Communities with high proportions of older residents should therefore reserve space for elderly-care services during design and renewal so that it can be converted at low cost when needed.

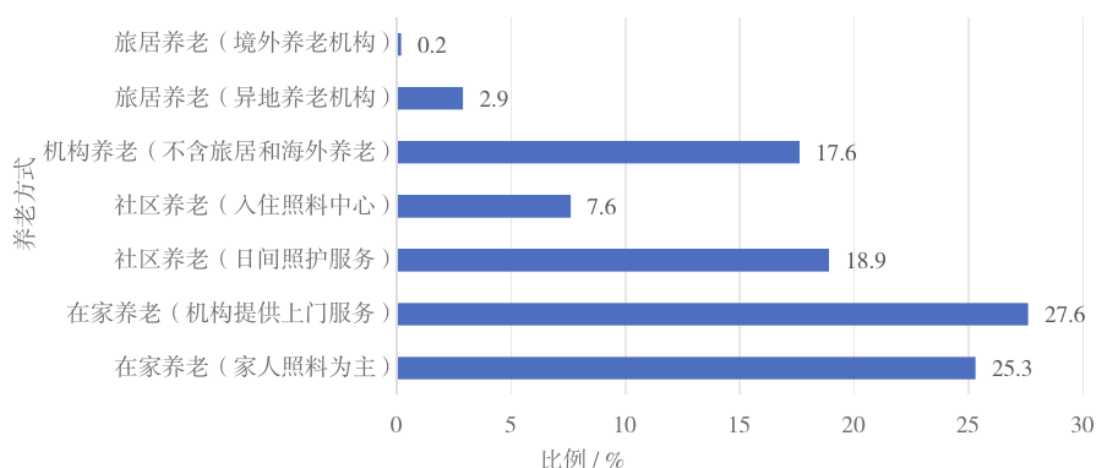


Fig.4 The choice of elderly care methods

Source: China Urban Elderly Care Service Demand Report (2021).

3.3 Addressing Functional Gaps: Focusing on the Needs of Older Adults and Children

The Notice on Advancing the Construction Project of Urban Community-Embedded Service Facilities emphasizes a focus on older adults and children. Priority should be given to urgently needed and undersupplied services, including elderly care, infant and toddler care, child supervision, and community dining, while gradually addressing gaps in domestic services, health services, sports and fitness, culture and recreation, and other functions.

3.3.1 Efficient Use of Community Elderly-Care Space

Elderly-care functions should provide short-term residential care and related daily assistance for older adults with complete or partial loss of independence. Renewal should include nursing beds capable of short-term stays and providing daily care and rehabilitation. The floor area per bed should be at least 35 m², while a community-embedded facility providing elderly-care services should have a floor area of at least 350 m², with no upper limit (Tab.3).

Community elderly-care spaces often suffer from aging facilities, single functions, and insufficient planning, resulting in low resource utilization and limited service performance. Functional integration can improve spatial efficiency by converting idle day-care beds into multifunctional service centers that combine care, rehabilitation and nursing, cultural and recreational activities, and social interaction, while flexibly adjusting the number of beds to actual demand. Community-embedded elderly-care facilities should also be renewed and developed to provide domestic services, health monitoring, emergency assistance, and other support, allowing older residents to obtain comprehensive care near their homes.

Tab.3 Development requirements for elderly care service functions

功能	建设要求
生活照护	(1)应具有较好的天然采供和自然通风条件; (2)宜与社区助餐、家政便民、健康服务、文化休闲等服务功能统筹设置
康复服务	

Source: Guidelines for the Construction of Urban Community-Embedded Service Facilities (Trial), 2024.

3.3.2 Strengthening Inclusive Community-Embedded Childcare Services

Infant and toddler care should provide safe and reliable services for children aged 0-3. The floor area per childcare place should be at least 9 m², while community-embedded facilities providing infant and toddler care should have a floor area of at least 200 m², with no upper limit. Localities may appropriately adjust these floor-area indicators to local conditions (Tab.4).

China currently faces substantial shortages in care for children aged 0-3 and after-school services for school-age children^[35]. Addressing this gap has become an important component of building a birth-friendly society. Idle public spaces, aging buildings, and other community resources should be integrated to establish affordable embedded childcare and supervision venues, reducing operating costs and improving accessibility. Social participation should also be encouraged to create diversified provision encompassing early education, childcare, and supervision, while government subsidies, tax reductions, and other policies ensure sustainable development and the dual objective of service quality and affordability.

Tab.4 Development requirements for infant and toddler care functions

功能	建设要求
婴幼儿托育	(1)应设于阳光充足、便于家长接送的地段; (2)宜与儿童托管、儿童游憩等服务功能统筹设置

Source: Guidelines for the Construction of Urban Community-Embedded Service Facilities (Trial), 2024.

4 Pathways for the Sustainable Operation of Community-Embedded Service Facilities

Sustainable operation can create nearby employment, stimulate community economies, and enable community-embedded service facilities to generate their own operating capacity. Based on the core principles of the Guidelines, this study proposes a three-dimensional pathway centered on advancing operations to the planning stage, market orientation, and service balancing. Demand-oriented planning, branded operations, and the bundling of profitable and low-profit services can establish a collaborative pattern of government guidance, market operation, and social participation. This approach seeks to achieve both economic and social benefits and offers a systematic response to practical problems such as facilities that are built but underused and services that cannot be sustained.

4.1 Advancing Operations at the Planning Stage to Match Market Demand

Integrating operations from the outset is the core strategy for sustainable community-embedded service facilities. Its key is to match market demand through demand-oriented planning and design and dynamically adaptable operating mechanisms. First, in-depth demand research should establish the operational foundation. Questionnaires, focus groups, and other methods can identify community characteristics: aging communities may prioritize health management and day care, while younger communities may focus on childcare and early education. This ensures precise alignment between functional configurations and resident needs. Second, flexible operating models should be established. Modular spatial design and adaptable layouts can enable service scenarios to change dynamically, while seasonal and time-specific demand can guide adjustments in service content and improve space utilization. Third, diverse partnerships should be developed. Public-private partnership models can introduce professional operators and establish market-based systems in specialized fields such as elderly care and health management, ensuring service quality while reducing fiscal burdens. Through early demand forecasting, flexible design during implementation, and subsequent market collaboration, this integrated planning-and-operation strategy systematically improves facility performance and sustainability.

4.2 Leveraging Market Advantages to Cultivate Distinctive Brands

Market-oriented operation not only improves the economic performance of community-embedded service facilities but also activates facilities, professionalizes services, and increases resident satisfaction. Brand-based operation is a central strategy and should focus on three dimensions. First, differentiated positioning should create distinctive brands based on community resources, such as a “cultural community” built around local cultural assets and activities that attract target groups. Second, service innovation should form the core of the brand. Intelligent management systems and online-to-offline models can increase efficiency, while professional and personalized services build trust. Third, multichannel promotion should integrate social media, community activities, and other communication channels and strengthen cultural identification through branded events. This three-part model creates a closed loop of precise positioning, quality development, and communication reinforcement, effectively improving the market competitiveness and social influence of community-embedded service facilities.

4.3 Combining Profitable and Public-Interest Services to Ensure Affordability

In operating community-embedded service facilities, the strategy of “balanced bundling” combines high-profit services, such as specialized nursing and customized services, with affordable public-interest services, such as basic elderly care and public childcare, to establish service portfolios and cross-subsidy mechanisms. Revenue from high-profit projects can support low-profit public services. For example, a portion of income from higher-priced customized health-management services can fund community day care for older adults, thereby achieving overall financial balance. Combined with tiered pricing and flexible fee structures, this approach preserves access for low-income groups while creating a virtuous cycle between economic returns and social benefits. The integrated provision model maintains the operating vitality of market actors while ensuring the continued supply of basic public services and offers an innovative pathway beyond both market failure and comprehensive government provision.

5 Conclusion

From an urban renewal perspective, this paper has systematically analyzed the key problems and corresponding strategies associated with the renewal, construction, and sustainable operation of community-embedded service facilities in China. These facilities play an important role in meeting diverse resident needs and improving community quality of life, and their value is especially evident in responding to population aging and declining birth rates. Nevertheless, their construction and operation still face practical constraints, including scarce land resources, complex property-rights arrangements, and insufficiently flexible functional design. The paper therefore proposes optimizing the use of existing space, converting nonresidential premises, and introducing market-oriented operating mechanisms to promote sustainable development. Future efforts require deeper collaboration between governments and market actors, innovative management models, and community service brands. These measures can comprehensively improve service performance, support high-quality community public services, and provide residents with more convenient, efficient, and diverse experiences, thereby enhancing both community governance capacity and service standards.

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